

# FORT MCCOY/ MONROE COUNTY JOINT LAND USE STUDY

February 2013



Fort McCoy "Main Gate"



Under the Flag



Airmen Transport Casualty



Simulated Battle



This study was prepared by the Mississippi River Regional Planning Commission, with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the local governments, the Policy Committee and the Technical Advisory Group and does not necessarily reflect the views of the Office of Economic Adjustment. Funding was also provided by the Mississippi River Regional Planning Commission and Xcel Energy.

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Fort McCoy's Locomotive, No. 4600

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## **PURPOSE OF THE JOINT LAND USE STUDY**

The purpose of this Joint Land Use Study (JLUS) is for Fort McCoy and the surrounding communities in Monroe County, Wisconsin, to identify the instances where growth of the military installation, the civilian communities, or both could be in conflict with each other. Both Fort McCoy and the surrounding communities will grow in the coming decades, either physically, by developing more land, or in terms of intensity of use. As land use changes and intensifies, useful territory will be sought by both the military and the surrounding communities; other areas could be made unusable by one side due to incompatible uses of the land by the other side. Proper planning can anticipate which areas will be most likely to generate such conflicts, and provide recommendations for both the Fort and the surrounding communities to avoid or mitigate those conflicts. It is only prudent, therefore, for the military and surrounding communities to plan for the future in a way that lets both grow and develop in ways that are mutually beneficial. The Monroe County Board of Supervisors passed a resolution in December 2010 requesting the Mississippi River Regional Planning Commission (MRRPC) to proceed in developing this JLUS for the purpose of improving long term compatibility with the Fort and its neighbors.

This JLUS project will address the following:

1. Improve communications between the Fort and the surrounding communities concerning what each values and needs in order for both sides to coexist and prosper together
2. Address existing and future incompatible growth and development around the Fort to the extent practical
3. Address Fort activities that negatively impact the surrounding communities to the extent practical







## 1. FORT MCCOY HISTORY AND SETTING

Fort McCoy is a US Army installation that covers about 60,000 acres in north-central Monroe County, Wisconsin in the Upper Midwest (see Map 1.1). From its beginnings in 1909, Fort McCoy has developed into a four-season training facility that serves all branches of the US military, as well as personnel from the armed forces of international allies. The Fort has grown and adapted to changing military requirements for decades. Since the beginning of the wars in Iraq and Afghanistan, Fort McCoy has seen increases – doubling and tripling in some categories – in personnel, expenditures, and activities. With the ends of these wars, Fort McCoy’s intensity of activity will likely reduce to pre-Iraq-War levels. This is just another change in mission for an installation that has adapted successfully so many times in the past to serve the needs of America’s armed forces. Fort McCoy expects to remain a vital part of the US Army for decades to come and a key element in the training network for all of the US armed forces and those of America’s allies.



Mortar Training

Fort McCoy was founded in a rural, agricultural area in western Wisconsin. The area remains overwhelmingly agricultural and rural, the population scattered sparsely on large tracts of farming land with a few small cities nearby. Fort McCoy is the largest employer in Monroe County and has an enormous impact on the local economy (Fort McCoy accounted for an estimated \$1.31 billion in economic activity in fiscal year 2011). Development pressures from the surrounding civilian communities have grown in recent years, as more land is taken out of agricultural production and sold for residential uses. This pressure will likely increase in the future since Monroe County has many features and characteristics that could attract more residents and businesses. There is plenty of available land, it is located in a scenic area, and it is close to the major metro areas of Chicago, Milwaukee, and the Twin Cities, where a large pool of potential residential landowners could view the area as perfect for their next home. While Monroe County and Fort McCoy certainly welcome newcomers to the area, they are concerned that a sudden and significant increase in development pressures could threaten the mutually beneficial relationship that has existed for decades between the military and civilian communities in the area. The recent interest in frac-sand mining (sand that is used in the petroleum exploration technique of hydraulic fracturing, or “fracking,” is called “frac sand”) in Monroe County also points to a development pressure that both the military and civilian communities must address.

Fort McCoy was founded in 1909 as Camp Robinson and Camp Emory Upton. It has more than quadrupled in size over the decades from its original 14,000 acres. Today, Fort McCoy has access, through land use permits, to 60,000 acres in addition to the 60,000 acres of the Fort itself. In 2003, Fort McCoy employed over 3,200 personnel, and that number grew to 3,971 in 2011 (see Table 3.4). During that same period, total expenditures at the Fort increased from \$266.5 million to \$409.6 million, and the estimated economic impact of Fort McCoy on the local economy increased from \$613.0 million to \$1.31 billion.



Fort McCoy is a Power Projection Platform (PPP), which is an army installation that supports the mobilization, deployment, redeployment, and demobilization of soldiers and their supplies and equipment. Fort McCoy is one of only fifteen of the PPPs in the Nation, and the only one in the Midwest.

Fort McCoy has seen an increase in training of personnel from all four service branches, as well as personnel from foreign armed forces, as a result of the wars in Iraq and Afghanistan. As these wars wind down, the personnel trained at Fort McCoy is expected to decrease. Even with increased training activity at Fort McCoy, the number of troops being trained has decreased from 145,437 in 2001 to 134,645 in 2011. However, each of those troops typically spent a longer time training at Fort McCoy in 2010 (60 days) than in 2001 (14 days). This led to a higher multiplier effect on the local economy. The employment picture at Fort McCoy also increased over the course of the 2000s. Total employment (civilian, contract, and military) in 2001 was 2,245; that rose to 3,971 in 2011. While the civilian employment decreased slightly, from 1,615 to 1,443, the increase was among military (365 in 2001 and 1,267 in 2011) and contract (265 in 2001 and 1,261 in 2011) personnel.



Convoy Rolls into Village

Monroe County has 44,673 people, according to the 2010 Census. Monroe County is characterized by small, rural, racially homogenous communities. The largest community in Monroe County is the City of Sparta, with a 2010 population of 9,522 according to the US Census Bureau. The City of Tomah was just behind, at 9,093. Every other community in the County has 3,000 people or fewer.

Monroe County is within an area of Wisconsin, Minnesota, and Iowa known as the Driftless Area, so named because it was not covered by glaciers in the last Ice Age, and therefore lacks glacial drift (rocks and other debris left behind by retreating glaciers). This unique experience left the area with geography much different from the flat prairies that surround it. Instead, the Driftless Area is characterized by warrens of deep river valleys, steep hillsides, and waterways prone to flooding. Periodic flooding is the most common natural disaster in the Driftless Area, but blizzards, severe thunderstorms, and tornadoes are not uncommon. All of these natural disasters have the potential to cause economic losses to businesses and individuals in the Region.

The first human settlement of the Region occurred about 11,000 years ago, as the glaciers in surrounding regions retreated. Different peoples migrated to and from this Region over the millennia, often trading with other cultures throughout North America (artifacts have been found in this Region that came from as far away as the Rocky Mountains). By the time Native peoples made first contact with Europeans, they had developed agriculture, extensive trade networks, and burial earthworks. The major tribe in Monroe County, both historically and today, is the Ho Chunk Nation (sometimes known as the Winnebago). Other tribes in the area included the Iowa, Sauk, Fox, Illini, and Huron. Permanent white settlement in the MRRPC Region began in the late-18th century, and centered first around fur trading. By the middle of the 19th century, the area was being developed for its timber. Railroad connections grew up in the last third of the 19th century to serve the timber industry and the growing agriculture in the Region. By the 20th century, agriculture remained a major part of the economy, but timber was giving way as the forests diminished. In the first half of the 20th century, manufacturing of many kinds developed. In the last third of the 20th





century, both agriculture and manufacturing suffered a decline, and this nation-wide trend affected those industries in Monroe County. By the beginning of the 21st century, Monroe County was shifting to more service-oriented industries, just like much of the United States, while agriculture and manufacturing remained important parts of the Regional economy.

Today, Monroe County is characterized by employment in its top five classifications: government; manufacturing; retail trade; farming; and transportation and warehousing. While these are the classifications with the most employees, they are not all the classifications with the highest earnings. The top five classifications grouped by total earnings are government; manufacturing; transportation and warehousing; health care and social assistance; and retail trade (see Tables 3.5 and 3.6). The top five classifications grouped by earnings per employee are government; transportation and warehousing; manufacturing; construction; and other services, excluding public administration. The economic challenge for Monroe County in the coming generation is how to grow more businesses that generate value added products and services that can be exported to other regions. These businesses create stronger economic impacts in terms of business support services and higher wages. The MRRPC has identified several economic driver industries that should be encouraged to expand in this Region: manufacturing; tourism; agribusiness and food processing; and wood and forest products. These are industries that already exist, in which businesses have developed a specialization, and have a competitive advantage in the global marketplace, with many providing quality jobs and wages.



# Map 1.1 Fort Mc Coy Upper Midwest Location

## Legend

— States Boundary

Fort McCoy

### States

Wisconsin

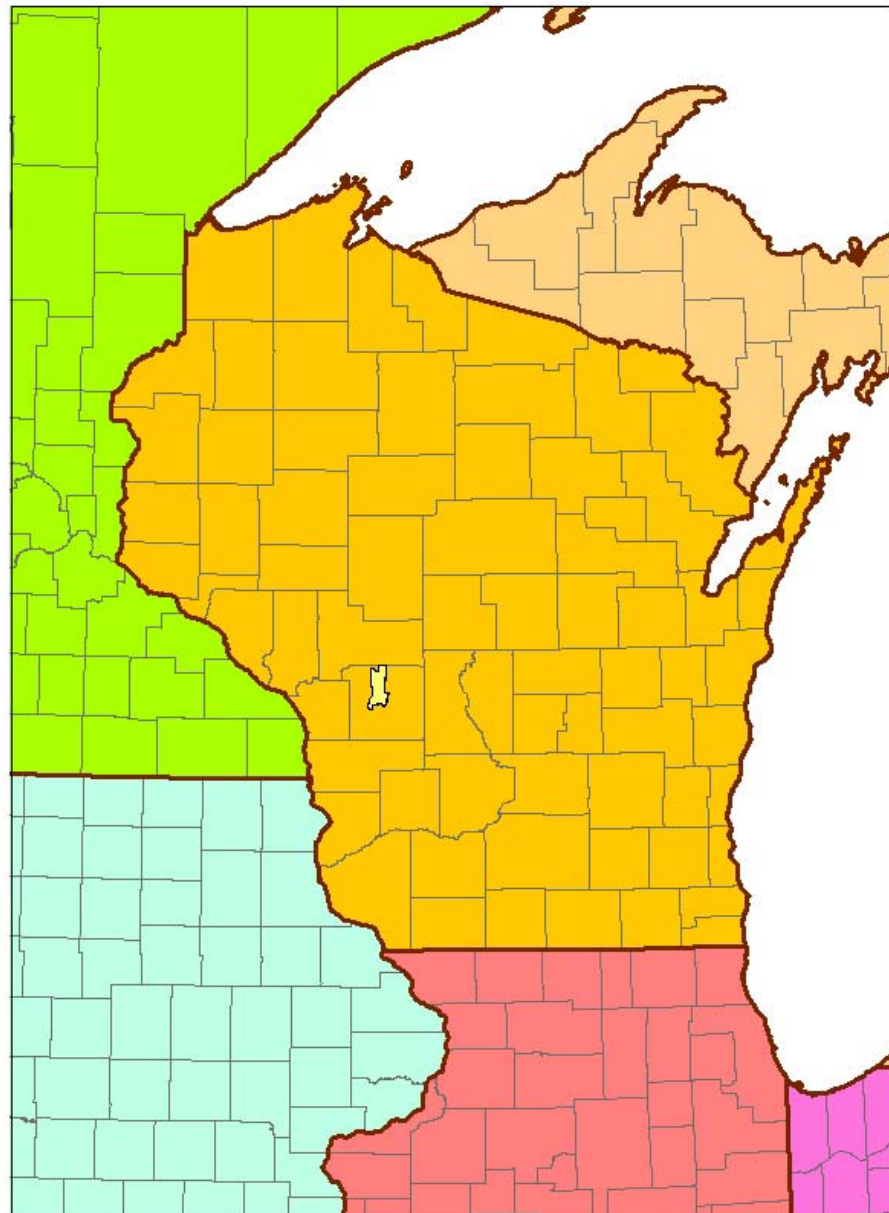
Minnesota

Michigan

Iowa

Illinois

Indiana



## 2. FORT MCCOY JOINT LAND USE STUDY PLANNING AREA AND PUBLIC PARTICIPATION PROCESS

### Planning Area

The JLUS study area focuses on Fort McCoy and the towns bordering it (see Map 2.1). The Fort is bounded by six unincorporated towns in Monroe County: New Lyme, Lafayette, and Angelo on the west, and Grant, Greenfield, and Adrian on the east. The unincorporated towns of Manchester and Millston in Jackson County form the northern boundary with Fort McCoy. Those Jackson County towns, however, are almost completely comprised of state forest land, and are barely populated. The incorporated City of Sparta is very near the southwest corner of Fort McCoy. The City of Tomah is less than 5 miles to the east of Fort McCoy. The JLUS will focus mostly on the relationship between Fort McCoy and the six surrounding towns in Monroe County, as well as Monroe County as a whole, since the County's comprehensive plan and zoning ordinances govern land use in some of these towns.

As mentioned, Fort McCoy covers about 60,000 acres in north-central Monroe County. The areas surrounding the Fort are mainly open lands, forests, and agricultural lands. There are rural residential areas, as well as scattered other land uses, such as those the Monroe County Comprehensive Plan identifies: "manufacturing, commercial, open water, institutional, county, county forest crop, state, federal, residential and wetlands" (Monroe County Comprehensive Plan, p. 92).

One of the surrounding towns, New Lyme, has a wetland area that forms part of the border with Fort McCoy. Wetlands are discouraged if not prohibited from development because they are environmentally sensitive. Map 3.4 illustrates the environmentally sensitive areas around or near the Fort. Agricultural lands are not considered a conflicting use with military operations at Fort McCoy, since agricultural lands are sparsely populated and not likely to be bothered by noise, vibration, dust, and smoke. Open lands and forests are undeveloped by definition, and like agricultural land are unlikely to contain enough population to be bothered by activities at the Fort. The various land uses around Fort McCoy for the most part do not currently lend themselves to land use conflicts with the installation. Furthermore, many of the communities surrounding Fort McCoy want to preserve their rural and agricultural character by limiting development of undeveloped land in nonagricultural ways. This has the effect of reducing potential conflicts between military and civilian uses of the land, because agricultural, forest, and open space lands are low in population and development by definition. The comprehensive plans for the Towns of Grant, New Lyme, and Lafayette call for the maintenance of their towns' rural and agricultural character. Thirty-five local governments passed resolutions in the last decade supporting the Fort McCoy's presence in their communities and the continued military operations there.



Troops Secure Building



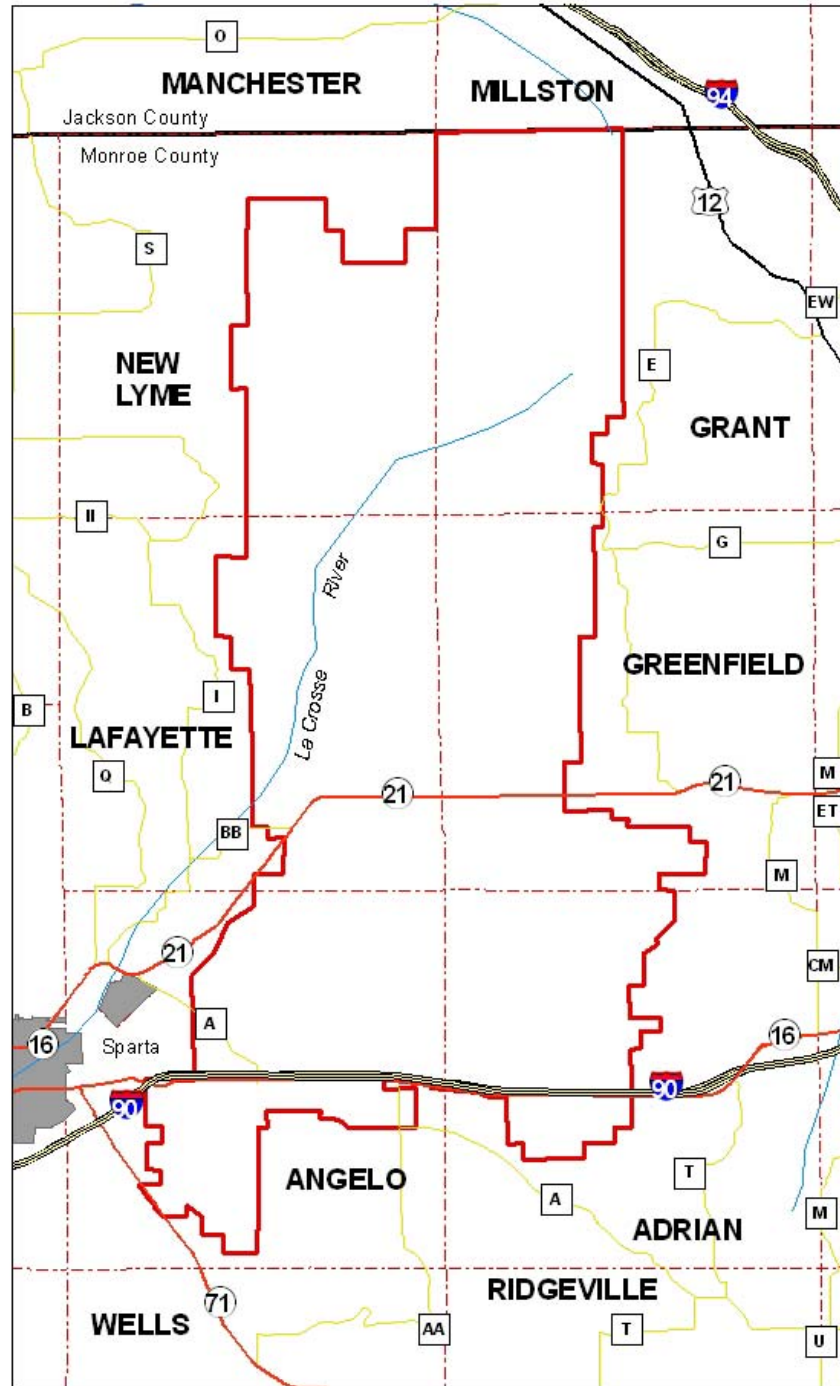
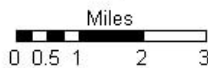
# Map 2.1 Fort Mc Coy Planning Area

## Legend

- Interstate
- US Highway
- State Highway
- County Roads
- Water
- City
- Fort Mc Coy
- Towns
- County Boundary



Prepared By:  
Mississippi River  
Regional Planning  
Commission 2/12





## Planning Process

### Public Participation

#### Description of Policy Committee and Technical Advisory Group

The Policy Committee is the group that guided the development of this JLUS and approved it. The Policy Committee had representation from many stakeholder groups. Invitations to join the Planning Committee were sent to the following groups:

- Representatives from the Monroe County Board
- Representatives from Jackson County Board
- Representatives from the towns of Adrian, Angelo, Grant, Greenfield, Lafayette, and New Lyme in Monroe County
- Representatives from the towns of Manchester and Millston in Jackson County
- Representatives from the Cities of Sparta and Tomah in Monroe County
- Representatives from Fort McCoy
- Business leaders from the surrounding communities
- Representatives from the Ho-Chunk Nation
- State officials who oversee the Black River State Forest, in adjacent Jackson County
- Land owners adjacent to the Fort

The MRRPC contacted all of these constituencies in August 2011, and sought the name of the appropriate individual to invite. The MRRPC sought such information through letters, phone calls, and/or emails to each of the above entities. A large-scale mailing was sent out to the various constituencies, inviting their nominees to serve on the Policy Committee. Representatives from each County Board were sought by mailing letters to the County Board Chairs. Representatives from the towns were sought by mailing letters to the town chairs, both at their home address and at the town clerks' addresses. Representatives from the cities were sought by mailing letters to the city administrators. Representatives from Fort McCoy were sought by mailing a letter to the public affairs officer and two individuals she had specified. Business leaders were sought by mailing letters to the chambers of commerce in the county and communities surrounding Fort McCoy, as well as using a plat book to identify large businesses with property abutting the Fort. The MRRPC contacted the Ho-Chunk Nation on several occasions, seeking the appropriate person(s) to invite to serve on the Policy Committee. The Ho-Chunk Nation responded that they would provide a representative. Representation for Black River State Forest was sought by mailing a letter to its superintendent. Representation from landowners adjacent to Fort McCoy was sought by mailing letters to the landowners in each town with the longest shared border with the Fort, as identified visually by examining a platbook. All of these constituencies were invited to serve on the Policy Committee by attending its first meeting on September 27, 2011.

In addition to inviting individuals from the above-mentioned constituencies, the MRRPC put an advertisement in the Sparta newspaper and ensured that the Monroe County Sanitation, Planning & Zoning and Dog Control Committee placed a public notice of the meeting at the County Courthouse. This attracted a few more participants that had not been specifically invited, but whose knowledgeable input would be





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welcome. The JLUS has also been given its own special section on the MRRPC website (mrrpc.com/JLUS.html), where documents from the meeting have been displayed.

The Technical Advisory Group (TAG) was made up of officials who have specialized knowledge to contribute to the JLUS. Some individuals were members of both the Policy Committee and the TAG, but the two bodies have different functions. The Policy Committee guided the overall direction of the JLUS and eventually adopted it; while the TAG helped gather the information and conducts the research that eventually produced this JLUS. The TAG was recruited from the following list of invitees:

**Table 2.1 – Technical Advisory Group (TAG)**

<ul style="list-style-type: none"> <li>• MRRPC staff</li> <li>• County and city administrators, planners or zoning administrators from surrounding communities and towns</li> <li>• State Department of Natural Resources representatives</li> <li>• State Department of Transportation representatives</li> <li>• State Department of Commerce representatives</li> <li>• State Department of Military Affairs representative</li> <li>• Fort McCoy personnel</li> </ul>	<ul style="list-style-type: none"> <li>• Volk Field personnel</li> <li>• County Emergency Management Directors</li> <li>• State and county forestry staff</li> <li>• Public utility representatives</li> <li>• Education representatives</li> <li>• Health care representatives</li> </ul>
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The TAG met twice during the initial stages of the JLUS process during the fall of 2011. Those in attendance at the November 3, 2011, TAG meeting were the following:

**Table 2.2 – Technical Advisory Group (TAG) Meeting Attendees, November 3, 2011**

<ul style="list-style-type: none"> <li>• Linda Fournier, Fort McCoy</li> <li>• Bryan Law, Mississippi River Regional Planning Commission (MRRPC)</li> <li>• John Ross, Jackson County Emergency Management</li> </ul>	<ul style="list-style-type: none"> <li>• Terry Schmidt, Jackson County Zoning</li> <li>• Cindy Struve, Monroe County Emergency Management</li> <li>• Paul Wydeven, Wisconsin Department of Transportation</li> </ul>
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The meeting was held in the Council Room of Sparta City Hall. The TAG discussed the purpose of the JLUS, and how the TAG itself fit into the process. The TAG identified and discussed general topics that should be included in the JLUS and where to gather pertinent data and information about them. These general topics would describe the existing conditions around Fort McCoy, its operational impacts, and compatibility of the land use around the Fort's perimeter. The TAG also discussed potential recommendations that could be included in the JLUS. The TAG mentioned that getting more involvement from the towns surrounding Fort McCoy could help later in the implementation of the plan's recommendations at the local level. Therefore, the TAG recommended that a future meeting be scheduled to involve one of the surrounding towns that had not shown great levels of participation in the process so far.



Convoy Rolls In

Because of the desire to get more town involvement, the next TAG meeting, on December 8, 2011, was held at the Town of Angelo Hall. The TAG members hoped that this would raise awareness of and interest in the JLUS process among town leaders. To that end, the TAG further recommended that the MRRPC





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approach the three towns with low levels of participation in the JLUS process (Adrian, Angelo, and Greenfield) about the possibility of speaking to the Town Boards at their next meetings, and try to generate some interest in town leaders attending the March 6, 2012, public input meeting held by the Policy Committee. The MRRPC approached the Town of Angelo first, since it had hosted the TAG meeting, and asked to get on the Town Board’s January 2012 agenda. This TAG meeting also featured continued discussion about topics that should be included in the JLUS, where to gather pertinent data and information about them, and potential recommendations that could be included in the JLUS. Those members present were the following:

**Table 2.3 – Technical Advisory Group (TAG) Meeting Attendees, December 8, 2011**

<ul style="list-style-type: none"> <li>• Alison Elliott, Monroe County Zoning Administrator</li> <li>• Linda Fournier, Fort McCoy</li> <li>• Bryan Law, Mississippi River Regional Planning Commission (MRRPC)</li> </ul>	<ul style="list-style-type: none"> <li>• Randall Heinke, Town of New Lyme</li> <li>• David Martens, Wisconsin Economic Development Corporation</li> <li>• Terry Schmidt, Jackson County Zoning</li> <li>• Cindy Struve, Monroe County Emergency Management</li> </ul>
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The TAG met again on January 25, 2012, at the Public Works Training Room of Tomah City Hall; and at the Rolling Hills Activity Room on May 22, 2012, and June 19, 2012. These meetings centered around sources of information about the topics for the JLUS and discussions of various documents to be included in the JLUS, possibly in appendices. The TAG also discussed the importance of keeping the Policy Committee intact, at least in part, after it approved the JLUS, so that members of it could assist in making the case why local governments surrounding Fort McCoy should consider also approving the JLUS recommendations. Members of the TAG, which had considerable overlap with the Policy Committee, indicated their willingness to travel to the various Town Board meetings in the area and help make presentations in favor of approval of the JLUS recommendations.

Description of Public Input Meetings and Opportunities

For the September 27, 2011 Policy Committee meeting the following were in attendance.

