

Town of Abrams

Oconto County, WI

20-Year Comprehensive Plan



“A Good Place to Grow”

Prepared by: Bay-Lake Regional Planning Commission
August 2008



TOWN OF ABRAMS 20-YEAR COMPREHENSIVE PLAN

Prepared by:

Bay-Lake Regional Planning Commission
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**TOWN OF ABRAMS
OCONTO COUNTY, WISCONSIN**

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A special thank you to Josh Thompson for use of the town's logo

TOWN OF ABRAMS
ORDINANCE NO. 25

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

WHEREAS, on June 22, 2006 Oconto County approved a contract with the Bay-Lake Regional Planning Commission to prepare a Multi-Jurisdictional Comprehensive Plan for Oconto County, to include the Town of Abrams, under the guidelines of Section 66.1001 Wisconsin Statutes; and,

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

WHEREAS, the Town of Abrams Plan Commission held a public hearing on August 12, 2008, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985 that was published at least 30 days before the hearing was held, and the notice included all of the following information:

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

WHEREAS, on August 12, 2008, the Town of Abrams Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Plan Commission; and,

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

NOW, THEREFORE, the Town Board of the Town of Abrams, Oconto County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: *The Town of Abrams 20-Year Comprehensive Plan* recommended by the Town of Abrams Plan Commission to the Abrams Town Board, attached hereto as Exhibit A, is hereby adopted.

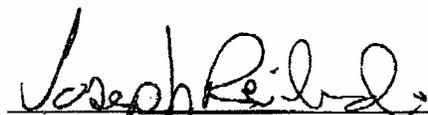
Section 2: The Town Clerk is directed to file a copy of the attached Comprehensive Plan for the Town of Abrams with all the following entities:

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

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

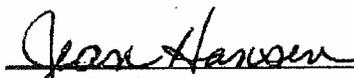
Section 4: EFFECTIVE DATE. This ordinance will take effect immediately upon passage and publication as provided by law.

Adopted this 14th day of August, 2008, by a majority vote of the members of the Town Board of the Town of Abrams.



Town Board Chairperson

Attest:



Town Clerk

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Volume I

Town Plan

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“In 2030, the Town of Abrams is a receptive, supportive, and dynamic community in which quality businesses and individuals of all ages continue to thrive due to the town’s wise investments in the amenities necessary to take full advantage of its unique location, rich and colorful history, and abundant natural resources.”

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CHAPTER 1: INTRODUCTION

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PURPOSE OF THE COMPREHENSIVE PLAN

The *Town of Abrams 20-Year Comprehensive Plan* is a legal document providing the policy framework from which town officials will base their future land use decisions. This comprehensive plan was prepared to address the anticipated land use issues facing Abrams during the next 20 years, such as the reinvestment in its town center; efficiently developing the USH 141/41 corridor; locating and maintaining quality housing for all its residents; preserving open spaces and natural areas; and maximizing the opportunities to expand recreational opportunities. The plan is to serve as a guide to ensure consistent decisions are being made in regards to environmental protection, farmland preservation, transportation expansion, housing development, location of public services, and sound economic development.

The cornerstone of this plan is the future land use map, referred to in this document as the General Plan Design (GPD), **Map 3.1**. This desired land use map will be achieved through the implementation of a number of goals with detailed objectives, policies, and programs that provide a roadmap for officials and residents to follow as they work to implement the town's comprehensive plan. This GPD map shall be used for reference and in conjunction with the Oconto County's zoning ordinances, local land use ordinances, and other planning materials to help guide future decisions on where and how the Town of Abrams should be developed as well as preserved over the next 20 years.

State Planning Legislation

The *Town of Abrams 20-Year Comprehensive Plan* was prepared to appropriately address the following required nine elements of a comprehensive plan as outlined in s. 66.1001, Wis. Stats.

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

Comprehensive Planning legislation s. 66.1001, Wis. Stats. further states:

“Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan:

- (a) Official mapping established or amended under s. 62.23 (6).
- (b) Local subdivision regulation under s. 236.45 or 236.46.
- (c) County zoning ordinances enacted or amended under s. 59.69.
- (d) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (e) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (f) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.”

HOW TO USE THIS PLAN

The *Town of Abrams 20-Year Comprehensive Plan* consists of eleven chapters presented in two volumes along with an appendices. **Volume I: Town Plan** is comprised of Chapters 1 through 4. The content of these four chapters meet all the requirements outlined in s. 66.1001, Wis. Stats. The appendix to **Volume I** consists of planning materials generated during the preparation of the *Town of Abrams 20-Year Comprehensive Plan*. **Volume II: County Resources** contains Chapters 5 through 11, along with an appendix that details countywide background information and data.

Volume I: Town Plan: This volume describes how the Town of Abrams envisions itself developing during this 20 year planning period. It includes detailed background information and data, development strategies, land use projections, a General Plan Design (future land use map), land use recommendations, and a plan implementation timetable.

Chapter 1: Introduction - contains an overview of the purpose of the plan; the planning legislation; plan development process; and the vision statement.

Chapter 2: Inventory, Trends, and Forecasts - extrapolates town specific background information and data compiled at the county level in chapters 5 through 11; identifies land use issues and conflicts; acknowledges continued land use trends; and projects future land use allocations for residential, commercial, industrial, and agricultural needs.

Chapter 3: Future Land Use Plan - illustrates a desirable future land use plan through a General Plan Design; and defines the characteristics of the future land uses through a series of land use recommendations.

Chapter 4: Implementation - details a work plan to implement the development strategies (goals, objectives, policies, and programs) of the comprehensive plan with identified stakeholders and projected dates for completion.

Appendices: Town Plan - contains public participation materials; visioning results; intergovernmental cooperation workshop results; land use comparisons; and other relevant materials generated or gathered during the plan development process.

Volume II: County Resources: This volume contains countywide background information that served as a basis in the development of the town's development strategies and General Plan Design.

Chapter 5: Natural, Agricultural and Cultural Resources - provides a detailed description of the county's unique features that comprise its physical landscape.

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

Chapter 7: Economic Development – highlights labor force statistics; economic composition; and provides an analysis of existing and future economic conditions for the town and Oconto County.

Chapter 8: Transportation - describes the county's existing multi-modal transportation system.

Chapter 9: Utilities and Community Facilities - inventories all local and countywide utilities and facilities including schools and emergency services.

Chapter 10: Intergovernmental Cooperation - lists the results of three cluster level intergovernmental cooperation workshops as well as programs to facilitate joint planning and decision making processes with other governmental units.

Chapter 11: Land Use Controls and Inventory – provides a detailed inventory of existing land uses for each community and the county as a whole.

Appendices: County Resources - contains a countywide inventory of natural resources information; endangered and threatened species; nominal group results; economic SWOT results; visioning survey results; a detailed list of available housing, economic development, and transportation financial and technical resources; 2007 countywide land use inventory; a glossary of definitions; and other relevant input and materials generated or gathered during the plan development process.

PLAN DEVELOPMENT PROCESS

The Town of Abrams was one of sixteen communities to enter into an agreement with Oconto County to submit a multi-jurisdictional application to the Wisconsin Department of Administration in 2005 for grant funding to offset the cost of completing/or updating their comprehensive plans. The application was successful, and an award of \$263,000 was made to Oconto County in April 2006. The comprehensive planning grant required recipients to put forth a local match, which could be distributed over a three year period. Oconto County contracted with the Bay-Lake Regional Planning Commission (BLRPC) to assist in the preparation of the local plans as well as the county’s comprehensive plan.

The 36 month multi-jurisdictional planning process was divided into three separate planning phases:

First Phase: Inventorying countywide background information to be used for preparation of the county resource document.

- Countywide background data was collected, analyzed, and presented for review.
- The Oconto County Planning Advisory Committee (OCPAC) and communities within the three planning clusters reviewed and provided input on the countywide background materials.
- Three (3) Open Houses were conducted, one in each of the county’s three Planning Clusters (Southern, Central, and Northern). These Open Houses were held in May and June 2007 to allow the public to review countywide background materials, ask questions, and provide feedback.



- A draft of *Volume II: County Resources* was prepared to be used as reference during the completion of the local and county comprehensive plans.

Second Phase: Completion and adoption of the local comprehensive plans and *Volume II: County Resources*.

- The Town of Abrams Plan Commission held its initial planning meeting with BLRPC staff in July 2007 to begin updating the *Town of Abrams 1997 Comprehensive Land Use Plan*.
- Public meetings were held on a monthly basis to review materials and facilitate a number of activities such as the mid-point open house on January 8, 2008 to gather additional input from residents and landowners.
- The town's vision statement was developed along with the land use goals, objectives, policies, and programs by using results from the various issue identification workshops and background data.
- A preliminary General Plan Design was prepared along with the recommended land use strategies to guide future development and conservation of the town over the next 20 years.
- The Oconto County Planning and Zoning Committee and OCPAC finalized *Volume II: County Resources* document. The resource document was distributed for the thirty-day review process and adopted by the Oconto County Board of Supervisors on August 21, 2008.
- The required thirty-day review of the town's plan was held during the month of July 2008 to allow citizens, landowners, neighboring communities, and other interested parties to review the completed draft of the *Town of Abrams 20-Year Comprehensive Plan*.
- Abrams' second open house was held on July 29, 2008 to allow the public to review the planning materials and provide input on the draft plan.
- The required Public Hearing on the *Town of Abrams 20-Year Comprehensive Plan* was held on August 12, 2008, and the Plan Commission made recommendation for adoption of the plan following the public hearing. Any input received during the review, open house, and public hearing was considered and included in the town's comprehensive plan as appropriate.
- The *Town of Abrams 20-Year Comprehensive Plan* was completed on August 12, 2008 with its adoption as an ordinance by the Abrams Town Board.

Third Phase: Completion and adoption of the *Oconto County 20-Year Comprehensive Plan*

- The Oconto County Planning and Zoning Committee and OCPAC utilized the background information and data gathered during the first planning phase, along with the adopted local comprehensive plans and county resource document completed during the second phase to prepare the *Oconto County 20-Year Comprehensive Plan*.

Public Participation Process

Public Participation Plan

The key to drafting and adopting a comprehensive plan that fits the town's future planning needs is gathering input from residents and land owners at all stages of plan development. In accordance with s. 66.1001(4), Wis. Stats., the Abrams Town Board approved "Procedures for Adoption or Amendment of the Town of Abrams Comprehensive Plan" at their Town Board

meeting on September 14, 2006 to maximize the opportunities to gain valuable public input while developing this very important planning document. A copy of these written procedures is included as Appendix A of *Volume I: Town Plan*.

Open meetings were held monthly to review background data, finalize each plan element, and create the General Plan Design. In addition to these planning meetings, the following steps were used to gather additional input from the public.

Visioning Survey

The question was asked of the Plan Commission members, if you left the Town of Abrams for 10-20 years and then returned, what would you hope to see? Members of the Plan Commission expressed their wishes on what characteristics the Town of Abrams would have in the year 2030 for each of the individual elements addressed in the comprehensive plan. Their feedback was used to help prepare the draft vision statement expressed later in this chapter and to outline a set of development strategies-goals, objectives, policies, and programs to implement the comprehensive plan. Highlights from the visioning survey are listed below. A full list of visioning survey results are contained in Appendix B of *Volume I: Town Plan*.

Natural and Cultural Resources:

- Public access to the river and walking trails
- Interconnected wooded areas from County Forest thru town

Land Use Planning and Development:

- Clustered development and open space
- Pedestrian friendly walking and biking

Commerce and Industry:

- Grocery store
- Bank

Community Services:

- Continuing growth and development of Abrams Elementary
- Community center

Housing:

- One apartment building to 10 single family homes
- Two duplexes to every 10 single family homes

Transportation:

- Cross road connect to County E
- All roads with hike/bike lane

Agriculture:

- Would like to see some farming remain
- No farmland lost

Recreation:

- Park use developed beyond baseball
- Walking/biking trails

Nominal Group Exercise

On August 7, 2007, a Nominal Group Exercise was held with the Plan Commission members and one citizen in attendance. Those participating in the discussion felt each of the land use issues and concerns identified during the exercise had a significant impact on the future of the town, therefore they were unable to prioritize them. All issues on the list were considered while drafting goals, objectives, policies, and programs for the town's comprehensive plan.

- Maintain and promote small town feel
- Maintain local environmental features
- Designate Industrial Park
- Improve visual landscape – (reduce junk and trash)
- Invite business to area providing jobs, tax base, and reducing commute
- Provide opportunity for service base commercial – (Grocery etc...)
- Preserve historic areas
- Utilize waterfront
- Plan roads to connect developments
- Provide additional recreational opportunities – current park, additional parks, pedestrian pathways, venues
- Promote tourism
- Services for elderly
- Preserve agricultural lands with compensation
- Maintain local meeting schedule (times)
- Centralize business
- Provide areas for affordable housing
- Rail service for Commuters
- Promote cluster development and green space
- Avoid spot zoning
- Provide and support health care services
- Sanitary District
- Redevelopment of downtown Main Street
- Signage
- Village Status
- Corridor Development

Intergovernmental Cooperation Workshop

An Intergovernmental Cooperation Workshop was conducted on April 16, 2008 for communities located in the southern region of Oconto County. Representatives from each of the communities within the planning cluster were invited to attend the workshop, along with neighboring municipalities, school districts, civic and recreational clubs, Oconto County staff, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, and other entities and departments that have an interest in and/or direct impact on the implementation of the area's comprehensive plans.

The goal of the workshop was to gather input on any current land use issues or conflicts that need to be addressed during the development of the local comprehensive plans as well as the

county's plan. Some examples of positive working relationships and current and future issues and conflicts are listed below. Those in attendance were also asked to provide potential resolutions to those land use problems. Examples of some of the resolutions discussed during the meeting are also listed below. A comprehensive list of positive working relationships, current or future land use issues and conflicts, and potential resolutions are attached as Appendix C of *Volume I: Town Plan*.

Positive Working Relationships

- Shared services (emergency-mutual aid)
- Extra territorial planning area between Oconto Falls and Stiles
- Trans-county and town agreements for road maintenance and snow plow
- Agreements for joint sanitary with Little Suamico and Pensaukee and Oconto (future)
- Cluster meetings – good source of information-education
- Mar-Oco landfill – good working relationship with Marinette County
- County recently updated 911 system – has mutual aid with surrounding communities/counties to help with disaster response
- Coordination between county and local zoning
- Economic Development: countywide and county funded OCEDC
- Mutual aid agreements on wildland fire suppression between WDNR and many town and village fire departments
- Support summer recreation programs

Existing or Potential Land Use Conflicts

- Potential conflict of town ordinances with county ordinances
- Surrounding agricultural land (possibility of rezoning/annexation)
- Increased residential development can negatively impact important environmental features
- Increased recreational demands may lead to conflicts
- This region is extremely important environmentally and future development should be planned with that in mind
- Development of Hwy 141 corridor
- Keep water ways free (keep housing off water ways)
- Enforcement of ordinances and/or conditions in conditional use permits
- Initiatives/incentives for commercial to locate in town but yet, promote preservation of farmland – some type of incentive
- No central government building results in communication barrier. Residents seeking information on planning, information being given, information not properly communicated to town planning

Resolutions

- Sharing of information between communities (e.g. meeting minutes)
- Informal get-togethers to share information between towns and county
- Information discussions between incorporated communities and towns re: extraterritorial planning areas
- Inter and Intra communication
- Shared planning

- Standardize ordinances – consistency with county – remove duplication and unnecessary items
- Sharing information on troubles between neighbors – local meetings
- Locate funding sources – to continue these meetings and planning processes
- Communities place own ordinances on a website so public can access
- Get town websites out to public – make people aware that they are out there – also promote county websites – utilize newspapers to promote
- Coordination between towns and county to find more efficient ways to implement and enforce ordinances – let county help as much as they can

Open Houses

Two “Open Houses” were held during the planning process. The first was held at the planning mid-point on January 8, 2008 at the Abrams Town Hall. Approximately 20 residents, landowners, and other interested parties attended the event. Several displays and informational pieces were available for review, including:

- A 2007 Land Use Map
- A draft General Plan Design
- A draft vision statement
- An overview of the town and county planning processes
- The 2004 town Air Photo
- A comprehensive planning summary
- A list of draft goals
- Planning vs. Zoning handout

Those in attendance were encouraged to attend future meetings and provide input as to the contents of the plan. They were offered the opportunity to provide written comments on the displays and the overall planning process.

The second open house was held on July 29, 2008 at the Abrams Town Hall. This open house was held at the conclusion of the planning process to allow the residents and other interested persons the opportunity to review the completed draft plan and give input as to its contents and scope.

VISION STATEMENT

The following is the town’s 20-Year Vision Statement as prepared by members of the Plan Commission:

“In 2030, the Town of Abrams is a receptive, supportive, and dynamic community in which quality businesses and individuals of all ages continue to thrive due to the town’s wise investments in the amenities necessary to take full advantage of its unique location, rich and colorful history, and abundant natural resources.”

CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS

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INTRODUCTION

This chapter contains valuable background information and data used in the preparation of the *Town of Abrams 20-Year Comprehensive Plan*. It not only provides an inventory of the unique natural features that make the town distinct from its neighboring communities but also highlights the demographic, economic, and land use trends and forecasts used to prepare the Town of Abrams 20-Year General Plan Design (Chapter 3 of this document).

COMMUNITY INVENTORY

History and Description of Planning Area

Town of Abrams History

The first settlers in the area were mostly New England Yankees coming to Northeast Wisconsin in the late 1860's and 1870's. They were followed by the Germans arriving in the 1880's and Polish immigrants locating in the area in the early 1900's. These people brought a heritage of hard work, dogged effort, and one of promise. Abrams' first European settler, Richard B. Yeaton, arrived in 1854. Yeaton built a sawmill on the banks of the Pensaukee River, dubbing his newfound settlement West Pensaukee. This area was known for its "pumpkin pines"- enormous white pine trees that thrived in the sandy soils. The pine trees even appeared on town apparel in the 1980's, as t-shirts were embroidered with "Abrams- A Good Place to Grow".

Initially, the thought was this growing area would be named Plymouth or Lowell since most of the early settlers came from New England, more specifically, Massachusetts. However, when the railroad built a station in the town, the area was named after the prior owner of the land, Winford J. Abrams. Mr. Abrams never lived in the community and seldom visited, but his influence was felt because of his large land holdings. Coming to Green Bay in 1856, Winford Abrams busied himself in civic affairs, railroads, and shipping. After serving several years in the Wisconsin State Legislature and Senate, he became mayor of Green Bay for three terms from 1882 to 1885.

Abrams enjoyed steady growth in the late 19th and early 20th centuries. At one point, just before World War I, Abrams boasted four churches, three taverns, four sawmills, a smithy, two hardware stores, a school, a fine hotel, a feed mill, and a population of over 500. Abrams had been fortunate to escape the flames of the Peshtigo Fire in 1871 but luck was soon to run out. In 1895, Abrams was inundated by a serious flood. Disaster struck again on July 4, 1923, when a fire destroyed much of the town. It consumed the hardware store, Abrams House Hotel, livery stable, the general store, post office, and most all of the businesses in town.

Abrams struggled to recover from the blaze. During its long slumber, rebuilding happened will-nilly. Streets and alleys were not planned and buildings and homes were built wherever it seemed convenient. Eventually, they fell down when they got tired and just laid there. The Abrams' business section was built haphazardly with much of it not being rebuilt at all. Seeing the condition of the community and the poor attitude portrayed by its residents, several concerned citizens got together and formed the Abrams Development Association in the early 1960's. Individuals named Edward Leja, Earl (Tip) Van, Keith Johns, Arnold Peters, Charles Leja, and Julious Burdosh helped put Abrams back on a positive course. The building of a beautiful new school signified the beginning of many good things to come.

The planning efforts for the Town of Abrams continued with great focus on building a community that was inviting, offered supportive services for its residents, and would take full advantage of its location and abundance of natural resources. The town completed several planning documents over the past 30 years to prepare for the expansion of U. S. Highways 141/41 and the influx of new residents. Abrams completed its first comprehensive plan, *Town of Abrams 1997 Comprehensive Land Use Plan*, in 1997 to address the diverse land use issues facing the town. The Plan Commission members who prepared that document were: Roger Hermsen, Plan Commission Chairman, Sharon Payne, Secretary, Calvin Allen, Town Board Chairman, Nancy Bying, Dean Eslien, David Jolly, Charlie Leja, Robert Mytton, and Jerry Tews.

Sources: Abrams' Website and Green Bay Press Gazette article dated February 17, 1963

Town of Abrams Planning Area

The Town of Abrams is located in the southcentral end of Oconto County encompassing an area of approximately 37.5 square miles, or 24,000 acres. The nearest cities are: Oconto Falls 10 miles to the northwest; Oconto 12 miles to the northeast; and Green Bay 18 miles to the south. U.S Highways 41 and 141 bisect the town with the highways dividing in the northern part of Abrams. The Town of Stiles and the Machickanee Flowage and Forest comprise the town's northern border; the Town of Little Suamico serves as its southern border; The Town of Pensaukee is Abram's eastern border; while the towns of Morgan and Chase are the town's western neighbors. **Map 2.1** provides a general location of the Town of Abrams in Wisconsin, and **Map 2.2** highlights the planning area.

Past Planning Efforts

The *Town of Abrams Code of Ordinances* contains several local ordinances that address specific conditions or issues within the town. These ordinances either support or expand upon county ordinances and will be instrumental in the implementation of the town's updated comprehensive plan. A list of ordinances affecting land use has been compiled in Chapter 4: Implementation of this comprehensive plan.

Green Bay West Shore Study: The study was prepared in 1980 by the Bay-Lake Regional Planning Commission under the Wisconsin Coastal Management Program. This report contains background data for a coastal study area which includes the Town of Abrams. An identification of problem/conflict areas in terms of existing natural resources and land use are included in this report.

Oconto County Farmland Preservation Plan: The Bay-Lake Regional Planning Commission prepared this county document to serve as a guide to the preservation of farmlands, woodlands and significant environmental areas within the county and to help maintain and expand the agricultural economy. Farmers owning land identified as preservation areas are eligible to sign contracts with the state agreeing not to develop their land. In return, the farmer receives tax credits based on household income and property tax. It was adopted in 1985.

The Town of Abrams Sanitary District - Facility Plan for Wastewater Treatment: The plan was prepared in July, 1994 by WW Engineering and Science to address existing on-site wastewater treatment system problems and a means in which to construct a public sewage collection and treatment system.

The Town of Abrams Highway 41/141 Interchange Location / Land Use Plan: This study was prepared in 1995 by the Bay-Lake Regional Planning Commission under contract with the

town and the Wisconsin Department of Transportation. It was initiated due to concerns and impacts of alternative highway interchange locations near the community of Abrams. The plan outlines a recommended interchange location, frontage road schematics and future land uses within the study corridor. The results of this plan and the information contained within it were utilized in the formation of the comprehensive plan. The final *Year 2015 Land Use Plan* supersedes the one contained in the interchange plan.

The Oconto County - Green Bay West Shore Sewer Service Area Plan: This regional plan was prepared during 1995 by the Bay-Lake Regional Planning Commission and approved by the Wisconsin Department of Natural Resources in April, 1996. The plan was developed as a “growth control” tool and defines a “sewer service area boundary” for the community of Abrams (as well as other areas) which should accommodate sewered growth for the next 20 years. Additionally, this plan defines and identifies those significant natural resources known as “environmental corridors” which prohibits publicly sewered development.

Cumulative and Secondary Impacts of Potential Infrastructure Improvements in Southeastern Oconto County: The study was prepared during 1995 and 1996 by the Bay-Lake Regional Planning Commission through an agreement with the Wisconsin Coastal Management Program. This plan was developed for the same study area as the sewer service area plan. It contains an inventory of existing physical and social characteristics as well as discussions on future highway and sewer improvements. The plan recommends specific actions the county and individual communities may wish to employ to handle future growth effectively.

Town of Abrams 1997 Comprehensive Land Use Plan: The town completed and adopted a land use plan in 1997. Planning assistance was provided by the Bay-Lake Regional Planning Commission. This plan formulated strategies to guide future development throughout the town with the creation of a 20-year General Plan Design.

Town of Abrams USH 41/141 Corridor Land Use Plan: With planning assistance from the Bay-Lake Regional Planning Commission, a corridor development plan was prepared in 2000 to address future development along the highway. With the completion of USH 41/141, this document served as a framework for decision-making regarding the location of future development, as well as the design of these commercial and industrial land uses.

A goal of the planning process is to inventory existing ordinances and identify the key findings from these plans to ensure their consistency in utilization and implementation within the context of the comprehensive plan. Any of the plans still being used should be revisited from time to time to check their relevance to current conditions and whether there is any progress being made towards implementation.

Community Resources

Natural Resources

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

The resources that lie above and beneath the ground are very important when considering future development. A summary of those resources for the Town of Abrams are highlighted below.

Expanded definitions and countywide maps of these natural resources can be found in Chapter 5 of *Volume II: County Resources*.

- The soil types consist of lake silt and clay for the eastern two-thirds of the town and outwash sand and gravel of the western one-third. The contour of the town encompasses a number of depressions and basins with the inclusion of lake and outwash plains soils. This combined topography and soil type limits the amount of water driven erosion that is likely to occur in the town.
- The depth to bedrock is 60 inches or greater providing natural filtration of contaminants from septic systems, farming operations, and stormwater runoff before they leach into the groundwater.
- Two of the county’s main water features can be found in the Town of Abrams-the Machickanee Flowage located along the northern boundary with the Town of Stiles and the Pensaukee River meandering west to east through the central part of the town.
- The town is located within three watersheds-the northern area contains the Lower Oconto, the central region has the Pensaukee River, and the southern part is within the Suamico and Little Suamico watershed. These three watersheds are part of the larger Lake Michigan Basin that drains directly into Green Bay of Lake Michigan.
- Topography and drainage within the town are primarily the result of glaciation. This glaciation has caused the area to be poorly drained and pocketed with marshes and wetlands. The topography varies from level to rolling. A majority of the town reach elevations of approximately 700 feet above sea level.
- The upland woodlands, those woodlands that are not in a wetland, are located throughout the town. They are primarily found in areas unsuitable for agricultural use; mixed in with ridges and steep slopes; adjacent to primary water features such as the Machickanee Flowage and the Pensaukee River; and bordering wetlands that are prone to flooding.
- Town residents get their drinking water through individual wells tapping the groundwater below. Groundwater, lakes, and rivers are all connected as water commonly flows between them. Groundwater is also connected to the surface of the land by rain and melting snow which carry substances from the surface down to the groundwater below.
- The Plan Determinants consist of wetlands, floodplains, steep slope (12 percent or more), and the 75-foot setback from surface water features. Each of these four Plan Determinant features for the town is shown on **Map 2.3**. The individual plan determinants merged together form a single feature known as “environmental corridors”, which is displayed on the town’s General Plan Design (**Map 3.1**).
 - Several areas of steep slopes can be found within the town, but they are mainly along the Oconto River and the Machickanee Flowage areas. Steep slope is based on soil characteristics, which can be a constraint to development due to increased runoff and soil erosion potential.
 - There is a narrow strip of designated floodplains located in the northeastern part of the town running south and parallel east of USH 141 and along the Pensaukee River and several smaller streams.

