

Town of Bagley

Oconto County, Wisconsin

20-Year Comprehensive Plan



Prepared by:
Bay-Lake Regional Planning Commission



TOWN OF BAGLEY OCONTO COUNTY, WISCONSIN

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Pecor Lake
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TOWN OF BAGLEY 20-YEAR COMPREHENSIVE PLAN

Prepared by:

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August 2008

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RESOLUTION NO. PC 8-11-08

**TOWN OF BAGLEY PLAN COMMISSION
ADOPTION OF THE TOWN OF BAGLEY
20-YEAR COMPREHENSIVE PLAN**

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

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

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

AND WHEREAS, the Comprehensive Plan has been drafted and reviewed by the Town of Bagley Plan Commission;

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

Dated this 11 day of Aug, 2008.

Resolution introduced and adoption moved by Greg Lechleiter

Motion for adoption seconded by Darryl Hauska

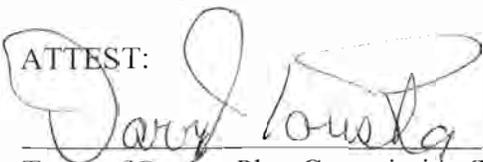
Voting Aye: 5 Nay: 0

APPROVED:



Town of Bagley Plan Commission Chair

ATTEST:



Town of Bagley Plan Commission Secretary

TOWN OF BAGLEY
ORDINANCE NO. 8-11-8 TOB

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 Bagley, 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 Bagley, 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, on August 11, 2008, the Town of Bagley 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 Bagley Town Board held a public hearing on August 11, 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 employed by the Town of Bagley who may provide additional information regarding the proposed ordinance;
4. Information relating to where and when the proposed Comprehensive Plan could be inspected before the hearing, and how a copy of the Plan could be obtained; and,

WHEREAS, the Town Board of the Town of Bagley, having carefully reviewed the recommendation of the Town 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 Bagley 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 Bagley, Oconto County, Wisconsin,
DOES ORDAIN AS FOLLOWS:

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

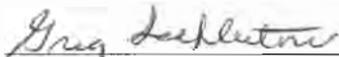
Section 2: The Town Clerk is directed to file a copy of the attached Comprehensive Plan
for the Town of Bagley with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the
Town of Bagley;
2. The Clerk of every local governmental unit that is adjacent to the Town of Bagley;
3. The Wisconsin Land Council;
4. The Wisconsin Department of Administration;
5. The Bay-Lake Regional Planning Commission;
6. The public library that serves the area in which the Town of Bagley 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 11 day of AUGUST 2008, by a majority vote of the members of the Town
Board of the Town of Bagley.



Town Board Chairperson

Attest:



Town Clerk

TABLE OF CONTENTS

VOLUME I – TOWN PLAN

CHAPTER 1 - INTRODUCTION.....	1-1
CHAPTER 2 - INVENTORY, TRENDS, AND FORECASTS.....	2-1
CHAPTER 3 - FUTURE LAND USE PLAN	3-1
CHAPTER 4 - IMPLEMENTATION	4-1

VOLUME II - COUNTY RESOURCES (ATTACHED CD)

CHAPTER 5 - NATURAL, AGRICULTURAL, AND CULTURAL RESOURCES.....	5-1
CHAPTER 6 - POPULATION AND HOUSING	6-1
CHAPTER 7 - ECONOMIC DEVELOPMENT.....	7-1
CHAPTER 8 - TRANSPORTATION	8-1
CHAPTER 9 - UTILITIES AND COMMUNITY FACILITIES	9-1
CHAPTER 10 - INTERGOVERNMENTAL COOPERATION	10-1
CHAPTER 11 - LAND USE CONTROLS AND INVENTORY	11-1

Volume I

Town Plan

Table of Contents

Chapter 1 - Introduction

Chapter 2 - Inventory, Trends, and Forecasts

Chapter 3 - Future Land Use Plan

Chapter 4 - Implementation

Appendix A - Procedures for Public Participation

Appendix B - Nominal Group Results

Appendix C - Intergovernmental Cooperation Results

Appendix D - Land Use Inventory Codes

Appendix E - Detailed Land Use Tabulation

Appendix F - Glossary of Terms

Town of Bagley 20-Year Vision Statement

“The Town of Bagley is defined by vast forestlands, numerous lakes and a scattering of agricultural fields, making it an attractive community for fulltime and seasonal population. Development is situated in a manner that preserves the town’s pristine environment, while residents and visitors are offered quality public services and facilities along with valuable recreational options.”

LIST OF TABLES

Table 2.1: Surface Water Features.....	2-2
Table 2.2: 2007 Land Use.....	2-5
Table 2.3: Population Trends and Projections, 1970 - 2025.....	2-6
Table 2.4: Housing Unit Additions and Deletions, 1990 - 2006.....	2-9
Table 2.5: Occupied Housing Trends and Projections, 1970 - 2025.....	2-10
Table 2.6: Employment by Industry Group, 2000.....	2-12
Table 2.7: Full Value and Total Property Tax, 2000 - 2006.....	2-13
Table 2.8: Five Year Incremental Land Use Projections, 2005 - 2025.....	2-15
Table 3.1: 20-Year General Plan Design Acreage Calculations.....	3-6

LIST OF FIGURES

Figure 2.1: Historic Population, 1900 - 2000.....	2-6
Figure 2.2: Population Trends and Projections, 2000 - 2025.....	2-7
Figure 2.3: Historic Housing Units, 1970 - 2000.....	2-8
Figure 2.4: Housing Trends and Projections, 2000 - 2025.....	2-10
Figure 2.5: Occupation of Employed Persons, 2000.....	2-12

LIST OF MAPS

Map 2.1: Location Map.....	2-17
Map 2.2: Planning Area.....	2-19
Map 2.3: Surface Water Features.....	2-21
Map 2.4: Plan Determinants.....	2-23
Map 2.5: Prime Agricultural Soils.....	2-25
Map 2.6: Public and Community Facilities.....	2-27
Map 2.7: 2007 Land Use.....	2-29
Map 3.1: 20-Year General Plan Design.....	3-7

**CHAPTER 1:
INTRODUCTION**

TABLE OF CONTENTS

PURPOSE OF THE COMPREHENSIVE PLAN 1-1
 State Planning Legislation 1-1
HOW TO USE THIS PLAN 1-2
PLAN DEVELOPMENT PROCESS 1-3
 Public Participation Process..... 1-4
VISION STATEMENT 1-5

PURPOSE OF THE COMPREHENSIVE PLAN

The *Town of Bagley 20-Year Comprehensive Plan* is a legal document that provides the policy framework for which town officials will base their development decisions. Over the next 20 years, the town will need to address a number of land use issues that will likely have an impact on various aspects of community. This comprehensive plan will serve as a guide to ensure decisions regarding future land uses are consistent and take into account environmental protection, housing development, provision of public services, transportation expansion, and economic development.

The General Plan Design (**Map 3.1**) designates areas of the town for preferred land use activities and is the desired goal to be achieved through the implementation of this comprehensive plan. The General Plan Design, along with the town's development strategies, shall be used in conjunction with Oconto County's zoning ordinances, local land use ordinances, supporting planning materials, and other implementation tools to make informed land use decisions in the Town of Bagley over the next 20 years.

State Planning Legislation

As outlined in the Comprehensive Planning legislation, s.66.1001, Wis. Stats., the *Town of Bagley 20-Year Comprehensive Plan* addresses the required nine plan elements.