**Table 2.4 – Policy Committee Meeting Attendees, September 27, 2011**

<ul style="list-style-type: none"> <li>• Mark Aumann, U.S. Representative Ron Kind’s office</li> <li>• Peter Bakken, Superintendent, Black River State Forest</li> <li>• Allan Balliett, DPW, Environmental Div., Fort McCoy</li> <li>• Dan Braund, CenturyLink</li> <li>• Ed Carns, DPTMS, Training Div., Fort McCoy</li> <li>• Gail Chapman, Adrian Town Chairman, County Board Supervisor and Zoning Committee member</li> <li>• Mike Crneckiy, Principal, Meadowview Middle, Sparta School Schools</li> <li>• Alison Elliott, Administrator, Monroe County Zoning Department</li> <li>• Todd Fahning, Director of Community Development, City of Sparta</li> <li>• Linda Fournier, Public Affairs Officer, Fort McCoy</li> </ul>	<ul style="list-style-type: none"> <li>• Ray Habelman, Habelman Brothers, Tomah</li> <li>• Randall Heimke, New Lyme, Town Supervisor</li> <li>• Toby Lawe, Tomah VA Medical Center</li> <li>• Doug Path, Monroe County Board Supervisor and Zoning Committee member</li> <li>• Terry A. Schmidt, Jackson County Zoning Administrator and Town of Grant Planning Commission member</li> <li>• Brendan Smith, Volk Field</li> <li>• Cindy Struve, Monroe County Emergency Mgt.</li> <li>• Wayne Tuchalsky, Town of Little Falls Planning Commission</li> <li>• Richard Yarrington, Monroe County Board Supervisor and Zoning Committee Chair</li> </ul>
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The first meeting of the Policy Committee was held at the Rolling Hills Auditorium in Sparta, Monroe County, Wisconsin, on September 27, 2011. The MRRPC put an advertisement in the Sparta newspaper



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and ensured that the Monroe County Sanitation, Planning & Zoning, Forestry, Dog Control Committee placed a public notice of the meeting at the County Courthouse. The agenda for first meeting of the Policy Committee consisted of:

1. Welcomes and introductions from Richard Yarrington, Monroe County Board Representative
2. Background and Purpose of a JLUS from Bryan Law, MRRPC
3. Presentation by Fort McCoy officials on the installation’s mission, operations, and compatibility concerns by Ed Carns, DPTMS, Training Div., Fort McCoy
4. Process to prepare the Fort McCoy JLUS by Peter Fletcher, MRRPC
5. Public input session on strengths, weaknesses, opportunities and threats (SWOT) regarding compatibility between Fort McCoy and communities
6. Questions and comments
7. Setting the next Meeting Date

The Policy Committee held a public meeting on November 15, 2011, at the Rolling Hills Auditorium in Sparta, Monroe County, Wisconsin.

Those in attendance at the November 15, 2011, meeting were the following:

**Table 2.5 – Policy Committee Meeting Attendees, November 15, 2011**

<ul style="list-style-type: none"> <li>• Bob Andersen, Town of New Lyme Planning Commission</li> <li>• Mark Aumann, U.S. Representative Ron Kind’s office</li> <li>• Alan Balliett, DPW, Environmental Div., Fort McCoy</li> <li>• Alison Elliott, Monroe County Zoning Department</li> <li>• Linda Fournier, Public Affairs, Fort McCoy</li> <li>• William Gleiz, Monroe County Publisher</li> <li>• Randall Heimke, Town of New Lyme</li> <li>• John Hendricks, Sparta Area School District</li> <li>• Bryan Law, Mississippi River Regional Planning Commission (MRRPC)</li> </ul>	<ul style="list-style-type: none"> <li>• Doug Path, Monroe County Board, Zoning Committee member and Village of Wilton</li> <li>• Violet Pihoda, member of the public</li> <li>• Brendan Smith, Volk Field</li> <li>• Dick Smith, Town of Lafayette</li> <li>• Cindy Struve, Monroe County Emergency Management Dept.</li> <li>• Wayne Tuchalski, Town of Little Falls Planning Commission</li> <li>• Tim Wilder, Town of Grant</li> <li>• Richard Yarrington, Monroe County Board and Zoning Committee Chair</li> </ul>
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The agenda consisted of:

1. Welcome and introductions -- Richard Yarrington, Monroe County Zoning Committee Chair
2. Minutes from September 27, 2011, meeting
3. Re-Cap of purpose and planning process for JLUS – Bryan Law, MRRPC
4. Analysis of Strengths, Weaknesses, Opportunities, Threats (SWOT) process from last meeting – Bryan Law, MRRPC
5. Report on November 3, 2011, meeting of the Technical Advisory Group (TAG) – Bryan Law, MRRPC
  - Topics to Include in the JLUS
  - Sources of data
  - Identifying other groups to invite to serve on the TAG
  - Next meeting: December 8, 2011
6. Preliminary recommendations for JLUS
7. Questions and comments
8. Next meeting date (March or April) to review draft JLUS

**FORT MCCOY JOINT LAND USE STUDY PLANNING AREA AND PUBLIC PARTICIPATION PROCESS**

The MRRPC presented an analysis of the SWOT exercise from the September 27, 2011, Policy Committee meeting. The SWOT exercise produced comments that characterized the relationship between Fort McCoy and its surrounding civilian communities as mutually beneficial, with some expected and understandable areas of friction or anxiety. The Policy Committee noted that Fort McCoy was responsible for much of the racial and ethnic diversity that is visible in Monroe County. This Region of the state is marked by a very obvious lack of racial and ethnic diversity, but the US military is not. Not only do the diverse military personnel at Fort McCoy contribute to making the Region more welcoming of racial and ethnic minorities, but some members of the military who have spent time at Fort McCoy, including those from populations not historically well represented in the Region, decide to stay in the area after their military careers and start businesses. The Policy Committee also noted that Fort McCoy's presence raises Monroe County's importance in the eyes of elected officials at the state and federal levels. Fort McCoy, for its part, has always praised the surrounding communities for their support of and welcoming attitude toward its mission and activities.

The Policy Committee did note some anxieties and tensions about coexistence between a military installation and the civilian communities that surround it. The transient nature of the personnel at Fort McCoy – where thousands of soldiers cycle through on short-term training assignments, and even the staff stationed at Fort McCoy are only there for as long as the US Army orders them to be – runs counter to the desire for consistency, order, and predictability in the small, rural communities surrounding the Fort. Residents of the civilian communities have long lamented that the transient nature of military life guarantees that the community life in these surrounding communities will suffer a lack of cohesion and continuity from year to year. This is especially difficult for the schools, where planning for future classes is dependent on an added variable (military families) that other small community public schools in the Region do not have to consider. Added to that level of flux and turnover inherent in military life is the changing mission of the Fort: a decade after training activity at Fort McCoy rapidly increased, nearly doubled the number of people employed at the Fort, and almost quadrupled the economic impact on the surrounding area, the wars in Iraq and Afghanistan are ending and levels of training are expected to return to their 2002 levels. This creates a climate of uncertainty among businesses in Monroe County, since a major potential or existing customer is preparing to reduce its activity and employment levels.

Several themes emerged from the lists generated in that SWOT exercise. Strengths are those positive elements of a community that are present now, and which it can, theoretically, control. Among the Strengths identified were the connectivity between the Fort and the civilian communities, the economic benefits of Fort McCoy, and the people and quality of life in the Region. The Policy Committee characterized Fort McCoy as a cooperative, open, and welcoming partner in the public life of the community – remarkably so, considering the security concerns of a military installation. Its connectivity to the civilian communities includes mutual aid agreements for providing emergency response; Fort McCoy's openness to the public for outreach events and for recreational activities like hunting; and the Fort's help in training emergency services. Fort McCoy also contributes to the strength of the Region through its economic importance. It is the largest single employer in Monroe County, and despite the fact that military personnel at Fort McCoy turn over frequently, as at any military installation, the Fort itself has helped insulate Monroe County from the worst of the recession that began in December 2007. Fort McCoy has been an essential part of the Region's economy for decades, its federal investment providing a level of stability and a hedge against economic hard times that small, rural communities do not typically enjoy. Finally, the Policy Committee identified the people and quality of life in the Region as one of its greatest



strengths and assets, characterizing the people as friendly, hard-working, educated, and reliable; and the communities themselves as wonderful places to raise children and operate businesses. Fort McCoy contributes to the Region's quality of life in very tangible ways, through its environmental efforts, such as stream restoration and endangered species protection.

Weaknesses, those present negative characteristics that are, theoretically, within a community's control, must be identified as well as strengths. The Policy Committee identified some weaknesses in the Region, mostly having to do with issues of infrastructure, land use, and funding. Policy Committee members worried that the transportation infrastructure was inadequate for the decades ahead, since mining for sand that is used in the oil and gas drilling technique called hydraulic fracturing (or "fracking") is increasing in the Region. This activity promises to put greater demands on road and rail transportation, and this could deteriorate the existing infrastructure faster than the Region has planned up until now. Furthermore, the existing roads pose some potential problems for Fort McCoy. The Fort's transportation network is shown in Map 3.5. First, Interstate-90 bisects Fort McCoy, making it difficult to move personnel and materiel longitudinally within the Fort. Second, the interstate and other roads that run through Fort McCoy are not subject to extra security compared to roadways outside the Fort; this could pose a severe security problem for Fort McCoy. Land use surrounding Fort McCoy is currently not problematic for the military mission there, since it is mostly forested or agricultural land. But Fort McCoy's mission includes training in heavy artillery and explosives, and if the surrounding land were developed for residential use, these training activities could be the source of conflict with surrounding landowners in the future because of the noise and vibration it causes. Of course, funding for road improvements would be expensive, as would other infrastructure concerns, such as schools. The area schools expressed concern that the payments made by the Department of Defense for incoming students might not be adequate, and that a lack of funding would exacerbate problems the schools already face due to the transitory and nomadic nature of military families.

Opportunities are those positives about a community that might be achieved in the future, and which are at least somewhat out of the community's control. The Policy Committee noted that most of the civilian communities' opportunities are inextricably tied to the advantage of having Fort McCoy within the Region. Fort McCoy is a great recruitment tool for business attraction or encouraging start-ups, since it provides a customer base for many service industries. Because Fort McCoy is the only training facility for certain types of military units within hundreds of miles, it is an installation that attracts the attention of high-level customers (as the Fort refers to those military units who use its facilities) all over the nation, and the militaries of America's allies. This increases the political and economic profile of the surrounding communities, making them more attractive for business development. Moreover, the military importance of Fort McCoy (and its accompanying economic importance for the surrounding communities) is likely to continue into the future, since the installation is very versatile (it operates as a 4-season training facility) and adaptable for the changing missions of the US military. Other opportunities the Policy Committee identified involve ever greater outreach to civilian emergency responders nearby Volk Field for training purposes and expansion of the Fort McCoy airport.

When identifying opportunities, it is also necessary to envision threats: potential negative outcomes that are at least somewhat outside the community's control. The Policy Committee identified threats to the Region centering on uncertainty stemming from: land use in the Region; global economic and security concerns; and the Department of Defense's plans for the future. The Policy Committee noted that increasing population in the Region could increase development pressure for residential construction, not only



## FORT MCCOY JOINT LAND USE STUDY PLANNING AREA AND PUBLIC PARTICIPATION PROCESS

threatening land use compatibility with Fort McCoy, but also threatening to diminish the rural character of their communities. The possible location of high-voltage power lines through the Region also presented a threat, since it could further threaten the rural character of the communities and reduce the quality of life identified as a strength. The global reliance on fossil fuels is contributing to an increase in fracking, and sand that is very advantageous for this process is abundant in the Region. Mining for this frac sand has increased in just the last few years, and communities are anxious about how best to regulate it. The pressures this activity puts on the transportation infrastructure is a potential threat to the Region, but of greater concern to some is the threat it poses to the rural, agricultural way of life. Another global concern that affects the Region is terrorism and attack from a foreign military, since Fort McCoy would be considered a legitimate (if highly guarded) target for those wishing to inflict damage on the US military. This is the flip-side of the benefits of having a military installation in a small, rural Region: just as most agricultural communities do not enjoy the economic benefits and stability that such a military installation brings, they also do not have to consider themselves within the scope of an attack by a terrorist group or a hostile foreign nation's military. Finally, the Policy Committee acknowledged that the greatest uncertainty the Region faces with regard to Fort McCoy is the Department of Defense's plans for the future. Changes in the Fort's mission could increase or decrease the personnel, and thus the economic and land use impact, at Fort McCoy quite rapidly, making it difficult for the civilian communities to adapt. The greatest threat that the Region faces is the possibility that Fort McCoy could be closed in another round of Base Realignment and Closing (BRAC), which is anticipated in the coming years. The Policy Committee understands that a JLUS is not "BRAC-proofing"; but the assembled partners from both the military and civilian communities hope that their willingness to cooperate on this JLUS indicates that Fort McCoy and the surrounding civilian communities have, and wish to maintain, a very productive and mutually beneficial relationship.

The Policy Committee held a public meeting on March 6, 2012, at the Rolling Hills Auditorium in Sparta, Monroe County, Wisconsin. This was an open house to discuss elements of the draft JLUS, especially the tools available to local governments and Fort McCoy to better ensure future compatibility, and to gather input from the public with regard to recommendations to be included in the JLUS.

The agenda consisted of:

1. Welcome and introductions
2. Open House to Describe Draft JLUS and Possible Recommendations
  - a. Presentations by Mississippi River Regional Planning Commission at 6:30 and 7:15
  - b. Before and after these presentations, the public is invited to give input on the process so far
3. Policy Committee Business (beginning at 7:45 p.m.):
  - a. Minutes from November 15, 2011, meeting
  - b. Approval of Draft JLUS and guidance for refining it
  - c. Set next Policy Committee meeting date (April)
  - d. Other business
4. Adjourn


**FORT MCCOY JOINT LAND USE STUDY PLANNING AREA AND PUBLIC PARTICIPATION PROCESS**

Those in attendance at the March 6, 2012, meeting were the following:

**Table 2.6 – Policy Committee Meeting Attendees, March 6, 2012**

<ul style="list-style-type: none"> <li>• Mark Aumann, U.S. Representative Ron Kind's office</li> <li>• Chris Axness, Unimin</li> <li>• Alan Balliett, DPW, Environmental Div., Fort McCoy</li> <li>• Dave Bonifas, Mississippi River Regional Planning Commission (MRRPC)</li> <li>• Gail Chapman, Adrian Town Chairman, County Board Supervisor and Zoning Committee member</li> <li>• John Christy, public</li> <li>• Alison Elliott, Monroe County Zoning Department</li> <li>• Todd Fahning, City of Sparta Department of Community Development</li> <li>• Peter Fletcher, MRRPC</li> <li>• Linda Fournier, Public Affairs, Fort McCoy</li> <li>• Lonnie Greene, Town of Lafayette</li> <li>• Steve Groening, Unimin</li> </ul>	<ul style="list-style-type: none"> <li>• Oris Hall, public</li> <li>• Randall Heimke, Town of New Lyme</li> <li>• James Kuhn, Monroe County Board</li> <li>• Bryan Law, Mississippi River Regional Planning Commission (MRRPC)</li> <li>• Doug Path, Monroe County Board, Zoning Committee member and Village of Wilton</li> <li>• Violet Prihoda, member of the public</li> <li>• Brendan Smith, Volk Field</li> <li>• Richard Smith, Town of Lafayette</li> <li>• John Testar, Town of Lafayette</li> <li>• Dan Wald, 70th Assembly District candidate</li> <li>• Sandy Lea Wood, Town of Grant</li> <li>• Richard Yarrington, Monroe County Board and Zoning Committee Chair</li> </ul>
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The MRRPC presented a series of noise contour maps, which showed the areas of the installation in which noise-sensitive uses (mainly residential development) would be affected by operations at Fort McCoy, particularly artillery and explosives training. After the presentation, the public was invited to investigate the informational displays and fact sheets, which described the regulatory and legislative tools that would be available to Fort McCoy, local governments, and the military and civilian communities working together. Those in attendance were encouraged to approach MRRPC staff with any questions or comments about the tools described. The MRRPC invited any corrections, additions, or other feedback from the public about these tools. The MRRPC also led a discussion of the tools presented on the display boards and fact sheets. After this discussion, the group took a break, agreeing to reconvene for a brief meeting for Policy Committee business. The Policy Committee provided feedback on the tools described in the draft and presented at the public input session.

The Policy Committee held a public meeting on April 24, 2012, at the Rolling Hills Auditorium in Sparta, Monroe County, Wisconsin. This was meeting to follow up on the open house of March 6, 2012. The intent was to discuss elements of the draft JLUS, especially the tools available to local governments and Fort McCoy to better ensure future compatibility, and to give the public another opportunity to make comments about recommendations to be included in the JLUS.

The agenda consisted of:

1. Welcome and introductions
2. Policy Committee Business
  - a. Minutes from March 6, 2012, meeting
  - b. Discussion of Draft JLUS and guidance for refining it
  - c. Set next Policy Committee meeting date
  - d. Other business
3. Adjourn




**FORT MCCOY JOINT LAND USE STUDY PLANNING AREA AND PUBLIC PARTICIPATION PROCESS**

Those in attendance at the April 24, 2012, meeting were the following:

**Table 2.7 – Policy Committee Meeting Attendees, April 24, 2012**

<ul style="list-style-type: none"> <li>• Mark Aumann, U.S. Representative Ron Kind's office</li> <li>• Alan Balliett, DPW, Environmental Div., Fort McCoy</li> <li>• Gail Chapman, Adrian Town Chairman, County Board Supervisor and Zoning Committee member</li> <li>• Alison Elliott, Monroe County Zoning Department</li> <li>• Linda Fournier, Public Affairs, Fort McCoy</li> <li>• Randall Heimke, Town of New Lyme</li> <li>• James Kuhn, Monroe County Board</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Bryan Law, Mississippi River Regional Planning Commission (MRRPC)</li> <li>• Doug Path, Monroe County Board, Zoning Committee member and Village of Wilton</li> <li>• Violet Smith, member of the public</li> <li>• Richard Smith, Town of Lafayette</li> <li>• Wayne Tuchalski, Town of Little Falls</li> <li>• Richard Yarrington, Monroe County Board and Zoning Committee Chair</li> </ul>
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The MRRPC led a discussion about the recommendations of the JLUS, particularly the mitigation efforts local communities could take to prevent future land use conflicts. Those in attendance suggested several more mitigation efforts that could be included in the JLUS: zoned towns could require that hydraulic fracturing sand mines use downward-pointing lights at night, so as not to interfere with Fort McCoy night-vision training; trees and berms could also be used to reduce interference with night-vision training; add information about noise attenuation as part of a packet delivered to property owners who are building new residences; and Fort McCoy should change its website to announce any new activities that will significantly change the nature of the noise generated there, and also alert newspapers and television and radio stations to the change.

The Policy Committee held a public meeting on November 26, 2012, at the Rolling Hills Auditorium in Sparta, Monroe County, Wisconsin.

The agenda consisted of:

1. Welcome and introductions
2. Policy Committee Business
  - a. Minutes from April 24, 2012, meeting
  - b. Presentation on Draft JLUS – Bryan Law, MRRPC
  - c. Approval of JLUS by Policy Committee
3. Adjourn


**FORT MCCOY JOINT LAND USE STUDY PLANNING AREA AND PUBLIC PARTICIPATION PROCESS**

Those in attendance at the November 26, 2012, meeting were the following:

**Table 2.8 – Policy Committee Meeting Attendees, November 26, 2012**

<ul style="list-style-type: none"> <li>• Mark Aumann, U.S. Representative Ron Kind's office</li> <li>• Alan Balliett, DPW, Environmental Div., Fort McCoy</li> <li>• Gail Chapman, Adrian Town Chairman, County Board Supervisor and Zoning Committee member</li> <li>• Alison Elliott, Monroe County Zoning Department</li> <li>• Linda Fournier, Public Affairs, Fort McCoy</li> <li>• Randall Heimke, Town of New Lyme</li> <li>• James Kuhn, Monroe County Board</li> <li>• Bryan Law, Mississippi River Regional Planning Commission (MRRPC)</li> </ul>	<ul style="list-style-type: none"> <li>• Doug Path, Monroe County Board, Zoning Committee member and Village of Wilton</li> <li>• Violet Prihoda, Town of Lafayette</li> <li>• Dick Smith, Town of Lafayette</li> <li>• Wayne Tuchalski, Town of Little Falls</li> <li>• Steve Witt, Town of Little Falls</li> <li>• Richard Yarrington, Monroe County Board and Zoning Committee Chair</li> </ul>
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The MRRPC presented a brief summary of the JLUS process. The Policy Committee had met four times previously, heard presentations on likely sources of land-use incompatibility in the future (noise from the Fort, which would be problematic for any residential development that might be attempted along the boundaries of the Fort), taken public comments at each meeting, discussed the draft JLUS twice before, and made suggestions for improvements to the document. The discussion this night was focused on the recommendations of the JLUS, which would need to be approved by the Policy Committee. These recommendations included: (1) maintaining the agricultural character of Monroe County and the Towns surrounding Ft. McCoy through farm-friendly practices; (2) maintaining the rural character of Monroe County and the Towns surrounding Ft. McCoy through environmentally friendly practices toward forests and waterways; (3) maintaining positive relationships between Fort McCoy and the surrounding civilian communities with greater communication, collaboration, cooperation, and formal partnerships; (4) investigating payments that Fort McCoy might make to the Towns to compensate for the undevelopable federal land within their boundaries; and (5) encouraging unzoned towns surrounding Fort McCoy to adopt land use controls. The language in that last recommendation was carefully composed by the Policy Committee to elicit the optimal positive public reaction, and avoid some politically sensitive terminology. The first recommendation, above, includes a discussion of real estate disclosure – that is, requiring that land buyers be made aware of Fort McCoy's presence near the property, and the nature of operations there that can affect life outside the base. This was a major tool that the Policy Committee identified in avoiding land-use conflicts in the future. Not only would such disclosure prevent purchasers from being surprised about the nature of operations at Fort McCoy, but it would also make them aware of noise, dust, lights at night, etc. that are realities of mechanized farming. Since new landowners – especially those intending to build residential properties – would be aware of these activities on lands near their property before they made the purchase, they would be less likely to complain about the activities. Not only would this help prevent conflict between Fort McCoy and civilian neighbors, it would also help ensure that people who bought property near Fort McCoy would maintain its agricultural or forested character, which is a major goal of the community comprehensive plans in the area. The second recommendation, above, was amended by the Policy Committee to include a discussion of any possible Defense Department purchase of conflict-prone land outside the boundary of Fort McCoy, essentially creating a buffer. This discussion was included while acknowledging that the representatives from Fort McCoy said any such buy-outs were highly unlikely from the federal government any time in the foreseeable future.



**FORT MCCOY JOINT LAND USE STUDY PLANNING AREA AND PUBLIC PARTICIPATION PROCESS**

After discussing a few changes that would be made to the wording of the recommendations, the Policy Committee unanimously approved the JLUS, as amended.

The JLUS recommendations will need to be adopted by the County and municipal governments to have the efficacy intended by this JLUS. With the Policy Committee's work completed, Monroe County's Sanitation, Planning & Zoning and Dog Control Committee will take control of the effort to get the JLUS recommendations approved by the County Board and Town Boards. Members of the Policy Committee and Technical Advisory Groups are invited to continue with this effort, going forward.



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### 3. EXISTING CONDITIONS AND OPERATIONAL IMPACTS

#### Fort McCoy's Current and Future Mission

Fort McCoy's importance to the military's mission is highlighted by the diversity of conditions under which America's armed forces fight. Many of those conditions can be simulated and effectively trained for at Fort McCoy. Fort McCoy has become the only US Army facility in the Midwest capable of providing a full range of individual and collective training for combat and combat service support personnel. Fort McCoy is located in the best four-season area in the United States for the training of military personnel. The Driftless Region terrain provides an opportunity for training on steep and rugged hillsides that is unusual in the Midwest. With United States armed forces involved in major operations for the last decade in Iraq and Afghanistan, as well as other efforts at various times in South Korea, the Balkans, the Caribbean, and other areas around the globe, the need for military personnel to be prepared for any climate, terrain, and geography is obvious. Fort McCoy provides one of the Department of Defense's best training facilities for the versatile needs of America's 21<sup>st</sup>-century military. Fort McCoy is one of only 15 Power Projection Platforms in the United States, which makes it strategically important in the mobilization, deployment, redeployment, and demobilization of troops and materiel. Fort McCoy is also a Total Force War Fighting Center that trains personnel from all branches of the military.



Riot Control

#### Fort McCoy's mission statement:

*Support the training and readiness of military personnel and units of all branches and components of America's Armed Forces. Serve as the exclusive provider of facilities, infrastructure, and the full range of installation Base Operations support and services to stationed and transient training units, installation tenants, and area support customers (off-post). Provide standardized, effective, and efficient services, facilities, infrastructure, and quality of life programs to Soldiers, Families, and Civilian employees in accordance with the Army Family and Community Covenants. Serve as a Mobilization Force Generation Installation. Support contingency operations as ordered. Provide Defense Support of Civil Authorities as directed. Accomplish assigned missions in a sustainable fashion exercising effective stewardship of the natural environment.*



Coast Guardsmen Training



Medics Move Patient



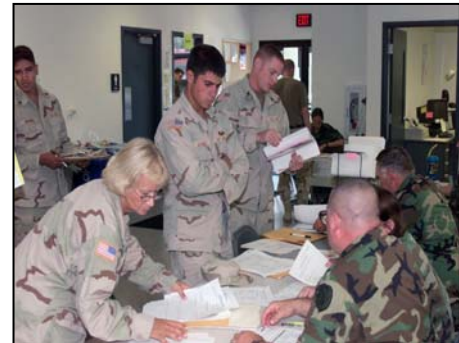
The following post duties, resources and activities describe how Fort McCoy accomplishes this mission.