→ The town has a large, contiguous wetland complex located primarily in the southwest quadrant running along the western edge of the town.

Agricultural Resources

The town's prime agricultural soils are shown in **Map 2.4**. These soils have been determined to contain the best combination of physical and chemical characteristics for growing crops for human and animal consumption. There are two locations in Abrams that have been identified as containing prime agricultural soils- southcentral area along County Highway D and in the northwestern corner west of the county forest. In all, there are 4,935 acres of crop and pasture land in the town.

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

Cultural Resources

Cultural Resources are typically sites, features, and/or objects of some importance to a culture or a community for scientific, aesthetic, traditional, educational, religious, archaeological, architectural, and historic reasons.

- The Wisconsin Historical Society maintains a list of 24 historically significant structures located in the Town of Abrams. A majority of these listings are homes and agriculture related structures located on Sandalwood Road and U.S. Highway 141. Some of the more prominent entries on the historical society's site are structures on the Emma Dumke Farm.

A comprehensive list of Abrams' culturally and historically significant features can be found on the Wisconsin Historical Society's website at <http://www.wisconsinhistory.org/>

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

- a. Landmarks (reference points)-
 - U.S. Highways 41 and 141 Split
 - USH 141 and County Highway E Park and Ride
 - Abrams Town Center
 - Machickanee Flowage
 - Pensaukee River
 - Chrysler World
 - Sandalwood Country Club
 - Pine Acres Golf Course
 - Ironwood Driving Range
- b. Pathways (roads, trails, etc.)-
 - U.S. Highways 41 and 141
 - County Highways D, EE, and E
 - Machickanee Trail
 - Escanaba and Lake Superior Rail Line

- c. Edges (boundaries)-
 - Machickanee Flowage
 - Valentine Road
 - Geano Beach Road
- d. Districts (encompass areas of commonality)-
 - Oconto Falls School District
 - NWTC
 - Abrams Sanitary District
 - Abrams Fire District
 - Oconto Falls Area Ambulance Service
- e. Nodes (destinations within the center of a district)-
 - Town Hall
 - Fire Station
 - Abrams Elementary School
 - Post Office
 - Community Park

Economic Resources

The town's local economy is connected to its vast amount of natural resources, town center, and highway corridor. According to the 2007 Land Use Inventory, there were 93 acres of identified commercial land and 69 acres of industrial land use, which is primarily one active quarry.

Other employment types found in the Town of Abrams include food and tavern service, gas and convenience stations, sales, service and repair, recreation, home-based businesses, and non-metallic mining.

Utilities and Community Facilities

An inventory and assessment of existing facilities is made to determine whether or not there may be condition and capacity issues in meeting future development needs. Information on the Town of Abrams' community and public facilities is outlined below. The town's parks and community facilities are shown on **Map 2.5**.

The new Abrams Town Hall was built in 2002 at 5877 Main Street. The Town Hall serves as space for meetings, administration, recordkeeping, miscellaneous community events, and polling place. The Town of Abrams owns two municipal garages. They are located on County Highway EE and Abrams Hall Road.



The Oconto County Sheriff's Department provides primary police protection for the town. Fire protection is provided by the Town of Abrams Fire Department. The fire station is located at 5844 Oak Orchard. The department is comprised of 25 volunteer firefighters and 5 inspection personnel. The fire department maintains mutual aid agreements with the surrounding communities of Little



Suamico, Pensaukee, Chase, Morgan, Stiles, and Oconto Falls. **Map 9.2** in Chapter 9 of *Volume II: County Resources* illustrates the fire districts in Oconto County. The Oconto Falls Area Ambulance Service located in the City of Oconto Falls provides emergency services to town residents. The EMS/Ambulance districts are shown on **Map 9.3** in Chapter 9 of *Volume II: County Resources* of this plan.

The Oconto Falls School District serves the Town of Abrams. The district’s elementary school located at 300 Elm Street in Abrams educates children pre-kindergarten thru 5th grade. **Map 9.4** in Chapter 9 of *Volume II: County Resources* for school districts located in Oconto County.



The Town of Abrams does not operate its own library. Town residents can utilize the library at the elementary school during limited hours or travel to the libraries in the cities of Oconto Falls and Oconto. Residents of Abrams are served by a United States Post Office located at 5884 Main Street.



Town residents maintain their own wells for drinking water. The town established a sanitary district, primarily encompassing the town center, using circulating sand filtration system. Effluent is discharged into the Pensaukee River. Residents have two options to dispose of their solid waste. They can contract with Waste Management for weekly collection, or they may also dispose of their refuse at the Abrams Waste and Recycling Center. The town has a recycling program where residents can bring their recyclables.

Town residents can access local, cable, and satellite TV. Cable service is provided by Bayland Telephone at 2711 E. Frontage Road and Time Warner Cable. Residents also have access to high speed internet. Wisconsin Public Service and Oconto Electric Cooperative provide electric service to the town. Gas service is available from Wisconsin Public Service for residents located within the town center but not in the rural parts of the town.

The Oconto Falls Community Memorial Hospital is the primary medical facility for the town’s residents. Community Memorial Hospital also maintains a Medical Clinic in Abrams at 5871 Main Street.

Parks and Recreation

The town’s lone park, Abrams Community Park, is located on Oak Orchard Road. Other recreational areas include the Sandalwood Golf Course at 2954 Sandalwood Road; Pine Acres Golf Course at 3235 County Highway EE; the Ironwood Driving Range at 2740 E. Frontage Road; the Oconto County Forest; and the Machickanee Cross Country Ski Trail. These recreational features are noted on **Map 2.5**. Please see **Map 9.5** in Chapter 9 of *Volume II: County Resources* for a detailed inventory of park and recreational areas within Oconto County.



Transportation

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



- U.S. Highway (USH) 141 is a principal arterial route. The function of an arterial highway is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. For over three decades, the portion of USH 141 from Green Bay through Oconto County to just south of the Village of Crivitz has slowly been upgraded to a four-lane, divided highway meeting freeway and expressway standards.
- U.S. Highway (USH) 41 is also classified as a principal arterial highway. In 1972, the portion of USH 41/USH 141 from the northern end of the freeway near Suamico to the USH 41/USH 141 "split" at Abrams was converted to a four-lane, divided highway. The interchange at the USH 41/USH 141 "split" at Abrams was constructed in 1992. In 1999, the interchanges at CTH S (at the unincorporated community of Sobieski) and at the USH 41 and USH 141 "split" (at Abrams) were completed as part of the ongoing conversion of the portion of USH 41/USH 141 from Suamico (in Brown County) to the Town of Abrams to full freeway standards. In 2000, the interchange at Brown Road was completed and USH 41/USH 141 and from Suamico northerly to Abrams became a fully-controlled access freeway.
- County Highways D, EE, and E are classified as collector roads. The primary function of the county roads classified as "collectors" is to provide general "area to area" routes for local traffic.
 - County Highway D originates just south of the USH 41/141 split in the Town of Abrams. It extends west into the southcentral part of the town and ends at County Highway C in the Town of Morgan.
 - County Highway E begins at USH 141 just north of the USH 41/141 split in the Town of Abrams. It passes through the Town of Morgan to the west and continues on into Shawano County.
 - County Highway EE runs parallel to USHs 41/141 on the west side of the highway. It begins at County Highway E on the north end and ends at County Highway D.

Table 2.1 lists the mileage of roads under the jurisdiction of the Town of Abrams by function and **Map 2.6** provides the location of these roads.

Table 2.1: Road Miles by Functional Classification, 2006

| Geographic Location | Gross Miles | County Miles | Local Road/Street | County Jurisdiction | | | Local Jurisdiction | | |
|---------------------|-------------|--------------|-------------------|---------------------|-----------|-------|--------------------|-----------|-------|
| | | | | Arterial | Collector | Local | Arterial | Collector | Local |
| Town of Abrams | 66.59 | 10.43 | 56.16 | 10.43 | | | 56.16 | | |

Source: Wisconsin Department of Transportation, 2006.

The rail tracks and facilities located within the town are owned and operated by the Escanaba and Lake Superior Rail Company. The track runs north to south through the town just west of and approximately parallel to USH 141 and USH 41/141. Although the Escanaba and Lake Superior Railroad does not currently provide service to any industry or business located within Abrams, it may become an important element of the town’s transportation system in the future.

Land Use Inventory

A detailed field inventory of land uses for the Town of Abrams was completed by the Bay-Lake Regional Planning Commission in 2007. The inventory indicates that eight percent of the town is already developed or 1,925 acres of the total 24,000 acres. A Standard Land Use Classification methodology was used to determine existing land uses. Please see Chapter 11 of *Volume II: County Resources* for a description of these categories.

A breakdown of the town’s general land uses with acreages is shown in Table 2.2. **Map 2.7** displays the 2007 Town of Abrams land use. Appendix D of *Volume I: Town Plan* lists the town’s detailed land use calculations for 2007 as well as 1994.

Table 2.2: Land Use, 2007

| Land Use Type | Total Acres | Percentage Total Land | Percentage Developed Land |
|--------------------------------|-----------------|-----------------------|-----------------------------|
| DEVELOPED | | | |
| <i>Single Family</i> | 968.8 | 4.0 | 50.3 |
| <i>Mobile Homes</i> | 21.4 | 0.1 | 1.1 |
| <i>Vacant Residential</i> | 0.6 | 0.0 | 0.0 |
| Residential | 990.7 | 4.1 | 51.5 |
| Commercial | 93.2 | 0.4 | 4.8 |
| Industrial | 69.1 | 0.3 | 3.6 |
| Transportation | 243.5 | 1.0 | 12.7 |
| Communications/Utilities | 4.1 | 0.0 | 0.2 |
| Institutional/Governmental | 15.0 | 0.1 | 0.8 |
| Recreational | 365.3 | 1.5 | 19.0 |
| Agricultural Structures | 143.4 | 0.6 | 7.5 |
| Total Developed Acres | 1,924.3 | 8.0 | 100.0 |
| UNDEVELOPED | | | |
| | | | Percentage Undeveloped Land |
| Croplands/Pasture | 4,935.4 | 20.6 | 22.4 |
| Woodlands | 16,012.5 | 66.7 | 72.5 |
| Other Natural Areas | 887.7 | 3.7 | 4.0 |
| Water Features | 241.4 | 1.0 | 1.1 |
| Total Undeveloped Acres | 22,077.1 | 92.0 | 100.0 |
| Total Land Area | 24,001.4 | 100.0 | |

Source: Bay-Lake Regional Planning Commission, 2007.

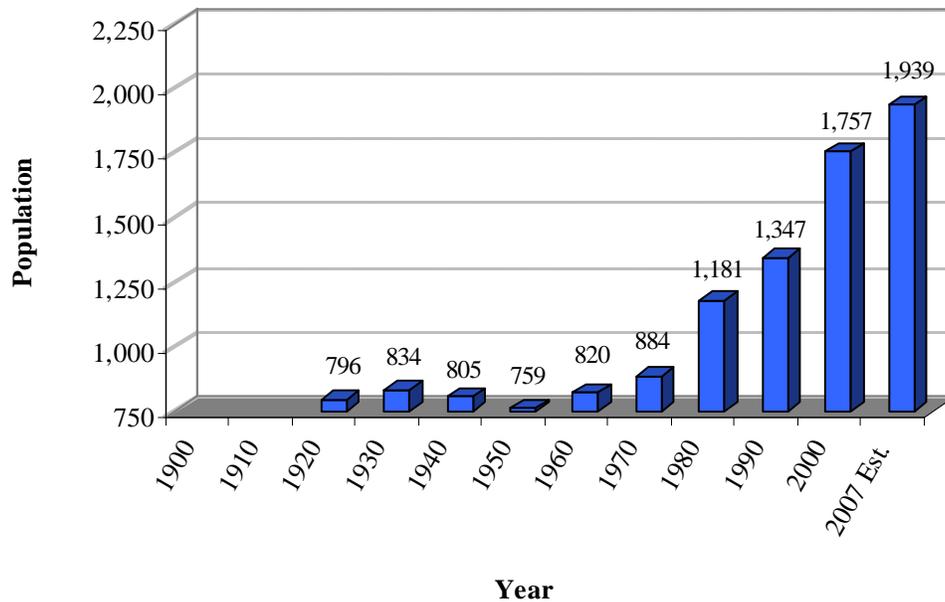
DEMOGRAPHIC TRENDS AND FORECASTS

Population

Historic Population Trends

Analyzing the change in population and housing trends and characteristics is important to help understand the needs of a community's current and future populations. As illustrated by Figure 2.1, the Town of Abrams has experienced a fluctuating population from 1920 to 1970. The town's population has rebounded and has doubled in number during the past 40 years. According to the Wisconsin Department of Administration's 2007 Population Estimates, Abrams has added 182 new residents during the past seven years. The town's location has made the area a desirable place for individuals to reside.

Figure 2.1: Historic Population, 1920 - 2000



Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; U.S. Bureau of the Census, Census of Population and Housing, 1980, 1990, and 2000; Bay-Lake Regional Planning Commission, 2007; and WDOA Population Estimates, 2007.

Population Projections

The analyses of past population trends to project future growth will enable to the Town of Abrams to better understand the increasing demands for housing, utilities, transportation, recreation, and a number of other population influenced services over this 20 year planning period. The town referenced the following three projection methods to determine a range of future growth scenarios:

- 1) WDOA Projections developed in 2003;
- 2) Growth Projection; and
- 3) Linear Projection.

The Wisconsin of Administration's projections are based on past and current population trends, and are intended as a base-line guide for users. The Linear Trend projects numbers fit a straight

trend line, while a Growth Trend projects numbers fit an exponential curve. More information on these methods can be found in Chapter 6 of *Volume II: County Resources*. Table 2.3 and Figure 2.2 illustrate these projections.

Based on these three forecasting methods, the Town of Abrams can anticipate their increase of new residents to range from 649 to 1,274 by 2025. Based on past growth numbers, it was determined the Linear Projection Model was the best alternative to the WDOA projections and the more aggressive Growth Projection method. It is anticipated using the Linear Projection Model; the town will experience an influx of 649 new residents during this planning period. Table 2.3 and Figure 2.2 illustrate these projections.

**Town of Abrams
Year 2000 Population
Characteristics**

Population: **1,757**

Median Age: **37.2**

Age Groups:

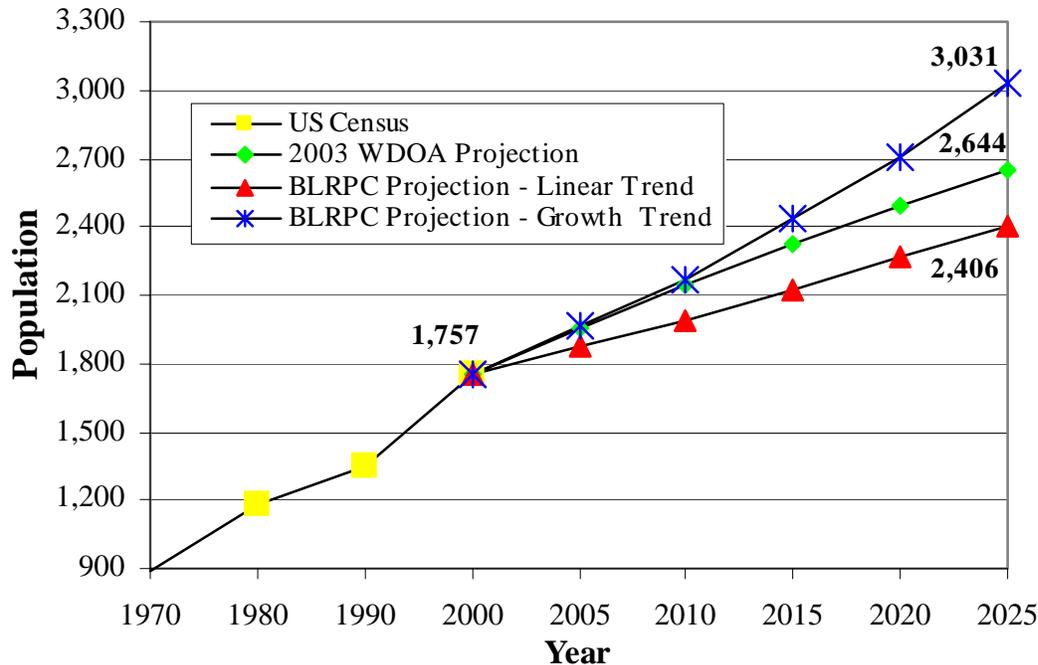
- 5-11: 10.8%**
- 12-17: 8.9%**
- 18-64: 68.2%**
- 65+: 8.5%**

Table 2.3: Population Trends and Projections, 1970 - 2025

| Town of Abrams | 1970 | 1980 | 1990 | 2000 | 2005 | 2010 | 2015 | 2020 | 2025 |
|---------------------------------|------|-------|-------|-------|-------|-------|-------|-------|-------|
| US Census | 884 | 1,181 | 1,347 | 1,757 | | | | | |
| 2003 WDOA Projection | | | | 1,757 | 1,958 | 2,149 | 2,326 | 2,495 | 2,644 |
| BLRPC Projection - Growth Trend | | | | 1,757 | 1,963 | 2,169 | 2,435 | 2,700 | 3,031 |
| BLRPC Projection - Linear Trend | | | | 1,757 | 1,873 | 1,989 | 2,128 | 2,267 | 2,406 |

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2000; Wisconsin Department of Administration, Official Population Projections, 2004; and Bay-Lake Regional Planning Commission, 2007.

Figure 2.2: Population Trends and Projections, 1970 - 2025



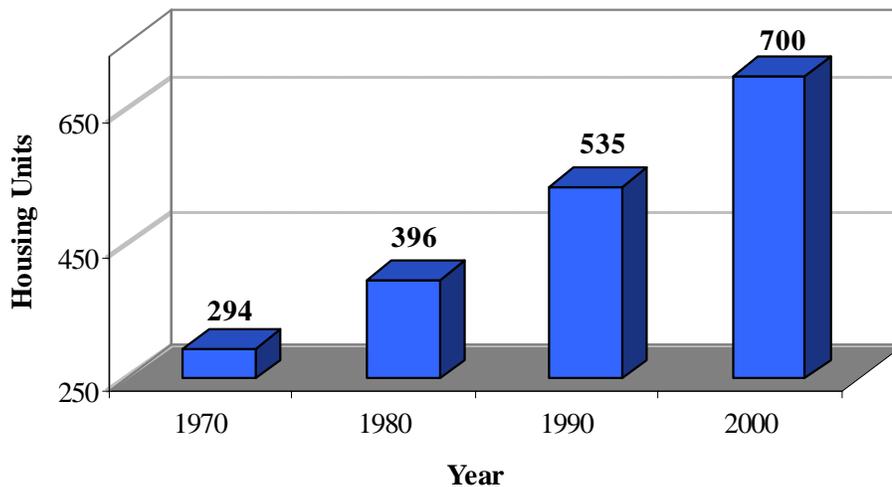
Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2000; Wisconsin Department of Administration, Official Population Projections, 2004; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties, 2000 – 2030, January 2004; and Bay-Lake Regional Planning Commission, 2007.

Housing

Housing Trends and Characteristics

As reported by the U.S. Census and illustrated by Figure 2.3, the Town of Abrams' total number of housing units increased by 406 units between 1970 and 2000, or 31 percent. The town experienced its largest increase in housing units, 35 percent, between 1980 and 1990. In addition, the number of persons residing in each home will steadily decrease in the future from 2.69 people per household to 2.44 by the end of this planning period. This indicates the town will have an increasingly older population and families having fewer children. Town officials should monitor its changes in population to determine future needs for senior and multi-family housing and related services.

Figure 2.3: Historic Housing Units, 1970 - 2000



Source: U.S. Bureau of the Census, 1970, Series 100, Table 2; 1980 Census of Population and Housing, STF 1A, Table 4; 1990 Census of Population and Housing, STF 1A; 2000 Census; WDOA Revised Census Counts, 2000 and 2003; and Bay-Lake Regional Planning Commission, 2007.

Housing Projections

The same methodology used to determine population projections was used to determine future housing needs in the Town of Abrams. These following three different methods helped estimate future housing numbers:

- 1) WDOA Projections developed in 2004;
- 2) Growth Projection; and
- 3) Linear Projection.

These projections reflect future occupied housing units only, which means vacant housing units are not included. Table 2.4 and Figure 2.4 illustrate the occupied housing unit projections. The town could experience anywhere from 306 to 809 new occupied housing units over the next 20 years. Based on past number for population growth, it was determined the Linear Projection Model was the best alternative as illustrated earlier in this chapter to the WDOA projections and the more aggressive Growth Projection method. Using the Linear Projection Model indicating the addition of 649 new residents, this corresponds to an additional 306 homes by 2025.

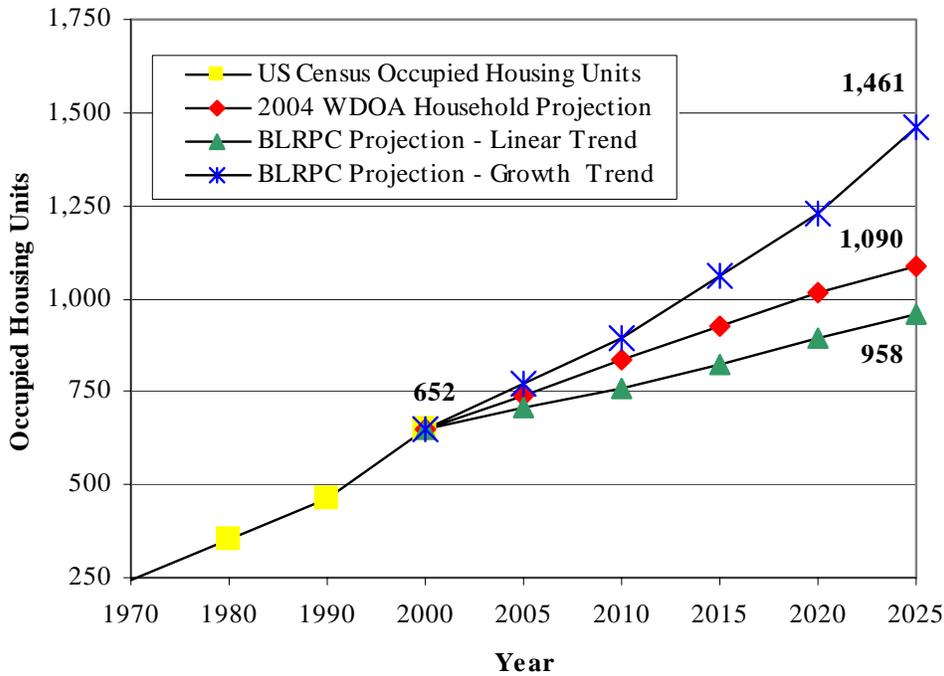
More information on housing characteristics, as well as projection methods for Oconto County and all of its municipalities can be found in Chapter 6 of *Volume II: County Resources*.

Table 2.4: Occupied Housing Trends and Projections, 1970 - 2025

| Town of Abrams | 1970 | 1980 | 1990 | 2000 | 2005 | 2010 | 2015 | 2020 | 2025 |
|----------------------------------|------|------|------|------|------|------|-------|-------|-------|
| US Census Occupied Housing Units | 245 | 355 | 460 | 652 | | | | | |
| BLRPC Projection - Growth Trend | | | | 652 | 773 | 893 | 1,062 | 1,230 | 1,461 |
| BLRPC Projection - Linear Trend | | | | 652 | 706 | 760 | 826 | 892 | 958 |
| 2004 WDOA Household Projection | | | | 652 | 738 | 835 | 928 | 1,015 | 1,090 |
| Household Size | | | | 2.69 | 2.66 | 2.58 | 2.52 | 2.48 | 2.44 |

Source: U.S. Bureau of the Census, 1970 - 2000 Census of Population and Housing; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties, 2000 – 2030, January 2004; and Bay-Lake Regional Planning Commission, 2007.

Figure 2.4: Housing Trends and Projections, 2000 - 2025



Source: Source: U.S. Bureau of the Census, 1970 - 2000 Census of Population and Housing; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties, 2000 – 2030, January 2004; and Bay-Lake Regional Planning Commission, 2007.

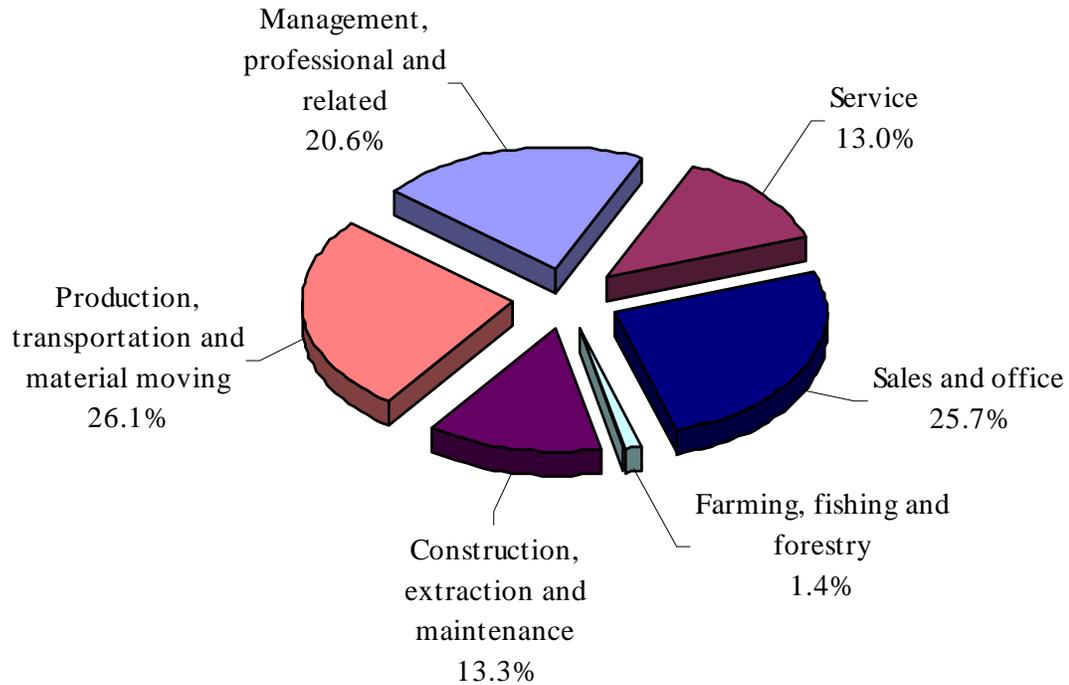
Economic Development

The Town of Abrams’ economy is heavily dependent upon retail, commercial, and recreation. The existing outdoor recreation facilities such as the Oconto County Forest and recreation trails, Machickanee Flowage, Oconto River, golf courses, and the town center could be used as the basis to attract visitors to the community and enhance the area’s tourism industry.

- As of 2000, 74 percent of the residents of Abrams are part of the civilian labor force (i.e., persons sixteen years of age or older who are employed or seeking employment).

Of the town’s residents in the labor force, the majority, 26.1 percent, are employed in production, transportation, and material moving; 25.7 percent are employed in sales and office; and 8.6 percent earn their living in manufacturing. Figure 2.5 and Table 2.5 reflect the occupation of employed persons living in the Town of Abrams in 2000.