- Issues and Opportunities
- Housing
- Transportation
- Utilities and Community Facilities
- Agriculture, Natural, and Cultural Resources
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Implementation

The 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 Bagley 20-Year Comprehensive Plan* is made up of two volumes containing a total of 11 chapters. **Volume I – Town Plan** consists of Chapters 1 through 4 along with an appendices section for the community’s plan. **Volume II – County Resources** contains Chapters 5 through 11 along with an appendices section for countywide resources.

Volume I: Town Plan: This volume describes how the Town of Bagley envisions itself developing over the next 20 years. It includes detailed background information and data, development strategies, land use projections, a 20-Year General Plan Design (future land use map), and a plan implementation guide.

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

Chapter 2: Inventory, Trends, and Forecasts - identifies town specific background information and data assembled at the county level; inventories existing town land uses; details land use issues and conflicts; acknowledges continued land use trends; and projects future land use allocations.

Chapter 3: Future Land Use Plan - illustrates the town’s recommendations for future land uses through a 20-Year General Plan Design.

Chapter 4: Implementation - contains a guide to implement the development strategies (goals, objectives, policies, and programs) of the comprehensive plan with identified stakeholders and priority projects.

Appendices: Town Plan - Contains town public participation materials; nominal group results; intergovernmental cooperation workshop results; existing town land use inventory; and other relevant input and materials generated or gathered during the plan development process.

Volume II: County Resources: This volume contains countywide background information and data that served as a basis in the creation of the town’s development strategies and 20-Year 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 local communities 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 the intergovernmental cooperation workshops as well as programs to facilitate joint planning and decision making processes with other government units.

Chapter 11: Land Use Controls and Inventory – provides a detailed inventory of existing land uses for Oconto County.

Appendices: County Resources - Contains a countywide inventory of natural resources information, endangered and threatened species; a detailed list of available housing, economic development, and transportation financial and technical resources; existing 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 Bagley was one of sixteen communities to enter into an agreement with Oconto County to develop comprehensive plans utilizing a *three phase* multi-jurisdictional planning process:

First Phase: Inventorying countywide background information to be used for completion of the local and county plans

- Collection and presentation of countywide background data.
- Oconto County Planning Advisory Committee (OCPAC) provided edits and other input on countywide background data.
- Conducted three (3) Open Houses. One in each of the county’s three Planning Clusters (Southern, Central, and Northern). These Open Houses allowed the public to review countywide background materials, ask questions, and provide feedback.
- Created the preliminary *Volume II: County Resources* document to assist with the completion of the local and county comprehensive plans.

Second Phase: Completion and adoption of the local comprehensive plans

- Commenced work on the 16 local comprehensive plans, including Town of Bagley
- Analyzed Town of Bagley data to identify existing and potential conflicts.
- Developed the town’s vision statement along with the land use goals, objectives, policies and programs by using results from the various issue identification workshops and background data.



- Created a preliminary General Plan Design and recommended land use strategy to guide future growth, development and conservation within the town over the next 20 years.
- Oconto County Planning and OCPAC finalize *Volume II: County Resources* document.
- Public review and Final Open House conducted to present the *Town of Bagley 20-Year Comprehensive Plan* to the citizens of the community as well as nearby municipalities and government organizations for their feedback. Comments were considered and included in the town's comprehensive plan where appropriate.

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

- Oconto County Planning and OCPAC utilize the background information and data gathered in the first phase, along with the adopted local comprehensive plans completed during the second phase, to create a generalized future land use plan for Oconto County.

Public Participation Process

Public Participation Plan

A major element of the town's comprehensive planning process is gathering input from citizens and land owners. In accordance with s. 66.1001(4), Wis. Stats., the Town of Bagley approved "Procedures for Adoption or Amendment of the Town of Bagley Comprehensive Plan". A copy of these written procedures is included in Appendix A of *Volume I: Town Plan*.

The town held public meetings monthly to review background data, finalize each plan element, and create the 20-Year General Plan Design. In addition to these planning meetings, issue identification exercises (i.e., Nominal Group and Intergovernmental Cooperation Workshop) and open houses were used to gather extra input from the public.

Nominal Group Exercise

In August 2006, the Town Plan Commission members participated with surrounding municipalities in a Nominal Group Exercise to identify issues and concerns regarding future development in the Town of Bagley and the central portion of Oconto County. The following are the priority planning issues generated during the discussion. Relevant issues were considered during the development of the goals, objectives, policies, and programs for the town's comprehensive plan. Top issues from the nominal group exercise include:

- Preservation of agriculture and forestry
- Development of business/industrial parks
- Regulate developers seeking to subdivide land
- Maintain agricultural heritage in county
- Develop and assist small businesses (less than 20 employees)
- Preserve county forestlands
- Preserve agricultural land-protect from infringement
- Prevent fragmentation-keep agriculture and forest lands together – promote preservation as well
- Promote development of businesses in cities and villages so as not to tax surrounding communities – promote small business as well

A complete list of the Nominal Group Exercise can be found in Appendix B of *Volume I: Town Plan*.

Visioning Exercise

A visioning exercise was conducted with town residents to describe the future of various elements discussed in the town's comprehensive plan, including natural resources, housing, economic development, etc. The visioning process was used to provide a foundation for the development of the Town of Bagley 20-Year vision statement, and generate development strategies (i.e., goals, objectives, policies, and programs) to implement the *Town of Bagley 20-Year Comprehensive Plan*. The town's vision statement is displayed later in this chapter

Intergovernmental Cooperation Workshop

An Intergovernmental Cooperation Workshop was conducted in April 2008 for communities located in the central 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, or direct impact on, the implementation of the area's comprehensive plans.

The workshop collected input on any existing or potential conflicts or positive relationships between the communities and their surrounding government jurisdictions. Participants were also asked to provide potential resolutions to the identified issues or concerns. The items applicable to the Town of Bagley were addressed during the comprehensive plan development process or incorporated into the implementation portion of the comprehensive plan. The list of issues and conflicts, and resolutions from the Intergovernmental Cooperation Workshop are displayed in Appendix C of *Volume I: Town Plan*.

Open Houses

Two "Open Houses" were conducted during the planning process to present background information and plan recommendations to the public. The first open house was held for communities in the central portion of Oconto County to display countywide background information and data to be used in the development of the local comprehensive plans.

The second open house, held exclusively for the Town of Bagley, was conducted at the conclusion of the planning process to allow residents and other interested individuals the opportunity to review and comment on the town's completed draft plan.

VISION STATEMENT

The following is the Town of Bagley 20-Year Vision Statement as prepared by members of the Plan Commission:

"The Town of Bagley is defined by vast forestlands, numerous lakes and a scattering of agricultural fields, making it an attractive community for fulltime and seasonal population. Development is situated in a manner that preserves the town's pristine environment, while residents and visitors are offered quality public services and facilities along with valuable recreational options."

CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS

TABLE OF CONTENTS

INTRODUCTION	2-1
COMMUNITY INVENTORY.....	2-1
History and Description of Planning Area.....	2-1
Past Planning Efforts.....	2-2
Community Resources	2-2
Land Use Inventory.....	2-4
DEMOGRAPHIC TRENDS AND FORECASTS	2-5
Population	2-5
Housing	2-7
Economic Development.....	2-11
LAND USE TRENDS AND FORECASTS	2-13
Existing Land Use Issues and Conflicts.....	2-13
Anticipated Land Use Trends	2-14
Development Considerations	2-14
DESIGN YEAR LAND USE PROJECTIONS.....	2-15
Five Year Incremental Land Use Projections	2-15
SUMMARY OF PLAN IMPLEMENTATION GOALS	2-16

INTRODUCTION

This section of the *Town of Bagley 20-Year Comprehensive Plan* provides a summary of the town’s resource elements, which are also inventoried in *Volume II: County Resources*. The town’s past trends and potential forecasts for population, housing, economic development, etc. are also illustrated in this chapter.

Ultimately, the information described in this portion of the town’s comprehensive plan provides the foundation for the development of the Town of Bagley 20-Year General Plan Design (Chapter 3 of this document).

COMMUNITY INVENTORY

History and Description of Planning Area

Town of Bagley History

The territory that would become the Town of Bagley originally existed as a portion of the Town of Maple Valley dating back to 1851. On February 6, 1917, the Town of Maple Valley was divided by Oconto County, with the top half remaining as the Town of Maple Valley and the bottom portion creating the Town of Bagley. The first election was held on April 3, 1917 and the first Board meeting was conducted on April 7 at the McMahon Schoolhouse which was located on what is now CTH Z. The first Town Board Chairman for Bagley was Arthur F. Perkins.

In 1928 the Town Treasurer was charged with embezzling town funds in the sum of \$1,526.71. The Treasurer was subsequently found guilty of his actions.

The town initially contained two schools: Norway Pines District 5 and McMahon District 4. The McMahon district would later become know as Peshtigo Brook School and the facility was used as a school, church, funeral home, Town meeting hall, and dance hall. In 1919, a school was built on the North side of Wescott Lake. However, in 1935 this schoolhouse was carefully dismantled and relocated to the corner of Ucil Lake Road and CTH Z where it was reassembled. It resumed as a school until 1951 until the Suring School District sold it to the Town of Bagley. The building became the Bagley Town Hall and Community Center. The structure functioned without water and indoor plumbing until 2005, when a new addition was added.

In the early 1920’s, the town’s lakes began experiencing development as individuals began seeking out vacation cottages. In 1922, White Lake was platted for growth and eventually the other lake areas of the town followed resulting in the cottage developments that still exist today.

Julius “Limpy” Kostreva began a sawmill operation in Bagley and partnered with Oscar Tachick, who had lumber to be cut and also operated the Tachick Lumber Company. For many years the lumber industry had flourished in the town. Eventually, the lumber company went defunct and Oscar Tachick would go on to serve as Chairman of the Town of Bagley for a record-setting 40 years. Forestry and small family farms are the staples of the Town of Bagley economy today.

Description of Planning Area

The Town of Bagley is located in the central portion of Oconto County encompassing an area of approximately 36 square miles, or 23,000 acres. There is an abundance of natural resources in the town, including Oconto County Forest land and numerous lakes and streams. State Highway

64, a major east/west corridor within Oconto County, runs along the northern edge of the town. **Map 2.1** illustrates the general location of the Town of Bagley in Wisconsin, while **Map 2.2** focuses on the Town of Bagley planning area.

Past Planning Efforts

This is the first Comprehensive Plan developed for the Town of Bagley.

Each of the surrounding towns also has a comprehensive plan that references future development/preservation intentions for their communities which can help limit conflicts during future land use decisions.

Community Resources

Natural Resources

The following text describes the types and locations of town’s many resources and briefly discusses the importance of them when planning for future growth of the Town of Bagley.

Bedrock type, overlying soil composition and depth to bedrock can impact excavation; foundations; location and effectiveness of site wastewater treatment systems; provision of clean and abundant supply of groundwater, and residential development locations.

- The bedrock found in the Town of Bagley is part of the Central Plain region, comprised mostly of sandstones, which is covered by a hilly, rolling terrain.
- The soils in the area may be less than five feet thick in some areas and up to 200 feet in depth above the bedrock.

Surface waters are abundant in the northern and central portion of Oconto County and play a significant biological and economic role in the everyday life of the Town of Bagley’s residents and visitors. Table 2.1 contains a list of named lakes and streams in the Town of Bagley, while **Map 2.3** illustrates their locations in the town. For more information regarding these water resources see Chapter 5 and Appendix A of *Volume II: County Resources*.

Table 2.1: Surface Water Features

Name	Map 2.3 Number	Name	Map 2.3 Number
Cooley Lake	1	Peterson Lake	12
Deer Lake	2	Ponsegrau Lake	13
Funk Lake	3	Spies Lake	14
Hoerth Lake	4	Squaw Lake	15
Impassable Lake	5	Turtle Lake	16
Leigh Flowage (Lee Lake, Marl Lake, & Rice Lake)	6	Ucil Lake	17
Little Squaw Lake	7	Wescott Lake	18
MacHolm Lake	8	White Lake	19
No Man’s Lake	9	Bagley Creek	20
Papoose Lake	10	Deer Creek	21
Pecor Lake	11	Peshtigo Brook	22

Source: “Surface Water Resources of Oconto County” Wisconsin Conservation Department, 1977; Bay-Lake Regional Planning Commission, 2007.

The Town of Breed contains nearly 19,400 acres of woodlands. However, over 12,280 acres, or 63 percent, of these woodlands are part of Oconto County forestlands or owned by the State of Wisconsin.

Other areas of environmental significance in the town are referred to as “plan determinants.” Plan determinants consist of the following features which are illustrated on **Map 2.4**:

- wetlands (2 acres or greater) with a 50-foot buffer;
- 100-year floodplains;
- steep slope (12% or greater); and
- surface waters with a 75-foot building setback.

The individual plan determinants merged together forms a single feature known as “environmental corridors”, which is displayed on the town’s General Plan Design map (**Map 3.1**). These corridors serve a vital role in protecting local water quality; serving as buffers between different land uses; controlling, moderating, and storing floodwaters; providing nutrient and sediment filtration; and providing fish and wildlife habitat and recreational opportunities.

For more information regarding wetlands, floodplains, soils, surface waters, and environmental corridors please see Chapter 5 of *Volume II: County Resources*.

Agricultural Resources

There are areas in the Town of Bagley that are designated as having prime agricultural soils (i.e., lands that have the best combination of physical and chemical characteristics for producing agricultural crops, with minimum inputs of fuel, fertilizer, etc).

Map 2.5 illustrates the location of the prime agricultural soils in the Town of Bagley. More information regarding agricultural resources in the county can be viewed in Chapter 5 of *Volume II: County Resources*.

Cultural Resources

Bagley Town Hall has historical significance as a former one-room schoolhouse and it is also a valued community gathering place.

Economic Resources

Being a rural community, the town’s primary economic components consist of its vast amount of natural resources including, water features, forestlands, and recreational resources that bring seasonal residents and tourism.

Transportation

The Town of Bagley should continue to ensure that its transportation amenities are maintained and improved to allow for safe and efficient movement.

With a significant amount of natural features and Oconto County Forestland, the Town of Bagley contains approximately 51 miles of roadway, making it the town with the least amount of road mileage within Oconto County.

Utilities and Community Facilities

An assessment of the town’s existing utilities and community facilities is made to determine any current or future issues that may cause potential problems in meeting future development needs. The availability, quality, and level of service of the town’s existing utilities and community

facilities are all contributing factors to the attractiveness of the community. The following are facilities and services provided to the Town of Bagley residents and businesses.