**Table 3.1 Fort McCoy Installation Activities**

<ul style="list-style-type: none"> <li>• Critical training support role in all years and phases of the ARFORGEN cycle.</li> <li>• Trained over 100,000 Soldiers every year since 1984. FY11 training exceeded 134,000 Soldiers.</li> <li>• Fort McCoy customer utilization historically averages 45% Army National Guard, 45% Army Reserve, and 10% other DOD and non-DOD customers.</li> <li>• Provides 92 of the 95 standard installation services documented in the Installation Status Report (97%). [Compared to 57 of 95 provided by regional support commands (60%).]</li> <li>• Examples of Base Operations support and services provided are environmental and natural resource management, energy management, public affairs, safety, antiterrorism/force protection, law enforcement, fire protection, access control, real property, lodging, and Family, Morale, Welfare and Recreation programs.</li> <li>• Home to 46 tenant organizations and activities.</li> <li>• Home to 126 Army Families, increasing to 134 with the construction of additional Army Family Housing quarters on-post.</li> </ul>	<ul style="list-style-type: none"> <li>• Supports 10,400 current and retired service men and women, and their dependents within 40 miles of the installation.</li> <li>• Supports an average daily workforce population of 4,000 – military, civilian employees and contractors.</li> <li>• Supports 142,000 military retirees including 61,000 Soldiers.</li> <li>• The only Federal Army installation in the upper Midwest.</li> <li>• A major economic force in west-central Wisconsin with an economic impact estimated at \$1.4 billion in Fiscal Year 2010. The largest employer in Monroe County.</li> <li>• Major overseas contingency operations role as primary Mobilization Force Generation Installation from 2002 to the present.</li> <li>• Mobilized, deployed, redeployed and demobilized 140,044 Soldiers, Sailors and Airmen in 2,681 units since 09/11 including 18,438 personnel in FY11.</li> <li>• Designated as a secondary Mobilization Force Generation Installation effective 01 Oct 11.</li> </ul>
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Description of Fort McCoy's Anticipated Future Mission(s)

With the war in Iraq coming to an end and the war in Afghanistan expected to end in 2014, Fort McCoy's mission is expected to change significantly. This means a decrease in the number of troops training at Fort McCoy, rather than a significant change in the type of training they undertake. The Fort's future mission will affect FY 2013, which begins in October 2012. Guidance from the Fort McCoy Office of Public Affairs is that levels of activity and funding might return to FY 2002 levels, which represent the situation before the beginning of the wars in Iraq and Afghanistan. The prospect of Fort McCoy returning to 2002 levels of personnel and expenditures means that surrounding civilian communities could expect fewer service members visiting for long-term training, and perhaps a decline in the multiplier effect Fort McCoy has on the local economy. The estimated economic impact of Fort McCoy on the local economy in FY 2011 was \$1.31 billion; in FY 2002, it was \$357.8 million, which is 27.0% of the 2011 number (see Table 3.4). However, if the 2002 dollar amount is converted into 2011 dollars (using the Bureau of Labor Statistics Inflation Calculator, which uses the average Consumer Price Index for the years given), that brings the projected post-2012 economic impact of Fort McCoy to \$443.7 million, which would be 33.9% of the 2011 economic impact. It is clear that the reduced mission at Fort McCoy will result in a greatly reduced economic impact on the surrounding civilian communities, while Fort McCoy would remain the single greatest economic influence in Monroe County.



Medics Demobilize





The Fort McCoy Installation Operational Noise Management Plan (IONMP) identifies the following facilities, training areas, etc.:

**Table 3.2 Inventory of Fort McCoy’s Facilities, Training Areas, Etc.**

<ul style="list-style-type: none"> <li>• 46,000 acres of maneuver area</li> <li>• Artillery units may use any of 23 standard firing points, or establish non-standard firing points anywhere north of Highway 21</li> <li>• Mortar firing may be conducted from any of 12 established mortar points or from nonstandard firing points with prior approval from DPTMS Range Operations</li> <li>• 2 Enemy Prisoner of War Compounds</li> <li>• Airborne Training Tower</li> <li>• Swing Landing Trainer</li> <li>• Hand-to-Hand Combat Pit</li> <li>• Physical Conditioning Course</li> <li>• 3 Compass/Land Navigation Courses (mounted and dismounted)</li> <li>• Confidence Course</li> <li>• Vehicle Recovery Site</li> <li>• 2 Nuclear, Biological and Chemical (NBC) Chambers</li> </ul>	<ul style="list-style-type: none"> <li>• NBC Decontamination Site</li> <li>• Precision Driving Course (wheeled vehicles)</li> <li>• Track Vehicle Driving Course</li> <li>• Rope Bridge Training Site</li> <li>• Infantry Battle Drill Course</li> <li>• Bayonet Training Course</li> <li>• Bayonet Assault Course</li> <li>• Urban Assault Complex</li> <li>• Litter Obstacle Course</li> <li>• Rapid runway repair site</li> <li>• Bridging operations site</li> <li>• 2 earth-moving engineer sites</li> <li>• 12-foot rappelling tower is also available for teaching basic rappelling techniques</li> <li>• 34- and 55-foot towers are used to simulate helicopter, cliff and wall rappelling</li> </ul>
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The Sparta-Fort McCoy Airport is the site of aircraft training. There are four drop zones at Fort McCoy itself that can accommodate drops of personnel, bundles, equipment, low-altitude parachute extraction, and special operations.

The Fort McCoy Installation Operational Noise Management Plan (IONMP) identifies the following major training and tenant organizations at Fort McCoy:



**Helicopter Approach**

**Table 3.3 Major Training and Tenant Organizations**

<b>Training Organizations</b>	<b>Tenant Organizations</b>	<b>Tenant Organizations (continued)</b>
<ul style="list-style-type: none"> <li>• 84th Training Command</li> <li>• 181st Infantry Brigade, 1st Army East</li> <li>• 181st Infantry Brigade, 2/411th LSB</li> <li>• NCO Academy</li> <li>• RTS Maintenance</li> <li>• RTS Medical</li> <li>• Wisconsin Military Academy</li> <li>• Wisconsin State Patrol Academy</li> </ul>	<ul style="list-style-type: none"> <li>• 4/100th Battalion (OD)</li> <li>• B Company, 6th/52nd Aviation Regiment</li> <li>• 88th Regional Readiness Sustainment Command</li> <li>• A Company, 3/339 Logistics Battalion- 7th Brigade 84th Division</li> <li>• 416th Facility Engineer Center-NW</li> <li>• Detachment 1, 1152nd Trans Co. (TOM)</li> <li>• Detachment 1, 6015th Garrison Support Unit</li> <li>• Army Corps of Engineers Resident Office</li> <li>• American Federation of Government Employees (AFGE)</li> <li>• Army Reserve Civilian Personnel Advisory Center</li> <li>• Army Reserve Contracting Activity - North</li> <li>• Army Reserve Equal Employment Opportunity Office</li> </ul>	<ul style="list-style-type: none"> <li>• Document Automation &amp; Production Service</li> <li>• Defense Commissary Office</li> <li>• Defense Military Pay Office</li> <li>• Defense Reutilization &amp; Marketing Office</li> <li>• Equipment Concentration Site 67</li> <li>• Maneuver Area Training Equipment Site</li> <li>• Medical Maintenance</li> <li>• Naval Mobile Construction Battalion-25</li> <li>• TMDE Support Center</li> <li>• U.S. Army Reserve Command USAR Pay Center</li> <li>• USAR/RA RCTG Command</li> <li>• Veterans Assistance Center</li> </ul>



**Fort McCoy's Economic Impact**

**Table 3.4 Fort McCoy Employment/Economic Impact Comparison - Fiscal Year 2001-2010** *(The Government's fiscal year runs from Oct. 1 – 30 Sept.)*

	2001	2002	2003*	2004*	2005*	2006*	2007*	2008*	2009*	2010*	2011
Employees	2,245	2,260	3,283	3,129	3,050	3,410	3,278	4,190	4,303	4,014	3,971
Civilian	1,615	1,620	1,657	1,415	1,350	1,460	1,524	1,604	1,687	1,732	1,443
Contract	265	398	624	869	1,100	1,400	1,251	1,464	1,366	1,200	1,261
Military	365	242	1,002	845	600	550	503	1,122	1,250	1,082	1,267
Payroll	\$68,380,523	\$78,024,615	\$92,722,101	\$78,159,343	\$81,798,227	\$88,630,445	\$89,076,283	\$159,376,739	\$188,963,432	\$194,886,413	\$197,444,098
Civilian	\$54,551,399	\$61,987,630	\$59,919,183	\$45,824,447	\$54,854,929	\$63,981,180	\$65,552,080	\$ 69,500,651	\$ 85,211,520	\$96,842,207	\$97,636,160
Military	\$13,829,124	\$16,036,985	\$32,802,918	\$32,334,896	\$26,943,298	\$24,649,265	\$23,524,203	\$ 89,876,088	\$103,751,912	\$98,044,206	\$99,807,938
Total Expenditures	\$145.3 M	\$155.5 M	\$266.5 M	\$243.6 M	\$231.0 M	\$280.4 M	\$299.2 M	\$ 352.3 M	\$ 442.4 M	\$429.6 M	\$409.6M
Economic Impact (The area Gross Multiplier Index increased from 2.3 to 3.2 in FY 04)	\$334.1 M	\$357.8 M	\$613.0 M	\$779.4 M	\$739.3 M	\$897.3 M	\$957.4	\$1.127 B	\$1.416 B	\$1.375 B	\$1.31B
Number of Personnel Supported for Training	145,437	138,203	130,950	127,608	102,191	107,668	112,703	127,919	105,736	111,348	134,645
New Construction FY 1990-2011											\$285.4M

\* Beginning in Jan. 2003, Fort McCoy has been supporting Overseas Contingency Operations (Operations Enduring/Iraqi Freedom) by serving as a mobilization/training site for service members. It is anticipated that should the mission change, the number of employees will also change. The mobilization mission is expected to end in September 2011.

Source: Fort McCoy Office of Public Affairs

**Economic Base**

Government is the largest employment sector in the County, with almost 5,264 employees in 2010, according to the Bureau of Economic Analysis (see Table 3.5). Fort McCoy itself accounts for more than 3,900 of them, according to the Fort's "Fact Sheet" for fiscal year 2011, making the Fort the single largest employer in Monroe County (see Fort McCoy "Fact Sheet FY 2011," Appendix E). Manufacturing, retail trade, farming, and transportation and warehousing are the other largest employment sectors in Monroe County, according to the Bureau of Economic Analysis figures for 2010 (see Tables 3.5 and 3.6). Employment was steady or growing from 2001 to 2008, but the full effects of the 2007 recession on these employment numbers is yet to be seen.



Loading Plane with Military Equipment



Humvee Repair



**Table 3.5 Monroe County, State of Wisconsin, U.S. Employment by Industry - 2010**

Description	Monroe	% of Employ	Wis.	% of Employ	U.S.	% of Employ
Total employment	26,974		3,445,878		173,767,400	
Farm employment	2,349	8.7	93,282	2.7	2,665,000	1.5
Nonfarm employment	24,625	91.3	3,352,596	97.3	171,102,400	98.5
Forestry, fishing, and related activities	(D)	N/A	14,815	0	835,800	0
Mining	(D)	N/A	5,056	0	1,185,500	1
Utilities	81	0.3	11,400	0.3	579,000	0.3
Construction	1,060	3.9	157,507	4.6	8,914,200	5.1
Manufacturing	3,673	13.6	447,521	13.0	12,206,900	7.0
Wholesale trade	689	2.6	123,224	3.6	6,045,400	3.5
Retail trade	2,539	9.4	368,561	10.7	17,762,800	10.2
Transportation and warehousing	2,255	8.4	111,037	3.2	5,504,400	3.2
Information	149	0.6	53,669	1.6	3,210,700	1.8
Finance and insurance	695	2.6	190,635	5.5	9,651,300	5.6
Real estate and rental and leasing	561	2.1	114,987	3.3	7,459,200	4.3
Professional, scientific, and technical services	(D)	N/A	154,375	4	11,727,700	7
Management of companies and enterprises	(D)	N/A	49,322	1	2,038,000	1
Administrative and waste management services	1,218	4.5	168,488	4.9	10,478,800	6.0
Educational services	161	0.6	67,187	1.9	4,076,600	2.3
Health care and social assistance	1,949	7.2	396,418	11.5	19,062,300	11.0
Arts, entertainment, and recreation	218	0.8	66,697	1.9	3,777,100	2.2
Accommodation and food services	1,961	7.3	238,490	6.9	12,048,000	6.9
Other services, except public administration	1,157	4.3	177,178	5.1	9,858,700	5.7
Government and government enterprises	5,264	19.5	436,029	12.7	24,680,000	14.2

**Table 3.6 Monroe County, State of Wis., U.S. Personal Income and Earnings by Industry – 2010 (thousands of \$'s)**

Description	Monroe County	% of Earnings	Wis.	% of Earnings	U.S.	% of Earnings
Earnings by industry	1,057,269		156,332,088		8,986,229,000	
Farm earnings	31,434	3.0	1,917,187	1.2	77,215,000	0.9
Nonfarm earnings	1,025,835	97.0	154,414,901	98.8	8,909,014,000	99.1
Forestry, fishing, and related activities	(D)		331,539	0	22,548,000	0
Mining	(D)		181,626	0	83,081,000	1
Utilities	7,738	0.7	1,458,293	0.9	73,306,000	0.8
Construction	44,739	4.2	8,271,103	5.3	479,541,000	5.3
Manufacturing	174,520	16.5	30,371,005	19.4	891,607,000	9.9
Wholesale trade	35,033	3.3	8,293,293	5.3	456,185,000	5.1
Retail trade	61,834	5.8	9,753,364	6.2	553,528,000	6.2
Transportation and warehousing	110,133	10.4	5,275,109	3.4	295,408,000	3.3
Information	4,403	0.4	3,274,355	2.1	294,252,000	3.3
Finance and insurance	23,859	2.3	10,333,443	6.6	647,655,000	7.2
Real estate and rental and leasing	4,866	0.5	1,416,544	0.9	148,119,000	1.6
Professional, scientific, and technical	(D)		8,915,774	6	886,746,000	10
Management of companies and enterprises	(D)		4,851,361	3	223,576,000	2
Administrative and waste management	37,885	3.6	4,799,388	3.1	353,648,000	3.9
Educational services	3,794	0.4	2,229,032	1.4	146,724,000	1.6
Health care and social assistance	69,322	6.6	20,122,813	12.9	1,000,258,000	11.1
Arts, entertainment, and recreation	1,957	0.2	1,355,977	0.9	100,953,000	1.1
Accommodation and food services	31,822	3.0	4,097,393	2.6	278,844,000	3.1
Other services, except public administration	40,252	3.8	5,692,846	3.6	330,361,000	3.7
Government and government enterprises	341,956	32.3	23,390,643	15.0	1,642,674,000	18.3

Source: U.S. Bureau of Economic Analysis, (REIS) – 2010

Note: (D) Not shown to avoid disclosure of confidential information



**Population Trends**

In Monroe County, the population increased from 40,896 to 44,673 from 2000 to 2010 (see Table 3.7). This increase of 9.2% was the second-largest population increase, by percentage, in the 9-county Mississippi River Region. It exceeded the state rate of 6.0% growth, and approached the national rate of 9.7% growth. Housing also grew in Monroe County from 2000 to 2010, from 16,671 units to 19,204 (see Table 3.7). This increase of 15.2% was second-highest in the Mississippi River Region. It far exceeded the growth rate of 13.1% for the state of Wisconsin from 2000 to 2010, and the national growth rate of 13.6% from 2000 to 2010. Maps 3.2 and 3.3 show the change in population and housing from 2000 to 2010 for the Fort McCoy area.

**Table 3.7 Population and Housing Trends and Projections for Surrounding Municipalities and Jackson and Monroe Counties**

	Population						
					% Chg	% Chg	% Chg
	1990 <sup>(1)</sup>	2000 <sup>(1)</sup>	2010 <sup>(1)</sup>	2030 <sup>(2)</sup>	90-00	00-10	10-30
T Manchester (Jackson Co)	563	680	704	976	20.8	3.5	38.6
T Millston (Jackson Co)	154	136	159	121	-11.7	16.9	-23.9
T Adrian (Monroe Co)	520	682	762	1,110	31.2	11.7	45.7
T Angelo (Monroe Co)	1,219	1,268	1,296	1,446	4.0	2.2	11.6
T Grant (Monroe Co)	346	483	495	707	39.6	2.5	42.8
T Greenfield (Monroe Co)	556	626	707	800	12.6	12.9	13.2
T LaFayette (Monroe Co)	298	318	396	390	6.7	24.5	-1.5
T New Lyme (Monroe Co)	156	141	168	178	-9.6	19.1	6.0
C Sparta (Monroe Co)	7,788	8,648	9,522	11,462	11.0	10.1	20.4
C Tomah (Monroe Co)	7,570	8,419	9,093	10,856	11.2	8.0	19.4
<b>Jackson County</b>	<b>16,588</b>	<b>19,100</b>	<b>20,449</b>	<b>23,438</b>	<b>15.1</b>	<b>7.1</b>	<b>14.6</b>
<b>Monroe County</b>	<b>36,633</b>	<b>40,896</b>	<b>44,673</b>	<b>53,390</b>	<b>11.6</b>	<b>9.2</b>	<b>19.5</b>
<b>Wisconsin</b>	<b>4,891,769</b>	<b>5,363,715</b>	<b>5,686,986</b>	<b>6,541,180</b>	<b>9.6</b>	<b>6.0</b>	<b>15.0</b>
<b>United States</b>	<b>248,709,873</b>	<b>281,421,906</b>	<b>308,745,538</b>	<b>N/A</b>	<b>13.2</b>	<b>9.7</b>	<b>N/A</b>
	Total Housing Units						
					% Chg	% Chg	% Chg
	1990 <sup>(1)</sup>	2000 <sup>(1)</sup>	2010 <sup>(1)</sup>	2030 <sup>(3)</sup>	90-00	00-10	10-30
T Manchester (Jackson Co)	338	322	436	414	-4.7	35.4	-5.1
T Millston (Jackson Co)	125	98	128	53	-21.6	30.6	-58.4
T Adrian (Monroe Co)	179	248	303	417	38.5	22.2	37.7
T Angelo (Monroe Co)	432	517	557	556	19.7	7.7	-0.2
T Grant (Monroe Co)	157	211	235	292	34.4	11.4	24.3
T Greenfield (Monroe Co)	221	269	326	317	21.7	21.2	-2.6
T LaFayette (Monroe Co)	98	126	132	147	28.6	4.8	11.1
T New Lyme (Monroe Co)	66	80	94	69	21.2	17.5	-26.6
C Sparta (Monroe Co)	3,266	3,733	4,192	4,941	14.3	12.3	17.9
C Tomah (Monroe Co)	3,064	3,706	4,196	4,825	21.0	13.2	15.0
<b>Jackson County</b>	<b>7,627</b>	<b>8,029</b>	<b>9,727</b>	<b>9,606</b>	<b>5.3</b>	<b>21.1</b>	<b>-1.2</b>
<b>Monroe County</b>	<b>14,135</b>	<b>16,671</b>	<b>19,204</b>	<b>21,187</b>	<b>17.9</b>	<b>15.2</b>	<b>10.3</b>
<b>Wisconsin</b>	<b>2,055,676</b>	<b>2,321,144</b>	<b>2,624,358</b>	<b>2,691,844</b>	<b>12.9</b>	<b>13.1</b>	<b>2.6</b>
<b>United States</b>	<b>102,263,678</b>	<b>115,904,641</b>	<b>131,704,730</b>	<b>N/A</b>	<b>13.3</b>	<b>13.6</b>	<b>N/A</b>

Source: 1) U.S. Census Bureau, Decennial Censuses; 2) Population Proj.-WI Dept. of Admin.-Demographic Services Ctr. ; (3) Calculated by dividing 2030 population estimate by 2010 Census average household size



The population growth Monroe County experienced in the 2000s is projected to continue, bringing the County's population to 53,390 in 2030, according to the Wisconsin Department of Administration (DOA). The majority of this population growth is expected in the unincorporated areas, which includes the areas immediately surrounding Fort McCoy. While the unincorporated areas just outside the Cities of Sparta and Tomah are expected to grow fastest, other towns identified by the Monroe County Comprehensive Plan as likely to have a higher rate of growth in the next two decades include Adrian and Grant, which border Fort McCoy. Adrian grew in population by 46.5% between 1990 and 2010, and is projected to grow by another 45.7% between 2010 and 2030. Housing in Adrian increased by 69.3% from 1990 to 2010, and it is projected to grow by another 37.7% between 2010 and 2030. Grant grew in population by 43.1%, and in housing by 49.7% between 1990 and 2010, and is projected to grow by 42.8% and 24.3%, respectively, between 2010 and 2030. The other four towns bordering Fort McCoy have more modest rates of growth. Among them, Lafayette had the greatest rate of population increase from 1990 to 2010, with 32.9%, while Greenfield has the highest projected rate of increase from 2010 to 2030, with 13.2%; Lafayette, in fact, is expected to decrease in population by 1.5% from 2010 to 2030. Among the four other surrounding towns, Greenfield had the highest rate of housing increase from 1990 to 2010, with 47.5%, and Lafayette is projected to have the highest rate of housing increase from 2010 to 2030, with 11.4%; New Lyme and Greenfield are projected to lose housing from 2010 to 2030 (26.6% and 2.8%, respectively). The high rates of population and housing increases in the Towns of Adrian and Grant, both in the last 20 years and in the coming decades, suggests that they are the unincorporated areas that should expect the most residential development pressure in the future. The fact that they are on the east side of Fort McCoy bodes well for their land-use compatibility in the future, since most of the noise problems outside the Fort are on the west side. Nevertheless, development pressures in all Towns surrounding Fort McCoy, but perhaps particularly in Adrian and Grant, should be monitored for possible encroachment into areas where residential use is not compatible with the nearby military uses.

### **Employment Trends**

Monroe County was hurt by the recession that began in December 2007 like everywhere else in the country. Nevertheless, the unemployment rate in the County peaked at 7.8% in 2009 and declined to 6.7% in 2011 (see Table 3.8). Both of these years, Monroe County had lower unemployment than both the state (8.7% in 2009, 7.5% in 2011) and the nation (9.3% in 2009, 8.9% in 2011). In every year since 2000, even in the years after the 2007 recession, Monroe County has had a lower unemployment rate than the nation. Monroe County has also had an unemployment rate below the state's since 2002. Like the state and nation, Monroe County's labor force shrank after 2009, but the number of employed workers has risen since 2010. Fort McCoy has played a large part in that success, as the largest employer in the County. The military mission at Fort McCoy continues through good and bad economic times, and the growing importance of Fort McCoy to the Army's 4-season training in various terrains has meant that the worst economic crisis since the Great Depression has spared Monroe County its full brunt.



Artillery Training





**Table 3.8 Labor Force Trends in Monroe County, Wisconsin, and the United States, 2000-2010**

Year	Monroe County				State of Wisconsin				United States			
	Labor Force	No. Employed	No. Unemployed	Unemp. Rate	Labor Force	No. Employed	No. Unemployed	Unemp. Rate	Labor Force	No. Employed	No. Unemployed	Unemp. Rate
2000	21,723	20,929	794	3.7	2,996,091	2,894,884	101,207	3.4	142,583,000	136,891,000	5,692,000	4
2001	22,458	21,435	1,023	4.6	3,030,998	2,897,937	133,061	4.4	143,734,000	136,933,000	6,801,000	4.7
2002	22,532	21,434	1,098	4.9	3,021,068	2,860,915	160,153	5.3	144,863,000	136,485,000	8,378,000	5.8
2003	23,206	22,045	1,161	5	3,033,674	2,862,587	171,087	5.6	146,510,000	137,736,000	8,774,000	6
2004	23,098	22,122	976	4.2	3,020,402	2,868,376	152,026	5.0	147,401,000	139,252,000	8,149,000	5.5
2005	23,443	22,474	969	4.1	3,035,808	2,890,117	145,691	4.8	149,320,000	141,730,000	7,591,000	5.1
2006	24,053	23,028	1,025	4.3	3,077,096	2,932,482	144,614	4.7	151,428,000	144,427,000	7,001,000	4.6
2007	24,146	23,059	1,087	4.5	3,096,927	2,948,725	148,201	4.8	153,124,000	146,047,000	7,078,000	4.6
2008	24,443	23,316	1,127	4.6	3,089,376	2,939,773	149,603	4.8	154,287,000	145,362,000	8,924,000	5.8
2009	24,896	22,960	1,936	7.8	3,115,357	2,842,916	272,441	8.7	154,142,000	139,877,000	14,265,000	9.3
2010	24,634	22,829	1,805	7.3	3,082,676	2,821,803	260,873	8.5	153,889,000	139,064,000	14,825,000	9.6
2011	24,635	22,993	1,642	6.7	3,062,259	2,833,431	228,828	7.5	153,617,000	139,869,000	13,747,000	8.9

Source: Wis. Dept. of Workforce Development, Wisconsin's WorkNet, Local Area Unemployment Statistics (LAUS), not seasonally adjusted

The number of people employed in Monroe County increased by 2,064, or 9.9%, between 2000 and 2011. During that same period, the state of Wisconsin lost 61,453 jobs, or 2.1%. While the nation added 2,978,000 jobs from 2000 to 2010, a gain of 2.2 %, this is less than a quarter of the pace of job creation in Monroe County during the same period. Furthermore, during the worst stretch of unemployment, from 2008 to 2010, Monroe County remained relatively stable in terms of employment, losing only 487 jobs, or 2%. In contrast, Wisconsin lost 4.0% (117,970 jobs) and the nation lost 4.3% (6,298,000 jobs) between 2008 and 2010. Job growth and employment have proven more resilient in Monroe County, even during the worst economic period since the Great Depression. That resiliency would be in question, however, without Fort McCoy's presence. As the largest employer in the County, Fort McCoy certainly has helped Monroe County's economy as much as the Fort has been helped by the civilian workforce drawn from the surrounding communities.



Soldier Picking Up Gear

Since Fort McCoy is the largest employer in Monroe County, Government is the economic sector with the largest number of jobs (about 5,000 in 2010). This represents about 19% of all employment in Monroe County. Manufacturing has the second-highest number of employees, with just over 3,600 in 2010. Retail Trade had over 2,500 employees. Farm employment totaled almost 2,400 employees, and transportation and warehousing totaled 2,255 employees.



Assisting Soldiers with Paperwork

Despite the decline in manufacturing throughout the state of Wisconsin and the nation, Monroe County saw an increase in manufacturing employment in the last decade. Though the full





effect of the recession that began in December 2007 has not been measured, the manufacturing sector grew by 3.3% from 2001 to 2010 in Monroe County, according to the Regional Economic Information System (REIS), Bureau of Economic Analysis, U.S. Department of Commerce.

Employment in agriculture has remained steady in Monroe County between 2001 and 2010. In 2010, 2,349 people were employed in farming in Monroe County, down from 2,374 in 2001, a decline of 1%. One trend that has developed in agriculture in Monroe County is decreasing acreage devoted to farming, but an increase in the number of farms, between 1997 and 2007, reflecting an increase in the Amish population in the County, as well as hobby farming and organic farming. Agriculture and woodlands are typical land uses surrounding Fort McCoy and if these land uses can be maintained, compatibility with Fort McCoy will be maintained.

Tourism is also an important part of the economy in Monroe County. The natural beauty of the area attracts hikers, campers, sportsmen, and others who enjoy outdoor pursuits. One outdoor activity in the area that is popular is bicycling. The famous Elroy-Sparta bicycling trail runs through Monroe County, connecting with three other state trails built on former railroad rights of way to form a continuous line of about 100 miles. The Elroy-Sparta State Trail is notable for three railroad bridges that riders pass through, and it is one of the nation's oldest bicycle trails converted from old railroad right of way. It receives an estimated 120,000 visitors a year, according to a case study published by the Iowa Department of Transportation<sup>1</sup>. A study of bicycling's economic and health effects estimates that Wisconsin trail cyclists spend \$18 per day, and that out-of-state trail cyclists spend \$34 per day<sup>2</sup>. This translates to an economic impact of between \$2.2 million and \$4.1 million, annually. Overall tourism expenditures grew by 18.4% from 2000 to 2007 in Monroe County, compared to 15.7% growth in the state. Going back to 1994, the growth rate in Monroe County by 2007 was 156.7%, compared to 121.7% in the state<sup>3</sup>.