Figure 2.5: Occupation of Employed Persons, 2000



Source: U.S. Bureau of the Census, Census 2000; and Bay-Lake Regional Planning Commission, 2007.

Table 2.5: Employment by Industry Group, 2000

| Industry | Town of Abrams | |
|--|----------------|------------------|
| | Number | Percent of Total |
| Agriculture, forestry, fishing and hunting and mining | 21 | 2.1 |
| Construction | 73 | 7.3 |
| Manufacturing | 277 | 27.9 |
| Wholesale trade | 48 | 4.8 |
| Retail trade | 105 | 10.6 |
| Transportation and warehousing, and utilities | 68 | 6.8 |
| Information | 18 | 1.8 |
| Finance, insurance, real estate and rental and leasing | 55 | 5.5 |
| Professional, scientific, mgt., admin and waste mgt. service | 59 | 5.9 |
| Educational, health and social services | 123 | 12.4 |
| Arts, entertainment, recreation, accommodation & food services | 79 | 7.9 |
| Other services (except public administration) | 32 | 3.2 |
| Public administration | 36 | 3.6 |
| Total | 994 | 100.0 |

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-2000; and Bay-Lake Regional Planning Commission, 2007.

Commuting Patterns

Town of Abrams residents, including those that work in the town, reported their average commute time to be 33 minutes in getting to and from work. In 2000:

- Approximately 86 percent or 852 or 994 of the employed residents of the town worked outside of the Town of Abrams. Of those, the majority commute to the City of Green Bay (310), Village of Ashwaubenon (133), and Village of Howard (71).
- 130 individuals live and work in the Town of Abrams.
- 168 individuals commute to the Town of Abrams to work. The top communities are the towns of Pensaukee and Little Suamico where 26 residents commute to the Town of Abrams for employment.

*Town of Abrams
Year 2000 Economic Characteristics*

1999 Median Household Income: **\$51,250**

Employment Status:

Employed: 74.5%
Unemployed: 2.3%
Out of Working Force: 25.5%

Education Levels (Ages 25 & over):

High School Graduate: 44.9%
Associate Degree: 10.6%
Bachelor’s Degree: 9.7%
Graduate or Professional Degree: 2.8%

Economic Base

The Town of Abrams has grown at a very strong rate over the past seven years as seen in Table 2.7. The town’s full value improved over \$67 million or 78 percent between 2000 and 2006, while property tax increased by nearly 43 percent during the same time period. The mill rate per \$1,000 of value decreased from \$19.56 to \$15.30 during the past seven years.

Table 2.6: Full Value and Total Property Tax, 2000 – 2006

| Year Levied | Full Value | Percent Assm't Level | Total Property Tax | State Tax Credit | Full Value Rate | | Taxing Jurisdiction Share | | | | |
|-------------|-------------|----------------------|--------------------|------------------|-----------------|-----------|---------------------------|------------|---------|---------|--------|
| | | | | | Gross | Effective | School | Vocational | County | Local | Other |
| 2000 | 86,118,500 | 81.80 | 1,789,349 | 104,497 | 0.02077 | 0.01956 | 917,241 | 119,786 | 465,491 | 229,605 | 57,224 |
| 2001 | 98,112,800 | 75.18 | 1,945,778 | 120,324 | 0.01983 | 0.01860 | 944,533 | 159,048 | 563,619 | 228,955 | 49,623 |
| 2002 | 101,342,000 | 74.54 | 2,044,342 | 134,328 | 0.02017 | 0.01884 | 1,028,281 | 163,869 | 579,849 | 222,075 | 50,268 |
| 2003 | 119,654,000 | 105.83 | 2,174,054 | 147,040 | 0.01816 | 0.01694 | 1,049,074 | 187,003 | 664,233 | 219,183 | 53,931 |
| 2004 | 138,310,400 | 96.39 | 2,579,878 | 146,741 | 0.01865 | 0.01759 | 1,357,028 | 211,514 | 753,675 | 200,000 | 57,662 |
| 2005 | 141,887,700 | 90.13 | 2,516,465 | 157,906 | 0.01773 | 0.01662 | 1,295,232 | 212,652 | 747,967 | 204,000 | 56,615 |
| 2006 | 153,439,400 | 84.65 | 2,555,964 | 206,879 | 0.01665 | 0.01530 | 1,307,940 | 225,056 | 757,943 | 208,079 | 56,946 |

Source: Wisconsin Department of Revenue, City, Village and Town Taxes, for years cited; and Bay-Lake Regional Planning Commission, 2007.

The Town of Abrams had minimal debt as of December 31, 2005 as seen in Table 2.7. This means the town has access to considerable financing for future projects such as expansion of the sanitary district, redevelopment of the railroad site, and construction of new recreational facilities.

Table 2.7: Public Indebtedness, 2000 - 2006

| Year | Full Value | Debt Limit | Existing Debt | Debt Margin |
|------|-------------|------------|---------------|-------------|
| 2000 | 86,118,500 | 4,305,925 | 0 | 4,305,925 |
| 2001 | 98,112,800 | 1,341,880 | 0 | 1,341,880 |
| 2002 | 101,342,000 | 5,067,100 | 337,010 | 4,730,090 |
| 2003 | 119,654,000 | 5,982,700 | 300,857 | 5,681,843 |
| 2004 | 138,310,400 | 6,915,520 | 263,850 | 6,651,670 |
| 2005 | 141,887,700 | 7,094,385 | 229,412 | 6,864,973 |
| 2006 | NA | | | |

Source: Wisconsin Department of Administration, 2007.

For more information regarding economic characteristics of Oconto County and its municipalities see Chapter 7 of *Volume II: County Resources*.

LAND USE TRENDS AND FORECASTS

Existing Land Use Issues and Conflicts

According to the land use inventories conducted in 1994 and 2007, 450 acres of new residential and 67 acres of commercial development occurred during this 13 year time period. This continued development is impacting the town through the following land use issues and conflicts. The planning process should address these concerns through the establishment of sound land use recommendations and development strategies.



- There has been steady residential development in the central and southern areas of the town resulting in continued loss of agriculture land and open space.
- Strong second tier development is taking place in the Machickanee Flowage area. The addition of these homes coupled with the heavy residential growth planned for the northern and western sides of the flowage, the establishment of surface water protection methods, such as a sanitary district will need to be considered.



- The fragmentation of natural areas (woodlands, open space) and agriculture land limits the ability to implement and sustain management plans.
- There are multiple driveways along main transportation routes such as County Highways D and E only serving single residences and businesses.
- There are limited development options in the northern area of the town due to the Oconto County Forest.
- The Oconto Forest currently offers a limited number and types of recreational trails.
- There is increasing development pressures on environmental corridors and natural areas.
- The lay-out of residential subdivisions does not allow for trail or recreation connectivity because of single entrance and exit roads.

- The Abrams Sanitary District is not expanding quickly enough to serve growing residential and commercial areas. The presence of the district has been seen as a deterrent to more concentrated development because of the initial and monthly service charges.
- The lack of a municipal water system limits the town’s ability to recruit certain types of businesses.
- The lack of Town Center redevelopment limits the capability and capacity to attract new businesses, support a wider variety of housing options, offer additional recreational opportunities, or provide expanded vital services.
- The look and feel of the primary access points to the Town Center need to be inviting for both residents and travelers.

Anticipated Land Use Trends

The Town of Abrams is anticipated to have 649 new people residing in the town for a total census of 2,406 residents by 2025. This increase in population equates to 306 new homes. Most of the residential growth is expected to occur in the central and southern areas of the town. From this population estimate, Abrams has and continues to be an ideal location for those who wanting to reside in the country yet reside within a short driving distance of shopping, schools, and amenities.

- The town’s Town Center offers development and redevelopment opportunities unique to Abrams.
- There is a strong desire to reside adjacent to the Oconto County Forest Land and Machickanee Flowage.
- Commercial businesses are most likely to locate along the highway corridor and within the Town Center.
- Light industrial will be directed to locate in the Town Center and in the designated industrial park east of Highways 41/141 and south of Sampson Road.
- The existence of several platted and subdivisions under construction will offer infill opportunities to offset the immediate need to create additional denser housing developments on other locations within the town.
- There may be a trend toward smaller agricultural operations focusing on organic crops and animals. This farming practice may help preserve some of the town’s valuable agriculture land and open space.
- There is need for additional facilities and trails to accommodate all types of recreation with this anticipated growth in population.
- The increase in growth will certainly necessitate the need for additional municipal services such as a stormwater management program.
- The existence and potential future expansion of the Abrams Elementary School as part of the Oconto Falls School District will be an asset for future development opportunities.
- Rural residential development will cause a fragmentation and parceling of land into smaller lots.



Development Considerations

Land Supply

The town has room for properly planned residential, commercial, and industrial development without compromising existing natural features. There is sufficient land designated for commercial and light industrial development along the highway corridor, within the Town Center, and in the industrial park. Abrams' location will continue to make the town increasingly desirable, especially as communities to the south become increasingly developed. The quality of the Oconto Falls School District will make it a draw to young families. However, there are limited development opportunities for some types of land uses due to the lack of utilities, primarily water and sewer. Infill development and redevelopment opportunities within the Town Center, such as the old railroad property are important because of the overall lack of developable land within Abrams due to the presence of the Oconto County Forest.



Land Price

Land prices within the Town of Abrams are expected to follow the regional trend of increasing land prices for development. Rural areas within the 30 mile radius of the Green Bay Metro area are very desirable. The remaining agriculture land will increase in price as demand for alternative fuels climb, which are becoming a strong incentive to continue farming. Land within desirable business locations such as along the highway corridor, the Abrams Sanitary District, and future industrial park will maintain a very high value due to available services and access to traffic. There are limited development opportunities for some types of land uses due to the lack of utilities, primarily water and sewer. The value for limited natural resources land (wooded and open space) will continue to be desired for hunting/recreational purposes. Town Center land values to remain flat unless future investments are made.

LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

The Comprehensive Planning legislation s. 66.1001, Wis. Stats. requires comprehensive plans to include projections in five-year increments for future residential, commercial, industrial, and agricultural land uses over the 20-year planning period. Three population and housing projections methods were used to determine anticipated future growth within the town. They were the Wisconsin Department of Administration (WDOA) projections, a Linear Projection Model, and Growth Forecast. Based on past growth numbers, it was determined the Linear Projection Model was the best alternative as illustrated earlier in this chapter to the WDOA projections and the more aggressive Growth Projection. It is anticipated using this model, Abrams will have an influx of 649 new residents with an additional 306 homes by 2025.

It is **not** the intent of this comprehensive plan to see an entire area within a land use classification noted on the General Plan Design to be developed. The specified uses should be allowed if consistent with the type, location, and density of existing development. Some of the land within the land use classification is not developable due to natural features, easements, setbacks, existing preferred land uses, or availability of supporting infrastructure. Within developing areas, these additional considerations and land uses generally account for approximately 25 percent of the gross land area. Given these considerations, the gross land use needs for residential,

commercial, and industrial development for the Town of Abrams by 2025 is 1,267 acres. The net acreage total for each of these combined calculated land uses in Table 2.8 is 950 acres.

Table 2.8: Five-Year Incremental Land Use Projections, 2005-2025

| Year | Residential | | Commercial | | Industrial | |
|------|-------------|-------|------------|-------|------------|-------|
| | Acres | Total | Acres | Total | Acres | Total |
| 2005 | 101.3 | | 9.5 | | 7.1 | |
| 2010 | 121.5 | 222.8 | 11.4 | 20.8 | 8.5 | 15.6 |
| 2015 | 173.3 | 396.0 | 16.2 | 37.0 | 12.1 | 27.7 |
| 2020 | 198.0 | 594.0 | 18.5 | 55.5 | 13.8 | 41.5 |
| 2025 | 222.8 | 816.8 | 20.8 | 76.3 | 15.6 | 57.1 |

Source: Bay-Lake Regional Planning Commission, 2008.

Residential Projections

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

- Use the Linear Projection Model,
- A per residential lot average of one and one-half acre; and
- A multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility and to further account for the continued decline in persons per household of 2.69 in 2000 to 2.44 by 2025.

Using this projection model, the Town of Abrams can anticipate the construction of 306 new homes by 2025, which equates to approximately 13 homes per year as shown in Table 2.9. The land needed for these new homes equates to 816 net acres and 1,089 gross acres.

Table 2.9: Five-Year Incremental Housing Land Use Projections, 2005-2025

| Year | New Housing Units | Average Lot Size | Market Value | Net Acres Needed |
|--------------|-------------------|------------------|--------------|------------------|
| 2005 | 54 | 1 1/2 | 1.25 | 101.3 |
| 2010 | 54 | 1 1/2 | 1.5 | 121.5 |
| 2015 | 66 | 1 1/2 | 1.75 | 173.3 |
| 2020 | 66 | 1 1/2 | 2 | 198.0 |
| 2025 | 66 | 1 1/2 | 2.25 | 222.8 |
| Total | 306 | | | 816.8 |

Source: Bay-Lake Regional Planning Commission, 2008.

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

Commercial Projections

To calculate commercial land use projections, the ratio between residential acreage and commercial land use acreage is determined based on the 2007 land use inventory. That ratio was approximately 11 acres of residential land to every one acre of commercial land for a 10.7:1 ratio. Based on this ratio as seen in Table 2.10, the town can anticipate allocating some 76 net acres for new commercial development equating to 102 gross acres during this planning period.

Table 2.10: Five-Year Incremental Commercial Land Use Projections, 2005-2025

| Year | Residential Acreage | Ratio | Net Acres Needed |
|--------------|---------------------|-------|------------------|
| 2005 | 101.3 | 10.7 | 9.5 |
| 2010 | 121.5 | 10.7 | 11.4 |
| 2015 | 173.3 | 10.7 | 16.2 |
| 2020 | 198.0 | 10.7 | 18.5 |
| 2025 | 222.8 | 10.7 | 20.8 |
| Total | | | 76.3 |

Source: Bay-Lake Regional Planning Commission, 2008.

Industrial Projections

The ratio between residential acreage and industrial land use acreage is also determined based on the 2007 land use inventory. That ratio was approximately 14 acres of residential land to every one acre of industrial land for a 14.3:1 ratio. The Town of Abrams has allocated land for future industrial development in addition to the existing non-metallic mining operation. Much of the 57 net acres and 76 of gross acreage tabulated in Table 2.11 will be encompassed within the designated business park on the east side of the USH 41/141 corridor and within the Town Center as shown on the General Plan Design.

Table 2.11: Five-Year Incremental Industrial Land Use Projections, 2005-2025

| Year | Residential Acreage | Ratio | Net Acres Needed |
|--------------|---------------------|-------|------------------|
| 2005 | 101.3 | 14.3 | 7.1 |
| 2010 | 121.5 | 14.3 | 8.5 |
| 2015 | 173.3 | 14.3 | 12.1 |
| 2020 | 198.0 | 14.3 | 13.8 |
| 2025 | 222.8 | 14.3 | 15.6 |
| Total | | | 57.1 |

Source: Bay-Lake Regional Planning Commission, 2008.

Agricultural Projections

With a projected 2,627 acres of land needed for residential, commercial, and industrial development during the 20 year planning period, a large percentage of that land will be taken out of existing agricultural operations. With over 4,935 acres of agricultural and pasture lands identified during the town’s 2007 land use inventory, Abrams is pursuing measures to preserve as much of these remaining open spaces as possible over the next 20 years. Woodlands account for over 16,000 or nearly 67 percent of the town’s total land use much of which is Oconto County Forest. As development pressures continue to grow, the Town of Abrams has elected to direct more dense residential development to the central area of the town, commercial development within the Town Center and along the USH 41/141 corridor, and future industrial development aside from non-metallic mining to a business park south and east of the USH 141 and Sampson Road interchange.

In 1990, the persons per square mile were 36. By 2025, the Town of Abrams density increases to 67 persons per square mile putting great pressure on existing agriculture and open space land to be developed for other land uses.

SUMMARY OF IMPLEMENTATION GOALS

During the planning process, eleven goals were developed that illustrate how the Town of Abrams will approach overall growth and development within its municipal boundaries over the next 20 years. These goals are also listed by topic with applicable objectives, policies, and programs in Chapter 4 of this document. By achieving these more defined policies and programs, the Town of Abrams will be able to systematically work toward implementation of this Comprehensive Plan over the next 20 years.

LAND USE GOAL: To ensure the town is developed/preserved according to the land use recommendations developed as the basis of the General Plan Design.

COMMUNITY PLANNING GOAL: To provide a development pattern through a coordinated mix of land uses that minimizes conflicts while enhancing the quality of life for town residents.

INTERGOVERNMENTAL COOPERATION GOAL: To coordinate with the Oconto Falls School District, Oconto County and other interested groups/agencies on future planning projects.

NATURAL RESOURCES GOAL: To preserve unique and significant open space and natural areas of the town.

AGRICULTURAL RESOURCES GOAL: To protect valuable farm and open space land from uses that may conflict or compromise their usage and aesthetics.

CULTURAL RESOURCES GOAL: To preserve, enhance, and promote the town's cultural resources.

HOUSING GOAL: To identify and promote a variety of quality housing opportunities for all segments of the town's current and future population.

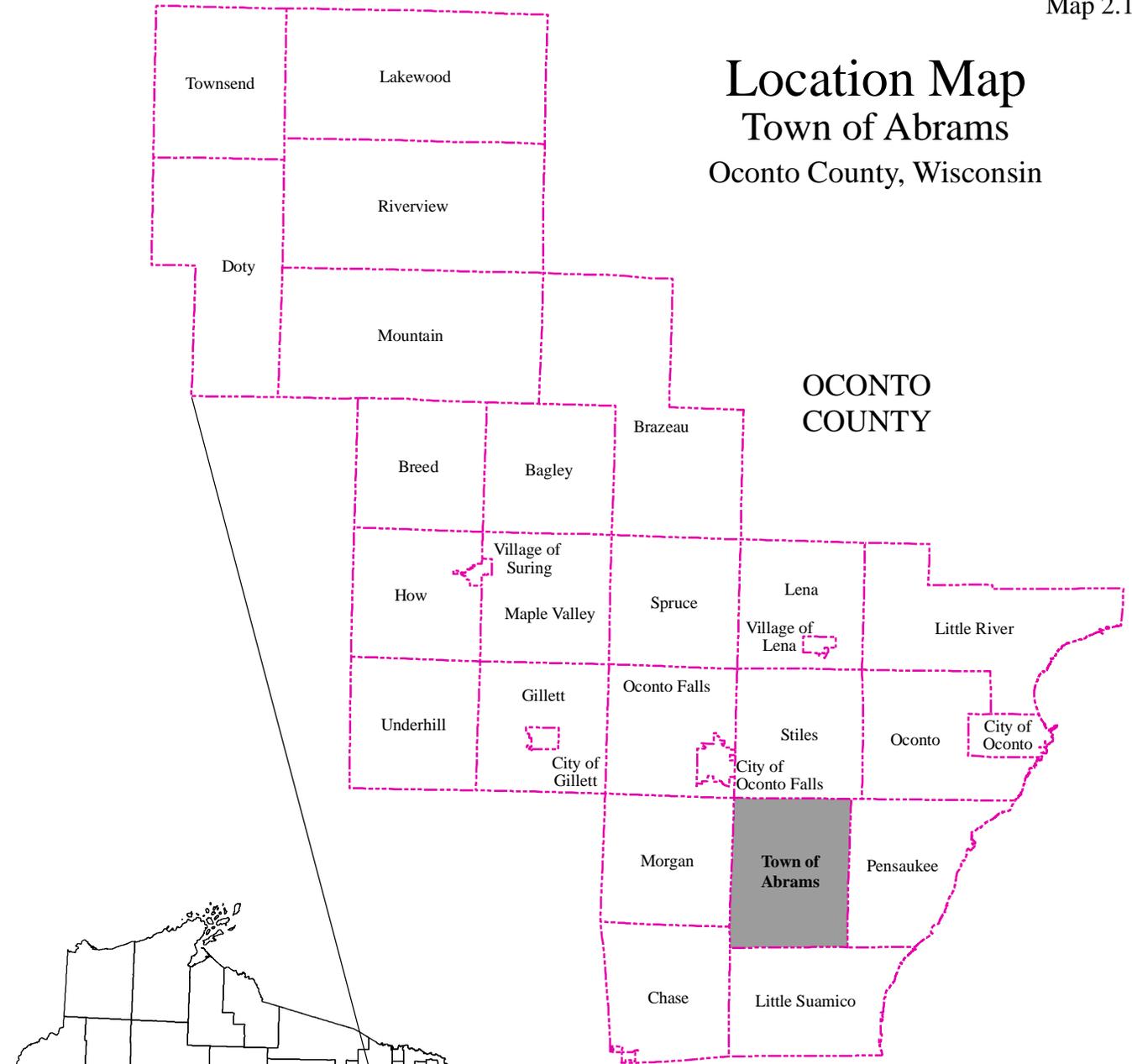
ECONOMIC DEVELOPMENT GOAL: To encourage small scale economic development that does not compromise the town's rural atmosphere.

TRANSPORATION GOAL: To advocate for a safe and efficient motor and non-motorized transportation network.

UTILITIES/COMMUNITY FACILITIES GOAL: To ensure future community facilities and public utilities adequately serve the residents of the town.

PARKS AND RECREATION GOAL: To provide and maintain a system of outdoor recreation areas that offers a diversity of recreational areas for town residents and visitors to use and enjoy.

Location Map Town of Abrams Oconto County, Wisconsin



**OCONTO
COUNTY**

■ **Town of Abrams**



WISCONSIN

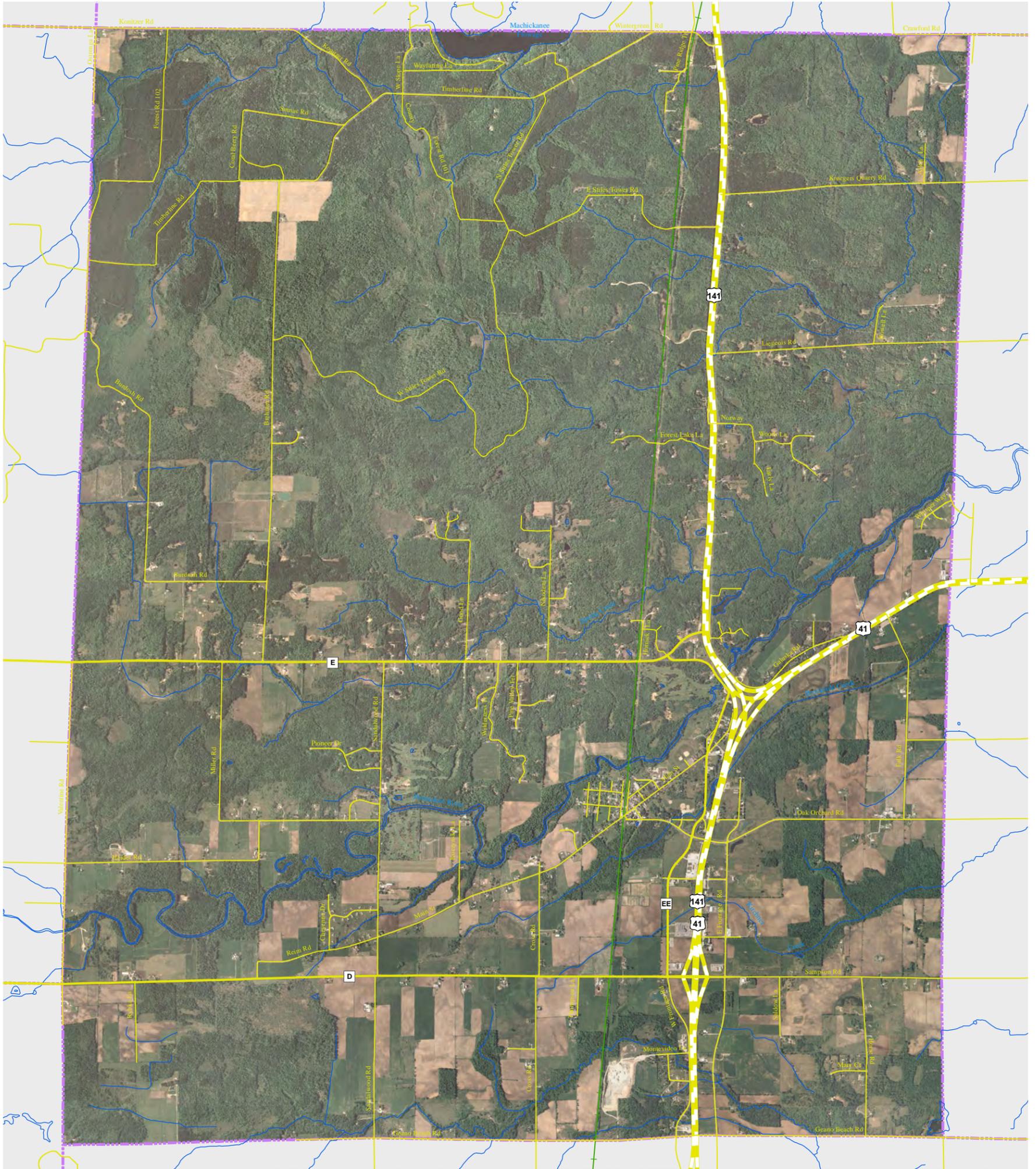
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Source: Town of Abrams; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Planning Area

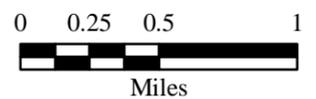
Town of Abrams

Oconto County, Wisconsin



Base Map Features

-  Town Boundary
-  Local Roads
-  US Highway
-  Railroad
-  County Highway
-  Surface Water