- The Bagley Town Hall is located 9812 County Road Z. The Town Hall serves as the Town Business Office and is used as a place to hold Town Board meetings, elections, and other meetings related to town business. The facility also contains the town garage and recycling center. **Map 2.6** illustrates the locations of the town’s public facilities.
- All of the water used by the Town of Bagley and its residents comes from groundwater. There is no municipal water supply in the town; therefore, all water is supplied via private wells.
- The town does not contain a municipal wastewater treatment system or sanitary district. All residential/commercial developments in the town maintain private onsite sewage systems.
- The Oconto County Sheriff’s Department provides police services to the town’s residents.
- Fire protection for the Town of Bagley is provided by the Brazeau Fire Department, while rescue services are provided by the Brazeau Rescue Squad.
- Residents and visitors of the Town of Bagley can seek medical attention at Community Memorial Hospital in the City of Oconto Falls or Suring Clinic in the Village of Suring.

Parks and Recreation

The Town of Bagley has a small recreation site at Ucil Lake. There are also four boat landings serving several of the town’s lakes. In addition, the Dusty Trails ATV trail passes through the town along with the Bag & Bra Joyriders Snowmobile Club trail. The town’s recreational facilities are illustrated on **Map 2.6**.

For more information on the community and public facilities and parks and recreation offered throughout Oconto County please refer to Chapter 9 of *Volume II: County Resources*.

Land Use Inventory

A detailed field inventory of land uses in the Town of Bagley was completed by the Bay-Lake Regional Planning Commission in 2007. A Standard Land Use Classification (Appendix D of *Volume I: Town Plan*) was used to assist in the town’s land use collection process. Please see Chapter 11 of *Volume II: County Resources* for a description of these categories.

- A breakdown of the town’s land uses and acreages is shown on Table 2.2 (Appendix E of *Volume I: Town Plan* contains the town’s detailed land use calculations). **Map 2.7** displays the 2007 Town of Bagley land use.

Table 2.2: 2007 Land Use

Land Use Type	Total (Acres)	Developed Land (Percent)	Total Land (Percent)
DEVELOPED			
Residential	298.7	58.5	1.3
Single Family	284.1	55.7	1.2
Mobile Homes	14.5	2.8	0.1
Commercial	3.1	0.6	0.0
Industrial	-	0.0	0.0
Transportation	165.5	32.4	0.7
Communications/Utilities	10.2	2.0	0.0
Institutional/Governmental	2.2	0.4	0.0
Recreational	-	0.0	0.0
Agricultural Structures	30.7	6.0	0.1
Total Developed Acres	510.4	100.0	2.2
UNDEVELOPED			
Croplands/Pasture	2,380.6	10.6	10.4
Woodlands	19,388.0	86.3	84.4
Other Natural Areas	142.3	0.6	0.6
Water Features	552.7	2.5	2.4
Total Undeveloped Acres	22,463.7	100.0	97.8
Total Land Area	22,974.1		100.0

Source: Bay-Lake Regional Planning Commission, 2007.

DEMOGRAPHIC TRENDS AND FORECASTS

Population

Historic Population Trends

Analyzing changes in the trends and characteristics of a community’s population and housing is important in understanding the needs of its current and future populations.

- As illustrated by Figure 2.1, the Town of Bagley has experienced an increase in population by 106 people since the year 1920. The town’s population has fluctuated from years 1920 to 2000 with a substantial decline occurring between the 1940 and 1950 Census.

*Town of Bagley
Year 2000 Population
Characteristics*

Population: **333**

Median Age: **40.5**

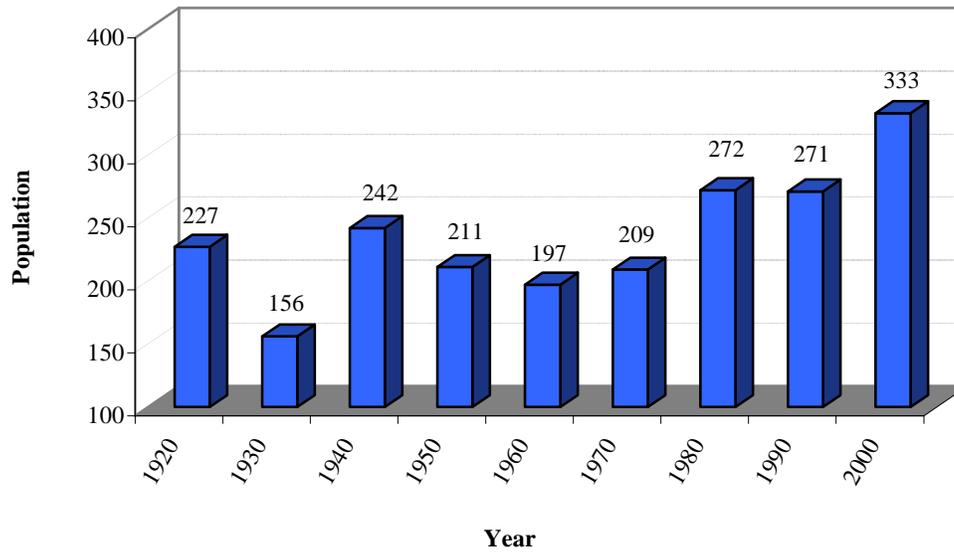
Age Groups:

5-17: 18%

18-64: 61%

65+: 16%

Figure 2.1: Historic Population, 1900 - 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; and Bay-Lake Regional Planning Commission, 2007.

- The Town of Bagley’s seasonal population can be estimated by the following formula:

(2000 Census of seasonal housing units) multiplied by (Year 2000 persons per household)

(90 units) x (2.45 persons) = Year 2000 seasonal population of 221 in Bagley.

For more information regarding historic population and other population trends regarding the town, please see Chapter 6 of *Volume II: County Resources*.

Population Projections

By inventorying past population trends it is possible to project future growth. Population projections allow the Town of Bagley to realize the area’s future needs for housing, utilities, transportation, recreation, and a number of other population influenced services. For this comprehensive plan, the town utilized three different projection methods to determine a range of possibilities:

- 1) WDOA projections developed in 2003;
- 2) growth projection; and
- 3) linear projection.

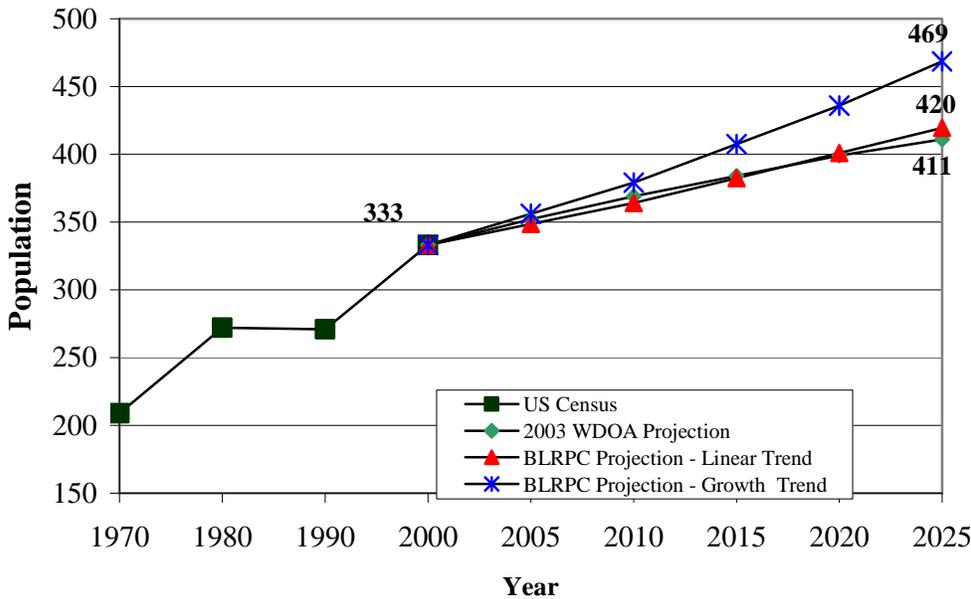
More information on these methods can be found in Chapter 6 of *Volume II: County Resources*. Table 2.3 and Figure 2.2 illustrate these projections.