Engineers Pour Concrete

### **The Economic Impact of Fort McCoy on the Region was \$1.31 Billion in 2011**

The economic impact of Fort McCoy on Monroe County is immense, to say the least. It is the single most important economic entity in Monroe County. According to the Fort McCoy Public Affairs Office, Fort McCoy pays expenses related to payroll, utilities, physical plant maintenance, repair and improvements, new construction, supplies, services, land permit agreements, payments in lieu of taxes, and school direct impact aid. These payments are returned to and circulated in the local economy, creating a multiplier effect. The Public Affairs Office estimates the fort generated \$1.416 billion in economic impact in fiscal year (FY) 2009. The economic impact of Fort McCoy was estimated by the Public Affairs Office to be

<sup>1</sup> Iowa Department of Transportation, *Implementing Trail-Based Economic Development Programs: A Handbook for Iowa Communities*, pp.10-11.

<sup>2</sup> Grabow, Maggie, Micah Hahn, and Melissa Whited, *Valuing Bicycling's Economic and Health Impacts in Wisconsin*. The Nelson Institute for Environmental Studies, Center for Sustainability and the Global Environment, University of Wisconsin-Madison; January 2010; p. 6.

<sup>3</sup> Wisconsin Department of Tourism, *The Economic Impact of Expenditures by Travelers on Wisconsin, Calendar Year 2007: County by County Report*, Section H.



\$1.375 billion in FY 2010 and \$1.31 billion in FY 2011. The Fort employed 4,014 people in FY 2010: 1,732 civilians; 1,082 military; and 1,200 contract employees. According to a study conducted by the MRRPC in 2004, Fort McCoy employed 3,283 civilians, military, and contract personnel in 2003, and had a total economic impact of \$613 million. This means that employment at the base increased by 22% from 2003 to 2010, and the economic impact of the fort increased by 124% in that same period. The increase in employment and economic impact from 2003 to 2010 demonstrate the profound importance of Fort McCoy to the local economy.

The economic impact of Fort McCoy in FY 2013 may be only 32.3% of 2010's \$1.375 billion impact, due to troop drawdowns. The next fiscal year that will be affected by the draw-down of American forces in Iraq and potentially Afghanistan is FY 2013, which begins October 1, 2012. Fort McCoy personnel have suggested that FY 2002 numbers might be a useful guide, since they represent the personnel and expenditures the Fort had before the war in Iraq. The prospect of Fort McCoy returning to 2002 levels of personnel and expenditures means that surrounding civilian communities could expect fewer service members visiting for long-term training, and a decline in the multiplier effect Fort McCoy has on the local economy. The estimated economic impact of Fort McCoy on the local economy in 2010 was \$1.375 billion; in 2002, it was \$357.8 million, which is 26% of the 2010 number. Adjusted for inflation, the 2002 dollar amount represents \$443.7 million in 2010 dollars, which would be 32.3% of the 2010 economic impact.

In addition to employing civilians and contractors on the installation, Fort McCoy stimulates business activity and employment off-base as well. Businesses have been started to serve Fort McCoy's needs for repair technicians, delivery drivers, plumbers, carpenters, and various other contracting work. Some technical, military-specific companies have also found business serving Fort McCoy's unique needs in logistics, communications, and other support services. And of course local restaurants and retail businesses have found an eager and steady source of customers at Fort McCoy.

#### **Fort McCoy Benefits the Housing Market**

The Fort also benefits the housing market, some of which has been supplied by developers participating in Section 801 housing. This is a program that encourages developers to create better family housing near military bases, to increase troop morale and encourage further private-sector investment in the area. The developers built the housing units, and the military leases them; the intent is for military personnel to live there, but the military pays for the leases regardless of occupancy for the duration of a fixed-length contract. Once the contract expires, the developer can rent the units to the general public. The military recently leased 80 Section 801 units in the City of Tomah. These contracts expired in June 2012, and the great majority of military personnel living in those units signed new leases. The owner has indicated a willingness to seek new military tenants before opening residency to the general public when the current tenants vacate; but he is under no legal or contractual obligation to do so. Thus, the recent sudden increase in available housing in Tomah will likely come onto the open market only gradually in the coming years. Other benefits from Fort McCoy are outlined below in Table 3.9.



**Table 3.9 Other Benefits Received from Fort McCoy**

- Support to schools such as job shadows, career days, equipment donation, history research
- Tours for veterans, seniors, motor coach, schools, general public
- Speakers for schools, veterans groups, public events
- Events such as Armed Forces Day Open House, Army Concert, Soldier Show
- Equipment Loans (tables, tents, etc.) to non-profit organizations
- Hunting, fishing, trapping, wood cutting access to the public
- Pine View Recreational Area – Campground, equipment rental, swimming area, cabins, playground equipment, pavilions, miniature golf and events
- Whitetail Ridge Recreational Area – downhill skiing, cross-country skiing, snow-boarding, ski chalet, equipment rental, snow mobile trail, and events
- Blood drives
- Emergency services (Police, Fire, HAZMAT) mutual aide agreements with local communities
- Excess property sales
- Environmental programs such as recycling, forestry, endanger species, fisheries, wildlife, archaeology, evasive species to manage the 60,000 acres in Monroe County
- Specific support to military retirees (not the general public) such as Post Exchange, Commissary, Fitness Center, Community Club, ID cards, legal help



Presenting U.S. Flag

### Existing Land Use Surrounding Fort McCoy

Fort McCoy covers about 60,000 acres in north-central Monroe County. The areas surrounding the Fort are mainly open lands, forests, and agricultural lands, including the oddity of 139.3 acres of privately owned forest and cranberry bogs that are completely surrounded by the federal lands of Fort McCoy (see Map 3.1). Tables 3.10 and 3.11 provide a description of the existing land use surrounding the Fort within a 3-mile and 5-mile radius. In the lands surrounding the Fort, there are rural residential areas, as well as scattered other land uses, such as those the Monroe County Comprehensive Plan identifies: “manufacturing, commercial, open water, institutional, county, county forest crop, state, federal, residential and wetlands” (Monroe County Comprehensive Plan, p. 92).

One of the surrounding towns, New Lyme, has a wetland area that forms part of the border with Fort McCoy. Wetlands are harder to develop than other areas, if not impossible to develop, since they are environmentally sensitive. Agricultural lands are not considered a conflicting use with military operations at Fort McCoy, since agricultural lands are sparsely populated and not likely to be bothered by noise, vibration, dust, and smoke. Open lands and forests are undeveloped by definition, and like agricultural land are unlikely to contain enough population to be bothered by activities at the Fort. The various land uses around Fort McCoy do not currently lend themselves to land use conflicts with the installation. Furthermore, many of the communities surrounding Fort McCoy want to preserve their rural and agricultural character by limiting development of undeveloped land in nonagricultural ways. This has the effect of



**EXISTING CONDITIONS AND OPERATIONAL IMPACTS**

reducing potential conflicts between military and civilian uses of the land, because agricultural, forest, and open space lands are low in population and development by definition. The comprehensive plans for the Towns of Grant, New Lyme, and Lafayette call for the maintenance of their towns' rural and agricultural character.

Farmland and forest lands in Monroe County are increasingly being sold to owners who do not use the land for farming or for forestry, but instead use it for residential construction. This has caused an increase in concern about development pressure and incompatibility with the Fort. Maps 3.1 through 3.5 show existing land use, transportation infrastructure and development trends around the Fort.

The Monroe County Comprehensive Plan notes that the residents of Monroe County count forest preservation as an important issue, citing the forests' contributions to the local tourism economy and sense of well-being. Forests were also described as vital in maintaining the rural character of the County.

**Table 3.10 Monroe County Existing Land Use**

Land Use	Acres Within 3 Miles	Acres Within 5 Miles
Agriculture/Open Space	39,595	76,660
Commercial	855	1,652
County	549	2,595
County Forest Crop	3,325	3,472
Cranberry	471	563
Federal	59,701	59,716
Forested	47,450	69,943
Manufacturing	241	471
Open Water	514	983
Residential	3,793	7,952
State	2,077	2,972
Wetlands	1,572	4,009

Source: Monroe County Land Information Office

**Table 3.11 Jackson County Existing Land Use**

Land Use	Acres Within 3 Miles	Acres Within 5 Miles
Agriculture	34	1,333
Commercial	33	33
Cranberry Marsh	211	230
Farmstead	6	39
Forest Agriculture	1,227	2,691
Open Space/Pasture	1,871	4,674
Parks and Recreation	35	35
Platted Lands	69	136
Public/Institutional	3	6
Residential	240	536
Transportation	300	635
Utilities	1	1
Wooded Lands	11,060	29,531
Water	154	316

Source: Jackson County Land Information Office

An issue that has emerged since 2009 is the mining of frac sand in Monroe County. Frac sand is used in oil and gas exploration, in a process known as hydraulic fracturing, or "fracking." While there is no oil or gas to drill for in Monroe County, the sand deposits there are highly desirable in the fracking process, and exploration and mining companies are seeking access to the sands underneath farmers' fields in Monroe County. Landowners who provide mining companies access to their sand deposits stand to gain a huge windfall; but their neighbors are concerned about how a mining operation would affect their views, quality of life, property values, and their experience and enjoyment of their own property. Fort McCoy has not formally expressed its opinion about mining operations and how it would affect military operations. So, Monroe County must consider the long-term effects of sand mining on its people, places, and properties, and on Fort McCoy. Since 2009, nine frac sand mines have begun operation or have been proposed in Monroe County (see Table 3.12).



**Table 3.12 Monroe County Frac Sand Mine Inventory, October 2012**

Community	Site Type (mine or plant)	Est. Size (acres)	Status	Name and/or Operator	Additional Information
T. Byron	Cranberry bog sand mine		Proposed	Copper Creek	Have not received reclamation permit from the Copper Creek Site.
T. Oakdale	Mine and processing plant	182	Operational	Hi-Crush Proppants LLC	As of 10/12 Hi-Crush Proppants had not received CUP from Monroe Co. Zoning or approval from the T. Oakdale. Applied for a reclamation plan before receiving a CUP.
T. Oakdale	Cranberry bog sand mine & processing plant		In development	Bear Creek Cranberry	
T. Oakdale	Mine and processing plant	783	In development	Fairview/Smart Sand	
Sparta	Mine and processing plant	465	In development - operations should begin 1st qtr 2013	U.S. Silica Sparta	Located along Iband and Hammer Road, just north of I-90, in Sparta, and situated immediately adjacent to the rail line
T. Greenfield - Tunnel City	Mine and plant	1,039	Operational	Unimin	Located east of Fort McCoy in Greenfield Township
Tomah	Processing plant	240	Operational	Proppant Specialists	Load out facility is located on Superior Ave (STH 12) on the north side of the railroad tracks.
T. Lincoln - Warrens	Cranberry bog sand mine	9	Operational	Hungry Run Cranberry	
T. Byron - Wyeville	Mine and processing plant	17	Operational	Hi-Crush Proppants LLC	

Sources: Wis. Watch.org, July 2012; <http://monroecountysandmines.blogspot.com/>; <http://www.co.monroe.wi.us/departments/land-conservation/nonmetallic-mining-reclamation-plans/>; and Monroe Co. Land Conservation Dept.

Notes: The Angelo Town Board deferred action on a proposed non-metallic mining and blasting ordinance until its December 15, 2012, meeting and currently has a sand mine moratorium in place until 12/31/12. In November 2012, the Town of Grant decided to extend its sand mining moratorium for another six months. A letter sent to Town of Grant Chairman in October 2012 indicated there may be some interest from U.S. Silica in a project but is in very preliminary stages. The Little Falls Town board rejected a conditional use permit by Mathy Construction to operation a hundred acre sand mine in that Town. All mines in Monroe County were permitted after 2009.

There is some concern in Monroe County that the roads are deteriorating and repairs are not keeping up with deterioration. Roads need to be safe for motorists, pedestrians, and bicyclists, as well as the growing number of Amish, who depend on their horses and buggies for transportation. Roads also must accommodate large farm vehicles and machinery.



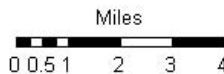
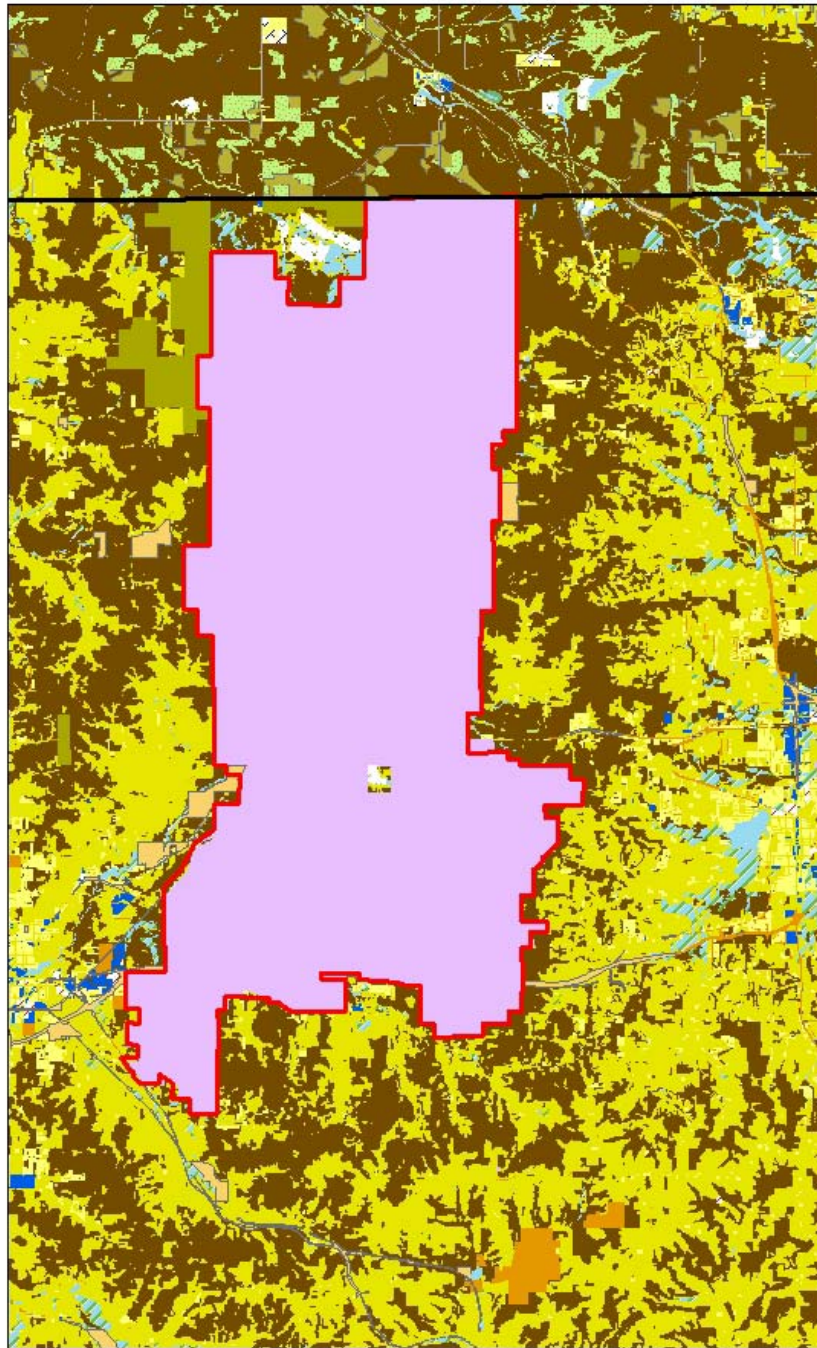


# Map 3.1 Existing Land Uses Surrounding Fort McCoy

- WI\_County\_Bnds
- Fort McCoy\_region
- Jackson County Existing Land Use**
- Agriculture
- Commercial
- Cranberry Marsh
- Farmstead
- Forest Agriculture
- Industrial
- Multi Family Residential
- Mobile Home
- Pasture/Open Space
- Parks & Recreation
- Platted Lands
- Public/Institutional
- Quarry
- Single Family Residential
- Transportation
- Utilities
- Wooded Lands
- Water
- Monroe County Existing Land Use**
- Agriculture/Open Space
- Commercial
- County
- County Forest Crop
- Cranberry
- Federal
- Forested
- Manufacturing
- Open Water
- Residential
- State
- Wetlands



Existing land uses were obtained from the Jackson and Monroe County Comprehensive Plans



Prepared By: Mississippi River Regional Planning Commission 3/12













**Map 3.2**  
**Fort**  
**Mc Coy**  
**Area**

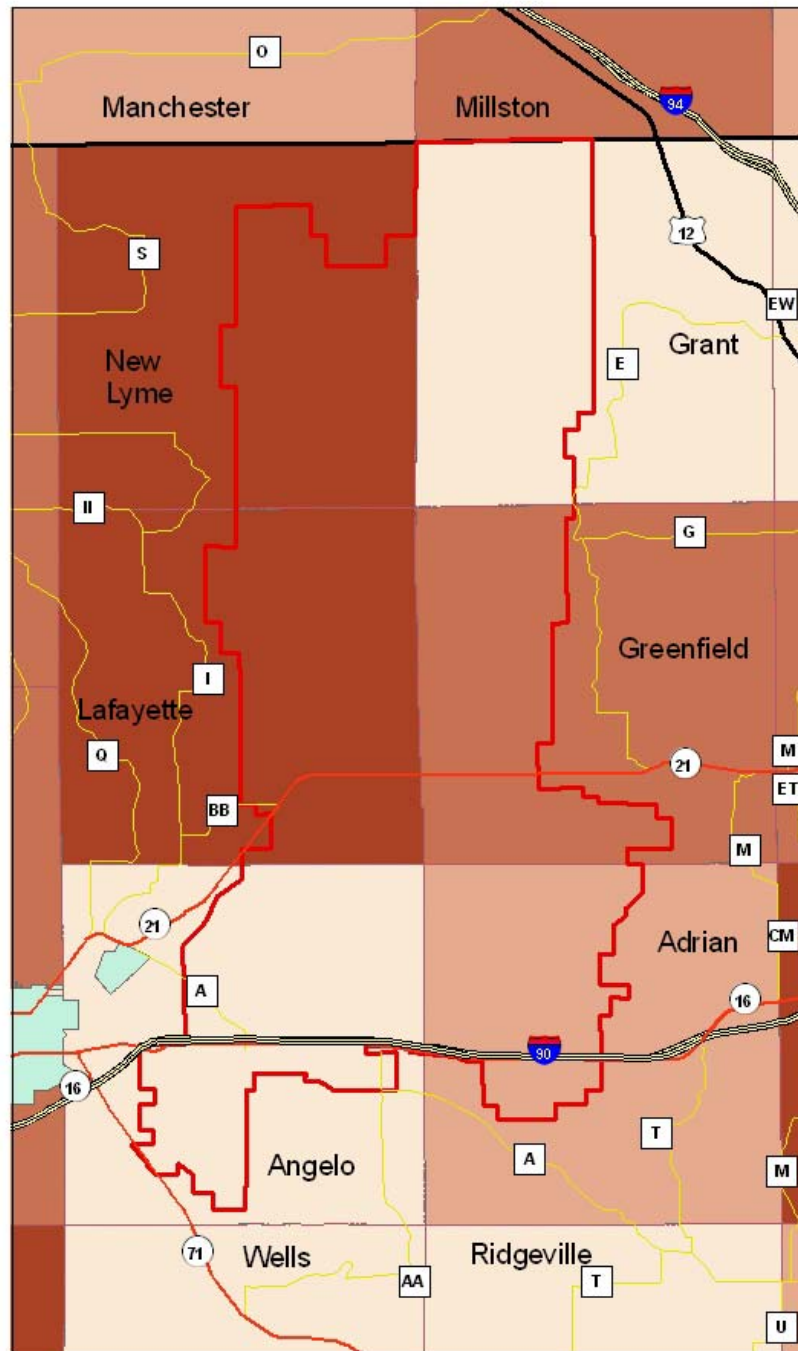
**Percent**  
**Population**  
**Change**  
**2000 - 2010**

**Legend**

-  Interstate
-  US Highway
-  State Highway
-  County Roads
-  Fort Mc Coy
-  City Boundary
-  County Boundary
-  Towns
- Change**
-  -1.9 - 3.0
-  3.1 - 12.0
-  12.1 - 17.0
-  17.1 - 30.0



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Mississippi River  
Regional Planning  
Commission 2/12





Map 3.3  
Fort  
McCoy  
Area

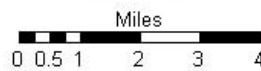
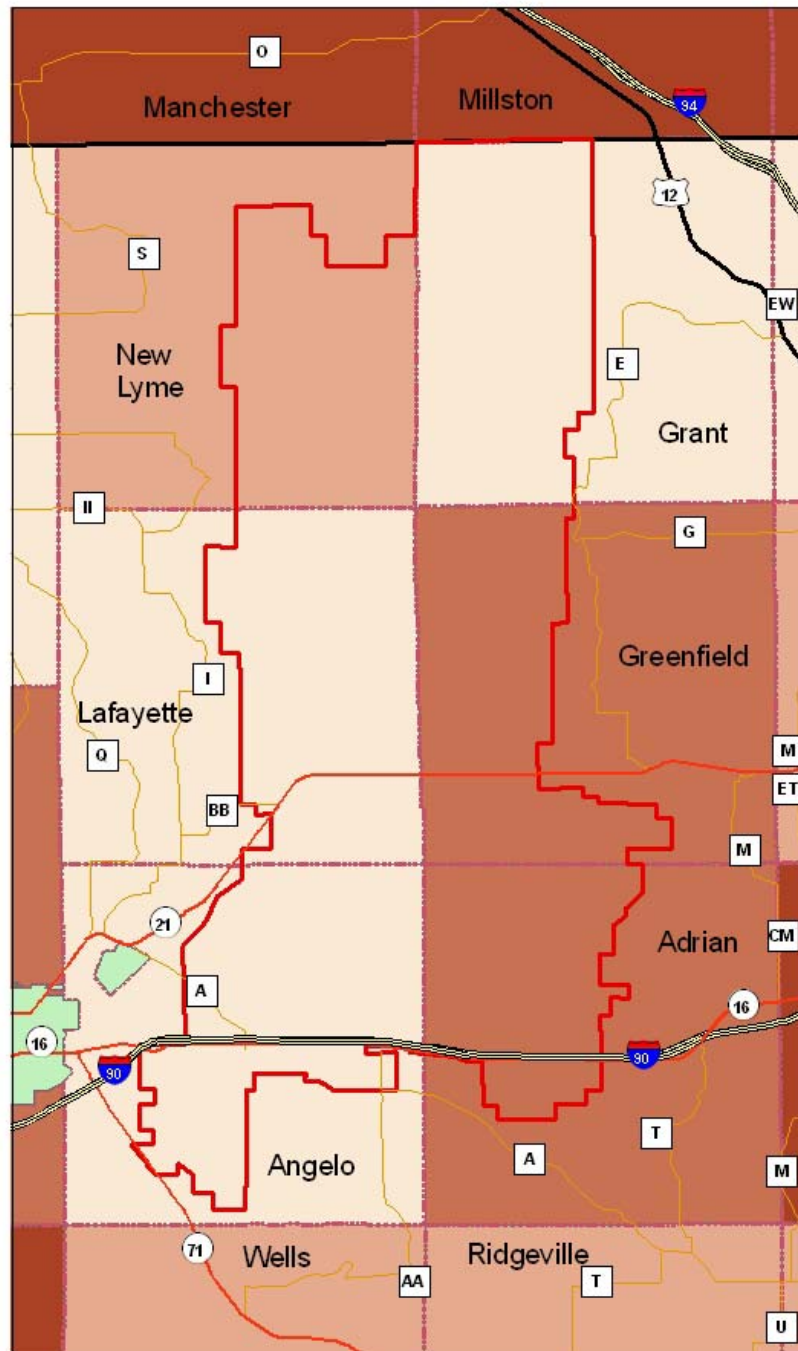
Percent  
Housing  
Change  
2000 - 2010

Legend

- Interstate
- US Highway
- State Highway
- County Roads
- Fort McCoy
- City Boundary
- County Boundary
- Towns
- Hsg\_Chg**
- 0 - 12.0
- 12.1 - 20.0
- 20.1 - 23.0
- 23.1 - 50.0



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Mississippi River  
Regional Planning  
Commission 2/12