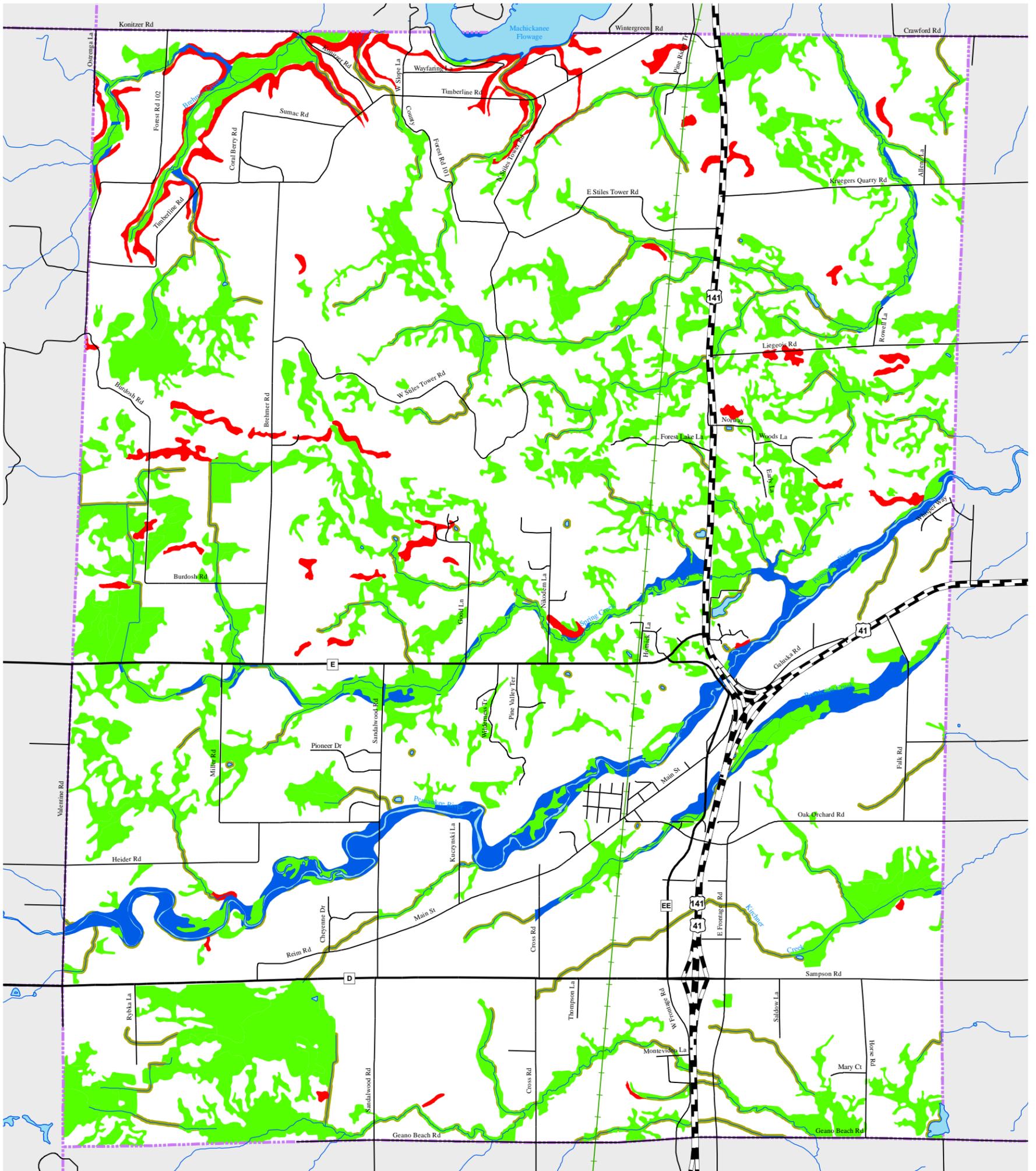
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Source: Town of Abrams; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Plan Determinants

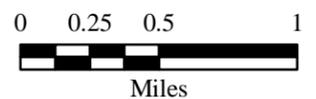
Town of Abrams

Oconto County, Wisconsin



Base Map Features

- Town Boundary
- US Highway
- County Highway
- Local Roads
- Railroad
- Surface Water
- WDNR Wetlands
- 100-Year Floodplains
- Steep Slope 12% or Greater
- 75-Foot Surface Water Setback



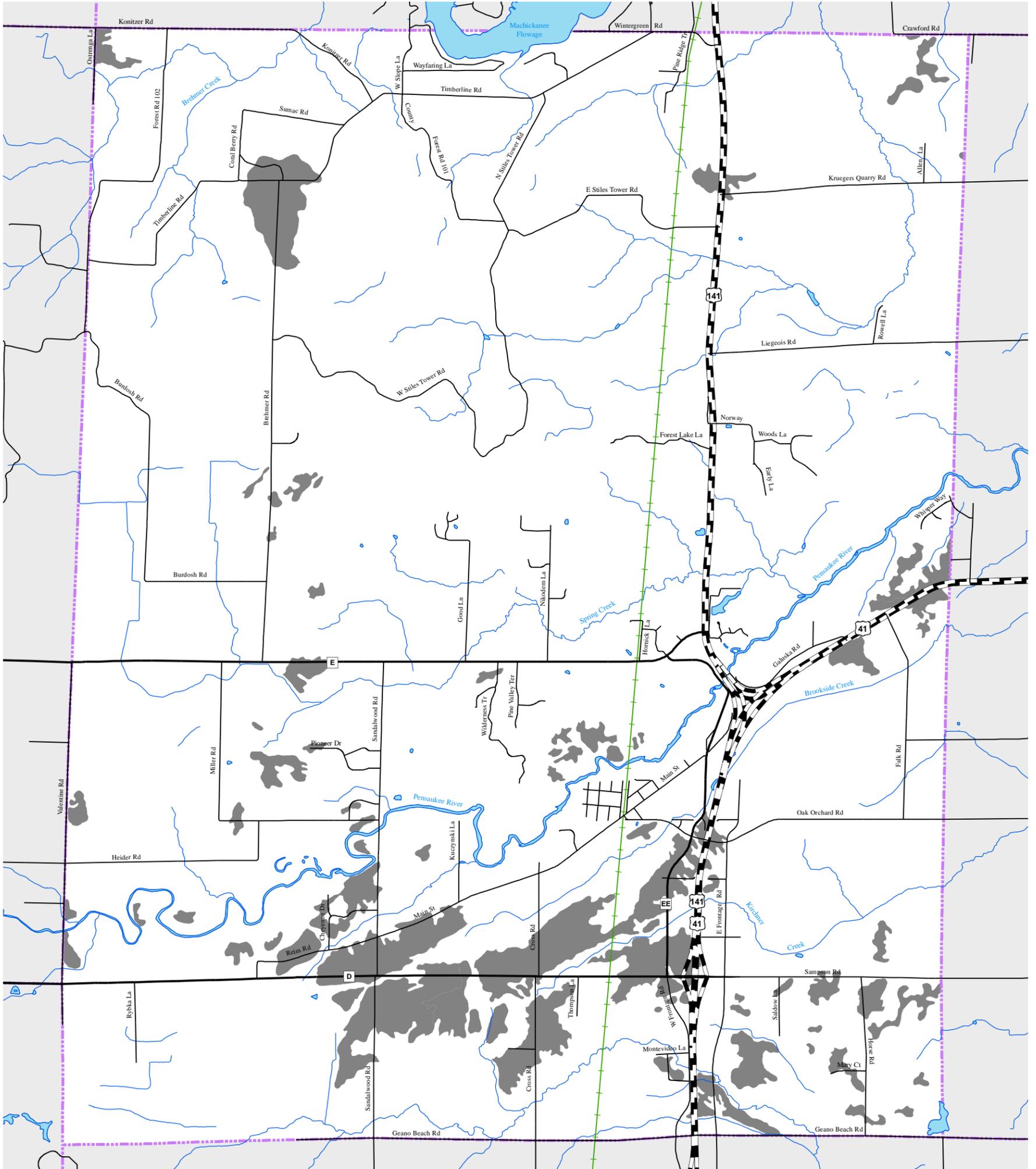
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Source: WDNR; FEMA; NRCS; Town of Abrams; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Prime Agricultural Soils

Town of Abrams

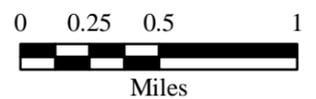
Oconto County, Wisconsin



Base Map Features

- Town Boundary
- US Highway
- County Highway
- Local Roads
- Railroad
- Surface Water

Prime Agricultural Soils



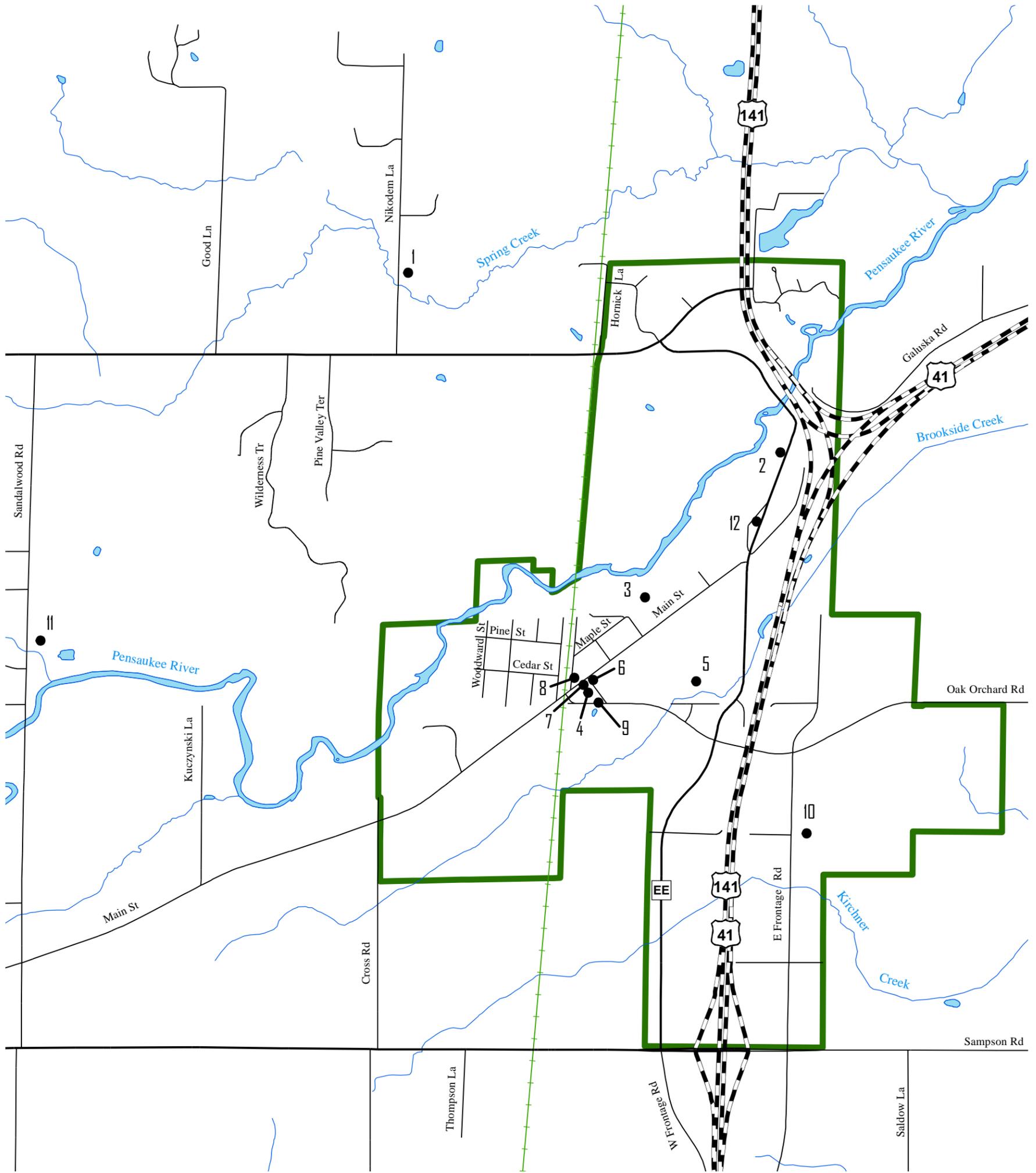
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Source: NRCS; Town of Abrams; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Public & Community Facilities

Town of Abrams

Oconto County, Wisconsin

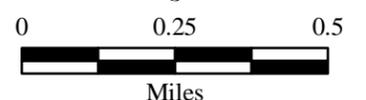


Base Map Features

- Town Boundary
- US Highway
- County Highway
- Local Roads
- Railroad
- Surface Water

- 1 - Abrams Waste and Recycling Center
- 2 - Pine Acres Golf Course
- 3 - Abrams Elementary School
- 4 - Abrams Municipal Garage
- 5 - Abrams Community Park
- 6 - CMH Abrams Medical Center
- 7 - Abrams Town Hall
- 8 - Post Office
- 9 - Town of Abrams Fire Department
- 10 - Ironwood Driving Range
- 11 - Sandalwood Country Club
- 12 - Abrams Municipal Garage

Sanitary District



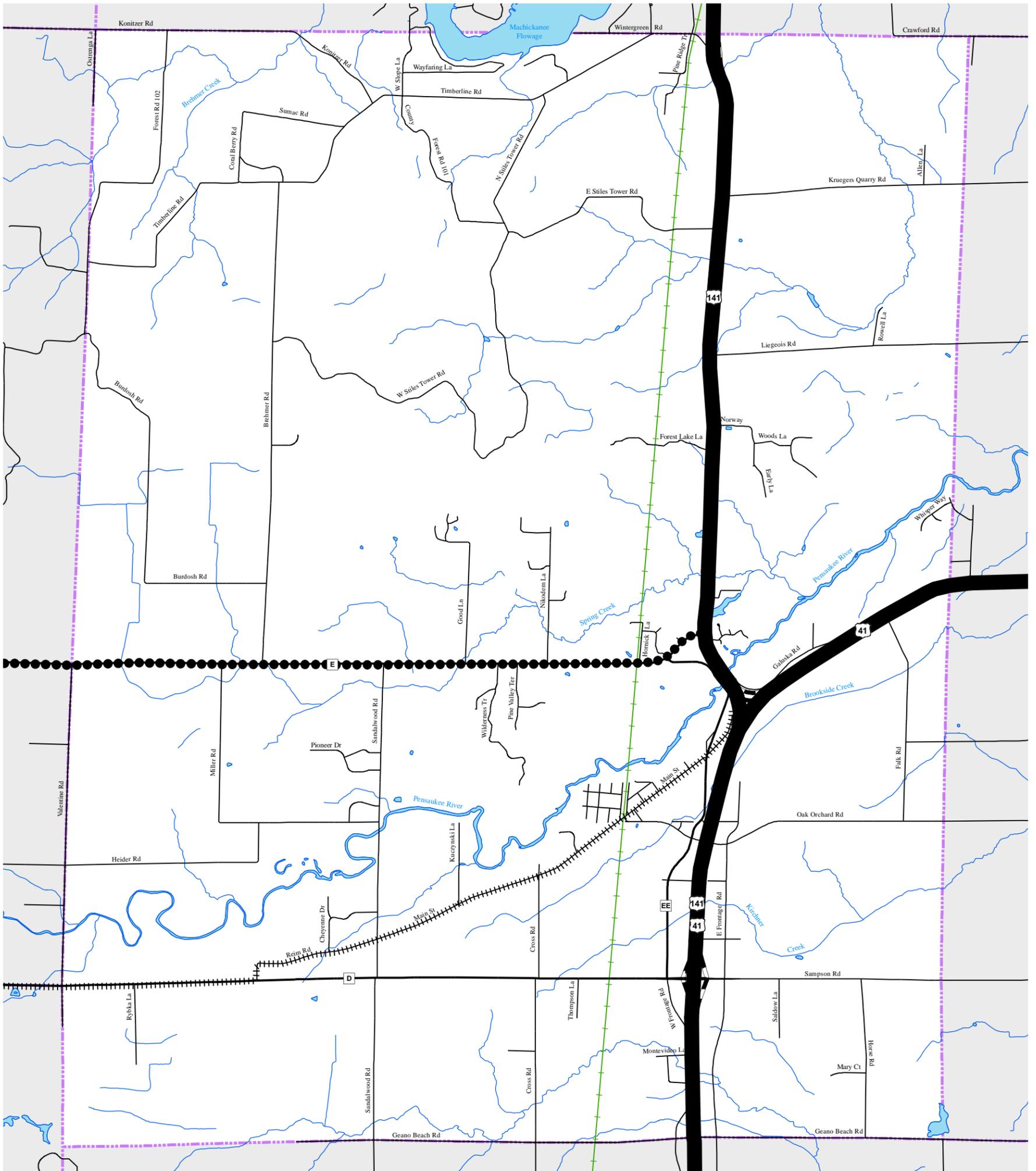
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Source: Town of Abrams; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Functional Classification

Town of Abrams

Oconto County, Wisconsin

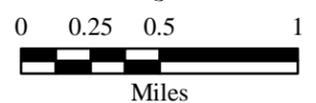


Base Map Features

- Town Boundary
- US Highway
- County Highway
- Local Roads
- Railroad
- Surface Water

Road Categories

- Minor Arterial
- Major Collector
- Minor Collector



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Source: WDOT; Town of Abrams; Oconto County; Bay-Lake Regional Planning Commission, 2008.

**CHAPTER 3:
FUTURE LAND USE PLAN**

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INTRODUCTION

This chapter discusses in detail the 20-Year General Plan Design (**Map 3.1**) and supporting land use recommendations for the Town of Abrams. The background information and data provided in *Volume II: County Resources* was referenced by Plan Commission members during the year-long preparation of the town’s preferred future land use map. From these monthly meetings and presentations to the public, the Town of Abrams 20-Year General Plan Design (GPD) was drafted and approved. The map reflects the type, location, and density of specific future land uses the town would like to promote during this planning period. The land use inventory conducted in 2007, a detailed list of development strategies, and a series of implementation tools such as county and local zoning ordinances will assist town officials in achieving the 20-General Plan Design.

20-YEAR GENERAL PLAN DESIGN

Land Use Classifications

The following land use classifications support the Town of Abrams future land use plan. They define those vital land use characteristics that will assist in the preservation of the town’s rural character and promote efficient and orderly growth. The town’s land use classifications are:

- Residential
- Commercial
- Town Center
- Light Industrial
- Governmental/Institutional/Utilities
- Parks and Recreation
- Agricultural
- Woodlands/Open Space
- Public Land
- Mineral Resources Overlay
- Transportation
- Environmental Corridors

Land Use Recommendations

This section outlines the suggested type, location, and density of the land uses shown on the General Plan Design through a series of development recommendations for each of the above land use classifications.

Residential

The Residential classification is designed to promote orderly and efficient growth patterns that are consistent with adjacent land uses. With Abrams’ diversity in residential growth, development is categorized within three categories: *concentrated residential*, *rural residential*, and *shoreland residential*.

Concentrated Residential

The “Concentrated Residential” category is illustrated as “*residential*” on the town’s 20-Year General Plan Design (**Map 3.1**). This residential classification is designated for portions of the town that contain large concentrations of existing development. Concentrated residential encompasses a variety of housing choices within the Town Center and single-family homes within areas designated for denser development.

Recommendations:

- **Future concentrated residential development will be directed to primarily six designated areas in the central portion of the town.** These areas consist only of single-family residents within areas of the town that already experiencing concentrated residential development. Other issues to consider as residential densities increase and expand include in this area of the town:
 - Integration of varying residential design standards such as conservation by design subdivisions
 - Potential for inclusion in the Abrams Sanitary District
 - Location and content of the existing environmental features
 - Existing infrastructure and accessibility to future development
 - Provision of emergency services
 - Preservation of ground and surface water quality
 - Availability of groundwater
 - Location and quality of recreational facilities
 - County and local land Use regulations
- **Concentrated residential developments will continue as planned** at the size and density already being built.
- **The Abrams Sanitary District covers much of the concentrated development within the central area of the town.** More concentrated residential development is planned for within the district. It is important to ensure the sanitary district does not repel development due to hook-up charges and monthly fees.
- **Infill should be maximized within concentrated residential areas whenever possible.** Utilizing infill development will result in limiting the costs to extend infrastructure, minimizing the loss of open space and productive woodlands, and decreasing the travel distance between residences and existing services. However, due to the town’s lack of sanitary and stormwater services, it is important that infill development be done in a manner that will continue to protect the town’s surface water features.
- **The rehabilitation of homes within the Town Center** will offer an affordable housing option while adding to the appearance and function of this area.
- **The building of additional multi-family housing will be based on the future needs of the town’s residents.** The Town Center is the best option for multi-family housing because it is served by the sanitary district and maintains some services appropriate to handle the needs living within those complexes.



- **New residential development should be built** similar to adjacent lot sizes in order not to detract from existing properties because of their size or type.
- **The utilization of alternative development techniques will help maintain a balance between the natural environment and new development.** It is recommended that various development techniques, such as conservation subdivisions, be utilized within environmentally sensitive areas in an effort to protect surrounding natural features, preserve open space, and protect woodlands and wildlife habitats.

Rural Residential

The “Rural Residential” category is illustrated as “*woodlands and agricultural*” on the town’s 20-Year General Plan Design (**Map 3.1**). This category focuses on single-family residences on larger lots (two plus acres) built predominately within agricultural, wooded, and open space land use designations. The town’s intent is to protect productive farmland and natural areas from the fragmentation caused by development.

Recommendations:

- **Low density development is promoted to help maintain the town’s visual and environmental integrity.**
- **New residential development should conform to surrounding uses** in order not to detract from or conflict with existing properties.
- **The rehabilitation or redevelopment of existing rural housing structures** is encouraged to offer a more affordable housing option to those seeking to live in the town and lessen the demand for new residential construction.
- **The establishment of natural or man-made buffers between residential development and farming operations** will help reduce land use conflicts.
- **Access controls are encouraged to limit the number of driveways** along the primary corridors in order to improve safety and reduce road maintenance costs.



Shoreland Residential

The “Shoreland Residential” category pertains to the area experiencing dense residential development along the Machickanee Flowage. This area is illustrated as “*residential*” on the town’s 20-Year General Plan Design (**Map 3.1**). The shoreland along the flowage is developing rapidly with residences on smaller one-half to acre size lots. The area immediately surrounding the shoreland development is already platted and experiencing second tier residential development with lots ranging in size from one to two acres.

- **The establishment of a stormwater management plan** will diminish the likelihood of runoff into the flowage and adjacent streams.
- **Any development along shorelands must be in compliance with the *Oconto County Shoreland Zoning Ordinance*.** Compliance with the ordinance will provide a layer of protection from future development along the town’s shorelands.

- **Second tier shoreland development should be minimized.** This will minimize the loss of natural shoreland and open space that help buffer developed land uses and offer water filtration from lawns and other impermeable services.
- **The loss of natural shoreland and open space surrounding the town’s surface waters should be minimized.** Lot sizes should be no smaller than those found in rural residential development areas.

Commercial

The Commercial land use classification also includes retail, professional, and service sector businesses. Town of Abrams has a variety of businesses within these categories that provide a number of local services and jobs. There are several home-based businesses operating throughout the town, and more such businesses are expected to become established in the future. The town is directing most of its commercial business growth to the Town Center and designated areas along the highway corridor. The highway intersections at Sampson Road and County Highway E have experienced a considerable amount of new business activity over the past five years. Infill and expansion of commercial development is anticipated to occur in these areas and along the access roads during this 20 year planning period and beyond.

Recommendations:

- **Existing businesses should maintain a crisp appearance,** while new commercial developments should be of similar scale and not detract from the character of the surrounding properties.
- **It is expected that a mix of future commercial will locate along the USH 141/41 highway corridor in a linear pattern.** The intent is to locate commercial developments in areas that will give future commercial developments the most exposure and allow for easy traffic access.
- **Future highway commercial sites should accommodate the needs of current residents as well as serving the needs of transient customers** by allocating ample room for parking and drive-thru services.
- **The maintenance and implementation of the detailed corridor development plan will include consistent design standards** and address signage, transportation, land use, and design issues for those businesses locating along the corridor.
- **The health of the Town Center will depend on the success of attracting financial capital** to the area. There are several buildings and sites, such as the railroad property, available for redevelopment. The presence of an operating rail line can be an asset to attract some types of light manufacturing businesses. The addition of walking and bike paths and areas for parking will encourage people and businesses to locate in this part of the town.
- **The designated business park** will be a mixed-use site with highway and local traffic businesses in the front and light manufacturing operations on the south side.
- **Home-based businesses are envisioned to remain a segment of the town’s economic development base.** The town should continually monitor the operations of approved in-home business to ensure they are not comprising or conflicting with adjacent land uses.



Town Center



The Town Center Land Use classification encompasses the concentrated area within Abrams identified as having a number of land uses functioning together. Abrams is unique within Oconto County because it maintains a mixed-use area that resembles many of the smaller incorporated communities in the area, such as the villages of Lena and Suring. Through implementation of this comprehensive plan, Town officials envision a very active and healthy Town Center that compliments the residential, highway

commercial, and light industrial growth being reflected on the General Plan Design. The Town Center will have the features and composition as noted in the other land use classifications providing residents, visitors, and businesses essential social and economic infrastructure and services.

Light Industrial

The Light Industrial land use classification specifically accommodates manufacturing businesses which creates or changes raw or unfinished materials into another form or higher valued product. The town has designated a business park on the east side of the highway corridor on the south side of Sampson Road. Currently, Abrams does not feel it has adequate infrastructure or land available to accommodate larger industrial and manufacturing operations. As a result, the town will focus on light manufacturing operations that will not conflict with but support adjacent commercial businesses.



Recommendations:

- **The town should steer new industrial developments to the areas designated for industrial uses** such as the business park.
- **The establishment of a TIF (Tax Incremental Finance) District may be an opportunity to generate revenue to attract businesses.** Currently, towns are limited by the legislation that dictates the type of businesses activities eligible for TIF assistance.
- **The town should continually monitor the capacities of the existing infrastructure and community facilities needed to accommodate new industrial development.** If the infrastructure in a particular area requires expensive improvement to accommodate new growth, the town should carefully study and compare costs of these improvements to their overall benefit to the community.
- **Industrial sites should not to distract from the rural atmosphere of the town.** It is important for the town to control the look of industrial operations through the preparation of design standards that include landscaping, building design, lighting, parking, etc.
- **The establishment of buffers is recommended to prevent incompatibilities with existing land uses.**
- **The location of future industrial development should not be detrimental to the surrounding area** by reason of dust, smoke, odor, degradation of groundwater, or other nuisance factors.

Governmental/Institutional/Utilities

The Governmental/Institutional/Utilities land use classification addresses the capacity and efficiency of government buildings; emergency services and facilities; utilities and utility sites; cemeteries; and public services provided to the town residents.

Recommendations:

- **Town officials should continually monitor the efficiency and effectiveness of all town provided services** to identify the need for the hiring or contracting of staff, general improvement, change in policy, establishment or the revision of mutual aid agreements, or future capital investments.
- **Future municipal development should be located and signed in a manner to ensure safe access into and out of all public buildings and facilities.**
- **The Abrams Sanitary District should be assessed on a continued basis** to ensure it is capable of handling the development pressures within that area of the town.
- **Shared on-site wastewater treatment systems should be promoted where appropriate.** For cluster type developments outside of the sanitary district shared on-site systems may be an option for developers.
- **Town officials should remain aware of changing issues on telecommunication towers and antennas and wind generation facilities** and the siting of such structures.
- **The town is encouraged to maintain regular contact with the Oconto Falls School District** in order to be involved with the long-range plans of the district including the siting of new facilities, improvements to existing structures, recreational facilities, etc.

Park and Recreation

The Park and Recreation land use classification discusses existing and future recreational facilities, trails, parks, and open spaces within the town.

Recommendations:

- **The construction or renovation of existing recreational facilities should be accounted for within the town’s annual capital improvement budget.**
- **Town officials should assess the need for future and improved recreational facilities on an annual basis.**
- **Future town recreational facilities should be located in areas that can be easily accessed** by either motorized or non-motorized means.
- **Town officials should review subdivision proposals for the inclusion of parks and open space** to serve residents within these more concentrated residential developments.
- **Future town recreational facilities should be built to accommodate all age groups, levels of disabilities, and skills.**



- **Town officials are encouraged to participate in the process to update the Oconto County Comprehensive Outdoor Recreation Plan.** A completed plan would enable the town to seek financial resources through various funding sources to upgrade and build new facilities.
- **The town should cooperate with the surrounding towns, Oconto County, Wisconsin Department of Natural Resources** to promote the expansion and connectivity of recreational trails.