Table 2.3: Population Trends and Projections, 1970 - 2025

Town of Bagley	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	209	272	271	333					
2003 WDOA Projection				333	352	369	384	399	411
BLRPC Projection - Growth Trend				333	356	379	408	436	469
BLRPC Projection - Linear Trend				333	349	364	383	401	420

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, 2000 - 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.

Seasonal Population Projections

Given the Town of Bagley’s estimated year 2000 seasonal population, it is important to also conduct a projection of the number of seasonal residents that will be living in Bagley.

Assuming the year 2000 percentage of seasonal housing units stays constant in the town (66 percent); estimates for future seasonal housing units (see *Seasonal Housing Projections* later in this chapter) can be used to project future seasonal populations by using the following formula:

(Projected persons per household) multiplied by (projected seasonal housing units)

- The result is an anticipated increase in seasonal population from approximately 221 in 2000 to 276 in 2025.

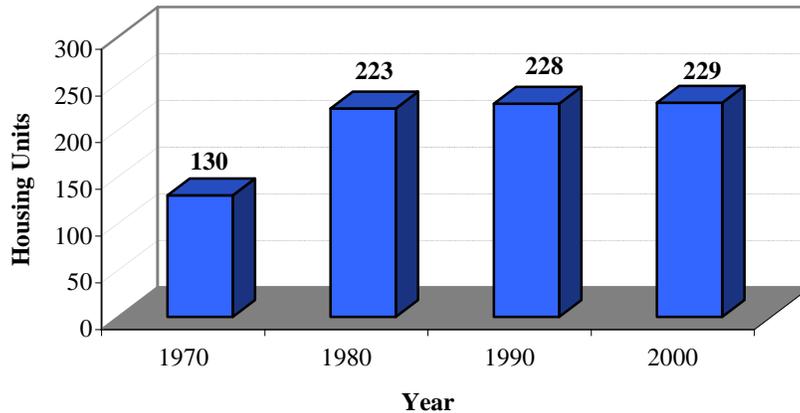
Based on these projections the town could expect to increase its total population, which includes year-round and seasonal residents, to be somewhere between 696 and 745 people.

Housing

Housing Trends and Characteristics

As reported by the U.S. Census, and illustrated by Figure 2.3, the Town of Bagley housing units increased by 76 percent, or 99 units, between 1970 and 2000. The town experienced its largest increase in housing units, almost 72 percent, between 1970 and 1980.

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.

Note: According to the U.S. Census, the Town of Bagley gained only one housing unit between 1990 and 2000. However, data collected by the State of Wisconsin Demographic Services Center indicates that 25 housing units additions were reported in the town between 1990 and 2000. This includes 23 single family homes and two mobile homes. During this same time, one deletion was reported, making the net increase of housing units 24 over the decade. This data conflicts with the 2000 Census housing counts, which reported a gain of only one housing unit over the same time period.

Considering this information, it is likely that a more realistic housing count for the year 2000 could potentially be around 252 housing units. Table 2.4 illustrates housing unit additions and deletions, as reported to the State of Wisconsin Demographic Services Center, between 1990 and 2006.

Table 2.4: Housing Unit Additions and Deletions, 1990 - 2006

Year	Additions				Deletions				Total Addition	Total Deletion	Net Change
	1 Fam	2 Fam	3+ Fam	Mobile	1 Fam	2 Fam	3+ Fam	Mobile			
1990	1	0	0	1	0	0	0	0	2	0	2
1991	1	0	0	0	0	0	0	1	1	1	0
1992	0	0	0	0	0	0	0	0	0	0	0
1993	3	0	0	0	0	0	0	0	3	0	3
1994	2	0	0	1	0	0	0	0	3	0	3
1995	2	0	0	0	0	0	0	0	2	0	2
1996	3	0	0	0	0	0	0	0	3	0	3
1997	2	0	0	0	0	0	0	0	2	0	2
1998	5	0	0	0	0	0	0	0	5	0	5
1999	4	0	0	0	0	0	0	0	4	0	4
2000	5	0	0	0	0	0	0	0	5	0	5
2001	4	0	0	0	3	0	0	0	4	3	1
2002	3	0	0	0	0	0	0	0	3	0	3
2003	4	0	0	0	0	0	0	0	4	0	4
2004	2	0	0	0	0	0	0	0	2	0	2
2005	2	0	0	0	0	0	0	0	2	0	2
2006	1	0	0	0	0	0	0	0	1	0	1
Total	44	0	0	2	3	0	0	1	46	4	42
Average	3	0	0	0	0	0	0	0	3	0	2

Source: State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, 2007; and Bay-Lake Regional Planning Commission, 2007.

- According to the U.S. Census, in 2000 there were 136 full-time occupied units and 93 vacant housing units, which includes those being used for seasonal purposes (90 units) in the Town of Bagley.
- Of the 136 occupied units located in the town, 87 percent are owner occupied, while the remaining 13 percent are renter occupied.
- Approximately 46 percent of the houses in Bagley were built prior to 1960. Also, a large percentage of homes that existed in the town in the year 2000 were built between 1970 and 1979, which can be directly correlated to a 30 percent increase in population that occurred in the same decade.

Housing Projections

The Town of Bagley utilized two different projection methods to evaluate future housing possibilities:

- 1) projections developed by WDOA in 2004; and
- 2) growth projection;

These projections reflect future occupied housing units only, which means vacant housing units are not included. Table 2.5 and Figure 2.4 illustrate the occupied housing unit projections.