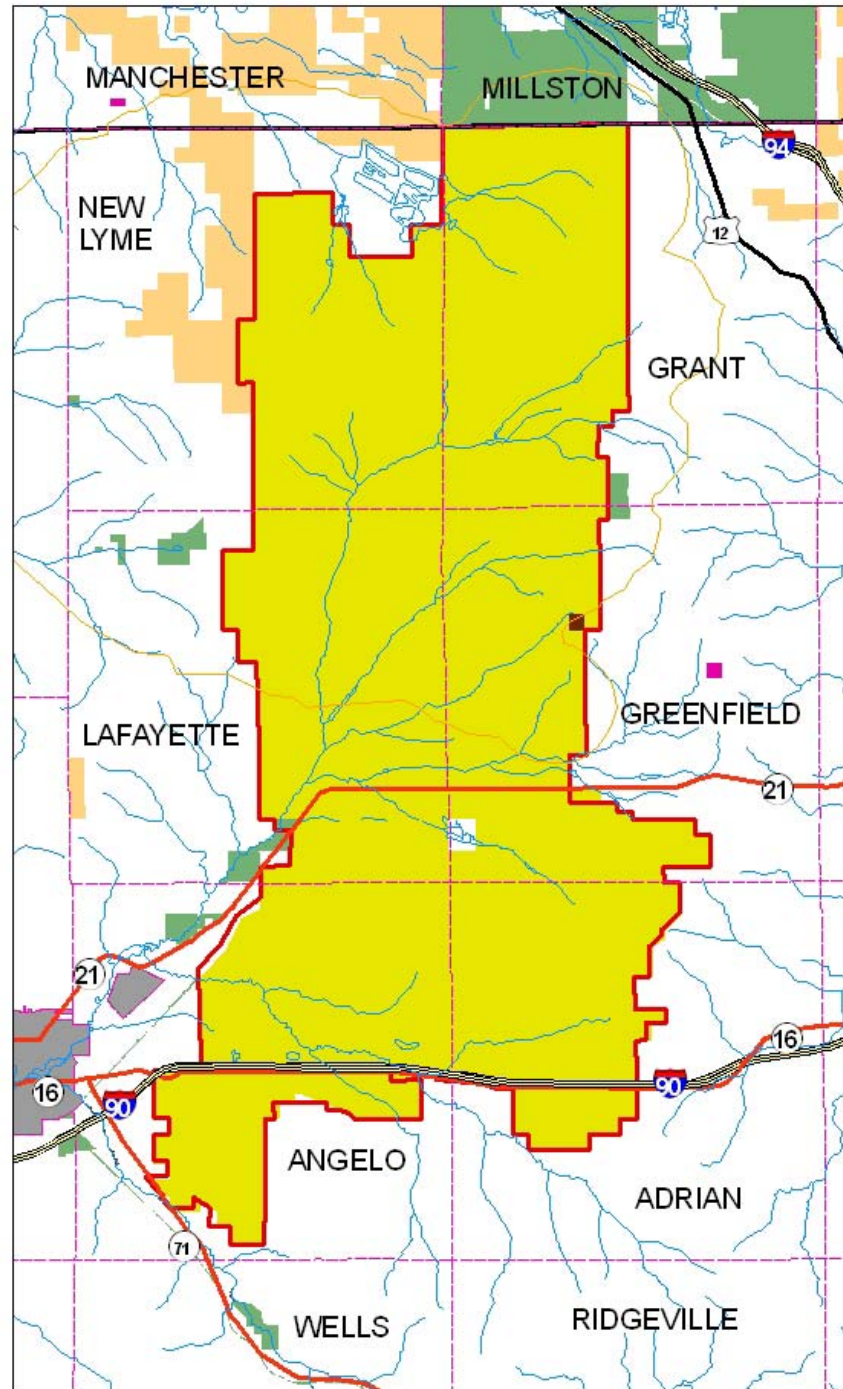


### Map 3.4 Managed Lands and Environmentally Sensitive Areas

- Rivers/Streams
  - Interstate
  - US Highway
  - State Highway
  - Town Boundary
  - City
  - County Boundary
  - Fort Mc Coy
- Managed Lands**
- OWNER**
- County
  - Federal
  - Other
  - State
  - Tribal



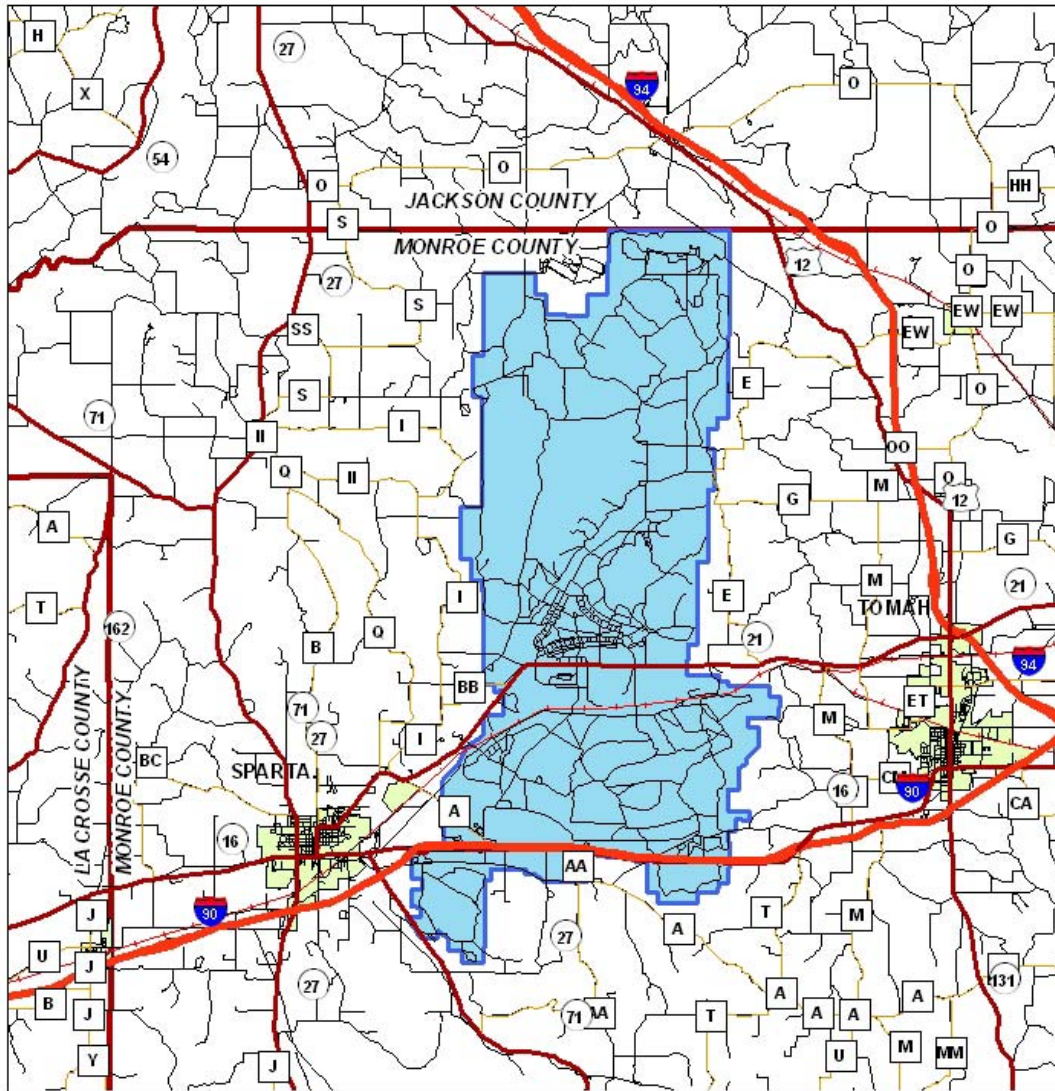
Prepared By:  
Mississippi River  
Regional Planning  
Commission 2/12





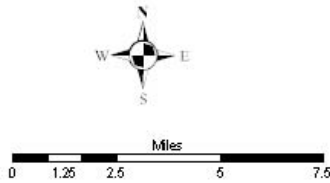


### Map 3.5 Transportation Network



#### Transportation Key

- State/US Highway
- Interstate
- State Highway
- US Highway
- County Road
- Local Road
- Railroad
- City or Village
- Fort McCoy
- County Boundary





## Installation Operation Noise Management Plan – IONMP

### Description of Fort McCoy's Operational Impacts on Surrounding Areas

In the areas surrounding Fort McCoy, the major cause of encroachment issues is likely to be noise from the Fort's explosives training. The Fort is keenly aware of this issue and has taken proactive steps to mitigate this issue by preparing an Installation Operational Noise Management Program (IONMP) that was completed in February 2008. The IONMP identifies areas exposed to various levels of noise around the Fort and provides guidelines for achieving compatibility between the Fort and surrounding communities. The noise contours measured by the IONMP are of two kinds: the c-weighted day-night levels (CDNL), which measure noise levels averaged over the course of a year; and PK15(met), which measures the reach of individual instances of noise. PK15(met) is the peak sound level, factoring in the statistical variations caused by weather, that is likely to be exceeded only 15% of the time (i.e., 85% certainty that sound will be within this range). The IONMP describes the different noise zones that can be delineated from these measurements. Refer to Maps 3.6, 3.7, and 3.8 to see how the noise levels impact lands surrounding the Fort. Also, please refer to the "Noise Level Chart" and "Comparative Examples of Noise Levels" in Appendix C to compare the measurements of decibel levels with commonly encountered sources of noise in daily life.



Rocket Launching

### **Noise Zone I (NZ I)**

NZ I includes all areas in which the PK15(met) decibels are less than 87 dB (for small arms), the A-Weighted Day-Night Average Sound Level (ADNL) is less than 65 (for aircraft), or the C-Weighted Day-Night Average Sound Level (CDNL) is less than 62 (for large arms and explosions)—it is usually the furthest zone from the noise source, and it is basically all areas not in either of the next two zones. As a rule, this area is suitable for all types of land use. ADNL is a sound level (in decibels) that has been weighted to correspond with the non-linear sensitivity of the human ear. A-weighting discriminates against the lower frequencies and is used to measure most common military sounds such as transportation and small-arms fire. CDNL is another sound level weighting technique that is used to normalize the low, impulsive sounds to the range of human hearing. C-weighting measures low-frequency sound such as those from large arms, demolitions, and sonic booms.



Practice for Live Fire

**Noise Zone II (NZ II)**

This is the next furthest area away from the noise source where the PK15(met) decibels are between 87 and 104, the ADNL is between 65 and 75, or the CDNL is between 62 and 70. The noise exposure here is considered significant and the use of land in this zone should generally be limited to activities such as manufacturing, warehousing, transportation, and resource protection. Residential use is strongly discouraged; however, if the community determines that this land must be used for houses, then the integration of noise-level reduction features into the design and construction should be required. Further details of noise-level reduction ideas and strategies are available from the US Army Center for Health Promotion & Preventive Medicine.

**Noise Zone III (NZ III)**

NZ III is the area closest to the source of the noise where the PK15(met) decibels are greater than 104, the ADNL is greater than 75, or the CDNL is greater than 70. The noise level in this area is so severe that no noise-sensitive uses should be considered therein.

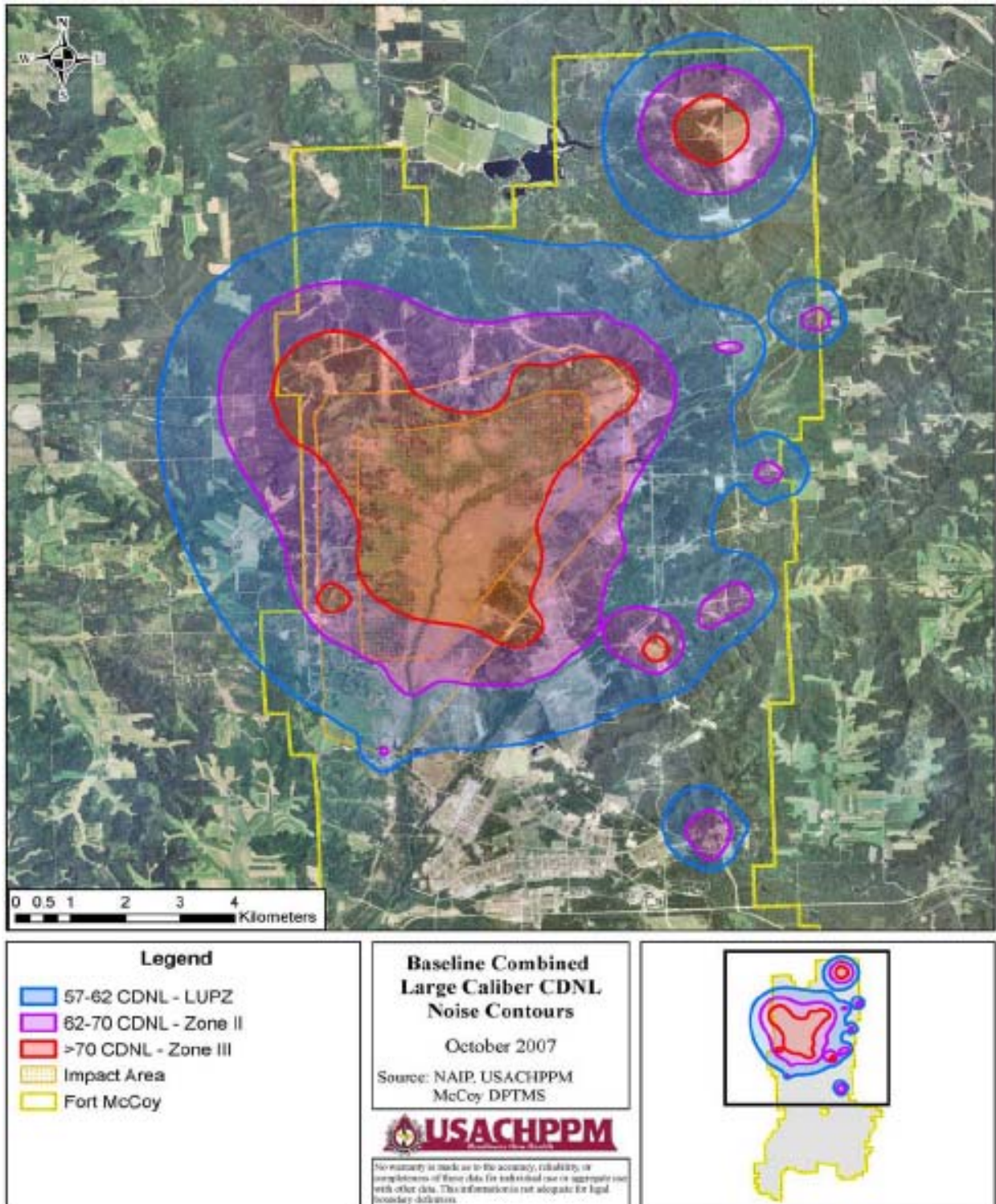
One final zone is the more informal Land Use Planning Zone (LUPZ). This zone is at the upper end of the NZ I and is defined by a CDNL of 57-62 or an ADNL of 60-65. It accounts for the fact that some installations have seasonal variability in their operations (or several unusually busy days during certain times of the year) and that averaging those busier days over the course of a year (as with the DNL) effectively dilutes their impact. Showing this extra zone creates one more added buffer layer to encroachment and it signals to planners that encroachment into this area is the beginning of where complaints may become an issue, and that extra care should be taken when approving plans.

As can be seen in Map 3.6, the CDNL noise contours show very little noise of the highest intensity (NZ III) leaving the perimeter of Fort McCoy. Some areas of NZ II and LUPZ extend off the Fort's property, especially to the west. The same is generally shown by the PK15(met) measurements in Maps 3.7 and 3.8, which show a bit more noise leaving the Fort's property in the east, as well as a larger area of noise escaping to the west. The PK15(met) measurements on Maps 3.7 and 3.8 are, however, measurements of decibel levels, and these describe the noise generated by artillery explosives, which is discreet and momentary, as opposed to constant, the way a large machine engine would be. Also, the PK15(met) measurements on Map 3.8 show the noise contours in a purely hypothetical situation in which artillery and demolition explosives were used at the same time. This is not likely to happen, as demolition explosives are used only a few times a year, and are tested separately from artillery explosives.





Map 3.6: Baseline Combines Large Caliber CDNL Noise Contours

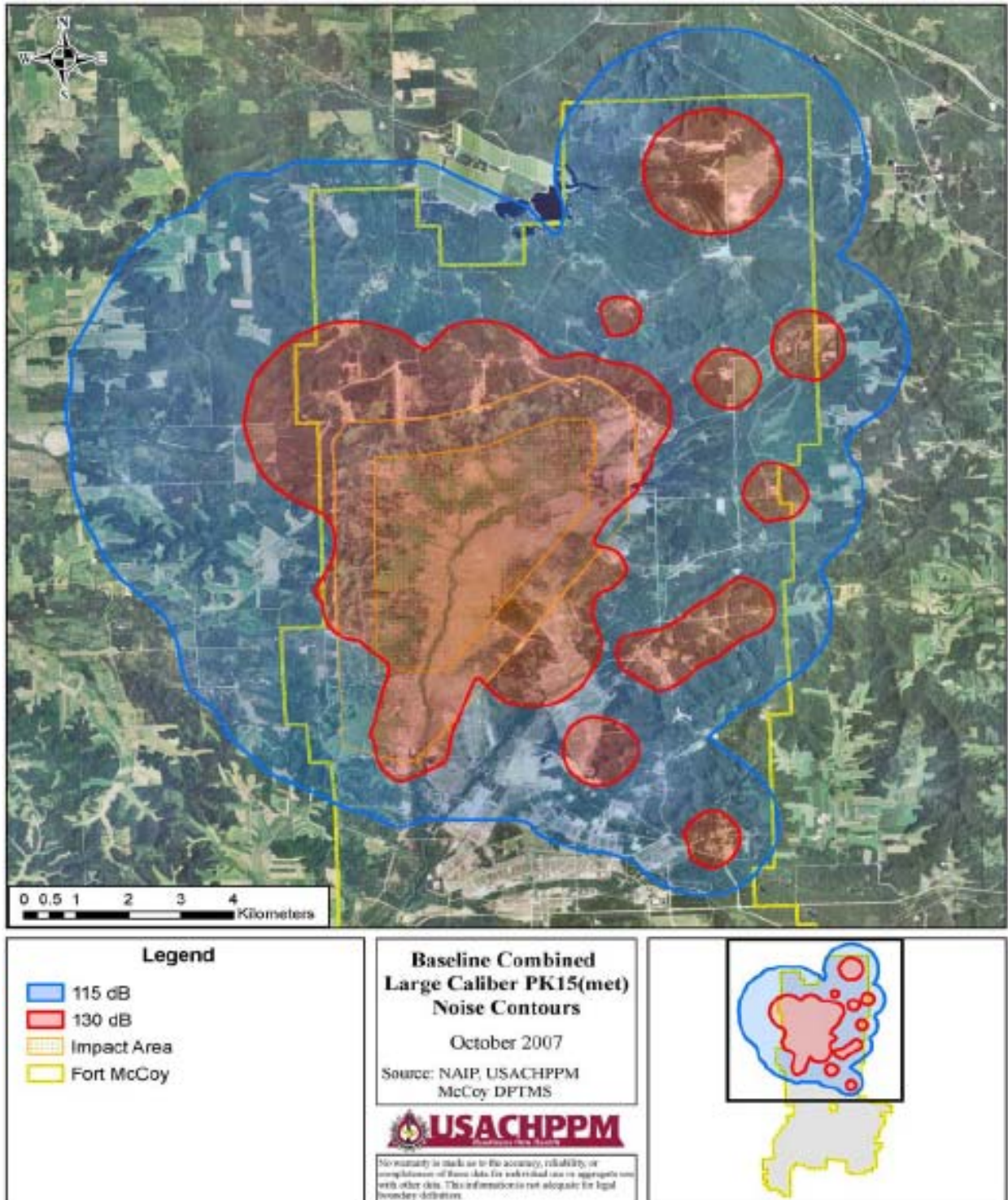


From Fort McCoy Installation Operational Noise Management Plan, February 2008, p. 42.





Map 3.7: Baseline Combined Large Caliber PK15(met) Noise Contours

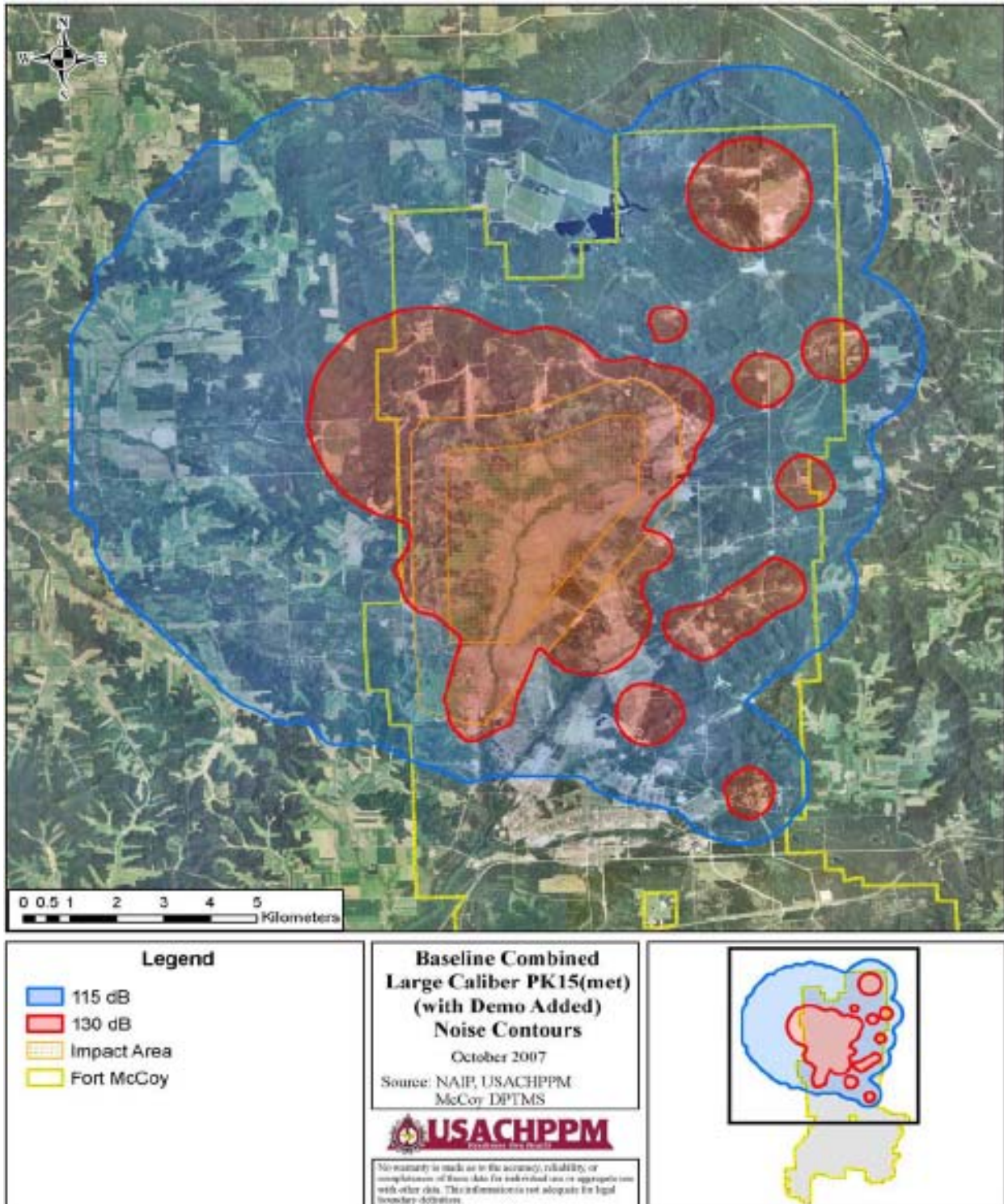


From Fort McCoy Installation Operational Noise Management Plan, February 2008, p. 43.





Map 3.8: Baseline Combined Large Caliber PK15(met) (with Demo Added) Noise Contours



From Fort McCoy Installation Operational Noise Management Plan, February 2008, p. 44.



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## 4. ANALYSIS OF LAND USE COMPATIBILITY

**Farmland and public forest-recreation lands have a higher degree of compatibility with Fort activities.** Noise is not only an issue coming from Fort McCoy into surrounding residential areas; noise can also be bothersome to residents when it comes from farming or mining operations. The Monroe County Comprehensive Plan notes that new residents to the County do not always understand that farming often relies on heavy machinery working days and often at nights. There are other farming practices, like crop spraying and manure spreading that can be bothersome to those unfamiliar with the realities of agriculture. The complaints stemming from farming, mining, or Fort McCoy operations could be reduced by making sure all new property owners are informed about the noises, odors, etc., that are produced by their neighbors, and that these neighbors have a right to pursue the activities that generate them. Such disclosure of information would help Fort McCoy and local businesses and farms avoid many misunderstandings and conflicts with their neighbors.

**Residential development activity surrounding Fort McCoy is one of the least compatible uses with Fort activities.** The Monroe County Comprehensive Plan noted that a major concern among residents is maintaining the County's rural and agricultural character. This is threatened by the increase in purchases of farm land for purposes other than agriculture. These non-farming uses are mostly residential. Residential development tends to break up large farms into smaller properties which are then no longer used for agriculture. Lack of zoning in several Monroe County towns means that there are fewer tools towns and the county can use to preserve their rural character. Residential use of land near Fort McCoy is a concern for the military, since a denser population in close proximity to the Fort increases the likelihood that residents will complain about noise and other issues, thus inhibiting the military's ability to pursue its mission.

Population and housing development pressure will continue in the next 20 years raising the possibility of further conflicts between residential and military uses of the land. By 2030, it is estimated that Monroe County's housing stock will rise by 21% (2,588 households) over 2008 levels. The Town of Adrian, adjacent to Fort McCoy, is among 4 towns in the County projected to have between 40% and 60% increase in housing between 2005 and 2030. In the absence or weakness of land use management controls, there may be no way to prevent such housing from encroaching on Fort McCoy.

The Cities of Sparta, Tomah, and the attractive lands for recreational use surrounding Fort McCoy present other threats to land use compatibility. Fortunately both cities have adopted comprehensive plans that either encourage new residential development away from Fort McCoy, or encourage infill development instead of expanding into undeveloped lands. However, as the county and town zoning analysis, beginning on page 4-5, shows, the land surrounding Fort McCoy could become vulnerable to incompatible uses in the future through lack of zoning in some of the surrounding Towns, or because of agricultural permitted uses in the zoned towns that allow higher-density residential uses on smaller land parcels than exists with agricultural uses tied to state agricultural use tax credits.



**Identified Areas of Concern Where Incompatibility Can Be Predicted**

**Residential development pressure is expected to continue.** Monroe County’s strong manufacturing and agricultural base, coupled with being part of the beautiful Driftless Area, which attracts tourists and new residents who wish to enjoy the area’s outdoor activities and scenic landscapes, also raises the need for more housing. While these trends are positive for the continued growth of the County and its economic vitality, it creates residential development pressures in areas that need attention, such as the farming and forested areas bordering Fort McCoy. The potential conflicts between farmers and non-farming new arrivals to Monroe County could also threaten the compatibility of land use in areas around Fort McCoy. The operations at the Fort are compatible with agriculture and forestry, since farming preserves large tracts of land with crops or forests, which do not admit dense residential populations that are likely to be disturbed by military operations. By maintaining agriculture and forestry around the Fort, Monroe County and its towns can preserve land uses that are compatible with Fort McCoy. This can be accomplished through land use controls (such as zoning and subdivision regulations) that limit the use and density of these lands to those that are compatible with military operations. Table 4.1 provides a list of town section numbers where private property exists. These private lands are the areas where incompatibility is most likely to occur. Some areas are wetlands that would preclude development. The private lands within the towns with no zoning are of higher concern.