Agricultural

The Agricultural land use classification is designed to preserve existing lands devoted to the growing of crops and the raising of livestock

Recommendations:

- **The town should encourage the preservation of agricultural lands** and the farmer's right to farm.
- **If residential development is permitted in these areas, low density development should be promoted.** Future development in these areas should be done in a fashion that will cause the least amount of negative impact to the natural environment and limit the amount of fragmentation these larger tracts of land.
- **Where appropriate, encourage new development techniques and programs which will preserve as much farmland as possible.** The utilization of various development techniques such as conservation by design subdivisions help preserve farmland.
- **The practice best management practices for agricultural activities will help maintain these valuable agriculture lands from development and natural degradation.** Inappropriate agricultural practices can have an adverse impact on the productivity of the soil as well as the quality of surface water and groundwater unless properly managed.
- **The integration of natural and/or man-made buffers** is encouraged between farming and future non-farming operations in order to lessen conflict between land uses.
- **Large-scale farming operations** are recommended to be located in areas of the town that avoid environmental corridors and surface water features.
- **Town officials are recommended to work with Oconto County** to address the issue of large-scale farming operations.



Woodlands/Open Space

The Woodlands/Open Space land use classification promotes the maintenance of the private woodlands and open space areas within the town.

Recommendations:

- **If residential development is permitted in these areas, low density development should be promoted.** Future development in these areas should be done in a fashion that will cause

the least amount of negative impact to the natural environment and limit the amount of fragmentation these larger tracts of land.

- **The utilization of existing natural areas will help to enhance the character of the town.** The Preservation of large tracts of natural areas and/or features is essential to enhance/retain buffers between incompatible uses while maintaining scenic views of the town.
- **Private woodlands should not be developed with higher densities.** The utilizing of unique development options such as conservation subdivision designs or clustering can help maintain the continuity of woodlands and open spaces.
- **The application of best management practices will help protect the town’s many natural features and open space areas** that can be better utilized to enhance the town’s recreational opportunities and facilities.

Transportation

The Transportation land use classification covers both motorized and non-motorized travel. This includes the existing road network; future recreation paths and trails; and recommendations for safety and improved traffic movement in the town.

Recommendations:

- **To preserve the natural look of the town and to minimize the negative impacts of future residential development along roads,** it is recommended that new development be minimally visible from the road through the application of existing set-backs requirements.
- **For any new concentrated development proposed within the town, an Area Development Plan should be provided.** This will allow the town to review and ensure that future roads and non-motorized pathways are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town’s future maintenance costs or be disruptive for fire, police or rescue services.
- **The utilization of the PASER (Pavement Surface Evaluation and Rating) program** will assist town officials in maintaining the roads in the future and ensure there is a cost effective road management plan in place.
- **Town officials should work with Oconto County and Wisconsin Department of Transportation staff** on any future improvement or expansion of road, trail, and infrastructure projects planned in the town.
- **Town officials should maintain contact with the railroad on their future plans regarding the line traveling through Abrams.** There may be economic opportunities available to the town because of the working railroad line.
- **Recreational paths and trails such as snowmobile trails should have proper signage and intersection controls** to ensure safe crossing and interaction with vehicles.



Public Land

The Public Land designation encompasses some small parcels along the USH 41/141 owned by the Wisconsin Department of Transportation. Many of these parcels were purchased as the

corridor was being expanded over the past 40 years. It is unlikely the State of Wisconsin will sell these parcels to the town for future development. In addition, the Oconto County Forest covers nearly the northern two-thirds of the town. There are some privately held smaller parcels scattered throughout the larger tracts of the county forest.

Mineral Resources Overlay

The Mineral Resources Overlay is depicted on the General Plan Design to ensure active and future quarries are identified within the town. This overlay includes both metallic mining, although extremely rare, and non-metallic mining activities. In most cases, the type of mining to occur in Oconto County will involve extraction of gravel, marl, clay, and similar materials to be conducted for a specified approved period of time. When mining is complete and the site is reclaimed, the overlay shall be removed and the previous land uses allowed to continue.

- **The town should work with Oconto County Officials to monitor existing mining operations.** Any issues involving the mining operation should be brought to the attention of the county officials in a timely manner.
- **The town should adequately review proposed mining operations.** The town should recommend conditional use requirements to the county that ensure the mining operation does not significantly compromise surrounding land uses. The application of setbacks will help alleviate issues with neighboring properties.
- **Mining operations should be sited in areas that will have little negative impact** on the neighboring properties, adverse affects on groundwater, or significant wear on local roads.
- **The town should work with Oconto County and the Wisconsin Department of Natural Resources** to ensure mining operations are properly closed and reclaimed.
- **The town should pursue avenues in which to reclaim mining operations not sufficiently reclaimed.**
- **The reclaimed mining sites will be available for other land uses.** The town will need to determine the land use that best suits the area and needs of the town. (i.e. agriculture, recreational, residential)

Environmental Corridors

Environmental corridors contain four components; 100-year floodplain as defined by the Federal Emergency Management Agency (FEMA), WDNR wetlands with a 50-foot setback, steep slopes of 12 percent or greater, and setback from all navigable waterways as defined by the Oconto County Shoreland Zoning Ordinance. Together, these elements represent the areas of the town that are most sensitive to development and are intended to be preserved.

Recommendations:

- **This plan should serve as a guide for the preservation of environmental corridors.** Using the environmental corridors as a guide when reviewing proposed developments will give the town background information to determine what areas are important to maintaining the rural character and quality of the town’s natural resource base. The corridors are an overlay to the recommended plan (**Map 3.1**) and should be utilized as a reference.



- **Future developments should be located away from environmental corridors as much as possible**, or designed in such a manner to help minimize the negative effects on water resources, wildlife habitats and the overall character of the town.
- **Development near environmental features in the town should be carefully reviewed in order to maintain ample wildlife corridors.**

IDENTIFIED SMART GROWTH AREAS

According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.”

- Redevelopment and investment within the Town Center
- Promote concentrated development within the Abrams Sanitary District
- Encourage quality mixed-use commercial development to locate along the highway corridor
- Direct commercial and light industrial development to locate within the designated mixed-use business park on the southeast corner of the USH 141/41 and Sampson Road Interchange.

In comparison to Table 3.1, the 2007 land use inventory indicated the Town of Abrams had 991 acres in residential land use, 93 acres in commercial uses, and 61 acres devoted to industrial land uses.

Table 3.1: 20-Year General Plan Design Acreage Calculations

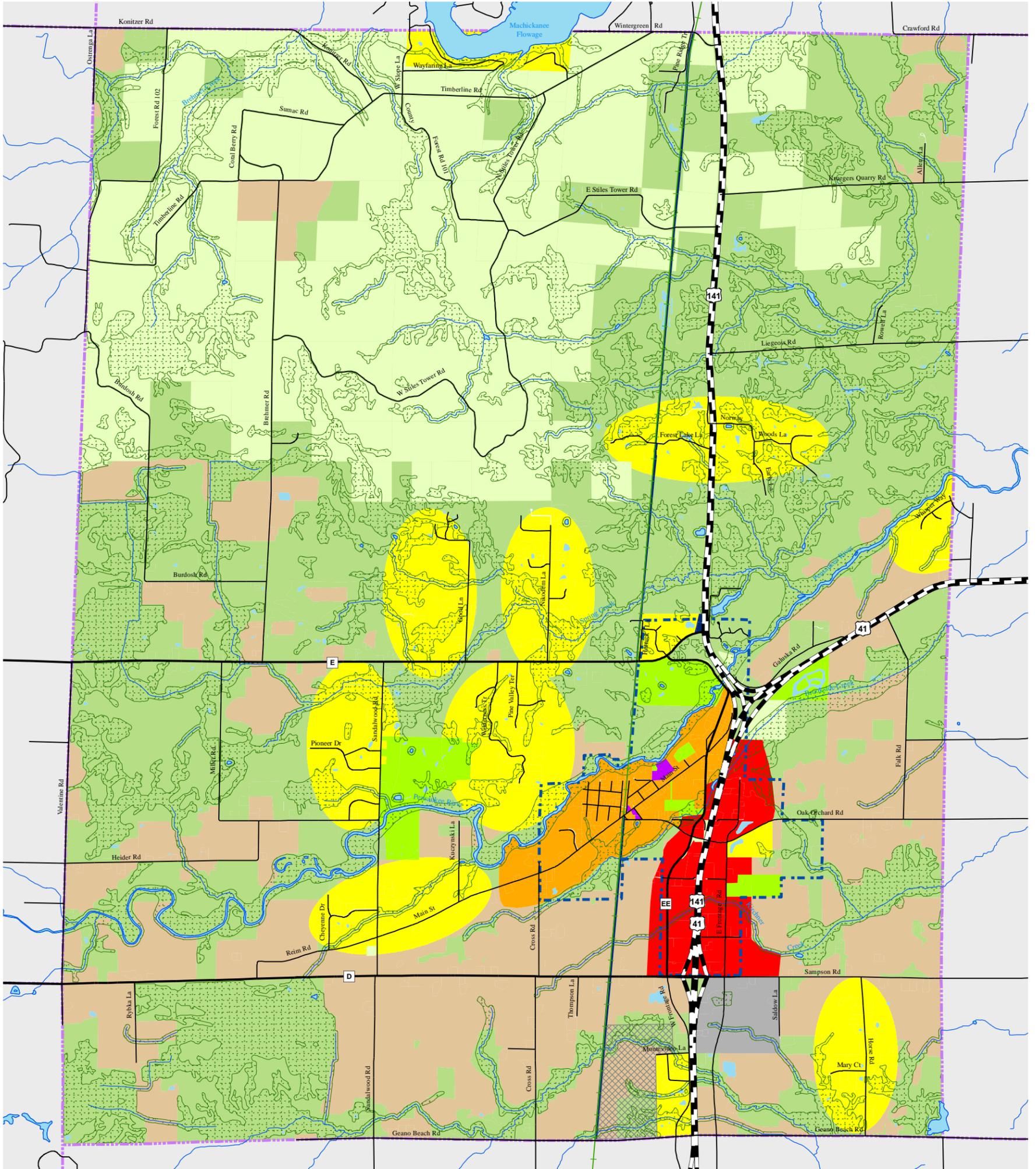
| General Plan Design Category | GPD Acres Needed 2025 Acres |
|--------------------------------------|-----------------------------|
| Residential | 2,545 |
| Town Center | 440 |
| Commercial | 462 |
| Industrial | 152 |
| Governmental/Institutional/Utilities | 9 |
| Agricultural/Open Space | 4,279 |
| Parks and Recreation | 346 |
| Transportation | 306 |
| Woods (Includes Public Land) | 15,242 |
| Water Features | 242 |
| Totals | 24,022 |

Source: Bay-Lake Regional Planning Commission, 2008.

20-Year General Plan Design

Town of Abrams

Oconto County, Wisconsin



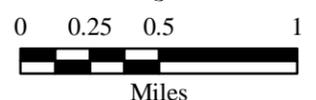
Base Map Features

- Town Boundary
- US Highway
- County Highway
- Local Roads
- Railroad
- Surface Water

- Residential
- Commercial
- Town Center
- Light Industrial
- Governmental/Institutional
- Park and Recreation
- Transportation

- Woodlands/Natural Areas
- Agricultural
- Public Lands
- Mineral Resources Overlay
- Environmental Corridors Overlay
- Sanitary District*

*Note: Identifies Parcels within Abrams Sanitary District



This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.

Source: Town of Abrams; Oconto County; Bay-Lake Regional Planning Commission, 2008.

**CHAPTER 4:
IMPLEMENTATION**

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INTRODUCTION

This chapter outlines a number of actions and activities necessary to implement the intent and vision of the *Town of Abrams 20-Year Comprehensive Plan*. In addition, there is a description of how each of the plan elements are integrated and made consistent with one another and mechanism used to measure the progress toward achieving the plan is also provided.

RESPONSIBILITIES OF LOCAL OFFICIALS

As directed by the Town of Abrams Town Board, the Plan Commission has the primary responsibility of implementing the comprehensive plan. The Abrams Plan Commission will be working in conjunction with Oconto County officials in the implementation of the plan. Elected officials and members of the Plan Commission need to be familiar with the maps and text, as well as the vision statement and future development strategies found within the plan. The comprehensive plan should provide much of the rationale elected officials need in making a land use decision or recommendation. When reviewing any petition or when amending any of the town's land use controls, the comprehensive plan shall be reviewed and a recommendation derived based on the development strategies, vision statement, land use recommendations, and General Plan Design. Additionally, the town will consult the comprehensive plan when working with Oconto County to draft further land use ordinances or making future land use recommendations. If a decision needs to be made that is inconsistent with the comprehensive plan, the comprehensive plan must be amended to reflect this change in policy before it can take effect. A glossary of Planning and Zoning Terms is provided as Appendix E of *Volume I: Town Plan*.

CONSISTENCY WITH EXISTING PLANS, REPORTS, AND STUDIES

This plan was created in a manner to promote consistency amongst all the elements and their respective development strategies. It is important elected officials and Plan Commission members periodically review the plan elements and development strategies for applicability and consistency. These reviews will also ensure the plan contains the most current information available to make land use decisions. Any town ordinances and regulations that are not maintained and enforced by Oconto County need to be periodically reviewed for consistency with the *Town of Abrams 20-Year Comprehensive Plan*. Furthermore, the town should continue to work cooperatively with Oconto County to ensure all land use ordinances and maps are consistent with the town's comprehensive plan.

UPDATING THE COMPREHENSIVE PLAN

The Plan Commission is the lead entity in amending/updating the *Town of Abrams 20-Year Comprehensive Plan*. Any changes to the comprehensive plan should follow s. 66.1001 (4)(b), Wis. Stats. and the procedures for fostering public participation approved by the town. The town's comprehensive plan should be updated at least once every 10 years as required by s. 66.1001(2)(i), Wis. Stats.

- **Annually**
 - Review the vision statement and future development strategies;

- Identify updates to the Wisconsin Department of Administration (WDOA) population and housing estimates, and U.S. Census data;
 - Review implementation priorities and relevance of the development strategies;
 - Update any changes to General Plan Design text or map; and
 - Ensure consistency with new or revised ordinances proposed by Oconto County.
- **Five Years**
 - Review U.S. Census data, WDOA population and housing projections – work with Oconto County to update *Volume II: County Resources* as needed;
 - Identify substantial changes over the past five years and any potential impacts to the community in the near future. This helps monitor outcomes of implemented development strategies and identifies any possible needs for the 10-year update; and
 - Be aware of updates or completion of other local, county, or regional plans.
 - **Ten Years** - required comprehensive plan update per s. 66.1001(2)(i), Wis. Stats. Amend the plan as needed based on changing conditions.
 - Conduct a review of the town’s vision statement, General Plan Design development strategies and map, land use recommendations, work with Oconto County to update the town’s population, housing, and economic data, along with other relevant planning information inventoried in *Volume II: County Resources*. Review ordinances and other controls for consistency.

IMPLEMENTATION OF LOCAL LAND USE CONTROLS IN CONJUNCTION WITH COUNTY ZONING

Zoning

Oconto County Zoning Ordinance

Oconto County maintains and administers a countywide zoning ordinance. This means the county has jurisdiction over all zoning in the unincorporated communities of the county, while the incorporated communities administer their own zoning ordinances. Oconto County uses these zoning ordinances to promote public health, safety, and welfare; to protect natural resources; and to maintain community character. Zoning districts were established to avoid land use conflicts, protect environmental features, promote economic factors, and to accomplish land use objectives laid out by a comprehensive plan. Please refer to the Oconto County Zoning Ordinances for detailed information on zoning districts, regulations, restrictions, permitted uses, and zoning maps.

- The comprehensive plan’s preferred land uses need to be compared to the existing zoning map to determine compatibility and realignment within various districts. The Town Plan Commission should work closely with Oconto County to judge when re-zoning will occur because it is not the intent of the zoning map to become a direct reflection of the plan. The comprehensive plan previews the future while zoning deals with present day.
- The town should cooperate with Oconto County to develop ordinances that encourage the protection of the town’s natural features, open spaces, and agriculture land.

- Any additional ordinances may be developed by the town or Oconto County in order to meet the “vision statement” highlighted in Chapter 1 of this plan.

Official Mapping

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

The official map serves several important functions:

1. It helps assure the city/village/town acquires lands for streets, or other uses at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes it known to potential buyers there is land designated for future public use.

Floodplain Ordinance

Oconto County recognizes that uncontrolled development within floodplains or too close to rivers or streams can be an issue of public health, safety, and general welfare of its residents. The Oconto County Zoning Ordinance regulates development in flood hazard areas for the protection of life, health and property while providing a uniform basis for the preparation, implementation and administration of sound county floodplain regulations.

Areas regulated by the Oconto County Floodplain Ordinance include all areas that would be covered by the “Regional Flood.” These areas are divided up into three districts:

1. The *Floodway District (FW)* consists of the channel of a river or stream and those portions of the floodplain adjoining the channel carrying the regional flood waters.
2. The *Floodfringe District (FF)* consists of that portion of the floodplain between the regional flood limits and the floodway.
3. The *General Floodplain District (GFP)* consists of all areas which have been or may be hereafter covered by flood water during the regional flood. It includes both the floodway and floodfringe districts.

For more information about floodplain zoning in Oconto County refer to the Oconto County Zoning Ordinance.

Any further development in the Town of Abrams should remain comply with the Oconto County Floodplain Zoning Ordinance. The town should continue to cooperate with Oconto County, WDNR, FEMA, and other appropriate agencies when updates to the Oconto County Flood Insurance Rate Maps and the Oconto County Floodplain Zoning Ordinance are proposed.

Shoreland Ordinance

The Oconto County Zoning Ordinance establishes zoning standards for use of shorelands along navigable waters. The shoreland standards apply to lands:

1. within unincorporated communities that lie within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages; and

2. within 300 feet of the ordinary high water mark of all navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater.

The Oconto County Shoreland Zoning Ordinance also establishes minimum lot sizes for parcels within the shoreland zone, setbacks of buildings and structures from the water, and standards for the alteration of surface vegetation and land surfaces.

- Further development in the Town of Abrams should comply with the Oconto County Shoreland Zoning Ordinance.

Land Division/Subdivision Ordinance

A land division/subdivision ordinance, as authorized by Chapter 236 of Wisconsin Statutes regulates the division of raw land into lots for the purpose of sale or building development. The town may regulate, by ordinance, the division of land within its boundary. The land division/subdivision ordinance is related to the general zoning ordinance as it regulates the type of development that takes place on a parcel and the land division/subdivision ordinance regulates how the parcel is created and made ready for development.

Oconto County does have a Land Division Ordinance in place. The ordinance applies to “any act of division of a lot, parcel, or tract which existed on the effective date of this ordinance by the owner thereof or his agent for the purpose of transfer of ownership or building development where the act of the division creates one or more new lots, parcels, tracts or units, if the lot, parcel, tract or unit being created is equal to or smaller in area than ten (10) acres in size, determined by the right of way.” The Town of Abrams adopted a Minimum Lot Size Ordinance.

Local Town Ordinances

The Town of Abrams has adopted the following local land use ordinances that will be referenced to help implement the town’s comprehensive plan:

- Regulating Mobile Home Parks and Providing a Penalty (adopted 1973)
- USH 41/141 Corridor Overlay Zoning District: Design Review Ordinance for Commercial and Industrial Development (adopted 2000)
- Building Codes for One and Two Family Dwellings (adopted 2000, amended 2004)
- Roads Ordinance (adopted 1978, amended 2004 and 2006)
- Minimize Lot Size Ordinance (adopted 1998, amended 2001 and 2006)
- Building Code for Multiple Family and Commercial Buildings (Adopted 2000, amended 2004 and 2006)
- Zoned Commercial and Industrial Properties Outdoor Lighting (adopted 2006)

Other Ordinances and Regulations

Other tools to implement the *Town of Abrams 20-Year Comprehensive Plan* may include the development/support of additional town controls or the adoption of additional Oconto County regulations such as:

- Blighted Building Ordinance
- Landscape Ordinance
- Erosion and Stormwater Control Ordinances
- Historical Preservation Ordinance
- Design Review Ordinance

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The Town of Abrams Plan Commission, with cooperation from Oconto County, will be directly responsible for, or oversee the implementation of most of the development strategies (goals, objectives, policies, and programs) with the Town Board ensuring the plan is being implemented in a timely manner. In total, there are eleven general goals with a detailed list of objectives, policies, and programs. Since many planning issues are interrelated (e.g., land use and transportation), the objectives, policies, and programs of one element may closely relate to those stated in other areas.

The following statements specifically describe the steps the Town of Abrams intends to take in order to efficiently develop over the next 20 years. A majority of the strategies were taken from the town's current land use plan adopted in 2000 and revised to reflect the responses of the Nominal Group discussion and other public involvement steps.

Goals, Objectives, Policies and Programs

Goals, objectives, policies and programs are a combination of intended steps to produce a series of desired outcomes. They each have a distinct and different purpose within the planning process.

- **Goals** - describe desired situations toward which planning efforts should be directed. They are broad, long range, and represent an end to be sought, although they may never actually be fully attained.
- **Objectives** - are measurable ends toward reaching a defined goal.
- **Policies** – a set of actions established to accomplish an objective.
- **Programs** - are a coordinated series of actions to carry out a stated policy.

Note: Since many planning issues are interrelated (e.g., land use and transportation), the goals, objectives and policies of one element may relate to those stated in other elements.

LAND USE

GOAL: *To ensure the town is developed/preserved according to the land use recommendations developed as the basis of the General Plan Design).*

COMMUNITY PLANNING

GOAL: *To provide a development pattern through a coordinated mix of land uses that minimizes conflicts while enhancing the quality of life for town residents.*

Objective 1: Utilize this 20-year comprehensive plan as an expression of the town's development policy.

Policies:

- A. Consultation by the Town Plan Commission and Town Board of this 20-year comprehensive plan before making any decision regarding changes to land uses and ordinances.
- B. Ensure future development occurs in a planned and coordinated manner to retain the unique town center and natural rural character of the town.

Programs:

- Continue to review existing town ordinances to ensure they are consistent with the land use recommendations and development strategies.
 - Evaluate the need to adopt additional ordinances that supplement county zoning ordinances to address issues specific to the town to include enhancing the town center and preservation of agricultural land.
 - Adopt new or approve revised ordinances that address issues as they arise to enable the town to implement this comprehensive plan.
 - Identify resources that can be used to enhance the central business district.
 - Maintain a good working knowledge of county zoning ordinances to better advise residents seeking to develop residential, commercial, and industrial land uses.
- C. Encourage cooperation and communication between the town, neighboring municipalities, and Oconto County in implementing this 20-year plan.

Programs:

- Present a copy of the adopted 20-year comprehensive plan to neighboring municipalities and Oconto County.
- Continue to work with county officials on the review, updating, and enforcement of county zoning ordinances.
- Ensure issues specific to the town and the area are sufficiently addressed in the *Oconto County 20-Year Comprehensive Plan*.

Objective 2: Review and update of the town's comprehensive plan is the responsibility of the Town Board and Town Plan Commission.

Policies:

- D. Maintain maps relevant to the implementation of the comprehensive plan and to monitor land use changes within the town.
- E. Continue to be involved on planning initiatives undertaken by Oconto County such as updating of the county's farmland preservation and outdoor recreation plans to ensure local issues are addressed and that these plan recommendations do not contradict implementation strategies outlined in the town's comprehensive plan.
- F. Review the comprehensive plan on an annual basis with plan updates scheduled for every seven to ten years.
- G. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town's comprehensive plan.

Objective 3: Evaluate the need for the town to incorporate.

INTERGOVERNMENTAL COOPERATION

GOAL: *To coordinate with the Oconto Falls School District, Oconto County and other interested groups/agencies on future planning projects.*

Objective: Promote cooperation between the Oconto County, Oconto Falls School District, Town of Stiles or any other government entity that can makes decisions impacting the town and surrounding area.

Policies:

- A. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts.

Programs:

- Participate in meetings with adjacent municipalities to discuss implementation of the individual comprehensive plans and potential boundary land use conflicts.
 - Meet annually with Oconto County officials to discuss zoning issues impacting the town.
 - Work with neighboring communities and agencies regarding the preservation and use of any natural resources which lie across town lines such as Pensaukee River and the Machickanee Flowage.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

Programs:

- Continue to utilize “mutual aid agreements” as a cost effective means to provide services.
 - Continue to support the Oconto Falls Public Library, Oconto Falls School District, and other local community and cultural facilities.
- C. Utilize the Wisconsin Towns Association (WTA) as a means to assist the town and its officials in developing and interpreting ordinances impacting land use decisions.

NATURAL RESOURCES

GOAL: *To preserve unique and significant open space and natural areas of the town.*

Objective 1:

Policies:

- A. Maintain a working knowledge of the comprehensive plan and use it as educational reference document when making future land use decisions impacting the town’s natural resources.

Programs:

- Work with residents to better educate them on the types and locations of the town's natural features.
 - Maintain and display a current map of the town's natural features-wetlands; wetlands, floodplains; lakes, rivers, and streams; woodlands; prime soils; and soils that comprise areas of steep slope.
- B. Carefully review all development proposed for areas adjacent to rivers, streams, wetlands, woodlands, and on soils types noted as steep slopes.

Programs:

- Continue to evaluate the need to expand the boundaries of the existing sanitary district to more efficiently serve areas of the town most likely to develop denser land uses.
 - Maintain familiarity with Oconto County's Zoning Ordinances and state regulations that directly address development in and around the town's natural features such as the Machickanee Flowage and Oconto River.
 - Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in any future residential and commercial development.
 - Follow the General Plan Design and land use recommendations to better direct development to areas of the town that will result in greater protection of open space, natural resources, agriculture land, and water quality.
- C. Work with Oconto County and Wisconsin Department of Natural Resource officials any county or regional initiatives to further explore ways to best utilize and preserve the abundance of the town's natural features.
- D. Support the efforts of civic and recreational groups on the preservation and appropriate use of the town's significant natural areas.

Objective 2: Encourage protection of both surface and groundwater resources.

Policies:

- A. Maintain a current sanitary sewer district plan.
- B. Work cooperatively with surrounding municipalities, Oconto County, Wisconsin Department of Natural Resources, and other stakeholders to identify opportunities to further protect surface and groundwater resources.

Programs:

- Support studies that monitor the number of wells being constructed, closed, and measure the level of general water quality within the town.
- Promote the use of sound agricultural and soil conservation methods that minimize groundwater contamination and erosion of topsoil.
- Encourage the utilization of erosion control techniques such as buffer strips, land use controls, etc. to minimize ground and surface water contamination.

- C. Adopt and utilize a stormwater management plan that includes the town center, the 141/41 corridor, Machickanee Flowage, and Pensaukee River.
- D. Establish a non-metallic mining overlay or development buffer zone.

AGRICULTURAL RESOURCES

GOAL: *To protect valuable farm and open space land from uses that may conflict or compromise their usage and aesthetics.*

Objective 1: Maintain large contiguous prime agricultural tracts and open spaces through promotion varying lot sizes (cluster and large) in order to preserve the town's rural atmosphere and existing farming operations.