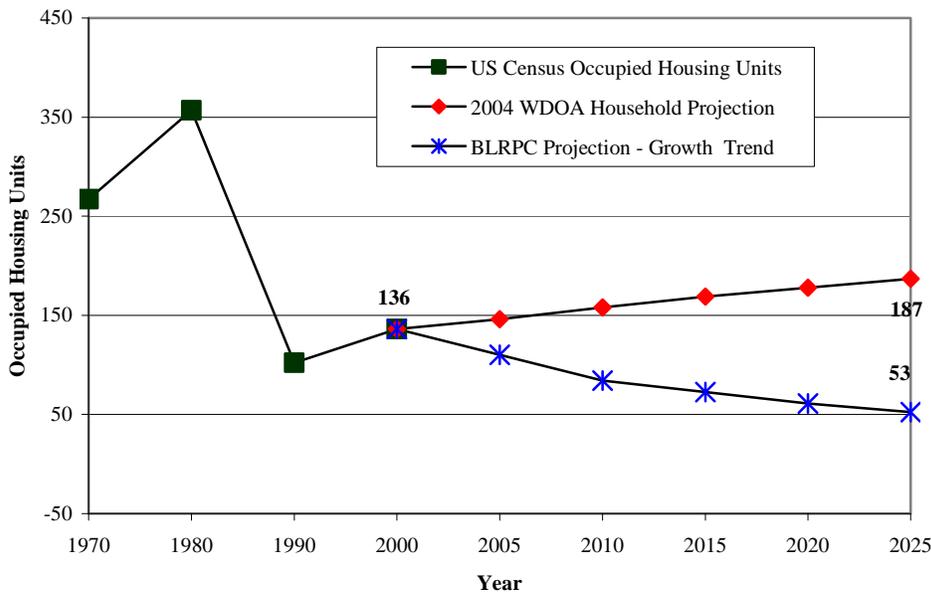
More information on housing characteristics, as well as projection methods for Oconto County and all of its municipalities, can be found in Chapter 6 of *Volume II: County Resources*.

Table 2.5: Occupied Housing Trends and Projections, 1970 - 2025

Town of Bagley	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	267	357	102	136					
BLRPC Projection - Growth Trend				136	110	84	73	61	53
2004 WDOA Household Projection				136	146	158	169	178	187
Household Size				2.45	2.42	2.35	2.29	2.26	2.23

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



*2004 WDOA projections and BLRPC projections are for *occupied* housing units only

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.

Seasonal Housing Projections

Due to the number of seasonal housing units currently located in the Town of Bagley, it is important to consider the number of additional housing units that may potentially be built for seasonal, recreational, or occasional use in the future.

Assuming the town’s 2000 percentage of seasonal housing units stays constant (66 percent), the number of future seasonal housing units can be projected by utilizing the following formula:

(projected occupied housing units) multiplied by (percentage of seasonal housing)

- This results in an estimated increase in the number of seasonal housing units from 90 in 2000 to 124 in 2025.

Based on these projections the town could anticipate between 177 and 311 total housing units, which includes year-round and seasonal residences, by the year 2025.

As noted previously, the housing unit data for the Town of Bagley may be inaccurate, based on a comparison with data collected by the Wisconsin Demographic Services Center. According to this data between 1990 and 1999 the town had a net increase of 24 new housing units. Considering this, as noted previously, it is likely that a more realistic housing count for the year 2000 could potentially be around 252 housing units. Additionally, between 1990 and 2006, on average, 2.5 net housing units were added in the town on an annual basis. Taking this into account it is more likely that the town will contain around 315 housing units by the year 2025. The town should consider this when making decisions regarding future land use allocation for residential space.

Economic Development

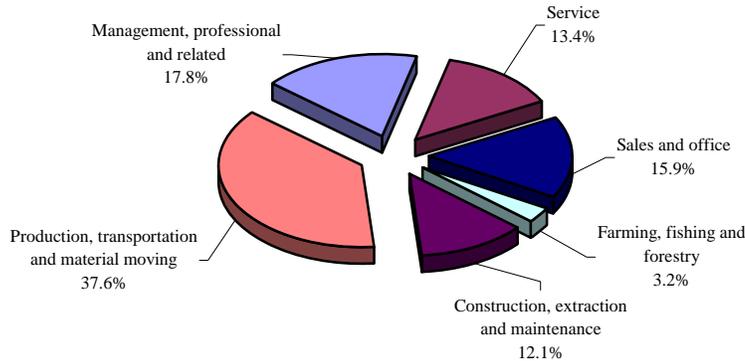
The Town of Bagley’s economy is heavily influenced by its forest and water resources. The forestland and lakes promote tourism and attract a number of seasonal residents which further enhances opportunities for local retailers and service providers.

- Approximately 56 percent of the residents of Bagley are part of the civilian labor force (i.e., persons sixteen years of age or older who are employed or seeking employment).

Of town’s labor force, 38 percent are employed in production, transportation, and material moving or service related occupations. Large percentages are also employed in management, professional and related occupations (18 percent), and sales and office occupations (16 percent). Figure 2.5 illustrates the occupation of employed persons living in the Town of Bagley in 2000.

<p><i>Town of Bagley</i> Year 2000 Economic Characteristics</p>
<p>1999 Median Household Income: \$36,875</p>
<p>Employment Status:</p>
<p>Employed: 56%</p>
<p>Unemployed: 3.2%</p>
<p>Out of Working Force: 41.3%</p>
<p>Mean Commute-to-Work Time: 29 minutes</p>
<p>Education Levels (Ages 25 & over):</p>
<p>High School Graduate: 49.4%</p>
<p>Some College, no degree: 17.4</p>
<p>Associate Degree: 1.2%</p>
<p>Bachelor’s Degree: 2.8%</p>
<p>Graduate or Professional Degree: 0.8%</p>
<p>High School Graduate or Higher: 71.7%</p>

Figure 2.5: Occupation of Employed Persons, 2000



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

Manufacturing related jobs were responsible for employing over 46 percent of the town’s working residents. Employment by industry group for Town of Bagley residents is illustrated by Table 2.6.

Table 2.6: Employment by Industry Group, 2000

Industry	Town of Bagley	
	Number	Percent of Total
Agriculture, forestry, fishing and hunting and mining	14	8.9%
Construction	15	9.6%
Manufacturing	72	45.9%
Retail trade	9	5.7%
Transportation and warehousing, and utilities	14	8.9%
Information	2	1.3%
Professional, scientific, mgt., admin and waste mgt. service	2	1.3%
Educational, health and social services	5	3.2%
Arts, entertainment, recreation, accommodation and food services	15	9.6%
Other services	6	3.8%
Public administration	3	1.9%
Total	157	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 Bagley residents, including those that work in the town, reported their average commute time to be 29 minutes in getting to and from work.

- In 2000, approximately 86 percent of the employed residents of the town worked outside of the Town of Bagley. Of those, the majority commute to the villages of Suring and Pound.

Economic Base

Full value can be defined as the actual taxable valuation of real property on tax rolls. A community’s full value is often used by states to appropriate state aid and to limit locally imposed taxes.

- As shown in Table 2.7, the Town of Bagley’s full value increased over 64 percent between 2000 and 2006.

Table 2.7: Full Value and Total Property Tax, 2000 - 2006

Year	Full Value	% Full Value Increase from Previous Year	Total Property Tax	% Property Tax Increase from Previous Year
2000	\$23,338,200	-	\$428,816	-
2001	\$26,837,600	15.0%	\$501,660	17.0%
2002	\$30,228,800	12.6%	\$541,172	7.9%
2003	\$32,053,400	6.0%	\$542,098	0.2%
2004	\$33,673,900	5.1%	\$564,223	4.1%
2005	\$36,275,500	7.7%	\$592,050	4.9%
2006	\$38,325,900	5.7%	\$597,312	0.9%

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

- The town’s total property tax also increased by 39 percent during the same time period.
- The Town of Bagley’s debt as of December 31, 2005 was \$145,000. This is approximately eight percent of the town’s allowed debt limit (i.e., five percent of the town’s full value). Overall, the town has access to considerable financing for future projects and has a history of good financial standing.

Sites for Redevelopment

By utilizing the WDNR Bureau for Remediation and Redevelopment Tracking System (BRRTS) it is possible to inventory all of the environmentally contaminated sites that may be used for commercial or industrial uses.