**Table 4.1 Private Lands Listed by Town Section Number Most Susceptible to Incompatibility**

		Zoned
1.	Town of New Lyme, Monroe County, Sections: 1, 2, 3, 11, 12, 28 and 32	Yes
2.	Town of Lafayette, Monroe County, Sections: 4, 9, 16, 21, 28, 33 and 34	No
3.	Town of Angelo, Monroe County, Sections: 4, 8, 9, 17, 20, 29, 32, 33, 34, 27, 22, 23, 24	No
4.	Town of Adrian, Monroe County, Sections: 19, 30, 29, 28, 22, 15, 10, 3	Yes
5.	Town of Greenfield, Monroe County, Section: 34, 35, 26, 27, 28, 21, 16, 9, 4	No
6.	Town of Grant, Monroe County, Sections: 33, 28, 27, 22, 15, 10, 3	No
7.	Town of Manchester, Jackson County, Section: 36, T20N-R3W	Yes
8.	Town of Millston, Jackson County, Section 34, T20N-R2W	Yes

**Urban growth in the cities of Sparta and Tomah impact development around the Fort.** The City of Sparta is very close to the southeastern corner of Fort McCoy, and the City of Tomah’s far western boundary is within 2.7 miles to the Fort’s east boundary. These cities are the urban areas that provide much of the support industries that Fort McCoy relies on: from contractors, to plumbers and electricians, to restaurants and retail stores, the Sparta and Tomah communities provide services that help the Fort undertake its mission. The Fort and other economic base activities have contributed to the growth and development of these cities. It is important that compatibility with the Fort be considered when new development activity is proposed in and around these cities. These communities have comprehensive plans that call for development direction to occur away from Fort McCoy (Sparta) and to concentrate development within the boundaries of the city, and encourage infill development (Tomah).

**Lack of tax base in towns surrounding the Fort could increase pressure to develop open lands.** The towns surrounding Fort McCoy are dominated by its presence, since it takes up very significant portions of their territory. In the Town of Grant, for example, Fort McCoy covers 11,195.63 acres, 48.20% of the town’s territory. In the Town of New Lyme, Fort McCoy covers 38.6% of the town’s territory, and in the





Town of Lafayette, it covers 52.03%. Since this is federal property, it is exempt from property taxes; and while Fort McCoy makes annual payments to Monroe County in lieu of taxes, these funds do not directly come to the towns. While the towns do not now express this as a hardship, continued development and growth in other areas of the towns in the future could make the cost of services increase to the point where taxpayers seek relief by encouraging development in areas near Fort McCoy in order to spread the property tax burden among more payers.

**Noise at Fort McCoy could disturb neighbors.** As described in the “Programmatic Environmental Assessment for the Real Property Master Plan Fort McCoy, Wisconsin,” noise from Fort McCoy audible outside the installation comes mostly from “small arms fire, large caliber weapons fire, and demolition. Maneuver training generates intermittent vehicle noise that does not typically travel beyond installation boundaries.” Most complaints about noise have to do with the testing and training of large artillery and low-flying aircraft. Most of the audible noise from large-caliber explosives is experienced in the areas to the northwest of Fort McCoy. While the majority of intense noise is concentrated within the Fort, some is audible in areas on the other side of the fence. These areas today are lands with uses that are compatible with the operations, such as agricultural and forest lands. In the future, however, noise-sensitive uses (such as residences and some businesses) could be attempted there, which would raise the likelihood of noise complaints.



U.S. Air Force Plane Take Off

**Other possibilities for incompatibility include vibrations, dust, smoke and light pollution.** The detonation of explosives brings vibrations along with noise. This could be a problem for the same type of land uses that would be bothered by noise, with some possible additions, such as precision manufacturing or laboratories.

Military operations have the potential to create dust and smoke that impedes traffic on roadways and causes allergic reactions. The surrounding communities have not expressed these events as problems now, while recognizing that the potential exists for them to be so in the future, especially if the training and mobilization needs of the military change suddenly. The issue of dust, in particular, has come up in Monroe County’s discussions around frac sand mining, and that industry may offer some solutions to any dust problem emanating from Fort McCoy. Frac sand mining companies are often required to keep dust under control at their facilities in order to prevent its inhalation by neighbors, which can lead to silicosis. The techniques used by the frac sand mining companies might be applicable to Fort McCoy operations that create large amounts of dust.



Drive Through Attack



Firefighters



Some concern has been raised about light pollution from neighboring properties interfering with night-vision training at the Fort. One measure that local communities should consider is the installation of street lighting that keeps light focused downward, and does not allow light to escape upward. The civilian communities and Fort McCoy should both consider the construction of berms or other earthworks that could block direct light coming from a neighboring property onto light-sensitive areas where night-vision training occurs.

### County and Town Comprehensive Plans Analysis

The State of Wisconsin revised its planning law in 1999 with what is referred to as the "Smart Growth" legislation (1999 Wisconsin Act 9). Although state statutes do not require local governmental units to adopt comprehensive plans consistent with the requirements, Wisconsin Statutes Sec 66.1001 provides that if a local governmental unit did not adopt a comprehensive plan by January 1, 2010, the local government may not enforce existing or adopt new zoning ordinances. Wisconsin Statutes Sec 66.1001 requires that a comprehensive plan must address the following nine elements:

1. Issues and opportunities
2. Housing
3. Transportation
4. Utilities and community facilities
5. Agricultural, natural, and cultural resources
6. Economic development
7. Land use
8. Intergovernmental cooperation
9. Implementation

The State Planning law requires zoning maps to be consistent with comprehensive plan land use maps. This consistency requirement is important as it helps ensure that land use maps developed during the public input intensive planning process are implemented.

#### *Jackson County, Town of Manchester and Town of Millston*

The Jackson County Comprehensive Plan was adopted on November 8, 2010. The plan includes a future land use map that details future land uses in the Towns of Manchester and Millston. The County Comprehensive Planning "Future Land Use Map" was derived by compiling individual land use maps prepared in each town. This ensured local public input was recognized, and that the Town and County "Future Land Use Maps" are consistent (in the case of Jackson County they are identical). As stated previously, the unincorporated areas of Jackson County adjacent to Fort McCoy are sparsely populated and are almost completely comprised of state forest land; the future land use map designates these same land uses into the future. Since these areas are primarily state owned, and since future land uses adjacent to Fort McCoy are designated as conservation areas or rural lands, compatible land uses are ensured in the future.

#### *Monroe County, Towns of New Lyme, Adrian, Lafayette, Angelo, Grant, and Greenfield*

The Monroe County Comprehensive Plan was adopted on September 29, 2010. Similar to Jackson County, the Monroe County Comprehensive Plan "Future Land Use Map" was derived by compiling individual land use maps prepared in each town. This ensured local public input was recognized, and that the Town and County "Future Land Use Maps" are consistent. The Monroe County Comprehensive Plan includes a future land use map that details future land uses in the Towns of New Lyme, Adrian, and



Lafayette. The Towns of Angelo and Greenfield have not completed comprehensive plans, and the Town of Grant adopted its comprehensive plan in November of 2009 but did not complete a future land use map. In the Towns that prepared and adopted land use maps (New Lyme, Adrian, and Lafayette) the majority of property within approximately three miles of Fort McCoy has been designated an open space use (Forest, Rural Preservation, Agriculture/Open Land, Natural Resource Protection, County Forest Crop) that is compatible with Fort McCoy. The three Towns that have not completed land use maps do not have land uses designated on the Monroe County Future Land Use Map.

As earlier discussed, the Monroe County Comprehensive Plan noted that a major concern among residents is maintaining the County's rural and agricultural character. This is threatened by the increase in purchases of farm land for purposes other than agriculture. These non-farming uses can be residential, or merely recreational, such as hunting land. Residential use of land near Fort McCoy is a concern for the military, since a denser population in close proximity to the Fort increases the likelihood that residents will complain about noise and other annoyances, thus inhibiting the military's ability to pursue its mission. Since the Towns of Angelo, Grant, and Greenfield have not completed land use maps, future land uses have not been designated adjacent to the Fort McCoy, keeping open the possibility of conflicting land uses developing near Fort McCoy.

#### *City of Sparta Comprehensive Plan 2003*

The City of Sparta eastern border is very close to the southeastern corner of Fort McCoy. The majority of the property in the City of Sparta near Fort McCoy is undeveloped at this time. The City of Sparta Comprehensive Plan designates the future use of these parcels as wholesale and/or manufacturing uses which if properly planned will be compatible uses with Fort McCoy. No housing growth areas are designated on the City of Sparta's east side close to Fort McCoy. The City of Sparta will be updating its comprehensive plan in the near future, and with the completion of the Joint Land Use Study, the findings will be able to be incorporated into the revised comprehensive plan, ensuring future land uses are compatible with Fort McCoy.

#### *City of Tomah Comprehensive Plan 2002*

The City of Tomah is approximately 5 miles to the east of Fort McCoy. This distance does reduce the probability of future land uses conflicting with the operations of Fort McCoy. The City of Tomah's western city limits has numerous housing developments, but the existing comprehensive plan calls for the concentration of development within the boundaries of the city, or infill development which will reduce the need to expand further west. As with Sparta, the City of Tomah will be updating its comprehensive plan in the near future, and with the completion of the Joint Land Use Study, the findings will be able to be incorporated into the revised comprehensive plan, ensuring future land uses are compatible with Fort McCoy.

### **County and Town Zoning Ordinance Analysis**

Zoning is the most important land management tool available to local units of government. Jackson County and Monroe County have both adopted County Zoning and enforce zoning regulations in unincorporated areas (Towns) that have delegated zoning authority to the County. Zoning is utilized to implement land use maps illustrated in Jackson and Monroe County's Comprehensive Plans. The two Towns (Manchester and Millston) adjacent to Fort McCoy in Jackson County are both zoned. Of the six Towns in Monroe County located adjacent to Fort McCoy in Monroe County, New Lyme and Adrian are zoned and the Towns of



Lafayette, Angelo, Grant, and Greenfield are un-zoned. Since zoning is used to implement comprehensive plan land use maps, the four Towns in Monroe County that are not zoned pose the greatest to Fort McCoy with regard to compatibility issues. Table 4.2 provides a zoning analysis of all Town sections adjacent to Fort McCoy.

#### **Existing Zoning Town of Millston and Town of Manchester Jackson County**

The Town of Millston and Town of Manchester have adopted County Zoning which is administered by the Jackson County Zoning Department. The Town of Millston borders Fort McCoy for three miles on the north side of the Fort McCoy property. All the parcels bordering Fort McCoy except for one are owned by the State of Wisconsin and are zoned C-1 Resource Conservancy. The C-1 zoning district permits hunting, fishing, forestry, public parks and campgrounds, and resource preservation related uses. All the uses permitted are compatible with Fort McCoy. The remaining parcel in the Town of Millston that is adjacent to Fort McCoy is owned by the Wyman Lake Club and is zoned A-2 Forestry and Limited Agriculture. Forestry and agricultural related uses are permitted in the A-2 district. Dwellings whose resident owners are engaged in a principal permitted use are the only type of residences permitted in the A-2 district. The ownership of the parcel along with the zoning designation significantly reduces the possibility of the property being non-compatible with Fort McCoy. One parcel in the Town of Manchester borders Fort McCoy. The parcel is owned by Jackson County and is zoned C-1 Resource Conservancy. The permitted uses in the C-1 district are compatible with Fort McCoy.

#### **Existing Zoning Town of Adrian and Town of New Lyme Monroe County**

The Town of Adrian and Town of New Lyme have adopted County Zoning which is administered by the Monroe County Zoning Department. The Town of New Lyme borders Fort McCoy for approximately ten miles on the northwest side of the Fort McCoy property. The parcels bordering Fort McCoy on the west side (8 miles) are zoned General Forestry. The parcels bordering Fort McCoy on the north side (2 miles) are zoned General Agriculture. The General Forestry and General Agriculture districts permit agricultural and forestry uses which are compatible with Fort McCoy. The districts also permit single-family housing with a minimum lot size of 5 acres in the General Forestry district and 1 ½ acres in the General Agriculture district. Single family homes on 1 ½ and 5 acre parcels as permitted uses does create the potential for non-compatible land uses adjacent to Fort McCoy on its western and northern borders.

The Town of Adrian borders Fort McCoy for approximately seven miles on the southeast side of the Fort McCoy property. The parcels on the south and east side adjacent to Fort McCoy are zoned either General Forestry or General Agriculture. As is the case with the Town of New Lyme, single family homes on 1 ½ and 5 acre parcels as permitted uses in the Town of Adrian does create the potential for non-compatible land uses adjacent to Fort McCoy on its southern and eastern borders. For a distance of ½ mile in Section 19 in the Town of Adrian (south border of Fort McCoy), existing residential properties are zoned R-2 Suburban Residential. In the R-2 district, single-family homes and manufactured homes on 1 ½ acre lots are permitted uses. This zoning designation allows non-compatible land uses adjacent to Fort McCoy property. However, the majority of the property zoned R-2 consists of existing homes so the potential for additional non-compatible residential properties in this area is limited.



**Table 4.2 Zoning Analysis of Town Sections Adjacent to Fort McCoy**

Town Section Number	Zoning Designation	Permitted Uses	Minimum Lot Size for Residential Development
<b>Monroe County Zoning</b>			
T. New Lyme, Section 1	General Forestry (GF) and General Agriculture (GA)	Agriculture and Forestry, Residential Development	5 acres for GF, 1.5 acres for GA
T. New Lyme, Section 2	General Forestry (GF) and General Agriculture (GA)	Agriculture and Forestry, Residential Development	5 acres for GF, 1.5 acres for GA
T. New Lyme, Section 3	General Forestry (GF) and Business (B) -1 parcel near county line 5.2 acres	Forestry, Outdoor Recreation, Rural-non farm residences, Commercial Use in (B) District	5 acres for GF, 1.5 acres for B plus and add'l requirements of Wis. Admin. Code Ch. Comm 83
T. New Lyme, Section 11	General Agriculture (GA)	Agriculture, Residential Development	1.5 acres for GA
T. New Lyme, Section 12	General Agriculture (GA)	Agriculture, Residential Development	1.5 acres for GA
T. New Lyme, Section 28	General Forestry (GF) and General Agriculture (GA)	Agriculture and Forestry, Residential Development	5 acres for GF, 1.5 acres for GA
T. New Lyme, Section 32	General Forestry (GF) and General Agriculture (GA)	Agriculture and Forestry, Residential Development	5 acres for GF, 1.5 acres for GA
T. Adrian, Section 3	General Forestry (GF)	Forestry, Outdoor Recreation, Rural-non farm residences	5 acres for GF
T. Adrian, Section 10	General Forestry (GF) and General Agriculture (GA)	Agriculture and Forestry, Residential Development	5 acres for GF, 1.5 acres for GA
T. Adrian, Section 15	General Forestry (GF) and General Agriculture (GA)	Agriculture and Forestry, Residential Development	5 acres for GF, 1.5 acres for GA
T. Adrian, Section 19	Suburban Residential (R-2), General Forestry (GF) and General Agriculture (GA)	Agriculture and Forestry, Residential Development	5 acres for GF, 1.5 acres for GA, 1.5 acres per family for R-2
T. Adrian, Section 22	General Forestry (GF) and General Agriculture (GA)	Agriculture and Forestry, Residential Development	5 acres for GF, 1.5 acres for GA
T. Adrian, Section 28	General Forestry (GF) and General Agriculture (GA)	Agriculture and Forestry, Residential Development	5 acres for GF, 1.5 acres for GA
T. Adrian, Section 29	General Forestry (GF) and General Agriculture (GA)	Agriculture and Forestry, Residential Development	5 acres for GF, 1.5 acres for GA
T. Adrian, Section 30	General Forestry (GF) and General Agriculture (GA)	Agriculture and Forestry, Residential Development	5 acres for GF, 1.5 acres for GA
T. Angelo, Sections 4, 8, 9, 17, 20, 29, 32, 33, 34, 27, 22, 23, 24	No Zoning	All	Based on State Administrative Code
T. Lafayette, Sections 4, 9, 16, 21, 28, 33 and 34	No Zoning	All	Based on State Administrative Code
T. Greenfield, Sections 4, 9, 16, 21, 26, 27, 28, 34, 35	No Zoning	All	Based on State Administrative Code
T. Grant, Sections: 3, 10, 15, 22, 27, 28 33	No Zoning	All	Based on State Administrative Code
<b>Jackson County Zoning</b>			
T. Manchester, Section 36	Forestry and Limited Agriculture District; Resource Conservancy District	Open space recreational and campground for C1, Agriculture and Forestry in the A-2 District	3 acres for A2, No minimum for C1
T. Millston, Section 34	Forestry and Limited Agriculture District; Resource Conservancy District; Residential District	Open space recreational and campground for C1, Agriculture and Forestry in the A-2 District, 1 or 2 family homes in R-2 District	3 acres for A2; No minimum for C1; 20,000 sq. ft. for R2





**Incompatibility Concern with Fort McCoy Using Population, Housing Unit, Septic System Installation increases, Zoning, and Noise as Measures**

Table 4.3 illustrates a method to better understand where the areas of concern for incompatibility with Fort activities may be due to noise, lack of zoning, and increases in population, housing and new septic system installations. This table, with the exception of the zoning column, ranks each of the eight towns surrounding the Fort based on these increases. The town with the highest increase is assigned an eight, the town with the second highest increase is assigned a seven, and so on. The sum of these rankings for each town is then totaled, with a maximum possible of 34. The results show the towns that have had the most development activity and are most vulnerable to Fort noise, therefore more susceptible to incompatibility with the Fort. The zoning column in this incompatibility analysis assigns a “1” to the town if it has zoning and a “2” if it is not zoned, since being unzoned makes it more vulnerable to incompatible development. The end result shows that the towns of Greenfield (25), Manchester (24), Adrian (23), La Fayette (19) and Angelo (19) have a high incompatibility concern ranking (i.e., greater than 50% of the maximum possible of 34). From there a drop occurs regarding development activity in the remaining towns, but not for noise, especially for the Town of New Lyme. This results in the following rankings: New Lyme (17), Grant (16), and Millston (13) illustrating these towns may likely have a lesser concern for incompatibility with the Fort. This compatibility concern evaluation can help local governments and the Fort in targeting and prioritizing their compatibility initiatives in the future. Map 4.1 shows the location of these towns that surround the Fort, noise contours and development trends in each town.

**Table 4.3 Incompatibility Ranking Concern With Fort McCoy Activities**

Town	Zoned	Numeric Population Increase 2000-2010	Population Town Rank	Numeric Housing Increase 2000-2010	Housing Town Rank	Sanitary Permits Issued 2001-2011	Large Caliber and Demo Noise Town Rank	Permits Town Rank	Concern For Incompatibility With Fort McCoy Activities Based on Sum of Ranking
Greenfield	2	81	8	57	7	50	3	5	25 = high concern
Manchester (Jackson Co)	1	24	3	114	8	111	4	8	24 = high concern
Adrian	1	80	7	55	6	69	2	7	23 = high concern
Angelo	2	28	5	40	5	66	1	6	19 = high concern
LaFayette	2	78	6	6	1	19	7	3	19 = high concern
New Lyme	1	27	4	14	2	18	8	2	17 = less concern
Grant	2	12	1	24	3	29	6	4	16 = less concern
Millston (Jackson Co)	1	23	2	30	4	15	5	1	13 = less concern
Total	NA	353	NA	340	NA	377	NA	NA	



### Map 4.1 Town Incompatibility Ranking Concern

Towns with Lesser Concern for Incompatibility with the Fort

Towns with Higher Concern for Incompatibility with the Fort

Noise Contour - Large Caliber

Noise Contour - Large Caliber with Demo Added

P= Population Increase 2000 - 2010  
H= Housing Increase 2000 - 2010  
S= Sanitary Permits Issued 2001 - 2011

County Roads

Interstate

US Highway

State Highway

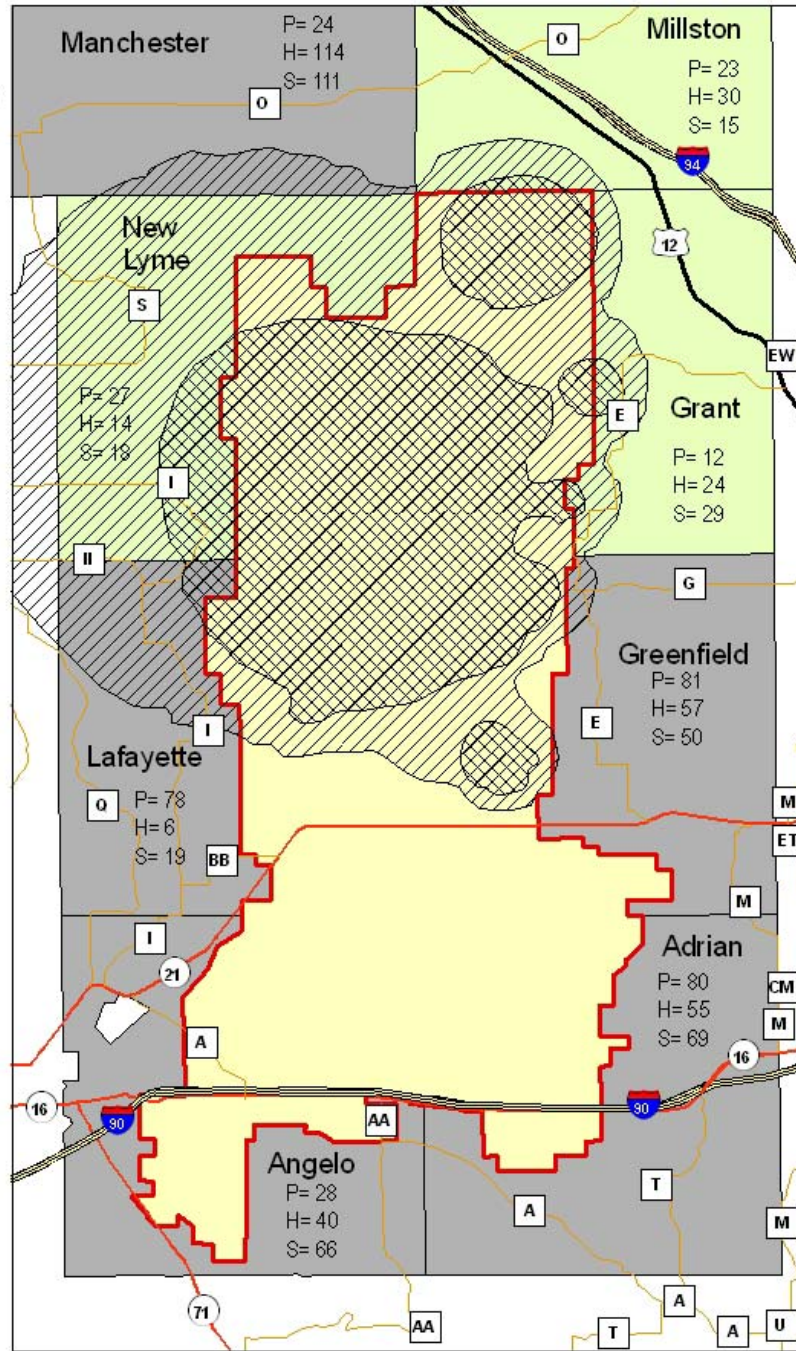
Fort Mc Coy Boundary

Large Caliber

Large Caliber with demo



Miles  
0 0.5 1 2



Prepared By: Mississippi River Regional Planning Commission 2/12



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## 5. ADDITIONAL COMPATIBILITY TOOLS

### Local and Fort McCoy Tools

Many techniques and tools are available to military and civilian communities that wish to avoid future land use conflicts. Some common ones are listed here, though not all will be appropriate for the particular situation of Monroe County and Fort McCoy. The local governments and Fort McCoy leadership will need to examine this list and choose from the options listed, as well as others they may devise on their own. The list of compatibility tools here is built upon those listed and described in other JLUSs and the Fort McCoy Installation Operational Noise Management Plan.

Available Tools	Description
<b>Capital Improvements Program (CIP)</b>	This tool involves a local government prioritizing its public works and infrastructure needs and directing them in particular areas – in this case, away from the military installation. Since development tends to follow infrastructure, this would have the effect of leading development away from the installation.
<b>Communication</b>	More than merely talking to each other, this tool involves the military and civilian communities setting up mechanisms to effectively disseminate information to each other and the public. Many military operations can raise the need for informing local stakeholders (residents, property owners, businesses, developers, etc.) of their occurrence. This tool would involve the installation and local government using multiple media, such as brochures, flyers, posters, websites, and press releases, to provide information to the public. It would also involve receiving comments from the public through such media.
<b>Comprehensive Planning</b>	This tool involves local governments including specific language on JLUS coordination as part of any Comprehensive Plan update. The Comprehensive Plan establishes a firm legal basis for the implementation of compatibility actions. The plan can emphasize the relationship between the community and the military; the desire to promote cooperative land use planning and complementary land use goals, such as agricultural conservation and environmental protection; and clear guidelines about appropriate future land use in areas vulnerable to encroachment. This tool is intended to guide overall growth patterns within local jurisdictions in ways that support future military/civilian compatibility. In general, this option promotes new growth within already developed areas (infill) and the conservation of rural/agricultural lands around military installations as a means of reducing future land use conflicts.
<b>Conservation</b>	This tool is designed to eliminate land use incompatibilities through voluntary transactions in the real estate market and local development process. Conservation strategies are particularly effective because they advance the complementary goals of shifting future growth away from the installation and airports, while protecting the environment, maintaining agriculture, and conserving open spaces and rural character. This tool can take the form of a conservation easement, in which a landowner exchanges some of the development potential of a tract for tax incentives. Otherwise, this tool could involve transfer or sale of development rights, which compensates the owner for the assessed market value of development potential lost when the land remains permanently undeveloped. All such transactions would be voluntary.