Policies:

- A. Establish and maintain guidelines, in conjunction with Oconto County, to protect existing agricultural operations and rural character.
- B. Encourage residential and small commercial development to locate in designated areas within the town center, along USHs 141/41 and County Highways D and E, and to smaller, less productive agriculture tracts.
- C. Work with Oconto County officials to update the county's farmland preservation plan.
- D. Maintain communication with county officials on farming legislation at both the state and federal levels that would impact the town's farming community.
- E. Explore the feasibility of utilizing some of the farmland preservation programs such as purchase of development rights in order to retain the town's productive agricultural lands.

Objective 2: Work to minimize the potential for conflicts between farming and non-farming residents.

Policies:

- A. Explore the option of establishing a mandatory buffer strip and/or setback between farm operations and adjacent residential developments to minimize conflicts of farming operations on residential living.
- B. Support county and state initiatives that are designed to create safer travel between agricultural fields and farming operations.

CULTURAL RESOURCES

GOAL: *To preserve, enhance, and promote the town's cultural resources.*

Objective: Advocate for the preservation of buildings (churches, historic homes and buildings), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, etc.) that are an integral part of the town's heritage.

Policies:

- A. Discourage the destruction or alteration of the town's remaining historic features.

Programs:

- Inventory and map the town's historic resources.
- Work with state and county agencies to identify funding sources for preservation of the town's historic assets.
- Work with private owners of these historically significant features to identify technical and financial resources to preserve and enhance these valuable assets.

HOUSING

GOAL: *To identify and promote a variety of quality housing opportunities for all segments of the town's current and future population.*

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

Policies:

- A. Follow the land use recommendations established for housing that promote orderly development, with higher densities within and adjacent to the town center.
- B. Ensure there is an adequate amount of land dedicated to future residential development or development.
- C. Direct multi-family housing developments designed for persons of low and moderate income, elderly, and residents with special needs to locate within the town's sanitary district.
- D. Advocate for the maintenance, preservation and rehabilitation of the existing housing stock.

Programs:

- Direct residents to Oconto County and NEWCAP, Inc. to obtain educational materials and information on financial programs for home repairs and modifications.
- Address inadequate and substandard housing conditions through the development and enforcement of local ordinances.
- Protect the older residential neighborhoods from inappropriate and incompatible land uses.
- E. Obtain annual data from the state, county, and BLRPC to monitor the town's population growth and characteristics.

Objective 2: New single family housing development should be planned for in a manner that does not negatively impact the environment or compromise existing farming operations.

Policies:

- A. Direct higher density residential development to the town center and other designated areas shown on the General Plan Design to minimize impacts upon low density areas, natural features, viewsheds, and farming operations.

- B. Maintain the existing rural nature of the town through promotion of clustered and conservation by design residential development.

Programs:

- Ensure emergency vehicles have access to any new developments.
 - Work with Oconto County to ensure county zoning ordinances sufficiently address a range of housing densities and lot sizes.
 - Establish uniform setbacks for housing adjacent to industrial and commercial land uses.
- C. Use the town’s General Plan Design to locate future residential development in areas that have been identified as suitable for housing and lessen the impact on natural resources and other land uses.
- D. Regulate the construction of new homes and the remodeling of existing residences the enforcement of building codes and ordinances.
- E. Encourage residential development along the Machickanee Flowage Pensaukee River that is in scale with the existing developments.

ECONOMIC DEVELOPMENT

GOAL: *To encourage small scale economic development that does not compromise the town’s rural atmosphere.*

Objective: Promote quality business development that will offer a variety of job opportunities to local residents.

Policies:

- A. Monitor the needs existing businesses in order to ascertain their needs and when possible, assist them in meeting their needs.
- B. Locate future businesses in areas that maintain the town’s rural character, are compatible with existing land uses, and can take advantage of existing infrastructure.
- C. Market the community to recruit retail services such as a grocery store, hardware, restaurants, and financial institutions to locate in the town.
- D. Revitalize the town’s central business district.

Programs:

- Investigate the feasibility of establishing a business improvement district, main street program, or similar revitalization programs.
- Acquire the railroad property for redevelopment into an area for retail and commercial business.
- Remove blighted structures and inappropriate land uses and renovate existing structures.
- Complete and implement a design plan for the town center.

- E. Direct larger commercial and light industrial development designated areas along USH 41/141, at the USH 41/141 intersections with County Highways D and E, and the town center where it can to be served by existing infrastructure and is compatible zoning.

Program:

- Maintain a well-planned corridor development plan to include design standards, set-backs, and access roads.
- F. Establish a business park to attract smaller industrial and commercial businesses to the town.

Programs:

- Investigate the feasibility of establishing a tax incremental financing district to finance the installation of infrastructure.
 - Establish appropriate design standards that preserve the value and look of the park and encourage the attraction of additional businesses.
 - Work to strengthen the physical and visual linkage between the highway corridor and the town center.
- G. Work with county officials to control the location and amount of signage, lighting, landscaping, buffering, and access of business sites located in the town along USHs 141/41.
- H. Allow “at home” businesses to locate within the town until such time a zoning change is needed.
- I. Partner with county and regional economic development professionals to attract businesses that support both the area’s recreational economy and provide goods and services to the town’s residents.
- J. Ensure information on the town’s historic and natural resources are included in any county promotional materials.
- K. Create an official town website to provide information on local business resources, available buildings and greenspace, and general data on the local economy.

TRANSPORTATION

GOAL: To advocate for a safe and efficient motor and non-motorized transportation network.

Objective 1: Promote a transportation system that is consistent with surrounding land uses and can be efficiently upgraded and expanded to meet future needs.

Policies:

- A. Conduct an annual assessment of road pavement conditions, road drainage and ditch maintenance needs, adequacy of existing driveways and culverts relative to safe access, and adequacy of sight triangles at road intersections.

Program:

- Work with the Oconto County Highway Commission, the Wisconsin Department of Transportation, and the Bay-Lake Regional Planning Commission to develop a long-range maintenance and improvement program for town roads.
- B. Continually assess the need to install traffic controls (e.g., turning lanes, signage, pedestrian lanes, frontage roads) near businesses located along the USHs 141/41 corridor.
- C. Establish a sidewalk repair and expansion program to promote pedestrian travel throughout the town center.
- D. Work with local clubs to properly mark and sign town trails for snowmobile and ATVs.

Objective 2: Establish a transportation system that complements and enhances the rural character and natural environment of the town.

Policies:

- A. Advocate for well maintained transportation corridors that allow for safe travel of residents and visitors.
- B. Advocate for a pedestrian friendly trail system that connects all areas of the town-highway corridor, town center, and county trails.
- C. Evaluate the need for a local sign ordinance to maintain aesthetically pleasing transportation corridors.
- D. Ensure town roads can be safely traveled by farmers utilizing equipment and transporting equipment, feed, and livestock.
- E. Promote a transportation system that facilitates energy conservation while minimizing associated pollution effects.
- F. Encourage transportation corridor preservation techniques to minimize the negative impacts caused by future development.
- G. Work with Oconto County officials on the extension of trails through the county owned property within the town.

UTILITIES/COMMUNITY FACILITIES

GOAL: To ensure future community facilities and public utilities adequately serve the residents of the town.

Objective 1: Plan for the expansion and maintenance of community facilities to meet future needs.

Policies:

- A. Continue to encourage the concept of “mutual aid agreements” for all public services being provided (e.g., emergency medical, fire, etc.).

Program:

- Continually monitor quality and cost of mutual aid services.
- B. Prepare an annual capital improvement budget to address expansion and upgrades to facilities and equipment owned by the town.

Programs:

- Replace town equipment on an as needed basis.
- Investigate the need for a multi-generational community center.
- Investigate the need to build an ambulance station.
- Assess the need to add or train staff to handle future needs/requirements of the town.

Objective 2: Encourage the expansion of public utilities to meet the needs of residents, business, and farming operations during this planning period.

- A. Work cooperatively with service providers to upgrade telecommunication, gas, and electrical services as appropriate.
- B. Work with utility providers to identify alternative energy and fuel options for town operations and to promote with residents and businesses.

PARKS AND RECREATION

GOAL: *To provide and maintain a system of outdoor recreation areas that offers a diversity of recreational areas for town residents and visitors to use and enjoy.*

Objective: Promote quality recreational activities that are available to all town residents.

Policies:

- A. Participate in any planning efforts initiated by Oconto County, Oconto Falls School District to expand or enhance the area’s recreational facilities.

Programs:

- Maintain a Park Commission to oversee the use, condition, and changing needs of the town’s recreational facilities.
- Provide input for the Oconto County Comprehensive Outdoor Recreation Plan.
- Identify cultural resources that can be jointly utilized for marketing of the area.
- Work with Oconto County officials to improve recreational opportunities within the county owned properties through better signage and public access.
- B. Provide diversified recreational facilities and programs for all age groups designed to serve changing needs and preferences.

Programs:

- Ensure access for the disabled and elderly when planning, designing, and constructing all new or rehabilitation existing recreational facilities including parking and general accessibility.
 - Acquire, as appropriate, land for the expansion or building of new recreational facilities.
- C. Work with privately owned facilities such as Sandalwood, Pine Acres, and Driving Range to better promote them.
- D. Explore ways to better utilize the town's natural features to enhance and/or expand on existing recreational opportunities.
- E. Encourage the inclusion of open space and recreational areas into new housing development.

Implementation Steps

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

1. To ensure the comprehensive plan remains current, review of the plan should be a standing agenda item for at least two Plan Commission meetings and a minimum of one Town Board meeting per year. The review of the comprehensive plan should include assessment of the town's land use control tools (e.g., ordinances and regulations) previously listed.
2. The Plan Commission and Town Board should identify priority policies and programs that need to be addressed within the first 12-24 months. These priority strategies will lead to the implementation of additional policies and programs in subsequent years.
3. Town officials should identify key stakeholders and collaborators to assist in the implementation of the development strategies. A list of some of those entities is provided at the end of this chapter.
4. The priority policies and programs should be separated based on topic such as housing, economic development, transportation, parks and recreation. The separation of policies and programs by topic will allow for the delegation of projects to other entities.
5. The Town of Abrams has many tools available for the implementation of the stated development strategies over the 20-year planning period. Within the appendices of this document, there are comprehensive lists of financial and technical resources to implement many of the strategies listed for the housing, economic development, and transportation elements of the plan.
6. The implementation schedule should be evaluated and revised on an annual basis. Town officials will need to monitor the Inventory and Trends highlighted in Chapter 2 to ensure the development strategies address the changes in local demographics and to the regional economic climate.

Stakeholders

Abrams Sanitary District
 Bay-Lake Regional Planning Commission
 Civic and Recreation Clubs
 Neighboring Communities
 Oconto County
 Oconto County Highway Department
 Oconto County Land Conservation Department
 Oconto County Planning/Zoning/Solid Waste Department
 Oconto County UW-Extension
 Oconto Falls School District
 United States Department of Agriculture, Natural Resources Conservation Service
 Wisconsin Department of Administration
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation

Implementation Timetable

To efficiently implement the *Town of Little Abrams 20-Year Comprehensive Plan*, the detailed list of development strategies outlined above is divided into three primary categories: Ongoing, Annual, and Schedule. Several strategies are “Ongoing” and have been noted as being maintained or continued. Some actions need to be completed on an “Annual” basis, such as meetings with the county, recreational groups, local school districts, or neighboring communities to discuss local land use issues and concerns; establish the annual and capital improvements budgets; review the comprehensive plan and local ordinances; and submit letters of interest for joint planning projects (i.e. water quality studies, joint grant applications, or mutual aid agreements). A general implementation schedule for some of the key development strategies proposed by the Town of Abrams is provided below.

Ongoing

1. The town, in cooperation with Oconto County, should continue to maintain ordinances that address particular issues impacting the town. The town may want to consider adopting additional ordinances that are more protective than those currently being enforced by Oconto County in order to provide additional protection to its natural features when appropriate. Note: The preparation and adoption of some local ordinances may take one to two years to be completed.
2. There should be continued discussion between the City of Oconto Falls and the Town of Stiles on the land use and environmental issues that could occur with the proposed dense residential development around the Machickanee Flowage.
3. Town officials and recreation committee members should work with Oconto County and Oconto Falls School District to investigate the location and types of recreational facilities and trails needed in the future for all entities.
4. The town should continue to work with surrounding communities and Oconto County to ensure that public services provided are efficient, done so at a high level, and are cost-effective. As part of this, the town should continue to evaluate all mutual-aid agreements that are in place and evaluate any other potential opportunities.

5. Town officials should continue to work with the Abrams Sanitary District Board on how well the district will serve future development needs of the area.
6. The town should work with Oconto County and other local, state and federal agencies to minimize the impact of future development on open space and natural features.

Annual

1. Town officials should review on an annual basis the comprehensive plan, including land use trends, changes in demographics, and new county and state regulations and ordinances they impact the town's ability to implement their plan.
2. The town should continue to work cooperatively with Oconto County to update the Oconto County Zoning Ordinance in order to help work toward the vision statement set out in the *Town of Abrams 20-Year Comprehensive Plan*.
3. During preparation of the annual budget, the capital improvements portion of the town's budget should include an assessment of town functions, services, and properties to determine the need to add staff, decide the need for additional and/or ongoing staff training, invest in new technology, renovate or build new facilities, or buy equipment.
4. The town should participate in annual meetings with adjacent communities to discuss implementation of the individual comprehensive plans.
5. For reference and information purposes, Abrams should maintain and display annually updated maps of the town's natural features-wetlands; floodplains; lakes, rivers, and streams; woodlands; prime soils; and soils that comprise areas of steep slope.
6. Town officials should maintain contact with the Oconto County Historical Society to ensure the town's inventory of historically significant sites and buildings are properly noted and to potentially attract resources for the upgrade and promotion of these valuable assets.
7. Abrams should maintain its annual membership with the Wisconsin Towns Association as an important resource for information on issues that will impact the town.

Schedule 1 to 5 Years

1. The town, with the assistance of Oconto County, may want to explore developing plans and processes aimed at protecting the quality and quantity of the town's water resources. This could include, but is not limited to projects such as: developing a stormwater management plan; identifying and developing a plan to protect vital groundwater recharge areas; developing and enforcing erosion control measures; and the restoration of wetlands.
2. Abrams should work with Oconto County on the updating of the county's Farmland Preservation Plan, Outdoor Recreation Plan, and the implementation and maintenance of the Multi-Hazards Plan.
3. The town should survey the need for additional housing options to be located within the Town Center to better serve the people in that area.
4. Town officials should work with neighboring communities to establish a cohesive highway corridor development plan, which contains design features and construction materials.
5. Abrams officials should begin preparations on establishing a mixed-use industrial park on the southeast quadrant of the USH 141/41 and Sampson Road interchange.

VOLUME I - APPENDIX A
PUBLIC PARTICIPATION RESOLUTION

TOWN OF ABRAMS

RESOLUTION NO. 38

RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION PROCEDURES

WHEREAS, the Town of Abrams is preparing a Comprehensive Plan under Wis. Stats. 66.1001, and;

WHEREAS, the Town of Abrams may amend the Comprehensive Plan from time to time and;

WHEREAS, Wis Stats 66.1001 (4) requires a governing body of a local unit of government adopt written procedures designed to foster public participation in the adoption of amendment of a comprehensive plan and;

WHEREAS, the Town of Abrams has prepared and publicly reviewed such written procedures entitled Procedures for Public Participation for Adoption or Amendment of the Town of Abrams Comprehensive Plan;

NOW THEREFORE BE IT RESOLVED, the Town Board of Supervisors of the Town of Abrams officially adopts Procedures for Public Participation for adoption or Amendment of the Town of Abrams Comprehensive Plan.

Adopted this 14th day of September, 2006

Approved:

Joseph Reiland
Town Chairperson

Attest:

Roberta Schneider
Town Clerk



**Town of Abrams
Community Visioning Exercise Results
November 2007**

The question was asked of the Plan Commission members, if you left the Abrams for 10-20 years and then returned, what would you hope to see?

Members of the Plan Commission expressed their wishes below of what the Town of Abrams would like to see it in the year 2030 within each of the individual elements addressed in the comprehensive plan. This information was used to prepare a draft vision statement and a set of development strategies-goals, objectives, policies, and programs.

Natural and Cultural Resources:

- Public access to the river and walking trails
- Interconnected wooded areas from Nicolet Forest thru town
- Redevelopment of feed mill property into commercial/retail use
- Shared police service no constable
- Senior center with services and activities for elderly
- On-going preservation
- Promote tourism

Land Planning and Development:

- Clustered development and open space
- Pedestrian friendly walking and biking
- Village with complete zoning control
- Subdivision development with good layout plan
- Good development in sewer district
- Lot and parcel size the same
- Continue rural look
- Clustered development
- Interactive street layouts
- Pedestrian friendly
- Natural buffers for commercial development

Commerce and Industry:

- Grocery store x 2
- Bank
- Hardware store x 2
- Restaurant(s)
- East 41 Frontage Road area sewerred
- Redevelopment of feed mill property into retail use
- Completed development along highway
- Business in 2007 still operational
- Designated commercial corridor
- Pedestrian friendly
- Interactive streets
- Natural buffers
- Create industrial area or commercial district

Community Services:

- Continuing growth and development of Abrams Elementary
- Community center
- Ambulance station
- Water service
- Circuit court
- Larger fire station
- Theater for plays, concerts, etc.
- Expand sewer services
- Grow and maintain schools
- Mayor
- Medical clinics

Housing:

- One apartment building to 10 single family homes
- Two duplexes to every 10 single family homes
- Multi-family in designated areas
- Elderly housing

Transportation:

- Cross road connect to County E
- All roads with hike/bike lane
- Roads properly maintained
- Frontage roads on Highway 41
- Frontage roads on Highway 141
- Pedestrian friendly
- Narrower low speed in denser areas
- Bike paths/walking paths

Agriculture:

- Would like to see some farming remain
- No farmland lost
- Allow to co-exist with development
- Preserve agriculture lands with compensation

Recreation:

- Park use developed beyond baseball
- Walking/biking trails
- Key natural areas preserved/created and integrated with trail system
- Park no longer just baseball-diamond has variety of other sports or playground equipment
- Identify and promote opportunities
- Town acquisition of property for preservation

VOLUME I - APPENDIX C
INTERGOVERNMENTAL COOPERATION RESULTS

“Southern Cluster”

Intergovernmental Cooperation Workshop
April 16, 2008, County Courthouse

Land Use Issues and Conflicts/Positive Working Relationships

- Shared services (emergency-mutual aid)
- Extra territorial planning area between Oconto Falls and Stiles
- Trans-county and town agreements for road maintenance and snow plow
- Agreements for joint sanitary with Little Suamico and Pensaukee and Oconto (future)
- Cluster meetings – good source of information-education
- Learn more about shared emergency services (fire and rescue)-Chase
- Town of Lena – good fire mutual aid with neighbors – open to working with others
- Chase – like to have agreement with Pulaski to stop further annexation
- Mar-Oco landfill – good working relationship with Marinette County
- Good relationship between Village and Town of Lena – recycling facility
- Political climate – disagreement – how will this impact communities?
- Like to see farmland preservation – through ordinances and buffers to avoid nuisance lawsuits
- Shared fire services (Green Valley and Morgan) good relationship
- Powerline revenue from ATC (Morgan)
- Concerns about rapid growth in Chase and Abrams and its impact on Town of Morgan
- Huge opportunity between DNR and southern communities for cooperation in environmental protection
- Within Town of Little Suamico – good relationship between town departments
- Would like to see better enforcement of ordinances and conditional uses in commercial areas (Town of Little Suamico) – would benefit town residents to add more commercial - spread out tax base
- Town of Little Suamico – would like one location to locate town officials – make it easier for residents
- Benefit – place to bring hazardous wastes – more locations – more education on what to do with materials – more often have “clean sweeps” – rotate around the county
- Clean sweeps are expensive
- Cooperation between Village of Suamico and Little Suamico – start talks about border development and transportation issues related to that development – Brown Rd. Commercial opportunities
- Encourage Oconto County to do NEWS (National Emergency Management System)
- Emergency response – county has established evacuation procedures – EM Director continuing to work on plans and continue making location contacts
- Lots of lessons learned in emergency response from Riverview tornado
- County recently updated 911 system – has mutual aid with surrounding communities/ counties to help with disaster response
- Need for information on evacuation centers throughout county – where are they??
- Lots of support from entire county and surrounding communities/counties during tornado

- Suggestion that towns should work on having own emergency response plans to handle emergencies
- Coordination between county and local zoning
- ATC, fire department, ambulance
- Areas around us are being developed (Abrams and Chase) and could affect us
- Major residential development near Suamico/Little Suamico border and impact on transportation
- Commercial development at Brown Road exit
- NIMs compliance to match up with Suamico/Brown County
- Appointed person for economic development meetings
- Meet with adjoining municipality regarding extraterritorial land – initial verbal agreement
- Comprehensive zoning
- Potential conflict of town ordinances with county ordinances
- Subdivision road “connectivity” at edge matching
- Transportation: county/town agreements for road maintenance and snow plowing
- Economic Development: countywide and county funded OCEDC
- Solid waste: recycling county/town cooperation/operation - MAROCO Marinette and Oconto counties
- Extension: sharing of services with Oconto and Marinette
- Potential conflicts: \$, “turf issues”, state and local laws preventing cooperation, politics (sometimes the best political decision is not the best action), time, staff
- Recycling center – shared facilities
- Volunteer fire department, public services (Towns of Lena, Stiles, Spruce, Little River)
- Surrounding agricultural land (possibility of rezoning/annexation)
- Cooperation with Town of Pensaukee & DNR to develop boat launch facility on Pensaukee River
- General cooperative relationship between DNR and Oconto County Forest on resource material and recreation development
- Cooperative agreements between DNR and City of Oconto on management of Oconto Marsh
- Working relationship between WDNR, WDOT and Oconto Airport to deal with security issues
- Increased residential development can negatively impact important environmental features
- Increased recreational demands may lead to conflicts
- This region is extremely important environmentally and future development should be planned with that in mind
- Cooperation with Village of Suamico in providing park facilities
- Mutual aid agreements on wildland fire suppression between WDNR and many town and village fire departments
- Change in political party’s resulting in funding political resolution on path forward
- Better relationship with surrounding communities
- Discussion on mutual issues
- Development of Hwy 141 corridor
- Discussion on subdivisions that could later be annexed
- Sharing fire department , rescue squad, and recycling services
- Discussing concerns on established and possible incoming development

- Preserve farmland with necessary ordinances
- Support summer recreation programs
- Save agriculture farmland
- Shared services (fire)
- Keep water ways free (keep housing off water ways)
- Oconto – Marinette landfill (MAROCO) positive
- Positive: All work together, town and sanitary and planning
- No central government building results in communication barrier. Residents seeking information on planning, information being given, information not properly communicated to town planning
- Enforcement of ordinances and/or conditions on conditional use permits
- Initiatives/incentives for commercial to locate in town but yet, promote preservation of farmland – some type of incentive
- Promote recreational use along shore: swimming, hiking, preserve shoreline, limit development
- Concerned about Abrams and Chase residential development and the pressure it will put on the Town of Morgan’s development in terms of services provided
- Plan to develop with bordering town
- These cluster meetings are good to work together with other towns
- Sharing sanitary district services; Town of Oconto and Pensaukee – lack of number of clients
- Can’t get existing ordinances from our own town board. Lack of technology
- Mutual aid for department is a plus
- Prevent further annexing from village
- Places for rid of hazardous materials
- Fire protection with Little Suamico
- Industrial Parks
- The bordering issues have been working out real well
- We have been hearing from many people about the community ideas and values
- The availability of land in the present time is real tight and hard to get
- The grants for park and rec. are really hard to get. Most of it is based on promises, but not results
- Positive working relationship between the town and the Little Suamico Sanitary District – examples: ongoing communications, coordinated development review process
- Positive working relationship between the town and the Little Suamico Fire Department – examples: shared facilities, cooperative funding
- Mutual aid between area fire departments/districts
- Agreement with County Rescue Services for EMS – long term contract
- Positive working relationships with other southern Oconto County towns – examples: ongoing communication, comprehensive planning
- Positive working relationship with Oconto County – examples: coordinated development review process, road construction and road maintenance services, etc.
- Challenge of zoning ordinance enforcement through Oconto County – county and town both have limited resources
- Lack of capacity in the court system to properly prosecute zoning and other ordinance violations
- Potential for annexation of town land by the Village of Suamico over the long term
- Need for more dynamic county zoning ordinance to meet the town’s site planning and design review needs

Potential Resolutions

- Sharing of information between communities (e.g. meeting minutes)
- Informal get-togethers to share information between towns and county
- Information discussions between incorporated communities and towns re. extraterritorial planning areas
- Tri-county emergency services and new – meetings to share
- Inter and Intra communication
- Shared planning
- Standardized ordinances – consistency with county – remove duplication and unnecessary items
- Sharing information on troubles between neighbors – local Pow-wow's
- Locate funding sources – to continue these meetings and planning processes
- Communities place own ordinances on a website so public can access
- Get town websites out to public – make people aware that they are out there – also promote county websites – utilize newspapers to promote
- Opportunities to identify more park and ride locations – work with DOT – especially along highway 41 – also looking to improve amenities at existing sites (tie into transit, bike racks added)
- Put in bike/ped trails and other facilities when DOT does transportation projects to pre-empt development that will occur once highway in-trying to reduce number of cars on road or how far people have to drive
- More professional mapping to share community visions
- Officials should be open minded to new solutions and communicating with others
- Maintain and talk about shared goals that already exist
- Recognize value and importance of natural resources in Oconto County – resources are a “global treasure” – continue and work more on preserving
- Continue cooperation between towns and communities in training with government agencies (i.e. DNR and local fire) – lead to more successes
- Communication and cooperation
- Coordination between towns and county to find more efficient ways to implement and enforce ordinances – let county help as much as they can
- Allow comprehensive plans to guide decision making process at community and county level
- Work with county so they can help with enforcement of ordinances
- Cooperative agreement with other towns that border
- Area planning with bordering towns
- Ordinance for towns should be reviewed to see if the county already have – county can reinforce, town can not
- Sharing information on problems within the local neighboring, so we can work out the problems (local)
- Sewer conflicts with Little Suamico and Pulaski (village)
- Resolutions and ordinances need to be reviewed; brought up to date, clarified and not duplicate the county