- According to this tracking system, there have been six environmental incidences that have occurred in the Town of Bagley. Of these, three are closed and three required no action, meaning they are eligible for redevelopment.

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

- Over 53 percent of land within town is under public ownership, leaving approximately 10,670 acres for planning purposes.
- Development pressures on natural features, primarily surface waters and woodlands, along with development infringing on environmental corridors, impacting surface and ground water quality.
- Trends of seasonal population are difficult to predict. Housing market can have an impact on development of seasonal units. The conversion of seasonal units to year-round residences also difficult to anticipate.
- Agricultural lands being converted to non-farm uses.
- Fragmentation of open spaces and private woodlands.

- Need more cooperative efforts with Oconto County and surrounding communities regarding development on shared boundaries.

Anticipated Land Use Trends

- An increase in seasonal housing will place development pressure on open space areas and waterfront of the town.
- Continue to be preserve valuable farmland in the town.
- The Oconto County Forest boundaries along with State owned lands will change very little resulting in the town being able to plan for less than 50 percent of land within its boundaries.
- The town’s rural character will be maintained by preserving the natural, open space landscape.
- Alternative design techniques should be explored (e.g., conservation subdivisions and clustering) to preserve the rural make-up of the town while allowing development to occur.
- Subdivisions will become more prominent.
- As development pressures increase, the need for enhanced services such as protective services, storm-water management, etc. will also increase.
- Continued fragmentation of private woodlands and other large areas of contiguous open space.

Development Considerations

- Although only 42 percent of the town is considered developable due to a large portion of land being Oconto County Forest or owned by the State of Wisconsin, the Town of Bagley continues to encourage protection of its agricultural lands, open spaces and private woodland features which add significantly to the aesthetic appeal of the town.
- The town should closely monitor all public utility costs and supporting services associated with future development.
- Work cooperatively with the surrounding towns and Oconto County to provide quality, cost-effective road maintenance, protective services, etc. Proposed developments should be reviewed by the fire department, ambulance, etc. to ensure access and proper response times.
- Promote the redevelopment of dilapidated areas within the town in a manner that maintains/improves the overall rural character, including scale.
- Consider which roads are currently capable of handling increased traffic flows and those that may need to be upgraded to accommodate future growth.
- Consider developing an Official Map to delineate future road layouts, especially in areas planned for concentrated development.
- Land prices in the town will continue to fluctuate as the market continues to change. Land prices will likely continue to increase, particularly around lakes and in the private wooded areas.

DESIGN YEAR LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Wisconsin Statutes require Comprehensive Plans to include projections in five year increments for future residential, commercial, industrial and agricultural land uses in the community over the 20-year planning period. The Town of Bagley future land use projections can be viewed in Table 2.8.

Residential Projections

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

- the town’s projected housing needs,
- an average lot size of 3 acres per dwelling unit,
- a multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

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

Commercial Projections

To calculate commercial land use projections, the current ratio of residential acreage to commercial land use acreage is compared by parcel in the town based on the 2007 land use inventory.

Industrial Projections

Industrial lands are projected in the same manner as the commercial lands; however the Town of Bagley does not currently contain any industrial uses and envisions very little industrial growth for the next 20 years. As a result, no industrial projections were developed.

Table 2.8 illustrates the potential amount of acreage needed for future development within the Town of Bagley through 2025 based on the WDOA population projections.

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

Year	Residential		Commercial	
	Acres	Total	Acres	Total
2005	37.5	37.5	0.4	0.4
2010	54.0	91.5	0.6	1.0
2015	57.8	149.3	0.6	1.6
2020	54.0	203.3	0.6	2.1
2025	60.8	264.0	0.6	2.8

Source: Bay-Lake Regional Planning Commission, 2008

NOTE:

- it is **not** the intent of the plan to see an entire area within a classification to develop, rather the specified uses shall be allowed if consistent with the type, location, and density of the development;
- some of the lands would hinder development based on the nature of the area;
- within residential growth areas, lands must be allocated for future roads, recreation areas, etc.

In most standard residential development, these additional factors generally account for approximately 25 percent of the gross land area.

Agricultural Projections

Several agricultural lands exist within the town, with the intention to preserve as much of these remaining farmlands as possible over the next 20 years. As development pressures continue to grow, developments in these farmlands should be directed to areas not considered productive agricultural land or to areas where services are more readily available.

The consumption of agricultural lands may be influenced by the strategies of local comprehensive plans and zoning ordinances.

SUMMARY OF PLAN IMPLEMENTATION GOALS

The following goals describe the town’s intent regarding the overall growth and development during the next 20 years. These generalized goals describe preferred conditions and represent an end to be sought, although they may never actually be fully attained.

These goals are also listed in Chapter 4 of this document with applicable objectives, policies, and programs to assist the town with implementation of its comprehensive plan and achieve its 20-year vision.

LAND USE: To preserve and retain the rural atmosphere and character of the town by promoting compatible land uses.

COMMUNITY PLANNING: For the *Town of Bagley 20-Year Comprehensive Plan* to provide guidance to local officials when making land use decisions that reflect the town’s vision.

INTERGOVERNMENTAL COOPERATION: To coordinate with adjacent communities, Oconto County and other interested groups/agencies on planning projects.

NATURAL RESOURCES: To manage a clean and orderly natural environment for the residents and visitors of the Town of Bagley by preserving and protecting key natural resources.

AGRICULTURAL RESOURCES: To preserve the remaining agricultural resources of the town.

CULTURAL RESOURCES: To preserve and enhance the historic, archeological and cultural locations and structures, where appropriate.

HOUSING: To provide for a variety of quality housing opportunities for all segments of the town’s current and future population.