Available Tools	Description
<b>Coordination</b>	The military and civilian communities have an opportunity, through this JLUS and other planning efforts that have come before it, to build on an atmosphere of collaboration and mutual benefits. To make this tool work, local governments and the installation must share information honestly and forthrightly, identify areas of mutual benefit, and work toward solutions that further the goals of both the military and the civilian communities.
<b>Covenants</b>	This tool involves the seller of a property including restrictions on the use of the property by the buyer. This is accomplished with a covenant attached to the deed. These covenants run with the deed, and are enforceable upon subsequent buyers, usually for a period of 20 or 30 years. The covenants can be written to prohibit uses of the land that are incompatible with the military installation's operations. To use this tool, the installation, local government, or a sympathetic citizen must already own the property.
<b>Development Loan Restrictions</b>	This tool involves local and state government defining areas around the military installation, based on noise contours or other measurements of hazards, in which building or development projects are ineligible for financing from banks or other lending institutions. Local governments can also write the administrative plans for their revolving loan funds to make such loans an ineligible use.
<b>Disclosure</b>	This tool would require that potential buyers and renters of property be informed that a military installation is nearby, and that it performs activities that can create noise, vibrations, smoke, dust, or other operational impacts that can affect the experience of residing nearby. This tool can be enacted by local governments through a real estate disclosure ordinance.
<b>Eminent Domain</b>	This tool involves the local government condemning a property and buying it from the owner for just compensation. This occurrence is known as a "taking." To be lawful, a taking must meet three criteria: it is done to achieve a public benefit; it is performed with due process of law; and it is done with just compensation given to the property owner. A taking is an intrusive use of the government's police powers, which allow it to protect the health, safety, and welfare of the general public, and is normally only pursued when no other options are available.
<b>Health Codes</b>	This tool involves the local government requiring that buildings and other structures protect people's health from adverse elements in the environment, which can include noise. Health codes can be restrictive enough to make a building in a high-noise area too expensive for a developer to get an attractive return on investment, thus discouraging development in a high-noise area.
<b>Infrastructure</b>	This tool would require that local governments consider noise-sensitivity in the placement of new infrastructure (such as roads, water and sewer lines, etc.). Placement of new infrastructure encourages development to follow, and placement of infrastructure in high-noise areas could lead to conflicts with residential and other noise-sensitive uses that might grow in those areas.
<b>Land Banking</b>	This tool involves a local government temporarily acquiring a property within a region that is eligible to be developed, but holding it for future use, rather than permanently owning it.
<b>Land Purchase</b>	This tool involves the outright purchase of land and all its rights. This is an expensive tool, but it does give an installation the most protection against incompatible land uses on its borders.



ADDITIONAL COMPATIBILITY TOOLS

Available Tools	Description
<b>Land Use Regulations</b>	This tool involves a local government controlling the placement, nature, and density of certain defined land uses in various districts in order to protect the health, safety, and welfare of the general public. The most common way a local government accomplishes this is through comprehensive planning and zoning. Tools such as zoning and subdivision regulations can be used to make the future development of noise-sensitive uses difficult or impossible in high-noise areas.
<b>Memorandum of Understanding (MOU)</b>	The MOU is a "good faith" document that lays out procedures for communication among affected parties and formalizes collaboration among multiple stakeholders. All participating local governments and Fort McCoy would sign a general MOU to be executed at the beginning stages of implementation.
<b>Military Operations</b>	This tool involves the military changing the locations, intensity, or positioning of its activities in such a way as to reduce or eliminate their impacts on surrounding civilian communities. This would be accomplished through internal military decisions.
<b>Noise Easement</b>	This tool involves a local government making subdivision or rezoning of property in a high-noise zone dependent on the owner granting a noise easement, which allows the military operations to continue making the noise that affects that property.
<b>Overlay Districts</b>	This tool involves the local government creating a specially mapped district which is subject to regulations or requirements for development that are either more or less restrictive than the underlying zoning. As with zoning, overlay districts can regulate the types of uses the land is put to, as well as intensity, density, building heights, etc.
<b>Public/Private Leaseback</b>	This tool involves a landowner leasing property to a tenant (in this case, the local government or the military installation) who will use the land in ways that are compatible with the installation – or perhaps not use the land at all, which will have the same effect. The landowner gets income from the property, and the military installation is able to control the uses of it.
<b>Subdivision Regulation</b>	This tool involves local governments requiring that proper layout, design, and infrastructure are built when a large property is divided into many smaller lots for residential or commercial use. Most subdivision regulations require the dedication of a certain amount of this property as open space; the subdivision regulations could be written to require that this open space be along the boundary with the military installation.
<b>Transfer or Sale of Development Rights</b>	This tool involves property owners agreeing not to develop in areas with a development constraint (such as high-noise) in exchange for the right to develop at higher density in another area that does not have the same development constraint. The development rights that have been transferred away from the constrained area can be sold and applied to another property in a designated "receiving" area.
<b>Zoning</b>	This tool involves the local government partitioning land into sections reserved for different purposes. This designates the uses permitted in each parcel of land. It normally consists of a zoning ordinance that delineates the various use districts and a zoning map based on the land use element of the community's comprehensive general plan



ADDITIONAL COMPATIBILITY TOOLS

This section displays the proposed land use compatibility tools discussed above, along with a description of concrete action steps that can be taken to further them, and what entities should be involved with each compatibility tool.

Proposed Land Use Compatibility Tool	Action Steps	Entity Involved
Capital Improvements Plan (CIP)	Government creates a list of priority infrastructure and facilities improvement projects, the highest of which are in areas away from high-noise zones.	Local government
Communication	Military and civilian communities establish a formal mechanism to exchange important information through various means, including feedback from the public.	Local government, community groups, Fort McCoy.
Comprehensive Planning	Communities include in their planning documents specific language that relates to land use compatibility with the military installation. This especially means encouraging growth away from the installation, and an emphasis on infill development.	Local government
Conservation	Landowners grant conservation easements on their property that borders the military installation. Alternately, the landowners could transfer or sell their development rights on those areas bordering the installation.	Landowners (either private sector, local government, or military itself)
Coordination	Local communities and the military share information openly and honestly, identify areas of mutual benefit, and work toward solutions that further the goals of both the military and civilian communities.	Local government, community groups, Fort McCoy
Covenants	A landowner attaches restrictions on the use of the property that run with the deed, regardless of how many subsequent owners there are.	Landowners (either private sector, local government, or military itself)
Development Loan Restrictions	Government defines areas near the military installation for which developers are ineligible for loan financing.	Local and state government
Disclosure	Potential buyers of property are informed of the close proximity of a military installation and of the noise and other operational impacts produced there.	Local government
Eminent Domain	Government condemns a property and takes it for a public purpose. This is an intrusive act by the government, and is usually a last resort when other tools have failed. It can only occur lawfully when three conditions are met: the property is taken for a public benefit; it is taken through due process of law; and the owner receives just compensation.	Local, state, or federal government
Health Codes	Government exercises its police power to require noise attenuation, vibration dampening, or other minimum standards for residential and commercial properties in high-noise zones, in order to protect the health of those who occupy the buildings.	Local government
Infrastructure	Government considers noise-sensitivity in placement of new infrastructure, and guides such development away from high-noise areas.	Local, state, and federal government
Land Banking	Government temporarily acquires control of a property that is eligible for development, but holds it for future use, rather than permanently owning it.	Local government



ADDITIONAL COMPATIBILITY TOOLS

Land Purchase	Outright ownership of a property that borders the military installation. The owners would presumably not engage in any land use that is incompatible with the military operations at the installation.	Local, state, federal government; private landowners; Fort McCoy
Land Use Regulations	Local communities control the placement, nature, and density of defined land uses, directing those uses that are incompatible with military operations away from the installation.	Local government
Memorandum of Understanding (MOU)	The military and civilian communities sign a document that outlines the requirements of their participation in a collaborative effort to maintain their mutually beneficial relationship.	Local government, community groups, Fort McCoy
Military Operations	The military shifts its operations to those areas of the installation that will minimize impacts on the surrounding civilian communities.	Fort McCoy
Noise Easement	This can be a voluntary grant by landowners of the use of their property for continued high-noise operations at the military installation. It can also come from government requiring that landowners make such a grant at the time of subdividing their property or rezoning it.	Landowners; also local government
Overlay Districts	Government regulates land use in defined areas in a manner that is either more or less restrictive than the ordinary land use controls for that area, in an effort to address specific issues, such as noise-sensitivity.	Local government
Public/Private Leaseback	Landowners lease land to a tenant (such as the local government or the military) who will use the land in ways that are compatible with the military installation.	Landowners, local government, or Fort McCoy
Subdivision Regulation	Government requires that layout, design, and infrastructure are arranged in proper ways when a large property is divided into smaller lots. This usually involves the dedication of some open space, which can be encouraged to be in areas bordering the military installation.	Local government
Transfer or Sale of Development Rights	A landowner agrees not to develop on areas of the property that border the military installation. In return, the landowner can transfer those development rights to other parts of the property, thus gaining the ability to build more intensely in those areas; or the landowner can sell the development rights to another landowner, who can then build more intensely on property away from the installation.	Landowners
Zoning	Government exercises its police power to divide its jurisdiction into districts, and determine what land uses will be allowable in those districts. Zoning can restrict noise-sensitive uses, such as residential or commercial, in high-noise areas.	Local government





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## 6. IMPLEMENTATION

### Recommendations to Improve Compatibility

In addition to the Land Use Compatibility Tools listed in the section above, Fort McCoy and its surrounding communities can explore other efforts at mitigating or avoiding land use conflicts in the future. These mitigation efforts have been identified from the following sources:

- comprehensive plans from the County and various Towns
- the Technical Advisory Group
- public input at meetings of the Policy Committee

### **Recommendation 1: Maintain the agricultural character of Monroe County and the Towns surrounding Fort McCoy by supporting farm-friendly policies and educating new residents and businesses about the nature of rural life and life near a military installation.**

The communities surrounding Fort McCoy are largely agricultural and want to remain that way. This is good for Fort McCoy, since agricultural lands are compatible with its military operations. The sparse population and large areas of open land are not noise-sensitive, and therefore not likely to arouse complaints. The communities around Fort McCoy have expressed a desire to preserve high-quality farmland for agricultural use. They can accomplish this by encouraging a variety of farm sizes and different kinds of farming (conventional or organic, for example). Towns could help by establishing agricultural areas through zoning and by Agricultural Enterprise Areas that would allow farmers to receive tax incentives. Local communities can also encourage more and varied farming by establishing farmers markets that run throughout the winter, and finding a permanent place for such markets. This will allow farmers to connect with their customers and sell more of their produce.

One development concern that threatens Fort McCoy's relationship with the surrounding civilian communities is the residential and recreational development undertaken on some land when it is sold to people outside the area. The new residents are not necessarily farmers, and their expectations about rural life may not be accurate. For example, they may not understand that farming operations have periods of intense activity that create much noise, dust, smoke, and other impacts, and that during busy times, this activity can continue 24 hours a day, seven days a week. As one member of the Policy Committee said at a public input meeting, "If you want peace and quiet, don't move to a farming area." If newcomers to the area are surprised by the noise associated with farming, they may also complain about the noise coming from Fort McCoy. Disclosure, described in the section above, can help educate people about life near a military base, but the local communities should take on some of this responsibility as well. They can present information about life in rural, farming, and military-adjacent communities as early in the property-purchasing process as possible, through realtors, community groups, and other organizations. This should be done in as welcoming a manner as possible, projecting the attitude that the community wants to be good neighbors to its newcomers.

For business development, two techniques could reduce the instances of incompatibility. First, noise attenuation can be very effective in reducing the perception of noise coming from an installation like Fort McCoy. But building codes in Wisconsin have standards set by a state statute, and cannot be made stricter at the local level. So, while local communities cannot require noise attenuation in their building



codes in excess of what the state requires, homebuilders are free to build to any higher standard they wish. Therefore, local governments can present information about noise attenuation as part of a package of information given to any applicants for residential building permits. Local governments can, however, establish their own regulations regarding the lighting that occurs at mining operations, and the lights at mining and other industrial sites can interfere with Fort McCoy's night-vision training. Communities that have adopted zoning can require that such operations install downward-pointing lights and/or other light-pollution-reduction techniques (such as berms and tree planting) that would reduce the interference with night-vision training.

**Recommendation 2: Maintain the rural character of Monroe County and the Towns surrounding Fort McCoy by supporting environmentally friendly policies toward forests and waterways.**

The rural nature of Monroe County is provided not just by farming, but also by forestry, waterways, and other open or undeveloped spaces. The communities surrounding Fort McCoy have expressed a desire to maintain forests wherever possible, keeping large wooded areas together and preventing them from being subdivided. This can be accomplished by directing residential and other development away from large working forests, and by limiting the amount of subdividing of forest property. The communities surrounding Fort McCoy are eager to improve water quality in their streams, rivers, and lakes. They also want to reduce erosion of stream banks, improve habitat along streams, and protect groundwater from contamination. This can be accomplished by taking steps to reduce agricultural runoff (which will reduce pollutant levels) and establishing native vegetated buffers along streams, lakes, and wetlands throughout the county. There are also loans available from the Wisconsin Department of Natural Resources that Monroe County could use to purchase forest lands. Whenever timber is harvested from these lands, the proceeds from the sales go to repaying the loan. A less likely method, due to on-going strain in the federal budget, but one worth noting is for Fort McCoy and the surrounding communities to identify properties that are likely to encounter an incompatibility in land use, and reach out to the landowners with agreements to purchase the land, development rights, etc. These would be voluntary land sales on the part of the property owners, and would be conducted for the purpose of maintaining or restoring those properties' compatibility with activities at Fort McCoy. All these efforts will maintain the open, undeveloped, and water areas of the towns surrounding Fort McCoy, which will reduce the chances of military operations there impacting residents, businesses, and other noise-sensitive users.

**Recommendation 3: Maintain positive relationships between Fort McCoy and the surrounding civilian communities through formal partnerships, joint planning efforts, and increased communication.**

The communities surrounding Fort McCoy have a long-standing mutually beneficial relationship with Fort McCoy, and wish to maintain it. They have expressed a desire to keep the channels of communication between the military and civilian communities open, and are willing to involve Fort McCoy in their decisions to establish land use controls, such as zoning. A representative from Fort McCoy attends the towns' annual meetings in each of the six towns surrounding the Fort. This representative discusses any changes to Fort McCoy or upcoming training that may impact the town. This exchange of information would, ideally, happen with any issue, such as land use, that affects both sides of the fence. When Fort McCoy activities



significantly change, the installation should: send a letter to the affected towns; alert newspapers, television and radio stations; and update the Fort website with information affecting local landowners. The six towns surrounding Fort McCoy have participated at varying levels in this JLUS process, and are eager to use it as a tool for maintaining the mutually beneficial relationship.

**Recommendation 4: The towns, Monroe County, and Fort McCoy should investigate what payment options might be necessary in the future to offset property tax revenue that the towns will not receive simply because there is a military installation in their territory.**

The lack of tax revenue from federally owned land in six Monroe County Towns is mentioned in several of the Towns' Comprehensive Plans. It represents a limit on these Towns' ability to develop – a limitation that similar Towns farther away from Fort McCoy do not face. These Town governments, along with Monroe County (which is similarly affected), should collaborate with Fort McCoy in exploring options for what revenues Fort McCoy could make available for these local governments.

**Recommendation 5: Encourage unzoned towns surrounding Fort McCoy to adopt land use controls.**

The Towns of Adrian and New Lyme are the only ones surrounding Fort McCoy that have adopted zoning to regulate land use in their towns. The Towns of Angelo, Grant, Greenfield, and Lafayette do not currently have land use controls, leaving them vulnerable to patterns and pressures of development that could result in incompatible land uses being established near Fort McCoy. By adopting zoning, as other Towns in Monroe County have done, these Towns can better protect the rural and agricultural character of their communities, while also preserving land uses that currently are compatible with activities at Fort McCoy. Zoning would be especially helpful for the Towns that have adopted comprehensive plans, since the vision for those communities presented in their comprehensive plans cannot be enforced by the plan alone; zoning is necessary for land-use enforcement. Comprehensive plans, much like this JLUS, do not carry the authority to compel or prevent certain actions. They are visioning documents. Zoning is the complement to any comprehensive plan, and zoning is necessary to make the land-use elements of a comprehensive plan into reality.





### Other Efforts at Compatibility

The most effective long-term effort that the communities surrounding Fort McCoy and the installation can make toward compatibility is implementation of the JLUS Recommendations. This will take a concerted effort on the part of participants to attend meetings of local government in the area to convince them to pass ordinances, and meet with decision-makers at Fort McCoy to convince them to enact directives. To that end, one suggestion that came from the first Policy Committee meeting was that the Policy Committee should maintain itself in some form after the JLUS process is complete, so that this effort at implementation could be done in an organized, focused, systematic fashion. Keeping the Policy Committee together after the adoption of the JLUS would also foster the greater communication that the JLUS recommends. This would occur because the members of the Policy Committee, which would still include stakeholders from the military and civilian communities, would meet with some regularity and exchange information. This effort would fulfill an action item from “A Plan to Position the Fort McCoy and Volk Field Region As the Best Four Season Region in the Nation to Train and Care for Our Nation’s Defense Personnel and Their Families,” which called for “a formal Committee of officials from Fort McCoy, local, state and federal units of government be formed to deal with land use, social and economic issues involving Fort McCoy.” This effort is also consistent with the increased communication among all local units of government in Monroe County called for by the Monroe County Comprehensive Plan.

Another effort that would increase compatibility would be the involvement of this post-JLUS Policy Committee in the land use decisions by Fort McCoy and its neighbors. This could be as simple as the Policy Committee giving its input when local governments update their zoning ordinances or comprehensive plans. In such cases, the Policy Committee should advocate for the JLUS recommendations being included in the updated zoning ordinances or comprehensive plans. But it could also extend into more sophisticated areas, such as providing input and perhaps mediating discussions if Fort McCoy were to consider land acquisition, property exchange, or purchase of development rights.

The post-JLUS Policy Committee could also be of great help to Fort McCoy in communicating with the general public. When Fort McCoy needs to announce an operation that could affect the public, the Policy Committee could be of assistance in reaching people that other means might not, through email distribution lists and the websites of Policy Committee members’ organizations. Also, the Policy Committee might be able to gather communication from the general public that can’t be delivered to Fort McCoy officials by other means.

The Monroe County Sanitation, Planning & Zoning and Dog Control Committee will have charge of the implementation of JLUS recommendations after the JLUS planning period has elapsed. Those members of the Policy Committee who wish to continue working to implement the JLUS recommendations should work with the Monroe County Zoning Committee and give reports to that committee when appropriate. The Monroe County Zoning Committee should support efforts to get the JLUS recommendations adopted by the communities surrounding Fort McCoy.

**Sources:**

A Plan to Position the Fort McCoy and Volk Field Region As the Best Four Season Region in the Nation to Train and Care for Our Nation's Defense Personnel and Their Families

Fort Benning Joint Land Use Study

Fort McCoy Installation Operational Noise Management Plan

Fort Stewart Joint Land Use Study

Monroe County Comprehensive Plan

Programmatic Environmental Assessment for the Real Property Master Plan Fort McCoy, Wisconsin

Town of Grant Comprehensive Plan

Town of Lafayette Comprehensive Plan

Town of New Lyme Comprehensive Plan

Volk Field Hardwood Range Joint Land Use Study



# Appendix A: Sample Materials





## **Sample Language for Comprehensive Plans, Regarding Fort McCoy and This JLUS**

*Some communities surrounding Fort McCoy already have comprehensive plans, and will need to update them from time to time. Other communities may adopt comprehensive plans in the future. In either case, the community updating or developing a comprehensive plan will want to be aware of this JLUS and its recommendations, and how they can be incorporated into the community's comprehensive plan so that both documents are consistent with each other. The following is a series of sample passages that communities can include in their comprehensive plans, after adapting them to fit the needs of their communities. In these sample passages, the capitalized word "Community" should be altered to the appropriate unit of local government that is producing the comprehensive plan.*

### **OVERALL PLANNING AND DEVELOPMENT GOALS**

Acknowledge and consider the recommendations from the *Fort McCoy Joint Land Use Study*.

Evaluate and make decisions on development proposals according to Community development codes and consistency with the Comprehensive Plan, and consistency with Fort McCoy's Noise Management Plan and the *Fort McCoy Joint Land Use Study*.

Coordinate, cooperate, and communicate with Fort McCoy on all land use matters of mutual concern.

### **ACTION ITEMS**

Proceed with the adoption of a Community zoning ordinance and subdivision ordinance, which are consistent with land use goals and policies of the Community's Comprehensive Plan, with particular consideration for encouraging land use compatibility in the areas of the Community that border Fort McCoy.

### **ISSUES AND OPPORTUNITIES**

The location of the Community adjacent to Fort McCoy presents a development constraint, since the federal land of the military installation is not available for development. Furthermore, the lands surrounding the Fort require extra attention, since the uses of land both inside and outside the boundary of Fort McCoy affect each other. Fort McCoy and its surrounding civilian communities benefit from each other's presence, but that relationship can become strained if military uses of land on the installation negatively impact civilian life outside the Fort, or vice versa. If Fort McCoy and its surrounding communities wish to maintain a mutually beneficial relationship, then they should acknowledge the shared interest they have in planning for land use in the civilian areas surrounding the Fort. The *Fort McCoy Joint Land Use Study* presents recommendations to help in this effort.

### **HOUSING**

The presence of Fort McCoy in the Community is an obstacle to residential development. Not only is the federal land of the Fort off-limits to development, but the lands bordering the Fort are sensitive to issues of land-use compatibility between the military and civilian sides of the fence. Housing, especially denser patterns than are typical for agricultural areas, present a problem of compatibility, since an increase in residential density could create unacceptable amounts of light pollution, for example. Similarly, new residents living in greater density near the Fort might be bothered by noise and vibrations from artillery training that fewer, long-time residents did not find bothersome. This situation could be avoided by the Community instituting land use controls that would steer residential and business development to areas of the Community that are not sensitive to issues of compatibility with Fort McCoy. Consistent with the recommendations of the *Fort McCoy Joint Land Use Study*, the Community intends

to enact land use controls which will maintain the compatibility of land development in the Community with the various functions within the Fort.

Property sales in the Community should be accompanied by disclosure documents, which inform buyers of the presence of a military installation in the Community, and that the installation conducts training exercises from time to time that create noise that is audible outside the boundaries of the Fort. This disclosure is intended to prevent buyers from being unpleasantly surprised at a point after the sale, when they encounter artillery training noise for the first time and may complain to Fort McCoy about it. Such complaints could give the impression that the mutually beneficial relationship between the Fort and the Community was beginning to erode. Disclosure requirements could help prevent such consequences.

## **TRANSPORTATION**

Continue positive cooperation with Fort McCoy in its use of Community roads.

## **UTILITIES AND COMMUNITY FACILITIES ELEMENT**

Fort McCoy – Approximately [X] acres of this U.S. Army training base is located within the Community. This federal installation occupies about [X] percent of the town. Monroe County receives a designated amount of revenue per year in lieu of property taxes, since base property is not subject to property tax, but these funds are not distributed to the Community. There are no reported conflicts or unresolved issues between this base and the Community. The base does not draw on any Community infrastructure or services. Fort McCoy provides substantial economic benefits to the Community and the larger region, including employment for Community residents. The Community has a constructive relationship with Fort McCoy, and the Community's goal is to maintain and foster this positive relationship. Consistent with the recommendations of the *Fort McCoy Joint Land Use Study*, the Community intends to enact land use controls which will maintain the compatibility of land development in the Community with the various functions within the Fort.

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES**

The Community is rural in character, marked by agricultural and forest lands, other open spaces, wetlands, and sparsely populated areas. These land uses are compatible with activities at Fort McCoy. Sparsely populated, rural areas have lower incidences of light pollution and other civilian activities that can be bothersome to military uses, and they do not have large concentrations of people, and thus decrease the likelihood that residents or businesses will be disturbed by noise, dust, smoke, etc. emanating from the Fort during training exercises. Preserving a rural character, especially through agricultural and forested land uses, is a way for the Community to maintain a mutually beneficial relationship with Fort McCoy, as identified in the *Fort McCoy Joint Land Use Study*. To this end, the Community should enact land use controls to preserve agricultural, forested, wetland, and other non-residential and non-commercial land uses in those areas immediately surrounding Fort McCoy.

## **ECONOMIC DEVELOPMENT**

The Community relies on Fort McCoy for much of its economic base. Fort McCoy accounted for \$1.31 billion in economic activity in 2011, according to the *Fort McCoy Joint Land Use Study*. Even with the reduced mission at Fort McCoy after the wars in Iraq and Afghanistan draw to a close, Fort McCoy will continue to be the single largest economic entity in the Community.

## **INTERGOVERNMENTAL COOPERATION**

The Community has a constructive relationship with Fort McCoy, and the Community's goal is to maintain and foster this positive relationship. Consistent with the recommendations of the *Fort McCoy Joint Land Use Study*, the Community intends to send a representative to any committee, board, or other representative body that meets for the express purpose of improving relations, communications, cooperation, collaboration, etc. between Fort McCoy and its surrounding communities. Also consistent with the recommendations of the *Fort McCoy Joint Land Use Study*, the Community intends to enact land use controls which will maintain the compatibility of land development in the Community with the various functions within the Fort.

The Community will continue to allow Fort McCoy to use certain Community lands and forests for military training purposes, in accordance with existing agreements. The Community will explore opportunities for mutual training and assistance for Community and Fort McCoy emergency response personnel.

## **LAND USE**

The Community is rural in character, marked by agricultural and forest lands, other open spaces, wetlands, and sparsely populated areas. These land uses are compatible with activities at Fort McCoy. Sparsely populated, rural areas have lower incidences of light pollution and other civilian activities that can be bothersome to military uses, and they do not have large concentrations of people, and thus decrease the likelihood that residents or businesses will be disturbed by noise, dust, smoke, etc. emanating from the Fort during training exercises. Preserving a rural character, especially through agricultural and forested land uses, is a way for the Community to maintain a mutually beneficial relationship with Fort McCoy, as identified in the *Fort McCoy Joint Land Use Study*.

As more residents are attracted to the Community because of its open spaces and natural beauty, development pressures could arise that threaten the lands adjacent to Fort McCoy with incompatible uses. An increase in residential density or certain types of business activities could conflict with activities at the Fort, by creating unacceptable amounts of light pollution, for example. Similarly, new residents living in greater density near the Fort might be bothered by noise and vibrations from artillery training that fewer, long-time residents did not find bothersome. In this example, Fort McCoy might receive more complaints about noise than before, giving the impression that the mutually beneficial relationship between the Fort and the Community was beginning to erode. This situation could be avoided by the Community instituting land use controls that would steer residential and business development to areas of the Community that are not sensitive to issues of compatibility with Fort McCoy. Consistent with the recommendations of the *Fort McCoy Joint Land Use Study*, the Community intends to enact land use controls which will maintain the compatibility of land development in the Community with the various functions within the Fort.

## **IMPLEMENTATION**

Designate an individual who will be the Community's representative to any committee, board, or other representative body that meets for the express purpose of improving relations, communications, cooperation, collaboration, etc. between Fort McCoy and its surrounding communities. This representative should make a report to the Community's elected leadership about what activities are being conducted to improve intergovernmental cooperation between Fort McCoy and its surrounding communities.