- Joint planning with neighbor towns for police protection, court system and sewer district development
- Compare mapping with neighbor towns to avoid conflicts, i.e. home developments adjacent to farm or quarry operations
- Any transportation issues in the southern cluster? Provide 7 Park and Rides to encourage carpooling
- Reduce barrier of State Highways/bike/ped. Options in developing area
- Town of Abrams and Town of Pensaukee share monthly meeting minutes
- Town of Pensaukee website
- Sharing sanitary district with neighboring Little Suamico
- Attend surrounding meetings
- Buffer zones around farm operations
- Official mapping – good communication
- Area planning – stay aware of surrounding development
- Try to attend joint plan committee meetings
- Increase shared services (facilities – sewer/water – without annexation)
- Land acquisition for development. No room to developer offer to develop
- Communication of potential development along border between Suamico/Little Suamico. Residential and commercial potential for development plan (commercial and transportation)
- Mutual aid agreements between Little Suamico/Suamico. Encourage Little Suamico to begin or continue with NIMS compliance
- Ongoing meetings regarding ATC money. Meetings with Tim Magnin on emergency planning
- Keeping adjoining municipality aware of events concerning extraterritorial land
- Informal get-togethers with town/cities/village/county about all issues affecting local government. Learn more about what each other does. Possible solutions for problems.
- Incentives to create joint operations
- Reduce duplication of services – law enforcement, libraries (school and city both have)
- Standardization of ordinances/resolutions/services
- Get information out to residents such as website
- Expand the menu of county zoning districts to meet the needs of the town
- Create an option for site plan and design review through the county zoning ordinance
- Hire a shared clerk/administrator for the Towns of Little Suamico and Chase
- Based on the similar needs of their high-growth areas, work cooperatively with the Town of Chase to develop a consistent development review process and related regulations
- Develop a cooperative boundary agreement with the Village of Suamico and potentially include provisions for the shared delivery of sewer and water utilities
- Work cooperatively with the Village of Suamico, the Town of Abrams, Oconto County, and the WDOT to manage growth along the Highway 41 corridor



VOLUME I - APPENDIX D
LAND USE COMPARISONS 1994 & 2007

1994 TOWN OF ABRAMS DETAILED LAND USE

| CODE | LAND USE CLASSIFICATION | Acres |
|--------------|--|-----------------|
| 100 | RESIDENTIAL | |
| 110 | Single Family Residential | 461.5 |
| 180 | Mobile Homes | 74.2 |
| 199 | Vacant Residential | 5.7 |
| 200 | COMMERCIAL | |
| 210 | Retail Sales | 23.9 |
| 250 | Retail Services | 1.6 |
| 299 | Vacant Commercial | 0.5 |
| 300 | INDUSTRIAL | |
| 360 | Extractive | 31.5 |
| 380 | Storage | 2.2 |
| 382 | Enclosed | 40.0 |
| 400 | TRANSPORTATION | |
| 411 | Federal Highways | 25.7 |
| 414 | Local Streets and Roads | 186.2 |
| 417 | Off-Street Parking | 9.5 |
| 440 | Railroad | 1.9 |
| 500 | COMMUNICATION/UTILITIES | |
| 546 | Radio/Television Transmission Towers | 1.1 |
| 580 | Waste Processing/Disposal/Recycling | 1.0 |
| 600 | INSTITUTIONAL/GOVERNMENTAL FACILITIES | |
| 611 | Administrative Buildings | 0.2 |
| 614 | Municipal Garage | 0.6 |
| 631 | Police/Fire Stations | 0.5 |
| 642 | Primary Schools | 1.9 |
| 691 | Churches/Temples/Synagogues | 1.2 |
| 700 | OUTDOOR RECREATION | |
| 731 | Campgrounds | 1.3 |
| 735 | Lawns/Yards | 129.8 |
| 736 | Parks | 4.4 |
| 751 | Athletic Fields | 2.3 |
| 781 | Golf Courses | 109.0 |
| 800 | AGRICULTURE/SILVICULTURE | |
| 805 | Open Space | 1458 |
| 810 | Croplands/Pastures | 5,543.5 |
| 850 | Animal Husbandry | 1.6 |
| 870 | Farm Buildings/Accessories | 76.9 |
| 899 | Other Open Space | 2.6 |
| 900 | NATURAL AREAS | |
| 911 | Lakes | 23.3 |
| 912 | Reservoirs and Ponds | 23.2 |
| 913 | Rivers/Streams | 40.4 |
| 951 | Woodlands | 15,606.7 |
| 952 | Wetlands | 100.2 |
| TOTAL | | 23,994.1 |

2007 TOWN OF ABRAMS DETAILED LAND USE

| CODE | LAND USE CLASSIFICATION | ACRES |
|--------------|---|-----------------|
| 100 | RESIDENTIAL | |
| 110 | Single Family Residential | 923.8 |
| 111 | Single Family Residential Garage | 45.0 |
| 180 | Mobile Homes | 21.4 |
| 199 | Vacant Residence | 0.6 |
| 200 | COMMERCIAL | |
| 210 | Retail Sales | 75.3 |
| 250 | Retail Services | 14.0 |
| 299 | Vacant Commercial | 3.9 |
| 300 | INDUSTRIAL | |
| 310 | Manufacturing | 1.38 |
| 360 | Extractive | 63.96 |
| 382 | Enclosed Storage | 3.7 |
| 400 | TRANSPORTATION | |
| 410 | Roadways | 239.5 |
| 417 | Off-Street Parking | 4.0 |
| 500 | COMMUNICATION/UTILITIES | |
| 542 | Electric Power Substations | 0.2 |
| 546 | Radio/Television Transmission Towers/Antennas | 2.2 |
| 556 | Liquid Fuel Substations | 0.5 |
| 580 | Waste Processing/Disposal/Recycling | 1.2 |
| 586 | Auto salvage/Recycling/Disposals | 0.1 |
| 600 | INSTITUTIONAL/GOVERNMENTAL FACILITIES | |
| 611 | Administrative Buildings | 0.3 |
| 612 | Post Office | 0.5 |
| 614 | Municipal Garages | 0.4 |
| 631 | Police/Fire Stations/Offices | 0.5 |
| 642 | Primary Schools | 7.4 |
| 663 | Clinics | 0.2 |
| 680 | Assembly Institutions/Government Facilities | 2.6 |
| 691 | Churches/Temples/Synagogues | 3.1 |
| 700 | OUTDOOR RECREATION | |
| 736 | Parks/Parkways/Forest-Related Picnic Areas | 0.6 |
| 741 | Playfields/Ball Diamonds/Volleyball Courts | 8.3 |
| 747 | Trails | 62.3 |
| 751 | Boat Launching Sites/Areas | 5.7 |
| 761 | Golf Courses | 171.6 |
| 762 | Golf Driving Ranges | 112.3 |
| 768 | Hunting Preserves | 4.5 |
| 800 | AGRICULTURE/SILVICULTURE | |
| 805 | Open Space | 11.5 |
| 810 | Croplands/Pastures | 4,933.9 |
| 850 | Animal Husbandry | 1.5 |
| 870 | Farm Buildings/Accessories | 143.4 |
| 900 | NATURAL AREAS | |
| 912 | Reservoirs and Ponds | 163.1 |
| 913 | Rivers and Streams | 78.3 |
| 950 | Other Natural Areas | 876.1 |
| 951 | Woodlands | 16,012.5 |
| TOTAL | | 24,001.4 |

VOLUME I - APPENDIX E
GLOSSARY OF TERMS

Planning and Zoning Definitions

- Alley:** a permanently reserved public or private secondary means of access to an abutting property.
- Accessory Structure:** a detached subordinate structure located on the same lot as and incidental to the principal structure.
- Accessory Use:** a use incidental to and on the same lot as a principal use. *See also* “accessory structure” and “principal building”.
- Acre:** a unit of area used in land measurement and equal to 43,560 square feet. This is approximately equivalent to 4,840 square yards, 160 square rods, 0.405 hectares, and 4,047 square meters.
- Adaptive Reuse:** the conversion of obsolescent or historic buildings from their original or most recent use to a new use.
- Adequate Public Facilities Ordinance (APFO):** an ordinance that ties development approvals to the availability and adequacy of public facilities. Adequate public facilities are those facilities relating to roads, sewer systems, schools, and water supply and distribution systems.
- Administrative Appeal (Appeal):** a quasi- judicial* process before the local zoning board to review a contested ordinance interpretation or an order of an administrative zoning official.
- Adverse Impact:** a negative consequence to the physical, social, or economic environment.
- Aesthetic Zoning:** the regulation of building or site design to achieve a desirable appearance.
- Affordable Housing:** housing that has its mortgage, amortization, taxes, insurance, and condominium and association fees constituting no more than 30% of the gross household income per housing unit. If the unit is rental, then the rent and utilities constitute no more than 30% of the gross household income per rental unit. *See s. COMM 202.01, Wis. Admin. Code.*
- Agriculture:** the use of land for farming, dairying, pasturage, apiculture (bees), aquaculture (fish, mussels), horticulture, floriculture, viticulture (grapes), or animal and poultry husbandry; this includes the necessary accessory uses for packing, treating, or storing the produce from these activities. *See also* ss. 30.40(1) and 91.01(1), *Wis. Stats* .
- Agricultural Conservation Easement:** conservation easements that restrict specifically farmland from development or specified farming practices and give farmers income, property, and estate tax reductions.
- Agricultural Protection Zoning:** a method for protecting agricultural land use by stipulating minimum lot sizes or limitations on non- farm use.
- Air Rights:** the ownership or control of all land, property, and that area of space at and above it at a height that is reasonably necessary or legally required for the full use over the ground surface of land used for railroad or expressway purposes.
- Amendment:** a local legislative act changing a zoning ordinance to make alterations, to correct errors, or to clarify the zoning ordinance. A class 2 notice must be published and a public hearing must be held before a county board may adopt a proposed amendment. *See s. 59.69, Wis. Stats.*
- Amenities:** features that add to the attractive appearance of a development, such as underground utilities, buffer zones, or landscaping.
- Americans with Disabilities Act (ADA):** a congressional law passed in 1990, which provides a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities as well as clear, strong, consistent, enforceable standards addressing discrimination against individuals with disabilities.
- Amortization:** a method of eliminating nonconforming uses (usually minor structures) by requiring the termination of the nonconforming use after a specified period of time, which is generally based on the rate of economic depreciation of the use or structure.
- Annexation:** the process of incorporating an area of land in a township into a municipality. *See* ch. 66, subch. II, *Wis. Stats.*
- Appellate Body:** a body authorized to review the judgments made by administrative officers. For example, a board of adjustment hears appeals of the decisions of a county zoning administrator.
- Aquatic and Terrestrial Resources Inventory (ATRI):** a public and private partnership to gather, link, and make available data used for decisions affecting Wisconsin’s landscape; a systematic and comprehensive information management system developed by the Wisconsin DNR to improve environmental and resource management decisions.
- Aquifer:** a geologic formation, usually comprised of saturated sands, gravel, and cavernous and vesicular rock, that carries water in sufficient quantity for drinking and other uses.
- Aquifer Recharge Area:** the surface area through which precipitation passes to replenish subsurface water bearing strata of permeable rock, gravel, or sand.
- Architectural Control/ Review:** regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the historic character or general style of surrounding areas.
- Area Variance (Variance):** the relaxation of a dimensional standard in a zoning ordinance decided by a local zoning board. *See* ss.59.69, 60.61, 60.62 and 62.23, *Wis. Stats* .
- Arterial:** a major street, which is normally controlled by traffic signs and signals, carrying a large volume of through traffic.
- Bargain Sale:** the sale of land (to a conservation organization, for example) at less than market value.

- Base Flood:** a flood that has a one percent chance of being equaled or exceeded in any give year, commonly called a 100- year flood. *See also “floodplain”.*
- Benchmark:** a performance- monitoring standard that allows a local government to periodically measure the progress of a local comprehensive plan’s goals and policies; also, a fixed and recorded elevation point from which another, relative elevation can be surveyed.
- Berm:** A low earthen ridge constructed as a landscaping feature or to direct runoff or deflect noise.
- Best Management Practices (BMPs):** the conservation measures and management practices intended to lessen or avoid a development’s impact on surrounding land and water.
- Billboard:** a sign that identifies or communicates a message related to an activity conducted, a service rendered, or a commodity sold at a location other than where the sign is located.
- Block:** a unit of land or contiguous lots or parcels bounded by a roadway or other barrier.
- Board of Appeals/ Board of Adjustment (BOA):** a board of appointed individuals that hears appeals on variances and exceptions. Board of Appeals applies to cities, villages, and towns, whereas Board of Adjustment applies to counties.
- Brownfields:** lands contaminated by spills or leaks and that are perceived to be unsuitable for future development due to its hazardous nature or owner liability concerns.
- Buffer Area:** an area separating two incompatible types of development or a development and sensitive natural resources.
- Build Out:** the maximum, theoretical development of land as permitted under zoning regulations.
- Build Out Analysis:** a projection, based on the maximum, theoretical development of all lands, of the impact of a community’s cumulative growth.
- Building Coverage:** *See “lot coverage”.*
- Building Line:** the line parallel to the street line that passes through the point of the principal building nearest the front lot line.
- Building Scale:** the relationship between the volume of a building and its surroundings, including the width of street, amount of open space, and volume of surrounding buildings. Volume is determined by the three- dimensional bulk (height, width, and depth) of a structure.
- Bulk Regulations:** standards that establish the maximum size of structures on a lot and the location where a building can be, including coverage, setbacks, height, impervious surface ratio, floor area ratio, and yard requirements.
- Bundle of Rights Concept of Property:** *See “rights”.*
- Business Improvement Districts (BID):** an area within a municipality consisting of contiguous parcels subject to general real- estate taxes other than railroad rights- of- way and that may include railroad rights- of- way, rivers, or highways continuously bounded by the parcels on at least one side. *See s. 66.1109(1)(b), Wis. Stats.*
- Business Incubator:** retail or industrial space, which may offer shared or subsidized management support such as information and advice on regulations, advertising, promotion, marketing, inventory, labor relations, and finances and facility support such as clerical staff, security, electronic equipment, and building maintenance that is affordable to new, low profit- margin businesses.
- By Right:** a use that complies with all zoning regulations and other applicable ordinances and that is permitted without the consent of a review board.
- Capital Improvement:** a physical asset that is large in scale or high in cost.
- Capital Improvements Plan/ Capital Improvements Program (CIP):** a city’s or county’s proposal of all future development projects and their respective cost estimates listed according to priority.
- Capital Improvement Programming/ Capital Improvement Planning:** the scheduling of budgetary expenditures for infrastructure to guide and pace development.
- Carrying Capacity Analysis:** an assessment of a natural resource’s or system’s ability to accommodate development or use without significant degradation.
- Census:** The census of population and housing, taken by the U.S. Census Bureau in years ending in 0 (zero). Article I of the Constitution requires that a census be taken every ten years for the purpose of reapportioning the U.S. House of Representatives.
- Census Tract:** a relatively permanent county subdivision delineated to present census data.
- Central Business District (CBD):** the primary, downtown commercial center of a city.
- Certificate of Appropriateness:** a permit issued by a historic preservation review board* approving the demolition, relocation, or new construction in a historic district.
- Certificate of Compliance:** an official document declaring that a structure or use complies with permit specifications, building codes, or zoning ordinances.
- Cesspool:** a buried chamber such as a metal tank, perforated concrete vault, or covered excavation that receives wastewater or sanitary sewage to be collected or discharged to the surrounding soil.

City: an incorporated municipality. Cities are divided into the four following classes for administration and the exercise of corporate powers:

- a) Cities of 150,000 population and over- 1st class cities
- b) Cities of 39,000 and less than 150,000 population- 2nd class cities.
- c) Cities of 10,000 and less than 39,000 population- 3rd class cities.
- d) Cities of less than 10,000 population- 4th class cities.

See ch. 62, Wis. Stats.

Clear Zone: an area within a roadway right- of- way that is free of any obstructions, thus providing emergency vehicle access.

Closed (Executive) Session: a governmental meeting or portion closed to everyone but its members and members of its parent body for purposes specified in state law. Governmental meetings are subject to Wisconsin’s ‘Open Meetings Law.’ *See s.19.81- 19.98, Wis. Stats .*

Cluster Development Zoning (Clustering): concentrating the total allowable dwelling units on a tract of land into higher densities on a smaller portion of the tract, leaving the remaining land as open space. For example, in a five- acre minimum lot zoned area, 10 units would be constructed on 50 acres; however, 10 units could also be ‘clustered’ on 20 acres (allowing minimum two- acre lots), leaving the remaining 30 acres as common open space.

Collector: a street designed to carry a moderate volume of traffic from local streets to arterial* streets or from arterial streets to arterial streets.

Combination Zones: a zone that is placed over another, now underlying zone and that adds or replaces existing requirements of the underlying zone.

Commercial District: a zoning area designated for community services, general business, interchange of services, and commercial recreation.

Common Open Space: squares, greens, parks, or green belts intended for the common use of residents.

Community Development Block Grant (CDBG): a grant program administered by the U.S. Department of Housing and Urban Development (HUD), the state departments of Administration and Commerce, and the Wisconsin Housing and Economic Development Authority (WHEDA) that provides money for community rehabilitation and development. *See s.16.358 and 560.045, Wis. Stats.*

Community Development Zone: Zones meeting certain requirements and designated by the state Department of Commerce for the purpose of administering tax benefits designed to encourage private investment and to improve both the quality and quantity of employment opportunities. The Community Development Zone Program has more than \$38 million in tax benefits available to assist businesses that meet certain requirements and are located or willing to locate in one of Wisconsin’s 21 community development zones. *See s.560.70, Wis. Stats. See also “enterprise development zone”.*

Community of Place: *See “sense of place”.*

Comprehensive Plan: a county development plan or city, village, town, or regional planning commission master plan prepared under and meeting the content requirements outlined in s.66.1001, *Wis. Stats.* Comprehensive plans provide a vision and general idea of how land should be used to assure public health, safety, and welfare.

Concurrency Management System: the process used to determine that needed public services are concurrent with a development’s impacts.

Concurrency Test: an analysis of public facilities’ ability to accommodate a development; in other words, adequate capacity of facilities must precede or be concurrent with a development’s demand.

Conditional Use: a land use, construction activity, or structural development, which must be tailored to the site conditions and adjacent property uses through a public and technical review process, that is listed as a conditional use in a zoning district.

Conditional Use Permit: a permit issued by a zoning administrator, if the applicant meets certain additional requirements, allowing a use other than a principally permitted use.

Conditional Zoning: special conditions an owner must meet in order to qualify for a change in a zoning district designation.

Condominium: real estate and improvements where portions are designated for separate ownership and the remainder for common ownership. *See s.703.02, Wis. Stat .*

Congestion Mitigation and Air Quality Program (CMAQ): a program under the U.S. Department of Transportation intended to fund transportation projects and programs in non- attainment and maintenance areas that reduce transportation- related emissions.

Conservation Areas: environmentally sensitive and valuable lands protected from any activity that would significantly alter their ecological integrity, balance, or character except in cases of overriding public interest.

Conservation Development Zoning: a type of cluster development zoning that emphasizes a planned unit development for preserving open space, wetlands, natural landscaping, floodplains, or other prioritized resources as well as for preventing stormwater runoff.

- Conservation Easement:** a recorded legal agreement between a landowner and a qualified conservation agency that transfers development rights from the owner to the agency to protect natural or historic features. *See s. 700.40, Wis. Stats.*
- Conservation Reserve Program:** a federal Department of Agriculture program that pays farmers to convert ‘erodible’ cropland into vegetative cover.
- Consolidated Metropolitan Statistical Area (CMSA):** a statistical area defined by the U.S. Census; a large metropolitan statistical area with a population of one million or more that includes one or more primary metropolitan statistical areas (PMSA). *See also “metropolitan statistical area” and “primary metropolitan statistical area” in this category.*
- Contested Case:** a hearing similar to a court proceeding where parties have a right to review and object to evidence and cross-examine witnesses who testify.
- Contiguous Properties:** properties sharing a property line.
- Cooperative Agreement:** an agreement between two or more organizations to share in the financing or managing of a property, providing of services, or some other joint venture. *Also see ss. 66.0307, 150.84, and 299.80, Wis. Stats. for specific examples of authorized agreements .*
- County:** a political subdivision of the state. Counties are delineated in ch. 2, *Wis. Stats.* Wisconsin has 72 counties. *See ch. 59, Wis. Stats.*
- cul de sac :** a circular end to a local street [*French* , “bottom of the bag”]
- Dedication:** the transfer of property from private to public ownership.
- Deed Restriction:** a limitation, which is recorded with the county register of deeds and to which subsequent owners are bound, on development, maintenance, or use of a property.
- Design Guideline:** an activity standard that preserves the historic or architectural character of a site or building.
- Design Review/ Control:** an aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development’s impact on a community
- Design Standards:** criteria requiring specific dimensional standards or construction techniques. *See also “performance standards”.*
- Detachment:** the transposition of land from a municipality back into a township. *See s. 66.0227, Wis. Stats.*
- Developer:** a person or company that coordinates the ownership, financing, designing, and other activities necessary for the construction of infrastructure or improvements.
- Development:** an artificial change to real estate, including construction, placement of structures, excavation, grading, and paving.
- Development Values:** the economic worth of land based upon the fair market price after residential, commercial, or industrial structures have been added.
- District:** a part, zone, or geographic area within the municipality where certain zoning or development regulations apply.
- Down Zoning:** a change in zoning classification that permits development that is less dense, intense, or restrictive. *See also “up zoning”.*
- Dwelling Unit:** the space in a building that comprises the living facilities for one family. *See also “multifamily,” “single-family attached,” and “single-family detached dwelling”.*
- Easement:** written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose. *See also “conservation easement”.*
- Ecological Impact:** a change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.
- Economic Unit:** units of land that, although they may be separated from one another physically, are considered one economically.
- Eminent Domain:** the right of a government unit to take private property for public use with appropriate compensation to the owner. *See ch. 32, Wis. Stats .*
- Enabling Act:** legislation authorizing a government agency to do something that was previously forbidden. *See also “takings”.*
- Enterprise Development Zone:** zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is “site specific,” applying to only one business, and is eligible for a maximum of \$3.0 million in tax credits. The department can designate up to 79 zones, which can each exist for up to seven years. The department is allowed to vary zone benefits to encourage projects in areas of high distress. *See s.560.70, Wis. Stats. See also “community development zone”.*
- Environmental Corridors:** linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.

- Environmental Impact Ordinance:** a local legislative act requiring an assessment of the potential harmful environmental effects of a pending development so that steps to prevent damage can be taken.
- Environmental Impact Report (EIR):** a report that assesses an area’s environmental characteristics and then determines the impact that a proposed development will have.
- Environmental Impact Statement (EIS):** a statement prepared under the National Environmental Policy Act (NEPA) or Wisconsin Environmental Policy Act (WEPA) predicting the impacts a proposed government action is likely to have on the environment and describing the affected environment and the alternative actions considered. *See* s.1.11, *Wis. Stats.*, P.L.91-190, 42 USC 4331, NR 150, *Wis. Admin. Code*.
- Environmental Nodes:** discrete, inherently non- linear areas of natural resources that are sometimes isolated from areas with similar resource features. Planning objectives often include linking environmental nodes.
- Environmentally Sensitive Areas:** areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.
- Esplanade:** waterfront area intended for public use.
- Estate Management Strategies:** strategies enacted during a landowner’s lifetime or upon her death to help preserve family lands and farms.
- Ex parte Contact:** communication, which is normally prohibited, with a decision maker in a quasi- judicial proceeding, which is not part of a public hearing or the official record in a matter.
- Exactions:** compensation, which may take the form of facilities, land, or an actual dollar amount, that a community requires from a developer as condition of the approval of a proposed development project. Exactions may be incorporated into the community’s zoning code or negotiated on a project- by- project basis; but, they must reflect the type and extent of the expected adverse impacts of the development.
- Executive Session:** *See “closed session”.*
- Extraterritorial Zoning:** a local government’s authority to zone areas outside its boundaries. Under Wisconsin law, the extraterritorial zone for 1st, 2nd, and 3rd class cities extends 3 miles beyond the corporate limits. The limit extends 1½ miles beyond the municipal boundary for 4th class cities and villages. *See* s.62.23(7a), *Wis. Stats.*
- Exurban Area:** the area beyond a city’s suburbs.
- Fee Simple Acquisition:** the purchase of property via cash payment.
- Fee Simple Interest in Property:** absolute ownership of and with unrestricted rights of disposition to land. This describes the possession of all rights to property except those reserved to the state. *See “rights”.*
- Fiscal Impact Analysis:** the projection of the costs and benefits of additional or new facilities, rentals, or remodeling of existing facilities, including data relative to increased instructional, administrative, maintenance, and energy costs and costs for new or replacement equipment.
- Fiscal Impact Report:** a report projecting the costs and revenues that will result from a proposed development.
- Floating Zone:** an unmapped zoning district that is described in ordinance and on the zoning map only when an application for development is approved.
- Floodplains:** land that has been or may be covered by flood water during a ‘regional flood’ as is defined in NR 116, *Wis. Adm. Code*. The floodplain includes the floodway and floodfringe, and is commonly referred to as the 100- year floodplain.
- *Floodfringe:* that portion outside of the floodway covered by water during a regional flood.
This term is generally associated with standing water, but may under local floodplain zoning ordinances, be developed for specified purposes if development is protected from flooding.
 - *Floodway:* the channel of a river or stream and those portions of the floodplain adjoining the channel required to discharge a regional flood.
This term is generally associated with flowing water and is required by local floodplain zoning ordinances to remain undeveloped and free of obstructions. *See also “base flood”.*
- Forest Crop Law:** a program enacted in 1927 that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to make an acreage share payment or a state contribution. Under the program, land is taxed at a constant annual rate while its timber is taxed after harvest. Entries into the FCL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See* ch. 70, *Wis. Stats.*
- Front Lot Line:** the lot line separating an interior lot from the street, or the shortest lot line of a corner lot to a street.
- Gentrification:** the resettlement of low and moderate- income urban neighborhoods by middle and high- income professionals.
- Geographic Information System (GIS):** computer technology, tools, databases, and applications that provide spatial (geographic) data management, analysis, and mapping capabilities to support policy evaluation, decision- making, and program operations.

- Geologic Review:** an analysis of geologic features on a site, including hazards such as seismic hazards, surface ruptures, liquefaction, landslides, mud slides, erosion, and sedimentation.
- Gift Credit:** a dollar or in-kind matching amount (labor, supplies, land donation, etc.) required to secure funds for a development.
- Global Positioning System (GPS):** a computerized tool for determining longitudinal and latitudinal coordinates through the use of multiple orbiting satellites.
- Green Spaces:** *See* “open spaces”.
- Group Quarters:** The group quarters population includes all people not living in households. Two general categories of people in group quarters are recognized: (1) the institutionalized population and (2) the noninstitutionalized population.
- Growth Management:** the pacing of the rate or controlling of the location of development via law enactment to manage a community’s growth.
- Growth Trend Series:** In a growth series, the starting value is multiplied by the step value to get the next value in the series. The resulting product and each subsequent product is then multiplied by the step value.
- Hamlet:** a predominantly rural, residential settlement that compactly accommodates development.
- Hamlet Lot:** a small residential lot in a contiguous group with adjacent and fronting lots oriented toward each other in some ordered geometric way and forming a boundary with the surrounding countryside.
- Hazardous Substance:** any substance or combination of substances, including solid, semisolid, liquid or gaseous wastes, which may cause or significantly contribute to an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or which may pose a substantial present or potential hazard to human health or the environment because of its quantity, concentration, or physical, chemical, or infectious characteristics. This term includes irritants, strong sensitizers, explosives, and substances that are toxic, corrosive, or flammable. *See* s.292.01(5), *Wis. Stats.*
- Heavy Industry:** the basic processing and manufacturing of products from raw materials; or, a use engaged in the storage or manufacturing processes using flammable or explosive materials or those that potentially involve offensive conditions. *See also* “light industry”.
- Highly Erodible Soils:** soils highly susceptible to erosion as determined by an equation that considers soil type, slope, and amount of rainfall but does not consider current land management or vegetative cover. These soils are often identified in county soil survey books.
- Historic Area:** an area designated by an authority, having buildings or places that are important because of their historical architecture or relationship to a related park or square or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.
- Historic Preservation:** the research, protection, restoration, and rehabilitation of historic properties.
- Historic Property:** a building, structure, object, district, area, or site, whether on or beneath the surface of land or water, that is significant in the history, prehistory, architecture, archaeology, or culture of Wisconsin, its rural and urban communities, or the nation. *See* s.44.31(3), *Wis. Stats.* *See* s.13.48(1m)(a), *Wis. Stats.*
- Homeowner’s Association:** a nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.
- Home Rule:** constitutional provisions in some states that give local units of government substantial autonomy. Wisconsin is a “strong” home rule state.
- Incorporation:** orderly and uniform development of territory from town to incorporated status. *See* ch. 66, subch. II, *Wis. Stats.*
- Impact Fees:** cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community’s costs resulting from a development. *See* s. 66.0617, *Wis. Stats.*
- Impervious Surface:** a ground cover such as cement, asphalt, or packed clay or rock through which water cannot penetrate; this leads to increases in the amount and velocity of runoff and corresponds to increases in soil erosion and nutrient transport.
- Improvements:** the actions taken to prepare land, including clearing, building infrastructure such as roads and waterlines, constructing homes or buildings, and adding amenities.
- Incentive Zoning:** the granting of additional development possibilities to a developer because of the developer’s provision of a public benefit.
- Industrial District:** a district designated as manufacturing, research and development, or industrial park.
- Infill:** the development of the last remaining lots in an existing developed area, the new development within an area already served by existing infrastructure and services, or the reuse of already developed, but vacant properties. *See also* “redevelopment”.
- Infrastructure:** public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, and other public services.