## MEMORANDUM OF UNDERSTANDING

Between Fort McCoy and

The Counties of \_\_\_\_\_ and

The Cities of \_\_\_\_\_

This Memorandum of Understanding between Fort McCoy, the Counties of \_\_\_\_\_, and the Cities of \_\_\_\_\_, is enacted to establish a mutually beneficial process that will ensure timely and consistent notification and cooperation between the parties on projects, policies, and activities. These parties have a mutual interest in the cooperative evaluation, review, and coordination of local plans, programs, and projects in the Counties of \_\_\_\_\_, the Cities of \_\_\_\_\_, and on Fort McCoy.

The Cities of \_\_\_\_\_ and the Counties of \_\_\_\_\_ agree to:

1. Submit information to Fort McCoy on plans, programs, actions, and projects that may affect Fort McCoy. This may include, but not be limited to the following:

- Development proposals
- Transportation improvements and plans
- Sanitary waste facilities/any infrastructure necessary to support development
- Open space and recreation
- Public works projects
- Land use plans and ordinances
- Rezoning and variances

2. Submit to Fort McCoy for review and comment, project notification, policies, plans, reports, studies and similar information on development, infrastructure and environmental activities within proximity of Fort McCoy as defined by \_\_\_\_\_.

3. Consider Army comments as part of local responses or reports.

4. Include Fort McCoy in the distribution of meeting agendas for, but not limited to:

- City Council or County Commission Meetings
- Planning Commission Meetings
- Zoning Boards of Adjustment
- Review Board
- Transportation Studies

Fort McCoy agrees to:

1. Submit information to City and County representatives on plans, programs, actions, and projects which may affect the city or county. These may include, but not be limited to, the following:

- Installation Master Plan
- Installation Compatible Use Zone Studies
- Noise Management Studies
- Changes in existing installation use that may change off-post impacts, such as noise
- Appropriate data on troop strength and activities for local plans, programs and projects

2. Submit to City and County representatives for review and comment, project notification, policies, plans, reports, studies and similar information on development, infrastructure and environmental activities at Fort McCoy.

This agreement will remain in effect until terminated by any of the parties. Amendments to this memorandum may be made by mutual agreement of all the parties. Review process details and appropriate forms may be developed to facilitate uniform and efficient exchanges of comments.

This understanding will not be construed to obligate the U.S. Army, the Cities of \_\_\_\_\_, the Counties of \_\_\_\_\_ to violate existing or future laws or regulations.

This agreement is approved by:

---

County

---

City

---

Fort McCoy



**Sample Real Estate Disclosure (Inside 3,000 feet)**

**AREA OF MILITARY IMPACT**

**REAL ESTATE DISCLOSURE FORM**

Property at the following location is situated within 3,000 feet of a military installation or within a designated noise/air safety zone of Fort McCoy. The subject property may therefore be exposed to periodic low-level military aircraft over-flights, large artillery noise, small arms noise, and impacts associated with other such military training activities.

**Parcel #:** \_\_\_\_\_ **Deed Book #** \_\_\_\_\_ **Page #** \_\_\_\_\_

**Address:** \_\_\_\_\_  
\_\_\_\_\_

I, \_\_\_\_\_, (owner of the subject property) hereby certify that I have informed \_\_\_\_\_ (prospective purchaser/lessee/renter) that the subject property is located within 3,000 feet of a military installation or within a designated noise/air safety zone of Fort McCoy and may therefore be exposed to periodic low-level military aircraft over-flights, artillery/small arms noise, other such military training activities.

\_\_\_\_\_  
Owner/ Date

I, \_\_\_\_\_, (prospective purchaser/lessee/renter of the subject property) hereby certify that I have been informed by \_\_\_\_\_ (owner) that the subject property is located within 3,000 feet of a military installation or within a designated noise/air safety zone of Fort McCoy and may therefore be exposed to periodic low-level military aircraft over-flights, artillery/small arms noise, other such impacts of military training activities.

\_\_\_\_\_  
Purchaser/Lessee/Renter Date

Signed before me on this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_, in the County of \_\_\_\_\_, Wisconsin.

\_\_\_\_\_, Notary Public, State of Wisconsin.  
My Commission Expires on \_\_\_\_\_. (SEAL)

**Sample Real Estate Disclosure (general disclosure)**

**AREA OF MILITARY INFLUENCE**

**REAL ESTATE DISCLOSURE FORM**

Property at the following location is situated in the vicinity of Fort McCoy. The subject property therefore may currently or in the future be exposed to periodic low-level military aircraft over-flights, large artillery noise, small arms noise, and impacts associated with other such military training activities.

**Parcel #:** \_\_\_\_\_ **Deed Book #** \_\_\_\_\_ **Page #** \_\_\_\_\_

**Address:** \_\_\_\_\_  
\_\_\_\_\_

I, \_\_\_\_\_, (owner of the subject property) hereby certify that I have informed \_\_\_\_\_ (prospective purchaser/lessee/renter) that the subject property is located in the vicinity of Fort McCoy and may therefore currently or in the future be exposed to periodic low-level military aircraft over-flights, artillery/small arms noise, other such military training activities.

\_\_\_\_\_  
Owner/ Date

I, \_\_\_\_\_, (prospective purchaser/lessee/renter of the subject property) hereby certify that I have been informed by \_\_\_\_\_ (owner) that the subject property is located in the vicinity of Fort McCoy and may therefore be currently or in the future exposed to periodic low-level military aircraft over-flights, artillery/small arms noise, other such impacts of military training activities.

\_\_\_\_\_  
Purchaser/Lessee/Renter Date

Signed before me on this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_, in the County of \_\_\_\_\_, Wisconsin.

\_\_\_\_\_, Notary Public, State of Wisconsin.  
My Commission Expires on \_\_\_\_\_. (SEAL)

**SAMPLE NOISE EASEMENT**

Parcel \_\_\_\_\_ County \_\_\_\_\_

Grantor (s) Name \_\_\_\_\_

Grantor (s) Address \_\_\_\_\_

**LEGAL DESCRIPTION:**

In accordance with section XXXXX of the Land Use Ordinance for XXXXX County, State of XXXXX, approving a permit for residential development on the above described property, and in consideration of such approval, Grantors grant to the owners of all property adjacent to the above described property, a perpetual nonexclusive easement as follows:

1. The Grantors, their heirs, successors, and assigns acknowledge by the granting of this easement that the residential development is situated in an area that may be subjected to conditions resulting from military training at Fort McCoy. Such conditions include the firing of small and large caliber weapons, the overflight of both fixed-wing and rotary-wing aircraft, the movement of vehicles, the use of generators, and other accepted and customary military training activities. These activities ordinarily and necessarily produce noise, dust, smoke and other conditions that may conflict with Grantors' use of Grantors' property for residential purposes. Grantors hereby waive all common law rights to object to normal and necessary military training activities legally conducted on adjacent Fort McCoy which may conflict with Grantors' use of Grantors' property for residential and other purposes, and Grantors hereby grant an easement to the adjacent Fort McCoy for such activities.

2. Nothing in this easement shall grant a right to Fort McCoy for ingress or egress upon or across the described property. Nothing in this easement shall prohibit or otherwise restrict the Grantors from enforcing or seeking enforcement of statues or regulations of governmental agencies for activities conducted on adjacent properties.

3. This easement is appurtenant to all property adjacent to the above described property and shall bind to the heirs, successors, and assigns of Grantors and shall endure for the benefit of the adjoining Fort McCoy. The Fort McCoy is hereby expressly granted the right of third party enforcement of the easement.

IN WITNESS WHEREOF, the Grantors have executed this easement dated this \_\_\_ day of \_\_\_\_\_, 20\_\_

\_\_\_\_\_  
Grantor

\_\_\_\_\_  
Grantor

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## Appendix B: List of Acronyms

ADNL	A-Weighted Day-Night Average Sound Level
AFGE	American Federation of Government Employees
ANGB	Air National Guard Base
ATO	Anti-Terrorism Officer
ARFORGEN	Army Force Generation
BRAC	Base Realignment and Closing
CDNL	C-Weighted Day-Night Average Sound Level
CIP	Capital Improvement Program
CPLO	Community Planning and Liaison Officer
CRTC	Combat Readiness Training Center
DOA	Wisconsin Department of Administration
DOD	US Department of Defense
DPTMS	Directorate of Plans, Training, Mobilization, and Security
FY	Fiscal Year
GA	General Agriculture (zoning classification)
GF	General Forestry (zoning classification)
HAZMAT	Hazardous Material
IONMP	Installation Operational Noise Management Plan
JLUS	Joint Land Use Study
LAUS	Local Area Unemployment Statistics
LSB	Logistical Support Battalion
LUPZ	Land Use Planning Zone
MOU	Memorandum of Understanding
MRRPC	Mississippi River Regional Planning Commission
NBC	Nuclear, Biological, Chemical
NCO	Non-Commissioned Officer
NZ I	Noise Zone I
NZ II	Noise Zone II
NZ III	Noise Zone III
PPP	Power Projection Platform
RCTG	Recruiting
REIS	Regional Economic Information System
RTS	Regional Training Site
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TAG	Technical Advisory Group
USAF	United States Air Force
USAR	United States Army Reserve
VA	Veterans Administration





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## Appendix C: Noise Contour Land Use Guidelines

### GUIDELINES FOR CONSIDERING NOISE IN LAND USE PLANNING AND CONTROL. (FICUN 1980)

	NZ I		NZ II		NZ III		
	0-55	55-65	65-70	70-75	75-80	80-85	85+
<b>RESIDENTIAL</b>							
Household Units	Yes	Yes*	25 <sup>1</sup>	30 <sup>1</sup>	No	No	No
Group Quarters	Yes	Yes*	25 <sup>1</sup>	30 <sup>1</sup>	No	No	No
Residential Hotels	Yes	Yes*	25 <sup>1</sup>	30 <sup>1</sup>	No	No	No
Manufactured Housing	Yes	Yes*	No	No	No	No	No
Other Residential	Yes	Yes	25 <sup>1</sup>	30 <sup>1</sup>	No	No	No
<b>MANUFACTURING</b>							
Food Products	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Textile Mill Products	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Apparel	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Wood Products	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Furniture	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Paper	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Printing	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Manufacturing	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
<b>TRANSPORT, COMMS &amp; UTIL</b>							
Railroad	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Motor Vehicle	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Aircraft	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Marine Craft	Yes	Yes	Yes	Yes <sup>4</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Highway & Street	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Parking	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Communications	Yes	Yes	Yes	25 <sup>5</sup>	30 <sup>5</sup>	No	No
Utilities	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>4</sup>
Other T, C & U	Yes	Yes	Yes	25 <sup>5</sup>	30 <sup>5</sup>	No	No
<b>TRADE</b>							
Wholesale Trade	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Retail - Building	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Retail - General	Yes	Yes	Yes	25	30	No	No
Retail - Food	Yes	Yes	Yes	25	30	No	No
Retail - Auto	Yes	Yes	Yes	25	30	No	No
Retail - Apparel	Yes	Yes	Yes	25	30	No	No
Retail - Furniture	Yes	Yes	Yes	25	30	No	No
Retail - Eating	Yes	Yes	Yes	25	30	No	No
Other Retail Trade	Yes	Yes	Yes	25	30	No	No
<b>SERVICES</b>							
Finance, Insurance	Yes	Yes	Yes	25	30	No	No
Personal Services	Yes	Yes	Yes	25	30	No	No
cemeteries"	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	Yes <sup>6</sup>
Repair Services	Yes	Yes	Yes	Yes <sup>2</sup>	Yes <sup>3</sup>	Yes <sup>4</sup>	No
Profess Services	Yes	Yes	Yes	25	30	No	No
Hospitals Nursing	Yes	Yes*	25*	30*	No	No	No
Other Medical Facilities	Yes	Yes	Yes	25	30	No	No
Contract Construction	Yes	Yes	Yes	25	30	No	No
Government Services	Yes	Yes*	Yes*	25*	30*	No	No
Educational Services	Yes	Yes*	25*	30*	No	No	No
Misc. Services	Yes	Yes	Yes	25	30	No	No



<b>CULTURAL ENTERTAINMENT &amp; REC</b>							
Churches	Yes	Yes'	25'	30'	No	No	No
Nature Exhibits	Yes	Yes'	Yes'	No	No	No	No
Public Assembly	Yes	Yes	Yes	No	No	No	No
Auditoriums	Yes	Yes	25	30	No	No	No
Amphitheaters	Yes	Yes'	No	No	No	No	No
Outdoor Sports	Yes	Yes	Yes <sup>7</sup>	Yes <sup>7</sup>	No	No	No
Amusements	Yes	Yes	Yes	Yes	No	No	No
Recreational	Yes	Yes'	Yes	25'	30'	No	No
Resorts	Yes	Yes'	Yes'	Yes'	No	No	No
Parks	Yes	Yes'	Yes'	Yes'	No	No	No
Other	Yes	Yes'	Yes'	Yes'	No	No	No
<b>RESOURCE PRODUCT</b>							
Agriculture	Yes	Yes	Yes <sup>8</sup>	Yes <sup>9</sup>	Yes <sup>10</sup>	Yes <sup>10</sup>	Yes <sup>10</sup>
Livestock	Yes	Yes	Yes <sup>8</sup>	Yes <sup>9</sup>	No	No	No
Forestry	Yes	Yes	Yes <sup>8</sup>	Yes <sup>9</sup>	Yes <sup>10</sup>	Yes <sup>10</sup>	Yes <sup>10</sup>
Fishing	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Mining	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Other Resource	Yes	Yes	Yes	Yes	Yes	Yes	Yes

<u>Legend:</u>	
Yes	Land use and related structures compatible without restrictions.
No	Land use and related structures are not compatible and should be prohibited.
ADNL	A-weighted day-night sound level
NZ	Noise Zone
Yes <sup>x</sup>	(Yes with restrictions) Land use and related structures generally compatible; see footnotes.
25,30,35	Land use and related structures generally compatible; measures to achieve noise level reduction (NLR) of 25, 30 or 35 must be incorporated into design and construction of structure.
25*, 30*, 35*	Land use generally compatible with NLR; however, measures to achieve an overall NLR do not necessarily solve noise difficulties; additional evaluation is warranted.
NLR	Noise level reduction (outdoor to indoor) to be achieved through incorporation of noise attenuation into the design and construction of the structure.

Footnotes:	
*	The designation of these uses as "compatible" in this zone reflects individual Federal agencies' consideration of general cost and feasibility factors as well as past community experiences and program objectives. Localities, when evaluating the application of these guidelines to specific situations, may have different concerns or goals to consider.
1	<p>(a) Although local conditions may require residential use, it is discouraged in 65-70 ADNL and strongly discouraged in 70-75 ADNL. The absence of viable alternative development options should be determined and an evaluation indicating that a demonstrated community need for residential use would not be met if development were prohibited in these zones should be conducted prior to approvals.</p> <p>(b) Where the community determines that residential uses must be allowed, measures to achieve outdoor to indoor NLR of at least 25 dB (65-70 ADNL) and 30 dB (70-75 ADNL) should be incorporated into building codes and be considered in individual approvals. Normal construction can be expected to provide a NLR of 20 dB, thus the reduction requirements are often stated as 5, 10, or 15 dB over standard construction and normally assume mechanical ventilation and closed windows year round. Additional consideration should be given to modifying NLR levels based on peak noise levels.</p> <p>(c) NLR criteria will not eliminate outdoor noise problems. However, building location and site planning, design, and use of berms and barriers can help mitigate outdoor noise exposure particularly from ground level transportation sources. Measures that reduce noise at a site should be used wherever practical in preference to measures that only protect interior spaces.</p>
2	Measures to achieve NLR of 25 must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise-sensitive areas, or where the normal noise level is low.
3	Measures to achieve NLR of 30 must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise-sensitive areas, or where the normal noise level is low.
4	Measures to achieve NLR of 35 must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise-sensitive areas, or where the normal noise level is low.
5	If noise-sensitive, use indicated NLR; if not, use is compatible.
6	No buildings.
7	Land use compatible provided special sound reinforcement systems are installed.
8	Residential buildings require a NLR of 25.
9	Residential buildings require a NLR of 30.
10	Residential buildings not permitted.
11	In areas with ADNL greater than 80, land use not recommended, but if community decides use is necessary, hearing protection devices should be worn by personnel.

### Noise Level Chart

A noise level chart showing examples of sounds with dB levels ranging from 0 to 180 decibels.

dB	Example	Home & Yard Appliances	Workshop & Construction
0	healthy hearing threshold		
10	a pin dropping		
20	rustling leaves		
30	whisper		
40	babbling brook	computer	
50	light traffic	refrigerator	
60	conversational speech	air conditioner	
70	shower	dishwasher	
75	toilet flushing	vacuum cleaner	
80	alarm clock	garbage disposal	
85	passing diesel truck	snow blower	
90	squeeze toy	lawn mower	arc welder
95	inside subway car	food processor	belt sander
100	motorcycle (riding)		handheld drill
105	sporting event		table saw
110	rock band		jackhammer
115	emergency vehicle siren		riveter
120	thunderclap		oxygen torch
125	balloon popping		
130	peak stadium crowd noise		
135	air raid siren		
140	jet engine at takeoff		
145	firecracker		
150	fighter jet launch		
155	cap gun		
160	shotgun		
165	.357 magnum revolver		
170	safety airbag		
175	howitzer cannon		
180	rocket launch		
194	sound waves become shock waves		

Most noise levels are given in dBA, which are decibels adjusted to reflect the ear's response to different frequencies of sound. Sudden, brief impulse sounds, like many of those shown at 120 dB or greater, are often given in dB (no adjustment).



## Comparative Examples of Noise Levels

### Comparative Examples of Noise Sources, Decibels & Their Effects

Noise Source	Decibel Level	Decibel Effect
Jet take-off (at 25 meters)	150	Eardrum rupture
Aircraft carrier deck	140	
Military jet aircraft take-off from aircraft carrier with afterburner at 50 ft (130 dB).	130	
Thunderclap, chain saw. Oxygen torch (121 dB).	120	Painful. 32 times as loud as 70 dB.
Steel mill, auto horn at 1 meter. Turbo-fan aircraft at takeoff power at 200 ft (118 dB). Riveting machine (110 dB); live rock music (108 - 114 dB).	110	Average human pain threshold. 16 times as loud as 70 dB.
Jet take-off (at 305 meters), use of outboard motor, power lawn mower, motorcycle, farm tractor, jackhammer, garbage truck. Boeing 707 or DC-8 aircraft at one nautical mile (6080 ft) before landing (106 dB); jet flyover at 1000 feet (103 dB); Bell J-2A helicopter at 100 ft (100 dB).	100	8 times as loud as 70 dB. Serious damage possible in 8 hr exposure
Boeing 737 or DC-9 aircraft at one nautical mile (6080 ft) before landing (97 dB); power mower (96 dB); motorcycle at 25 ft (90 dB). Newspaper press (97 dB).	90	4 times as loud as 70 dB. Likely damage 8 hr exp
Garbage disposal, dishwasher, average factory, freight train (at 15 meters). Car wash at 20 ft (89 dB); propeller plane flyover at 1000 ft (88 dB); diesel truck 40 mph at 50 ft (84 dB); diesel train at 45 mph at 100 ft (83 dB). Food blender (88 dB); milling machine (85 dB); garbage disposal (80 dB).	80	2 times as loud as 70 dB. Possible damage in 8 hr exposure.
Passenger car at 65 mph at 25 ft (77 dB); freeway at 50 ft from pavement edge 10 a.m. (76 dB). Living room music (76 dB); radio or TV-audio, vacuum cleaner (70 dB).	70	Arbitrary base of comparison. Upper 70s are annoyingly loud to some people.
Conversation in restaurant, office, background music, Air conditioning unit at 100 ft	60	Half as loud as 70 dB. Fairly quiet
Quiet suburb, conversation at home. Large electrical transformers at 100 ft	50	One-fourth as loud as 70 dB.
Library, bird calls (44 dB); lowest limit of urban ambient sound	40	One-eighth as loud as 70 dB.
Quiet rural area	30	One-sixteenth as loud as 70 dB. Very Quiet
Whisper, rustling leaves	20	
Breathing	10	Barely audible

(modified from <http://www.wonet.net/~npb/dollevels.html>) on 2/2000

SOURCES: Temple University Department of Civil/Environmental Engineering ([www.temple.edu/departments/CETP/issuon70.html](http://www.temple.edu/departments/CETP/issuon70.html)), and Federal Agency Review of Selected Airport Noise Analysis Issues. Federal Interagency Committee on Noise (August 1993). Source of the information is attributed to Outdoor Noise and the Metropolitan Environment, M.C. Branch et al., Department of City Planning, City of Los Angeles, 1970.

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## Appendix D: SWOT Exercise and Analysis

### Fort McCoy Joint Land-Use Study 09/27/2011 Public Meeting Comments

Would you like to make a written suggestion on how to improve compatibility between Fort McCoy and the surrounding community? If so please feel free to use this form.

#### Strengths

- Support strength of local, state, and federal elected officials.
- Continued improvements to Fort McCoy facilities such as small arms range.
- The Fort has brought diversity to the area.

#### Weaknesses

- Uncertainty of funding of Fort – fluctuation of civilian and military staff make it difficult to forecast business growth.
- Lack of political collaboration (state/federal) between Volk Field/Fort McCoy. Work together for funding.
- Military operations limit access and opportunity for sharing or development opportunity on Post.
- Reduces use of surrounding land.
- Environment is not suited to current and future conflicts (Middle East – Desert)
- Old WWII facilities and cost to maintain.
- Fort lost demobilization – why?
- Too many temp jobs.
- So far no benefit for local township.

#### Threats

- Lack of community, business, local, and state/federal officials in support of the Fort. All must be unified with BRAC forthcoming. Start the process of information flow as to BRAC – 2015 comes fast.
- Federal budget reduction.
- Military pull back.
- Role of reservists in future conflicts – changes due to current + or -
- Forest fires and natural disasters.

\*Get more community involvement in this process. This should not be just the Fort McCoy strategic planning process. Committee should have a voice here too.



## 09/27/2011 FORT MCCOY JOINT LAND USE STUDY PUBLIC MEETING SWOT ANALYSIS

### STRENGTHS

- Good schools
- Mutual aid agreements for emergency response
- Good utilities and infrastructure
- Economic impact of Fort
- Fort is relatively welcoming to public
- Fort helps train emergency services, State Patrol Academy
- Challenge Academy (statewide)
- Employment at Fort McCoy
- Premier training facility in country
- Veterans' access to Fort amenities
- Recreation
- Workforce
- Work ethic
- Non-residential land next to Fort
- (Buffer) – existing comprehensive plan and zoning – protect it
- Long history – long time part of community
- Good relationship – Fort McCoy and communities
- Reliable local businesses
- Buy-local attitude and program
- Good communities for raising families
- Excellent highway connections
- Proximity to Volk Field
- VA hospital
- Attraction of Department of Defense (DOD) dollars
- Protection of endangered species
- Environmental programs at Fort (stream restoration, etc.)

### OPPORTUNITIES

- Fort is good economic development recruitment tool
- Fort raises area's profile by attracting high-level officials
- Fort is resource that attracts customers from all over Nation and World
- Fort is only training facility for certain units in 100s of miles
- Fort is adaptable to new configurations
- Close proximity of Volk Field, opportunity for joint training
- Fort McCoy airport – opportunity to expand
- Joint training between Fort McCoy and civilian emergency responders

### STRATEGIES TO MAXIMIZE STRENGTHS AND OPPORTUNITIES

- Improve communication between Fort and civilian communities
- JLUS planning effort
- Land use regulations (zoning, etc.)
- Outreach and P.R. from Fort McCoy
- Include Fort McCoy in land use boards

### WEAKNESSES

- Lack of continuity between Fort McCoy and Monroe County Emergency Planning
- No control of nonmilitary vehicle traffic through the Fort
- Unzoned towns
- Lack of a Joint Land Use Study (JLUS)
- Possible increase in rail traffic thru Fort due to sand mining
- Location of power lines
- Interstate separates training areas
- Noise
- Vibration
- Transient population problematic for schools
- Department of Defense (DOD) payments for incoming students – is it adequate?

### THREATS

- Budget (DOD budget is decreasing, but don't know how much)
- BRAC
- Agriculture could be threatened by aviation
- Residential and commercial encroachment
- Transmission lines
- Sand mining near Fort
- Temporary buildings
- State and local budgets decreasing
- Target for terrorism
- Dependence on fossil fuels
- Increased population – more development pressure
- Woodlands surrounding Fort are fragmented
- Endangered species can limit operations at Fort

### STRATEGIES TO MINIMIZE WEAKNESSES AND THREATS

- Communication – maintain JLUS momentum after plan is completed
- Implementation of plan – both by Fort McCoy and communities – both JLUS and existing plans
- Emergency response planning – local – federal
- Disclosure of real estate near Fort (noise, esp.)

**Strengths:**

- Connectivity (infrastructure; openness of the Fort; good relationship between Fort and communities [joint training, mutual response agreements])
- Economy (attractive community to live, work, play, and raise kids; civic pride; buy-local effort; Fort responsible for majority of economic activity)
- People (strong work ethic; well-trained; diversity growing because of Fort)

**Weaknesses:**

- Infrastructure (civilian transportation through the Fort is uncontrolled; interstate separates training areas at the Fort; increased traffic, and thus increased noise and vibrations, from sand mining; location of power lines)

**Opportunities:**

- Fort McCoy as major economic driver (recruitment tool; raises profile of communities nation-wide; Fort is adaptable to new training configurations; joint training with Volk Field and civilian emergency responders)

**Threats:**

- Defense Department uncertainty (budget is decreasing, but by how much?; another round of BRAC?; Fort McCoy might be a target for terrorism)
- Economic pressures (agriculture is affected by aviation; as population grows, residential and business development pressures increase; increase in sand mining brings any number of transportation problems)

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# Fact Sheet

Fort McCoy Public Affairs Office (608) 388-3456/4209

## Fort McCoy Facts & Figures (Fiscal Year 2011)

(Source: Fort McCoy Command Briefing)

**Employment:** 1,443 civilians; 1,267 military; 1,261 contract.

**Size:** 60,000 acres.

**Buildings:** 1,432 buildings and facilities.

**Work Force Payroll:** \$197.44 million.

**Other Operating Costs:** \$198.35 million.

**Estimated Economic Impact:** \$1.31 billion.

**Contracts:** \$306.9 million.

**New Construction:** FY 1990 - FY 2011 \$285.4 million.

**Revenues to Local Governments:** \$309,227.

**Military Retirees:** 142,532 retirees and their families are serviced by Fort McCoy.

**Training Population:** 134,645 personnel trained at Fort McCoy in FY 2011. This number includes training conducted throughout the year by all branches of the service – active and reserve component – and troops processing for mobilization/demobilization through the installation.