- Installment Sale:** a real estate transaction in which the landowner and the recipient negotiate terms for the property to be transferred over an extended period of time rather than all at once.
- Institutionalized Population:** The institutionalized population includes people under formally authorized, supervised care or custody in institutions at the time of enumeration; such as correctional institutions, nursing homes, and juvenile institutions.
- Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA):** a federal transportation act that authorized the first 23 “high priority corridors” of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.
- Intelligent Transportation System (ITS):** a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.
- Interim Zone of Influence:** a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.
- Interim Zone/ Development Controls:** See “moratorium”.
- Judicial Appeal:** the review of a local zoning decision by the state judicial system.
- Land:** soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.
- Land Banking:** the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.
- Land Exchange:** a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.
- Land use Intensity System (LUI):** a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.
- Land use Inventory:** a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.
- Land use Plan:** the element of a comprehensive plan that designates and justifies the future use or reuse of land. See s.66.1001, *Wis. Stats.*
- Landfill:** a disposal facility for solid wastes. See ch.289, *Wis. Stats.*
- Land Trust:** a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.
- Large- Lot Zoning:** a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.
- Leapfrog Development:** new development separated from existing development by substantial vacant land.
- Leaseback:** See “purchase/ leaseback”.
- Level of Service (LOS):** a measurement of the quantity and quality of public facilities.
- Light Industry:** the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. See also “heavy industry”.
- Limited Development:** the development of one portion of a property to finance the protection of another portion.
- Linear Trend Series:** In a linear series, the step value, or the difference between the first and next value in the series, is added to the starting value and then added to each subsequent value.
- Lot:** a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. See also “through lot”.
- Lot Area:** the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.
- Lot Averaging:** the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.
- Lot- by- Lot Development:** a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.
- Lot Coverage:** the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.
- Lot Depth:** the average horizontal distance between the front and rear lot lines.
- Lot Line:** the property lines at the perimeter of a lot.
- Lot Width:** the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.

LULU: a locally unwanted land use. *See also* “NIMBY,” “NIABY,” and “NIMTOO”.

Main Street Program: a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.

Managed Forest Law: a law enacted in 1985, replacing the Forest Crop Law and Woodland Tax Law, that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to pay an annual acreage payment, a state contribution, a yield tax, or a withdrawal penalty. Landowners have the option to choose a 25 or 50 year contract period. Enrollment is open to all private landowners owning ten or more acres of woodlands. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law (FCL), Woodland Tax Law (WTL), and Managed Forest Law (MFL). *See ch. 70, Wis. Stats.*

Manufactured Housing: a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See* 42 USC 5401 to 5425 and ch.409, *Wis. Stats.*

Map: a drawing or other representation that portrays the spatial distribution of the geographic, topographic, or other physical features of an area.

Median age: The midpoint age that separates the younger half of a population from the older half.

Metropolitan Statistical Area (MSA): a statistical area defined by the U.S. Census; a freestanding metropolitan area (i.e. an area with a minimum population of 50,000 and adjacent communities with a high degree of economic and social integration) or a Census Bureau defined urbanized area with a population of 100,000 or greater (75,000 in New England), not closely associated with other metropolitan areas. Nonmetropolitan counties surround these areas typically. *See also* “consolidated metropolitan statistical area” and “primary metropolitan statistical area”.

Mini- Lot Development: a development containing lots that do not meet the minimum size or other requirements.

Mitigation: the process of compensating for the damages or adverse impacts of a development.

Mitigation Plan: imposed development conditions intended to compensate for the adverse impacts of the development.

Mixed- Use Development: a development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.

Modernization: the upgrading of existing facilities to increase the input or output, update technology, or lower the unit cost of the operation.

Moratorium: a temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.

Multifamily Dwelling: a building or portion occupied by three or more families living independently of each other.

Multimodal Transportation: an integrated network of various transportation modes, including pedestrian, bicycle, automobile, mass transit, railroads, harbors, and airports.

Municipality: a city, village, town, or other unit of local government. The application of this term varies and it often has specific legal meanings.

National Environmental Policy Act (NEPA): a congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision- making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law. The act also established the Council on Environmental Quality. *See* P.L. 91- 190, 42 U.S.C. 4321- 4347. *See also* “environmental impact statement” and “Wisconsin Environmental Policy Act (WEPA)”.

National Register of Historic Places in Wisconsin: places in Wisconsin that are listed on the national register of historic places maintained by the U.S. Department of the Interior, National Park Service.

Neighborhood Plan: a plan that provides specific design or property- use regulations in a particular neighborhood or district.

Neighborhood Unit: the model for American suburban development after World War II based around the elementary school with other community facilities located at its center and arterial streets at its perimeter.

Neotraditional Development: a land- use approach that promotes neighborhoods with a variety of housing and architectural types, a central gathering point, and interconnecting streets, alleys, and boulevards edged with greenbelts.* *See also* “New Urbanism” and “smart growth”.

Net Acre: an acre of land excluding street rights- of- way* and other publicly dedicated improvements such as parks, open space, and stormwater detention and retention facilities.

New Urbanism: an approach to development that includes the reintegration of components such as housing, employment, retail, and public facilities into compact, pedestrian- friendly neighborhoods linked by mass transit. *See also* “Neotraditional development” and “smart growth”.

- NIABY:** Not in anyone’s backyard. *See also “LULU,” “NIMBY,” and “NIMTOO”.*
- NIMBY:** Not in my backyard. *See also “LULU,” “NIABY,” and “NIMTOO”.*
- NIMTOO:** Not in my term of office. *See also “LULU,” “NIMBY,” and “NIABY”.*
- Nonconforming Activity:** an activity that is not permitted under the zoning regulations or does not conform to off- street parking, loading requirements, or performance standards.
- Nonconforming Building:** any building that does not meet the limitations on building size or location on a lot for its use and district.
- Nonconforming by Dimension:** a building, structure, or parcel of land that is not compliant with the dimensional regulations of the zoning code.
- Nonconforming Lot:** a use or activity which lawfully existed prior to the adoption, revision, or amendment of an ordinance but that fails to conform to the current ordinance.
- Nonconforming Use:** a use (or structure) that lawfully existed prior to the adoption or amendment of an ordinance but that fails to conform to the standards of the current zoning ordinance.
- Noncontributing Building:** a building or structure that does not add to the historic architecture or association or cultural values of the area.
- Noninstitutionalized Population:** The noninstitutionalized population includes all people who live in group quarters other than institutions, such as college dormitories, military quarters, and group homes. Also, included are staff residing at institutional group quarters.
- North American Industry Classification System (NAICS):** a classification system developed by the United States, Canada, and Mexico to provide comparable industrial production statistics collected and published in the three countries. The NAICS replaces the Standard Industrial Classification (SIC) system and provides for increased comparability with the International Standard Industrial Classification (ISIC) system developed and maintained by the United Nations. *See also “Standard Industrial Classification (SIC)”.*
- Office Park:** a large tract that has been planned and developed as an integrated facility for a number of separate office buildings and that considers circulation, parking, utilities, and compatibility.
- One-Unit, Attached:** This is a 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.
- One-Unit, Detached:** This is a 1-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes or trailers to which one or more permanent rooms have been added or built also are included.
- Open Session:** a meeting that is in accordance with Wisconsin’s ‘Open Meetings Law.’ *See s.19.85- 19.98, Wis. Stats .*
- Open (Green) Spaces:** a substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. *See also “common open spaces”.*
- Ordinance:** a local law; a legislative enactment of a local governing body.
- Orthophoto Quad:** an aerial photograph that has been adjusted, via the correcting of distortions and inaccuracies due to plane tilt, elevation differences, or the curvature of the earth’s surface, to reflect as accurately as possible the actual topography of the earth’s surface.
- Outright Donation:** the donation of land to a unit of government or a qualified charitable land conservation management organization.
- Outright purchase:** the acquisition of land for the benefit of the public.
- Overlay Zone:** an additional land use or zoning requirement that modifies the basic requirements of the underlying designation.
- Parcel:** *See “lot”.*
- Pedestrian Friendly:** a development that is primarily accessible to pedestrians rather than automobiles and with an emphasis on street sidewalks rather than parking.
- Performance Standards:** general criteria established to limit the impact of land uses or development. *See also “design standards”.*
- Pervious Surface:** a ground cover through which water can penetrate at a rate comparable to that of water through undisturbed soils.
- Planned Unit Development:** land under unified control to be developed in a single development or a programmed series of phases. A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.
- Plan Commission:** an appointed local government commission authorized to make and adopt a master plan, consistent with s.66.1001, *Wis. Stats.*, for the physical development of the city. *See s.62.23, Wis. Stats.*

- Plat:** a map of a lot, parcel, subdivision, or development area where the lines of each land division are shown by accurate distances and bearings.
- Point System:** numerical values assigned to a development’s impacts on a community’s resources.
- Political Subdivision:** a city, village, town, county, sanitary district, school district, inland lake protection and rehabilitation district, or other special purpose unit of government.
- Pre- acquisition:** a technique where one organization (usually a private land trust) purchases a property and holds it until another organization (usually a government agency) can allocate the funds to purchase it.
- Preservation:** leaving a resource undisturbed and free from harm or damage. While ‘preservation’ is often used interchangeably with ‘conservation,’ the latter entails a connotation of prudent resource use.
- Primary Metropolitan Statistical Area (PMSA):** a statistical area defined by the U.S. Census; an area within a consolidated metropolitan statistical area consisting of a large urbanized county or cluster of counties that demonstrates very strong internal economic and social links, in addition to close ties to other portions of the larger area. *See also “metropolitan statistical area” and “consolidated metropolitan statistical area”.*
- Prime Agricultural Land:** land determined by local governments to be important for sustaining agricultural operations and that are often protected from conversion to other uses. *See ch.91, Wis. Stats.*
- Prime Farmland:** farmland classified by the Natural Resources Conservation Service as best for the crop production of row, forage, or fiber because of level topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Ideally, prime farmland allows least cost to both the farmer and the natural resources. *See ch.91, Wis. Stats.*
- Principal Building:** the building, including all parts connected, where the primary use of the lot is conducted.
- Private Road:** a way open to traffic, excluding driveways, established as a separate tract for the benefit of adjacent properties.
- Privately Owned Waste- Treatment Systems (POWTS):** sewage treatment and disposal systems, which are also called on- site sanitary systems, that are not connected to sewer lines or wastewater treatment plants.
- Public Dedication:** reserving land in a subdivision for public use such as a school or park.
- Public Road:** public property dedicated and reserved for street traffic.
- Purchase of Development Rights (PDR):** a public or private government initiative that acquires the development rights of property to limit development and protect natural features or open space. *See also “rights” and “transfer of development rights”.*
- Purchase/ Leaseback:** an arrangement where a community purchases a natural area and then either leases it back with special lease restrictions or sells it back with deed restrictions designed to protect the natural features of the property.
- Quarter, Quarter Zoning:** a development standard that limits non-farm development to one house per 40 acres (¼ of ¼ of the original 640- acre section).
- Quasi- Judicial Decisions:** “resembling a court;” quasi- judicial decision making must follow rules of due process and is midway between legislative and administrative functions. Examples of quasi- judicial decisions include variances, appeals, and conditional- use permits.
- Quasi- Public Use/ Facility:** a use conducted or a facility owned or operated by a nonprofit or religious institution that provides public services.
- Rear- lot Line:** a lot line, opposite the front lot line, that generally does not abut a public roadway.
- Redevelopment:** any proposed replacement of existing development. *See also “infill”.*
- Redevelopment Authority:** an authority, known as the “redevelopment authority of the city of [city name],” created in every city with a blighted area. This authority, together with all the necessary or incidental powers, is created to carry out blight elimination, slum clearance, and urban renewal programs and projects as set forth in Wisconsin Statutes. *See s.66.1333 (3)(a) 1, Wis. Stats .*
- Reforestation:** the planting or replanting of forest plants.
- Regional Plan:** a plan that covers multiple jurisdictions, often within the administrative area of a regional planning commission, and that can be prepared jointly by cooperating municipalities, regional planning commissions, state agencies, or other entities.
- Requests for Proposals (RFP):** a document describing a project or services and soliciting bids for a consultant’s or contractor’s performance.
- Requests for Qualifications (RFQ):** a document describing the general projects, services, and related qualifications of bidding consultants or contractors.
- Reservation of Site:** *See “public dedication”.*
- Reserved Life Estate:** an arrangement where a landowner sells or donates property to another party (for example, a conservation organization) while retaining the right to lifetime use.

Revolving Fund: a conservation fund, replenished through donations or selling of the land to another conservation organization or a government agency, used to purchase land or easements.

Rezoning: an amendment to a zoning map or zoning ordinance that changes the zoning- district designation and use or development standards.

Right of First Refusal: an agreement between a landowner and another party (for example, a land trust) that gives the other party a chance to match any third- party offer to purchase lands.

Right of Way (ROW): a strip of land occupied by or intended to be occupied by a street, crosswalk, walkway, utility line, or other access.

Rights (The Bundle of Rights Concept of Property): government and private owners each hold portions of the bundle of rights in real property.

Owner property rights include:

- *Right to Use:* the right to improve, harvest, cultivate, cross over, or not to use.
- *Right to Lease:* the right to lease for cash or the right to hold a cash, including a share lease or third or fourth lease, a crop share lease, a one year lease, or a perpetual lease.
- *Right of Disposition:* the right to sell, to bequeath, to mortgage, or to establish trusts on all or part of a property.

Government property rights include:

- *Eminent domain:* the right to purchase land for public use
- *Escheat:* the right for the succession in title where there is no known heir
- *Regulation*
- *Taxation*

Riparian Areas: the shore area adjacent to a body of water.

Roadway Setback: the required or existing minimum distance between a public roadway (measured from the centerline or edge of right- of- way) and the nearest point on a structure.

Scenic Corridor: a linear landscape feature that is visually attractive (for example, stream corridors or blufflines).

Scenic Easement: an easement* intended to limit development in order to preserve a view or scenic* area.

Seasonal Dwelling: a dwelling not used for permanent residence or not occupied for more than a certain number of days per year. The standard varies between jurisdictions.

Secondary Dwelling Unit: an additional dwelling unit in a freestanding building or above a residential garage and located within or on the same lot as the principal dwelling unit.

Sense of Place: the constructed and natural landmarks and social and economic surroundings that cause someone to identify with a particular place or community.

Set Back: the minimum distance a building, structure, or activity can be separated from a designated feature such as a waterway or bluffline.

Shoreland: a state mandated water resource protection district that Wisconsin counties must adopt.

Shorelands include lands adjacent to navigable waters within 1,000 feet of the ordinary high- water mark of a lake, pond, or flowage and within 300 feet of the ordinary high- water mark or floodplain of a river or stream.

Shoreland- Wetland: shorelands that are designated as wetlands on Wisconsin Wetlands Inventory maps. See *Wis. Stats.*

Shoreline Stabilization: the placement of structural revetments or landscaping practices to prevent or control shoreline erosion.

Side Lot Line: a lot line that is neither a front lot line nor a rear lot line.

Single- family Attached Dwelling: one of two or more residential buildings having a common wall separating dwelling units.

Single- family Detached Dwelling: a residential building containing not more than one dwelling unit surrounded by open space.

Sign: any device that is sufficiently visible to persons not located on the lot that communicates information to them.

Site Plan: a scaled plan, which accurately and completely shows the site boundaries, dimensions and locations of all buildings and structures, uses, and principal site development features, proposed for a specific lot.

Sliding Scale Zoning: a ratio of dwelling units to land acreage that concentrates development on smaller lots by increasing the minimum lot size for houses built on larger parcels.

Smart Growth: an approach to land- use planning and growth management that recognizes connections between development and quality of life. The features that distinguish smart growth approaches vary. In general, smart growth invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. In developing areas, the approach is more town- centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial, and retail uses. Smart- growth approaches preserve open space and other environmental amenities. The term is also used to refer to

Wisconsin’s comprehensive planning law. *See* s.66.1001, *Wis. Stats.* *See also* “*New Urbanism*” and “*Neotraditional development*”.

Special Designation: the protection of scenic river corridors and other valuable resources through state or federal means such as recognition, acquisition, or technical assistance.

Special District/ Special Purpose Unit of Government: a government entity that is responsible for performing specific tasks and oversight essential to a community’s or region’s well being. Special districts include sanitary districts, metropolitan sewerage districts, drainage districts, inland lake protection and rehabilitation districts, business improvement districts, tax incremental financing districts, architectural conservancy districts, and port authorities.

Special Exception: *See* “*conditional use*”.

Spot Zoning: a change in the zoning code or area maps that is applicable to no more than a few parcels and generally regarded as undesirable or illegal because it violates equal treatment and sound planning principles.

Stand: a number of plants growing in a continuous area. Examples include ‘a stand of hardwood’ or ‘a stand of timber.’

Standard Industrial Classification/ Standard Industrial Code (SIC): an industry classification system to facilitate the collection, tabulation, presentation, and analysis of data relating to establishments and to ensure that data about the U.S. economy published by U.S. statistical agencies are uniform and comparable. *See also* “*North American Industry Classification System (NAICS)*”.

Statewide Comprehensive Outdoor Recreation Plan (SCORP): a plan that aims to offer a research base and overall guidance for all providers of Wisconsin’s outdoor recreation, including federal, state, county, city, village, and town governments, resorts and other businesses, and a variety of other public and private organizations. Ideally, SCORP is used in conjunction with other planning documents such as property master plans, community park and open space plans, the State Trails Strategic Plan, six- year development plans, and county and regional planning commission plans.

Stewardship Program: a state bonding program established by the Wisconsin Legislature in 1989 and re- authorized in 1999 that provides funds to protect environmentally sensitive areas and to maintain and to increase recreational opportunities across the state.

Stormwater Detention/ Stormwater Retention: the storage of stormwater runoff.

Stormwater Management: the reduction of the quantity of runoff, which affects flooding, or of pollutants generated at a development site and carried in stormwater.

Story: a space in a building between the surface of any floor and the surface of the next above floor or roof.

Subdivision: the description (usually by survey) and recording of separate land parcels or lots.

Summary Abatement: a legal action taken to suppress the continuation of an offensive land use. *See also* “*tax abatement*”.

Sustainability: long- term management of ecosystems intended to meet the needs of present human populations without compromising resource availability for future generations.

Sustainable Development: development that meets the needs of the present generation without compromising the needs of future generations.

Takings: government actions that violate the Fifth Amendment to the U.S. Constitution, which reads in part, “nor shall private property be taken for public use, without just compensation.” Such actions include regulations that have the effect of “taking” property. The Supreme Court has established four clear rules that identify situations that amount to a taking and one clear rule that defines situations that do not.

The court has found “takings” in the following circumstances:

- where a landowner has been denied “all economically viable use” of the land;
- where a regulation forced a landowner to allow someone else to enter onto the property;
- where the regulation imposes burdens or costs on a landowner that do not bear a “reasonable relationship” to the impacts of the project on the community; and
- where government can equally accomplish a valid public purpose through regulation or through a requirement of dedicating property, government should use the less intrusive regulation, for example, prohibiting development in a floodplain property.

The Supreme Court has also said that where a regulation is intended merely to prevent a nuisance, it should *not* be considered a taking.

Tax Abatement: a release of a certain tax liability for a specific period of time and under certain circumstances. *See also* “*summary abatement*”.

Tax Increment: additional tax revenue resulting from a property- value increase; the amount obtained by multiplying the total of all property taxes levied on all taxable property within a tax- incremental district in a year by a fraction having as a numerator the value increment for that year in the district and as a denominator that year’s equalized value of all taxable property in the district. In any year, a tax increment is “positive” if the value increment is positive and “negative” if the value increment is negative. *See* s.66.1105, *Wis. Stats.*

- Tax Increment Financing (TIF):** a local governmental financing of private- sector redevelopment, anticipating the additional revenues of the tax increment.* *See s.66.1105, Wis. Stats.*
- Town:** the political unit of government; a body corporate and politic, with those powers granted by law. *See ch. 60, Wis. Stats.*
- Township:** all land areas in a county not incorporated into municipalities (cities and villages).
- Tract:** an indefinite stretch or bounded piece of land; in subdivisions, a tract is often divided into individual lots.
- Traditional Neighborhood:** a compact, mixed- use neighborhood where residential, commercial, and civic buildings are within a close proximity. *See also “Neotraditional development” and “New Urbanism”.*
- Traffic Calming:** the process of increasing pedestrian safety via decreasing automobile speed and volume.
- Traffic Impact Analysis:** an analysis of the impacts of traffic generated by a development.
- Traffic Impact Mitigation Measure:** an improvement by a developer intended to reduce the traffic impact created by a development.
- Transfer of Development Rights:** a technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement. *See also “rights” and “purchase of development rights”.*
- Transit- Oriented Development (TOD):** moderate or high- density housing concentrated in mixed- use developments* that encourages the use of public transportation.
- Transitional Use:** a permitted use or structure that inherently acts as a transition or buffer between two or more incompatible uses.
- TRANSLINKS 21:** a statewide transportation system plan prepared by the Wisconsin Department of Transportation in response to federal and state laws.
- Transportation Demand Management (TDM):** a strategy that alleviates roadway stress by reducing vehicle density via the increasing of passengers per vehicle.
- Transportation enhancements (ISTEA & TEA- 21):** funds contributed by the federal highway transportation program to enhance cultural, aesthetic, and environmental aspects of local transportation and transit systems.
- Underlying Zoning District:** a term referring to a zoning district when it is affected by an overly district.
- Undevelopable:** an area that cannot be developed due to topographic or geologic soil conditions.
- Unified Development Code:** the combining of development regulations into a single zoning code.
- Universal Transverse Mercator Grid (UTM):** a civilian grid system, which uses only numbers and can be handled by digital mapping software and Geographic Information Systems.
- Unnecessary Hardship:** a unique and extreme inability to conform to zoning ordinance provisions due to physical factors; and, one of three tests a property must meet in order to qualify for a zoning variance.
- Up Zoning:** changing the zoning designation of an area to allow higher densities or less restrictive use. *See also “down zoning”.*
- Urban Area:** the area within a municipal boundary that is serviced by infrastructure; an intensively developed area with a relatively large or dense population.
- Urban Forest:** all trees and associated vegetation in and around a city, village, or concentrated development.
- Urban Growth Area:** an area designated for urban development and usually designed to protect open space or resources beyond its boundaries.
- Urban Growth Boundary:** the perimeter of an urban growth area.
- Urban Sprawl:** low- density, automobile- dependent, and land- consumptive outward growth of a city; the spread of urban congestion and development into suburban and rural areas adjoining urban areas.
- Utility Facilities:** any above ground structures or facilities used for production, generation, transmission, delivery, collection, or storage of water, sewage, electricity, gas, oil, or electronic signals.
- Variance:** a relaxation of dimensional standards by a local zoning board in compliance with statutory criteria. *See s.59.99(7), Wis. Stats.*
- Vehicle Miles Traveled (VMT):** a measure of automobile and roadway use.
- Village:** an incorporated area with a population under 5,000. *See ch. 61, Wis. Stats.*
- Watershed:** the area where precipitation drains to a single body of water such as a river, wetland, or lake.
- Wellhead Protection:** a plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.
- Wetlands Inventory Map:** a map of wetlands classified according to their vegetation, hydrology, and types of human influence, developed by the Wisconsin Department of Natural Resources, used to identify wetlands for protection.

- Wetlands Reserve Program:** a federal program with state partnering to restore the functions and values of wetlands and to preserve riparian areas through conservation easements and wetland reconstruction.
- Wildlife Habitat Incentives Program:** a program that awards landowners federal cost- sharing funds after the installation of improvements to wildlife or fishery habitat.
- Wisconsin Administrative Code (Wis. Admin. Code):** a component of state law that is a compilation of the rules made by state agencies having rule- making authority. These rules provide the detailed provisions necessary to implement the general policies of specific state statutes
- Wisconsin Environmental Policy Act (WEPA):** a state law establishing a state environmental policy. WEPA requires state agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts and alternatives that were considered. Environmental impact statements (EISs) are prepared consistent with this law. *See also “environmental impact statement” and “National Environmental Policy Act (NEPA)”*. *See* NR 150, Wis. Admin. Code, and s.1.11, *Wis. Stats.*
- Wisconsin Initiative for Statewide Cooperation on Landscape Analysis and Data (WISCLAND):** a partnership between government agencies, private companies, and nonprofit groups to collect, analyze, and distribute landscape information.
- Wisconsin Register of Historic Places:** a listing of districts, sites, buildings, structures, and objects that are significant in national, state, or local history, architecture, archaeology, engineering and culture. The Wisconsin register of Historic Places is maintained by the Wisconsin State Historical Society. *See* s. 44.36, *Wis. Stats.*
- Woodland Tax Law:** a law enacted in 1954 that extended land eligibility of the Forest Crop Law to owners of small forest parcels. Entries into the WTL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See* ch. 70, *Wis. Stats.*
- Zero Lot Line:** the location of a building in such a manner that one or more of its sides rests directly on its lot line.
- Zone:** an area designated by an ordinance where specified uses are permitted and development standards are required.
- Zoning Inspector:** an appointed position to administer and enforce zoning regulations and related ordinances.
- Zoning Permit:** a permit issued by the land- use or zoning administrator authorizing the recipient to use property in accordance with zoning- code requirements.

Source: *Land-Use Lingo: A Glossary of Land-Use Terms*, WDNR, 2001.

Note: All references are to 1999-2000 Wisconsin Statutes.

Bay-Lake Regional Planning Commission

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