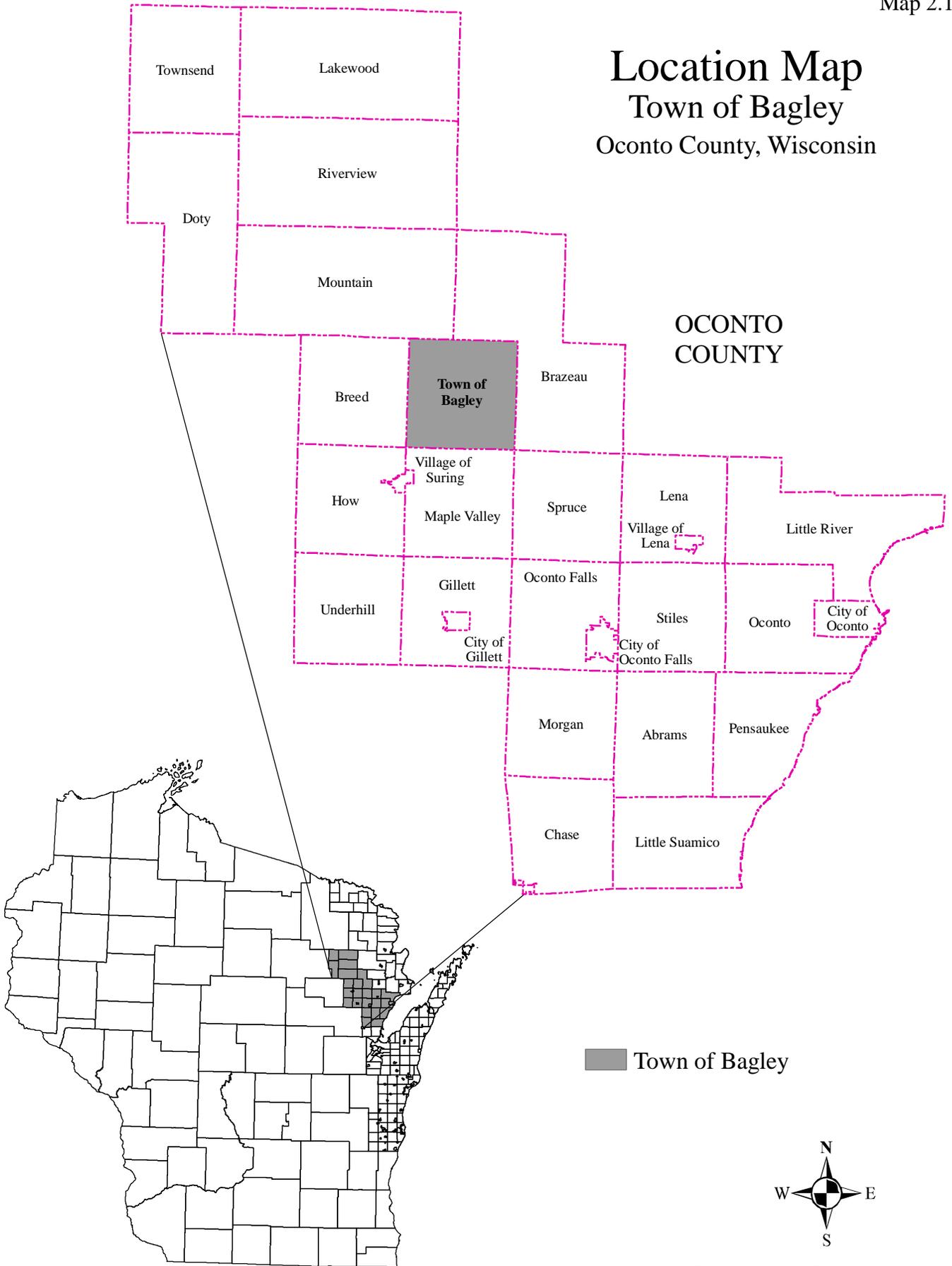
ECONOMIC DEVELOPMENT: To provide opportunities for small scale economic development while protecting and enhancing the town’s agricultural and environmental assets.

TRANSPORTATION: To advocate safe and efficient transportation systems for all modes of transportation in the town.

UTILITIES/COMMUNITY FACILITIES: To balance the town’s growth with the cost of providing public utilities and community facilities.

PARKS AND RECREATION: To continue to promote the variety of park and recreational activities within the town.

Location Map Town of Bagley Oconto County, Wisconsin



■ Town of Bagley



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.

WISCONSIN

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

Planning Area

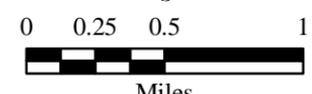
Town of Bagley

Oconto County, Wisconsin



Base Map Features

-  Town Boundary
-  State Highway
-  County Highway
-  Local Roads
-  Forest Roads
-  Surface Water

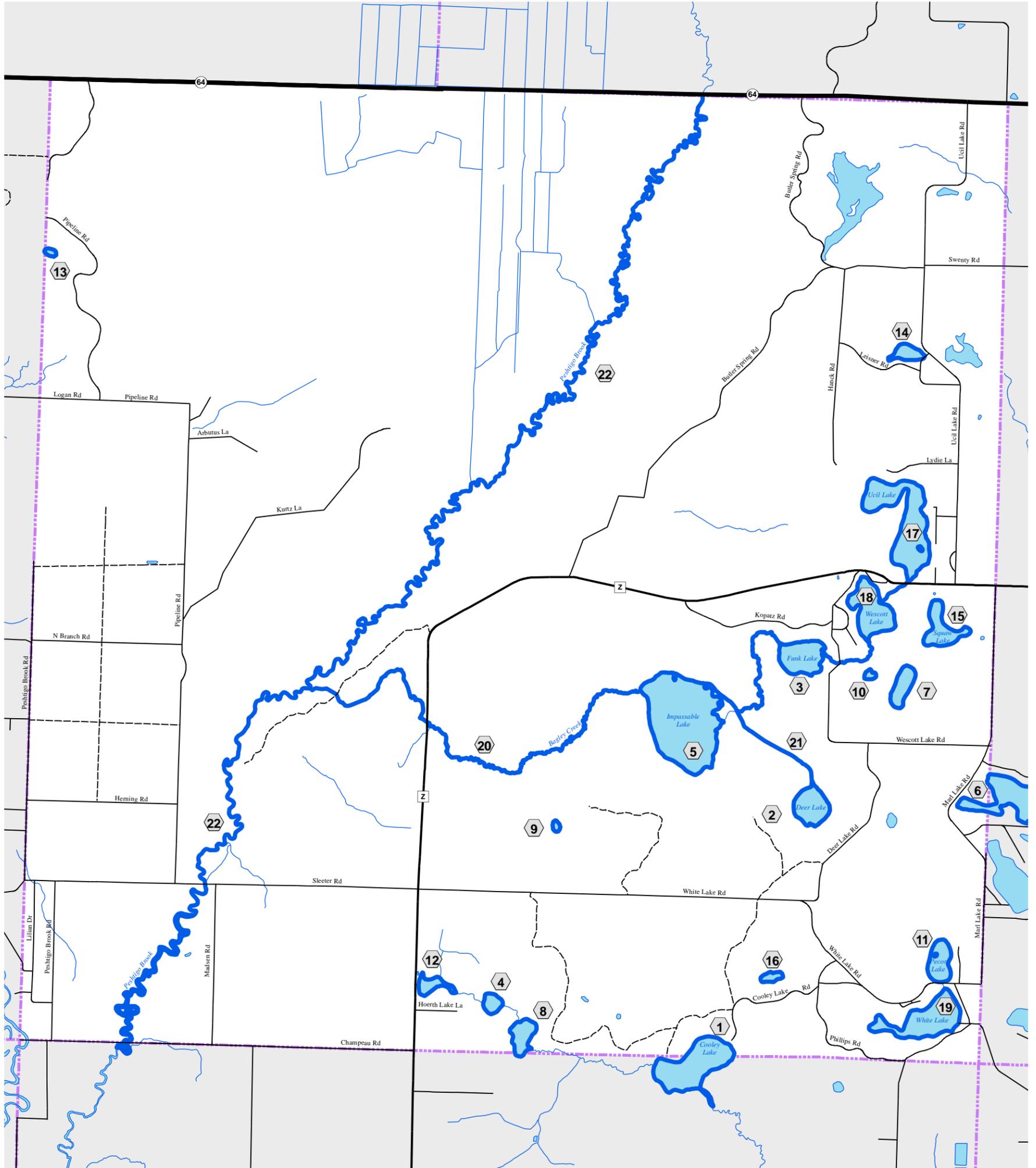


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Source: FSA, 2005; Town of Bagley; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Surface Water Features

Town of Bagley

Oconto County, Wisconsin

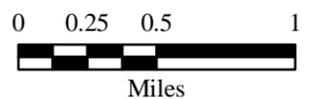


Base Map Features

- Town Boundary
- State Highway
- County Highway
- Local Roads
- Forest Roads
- Surface Water

Surface Water Features

*Note: Numbers Refer to Table 2.1 in Text



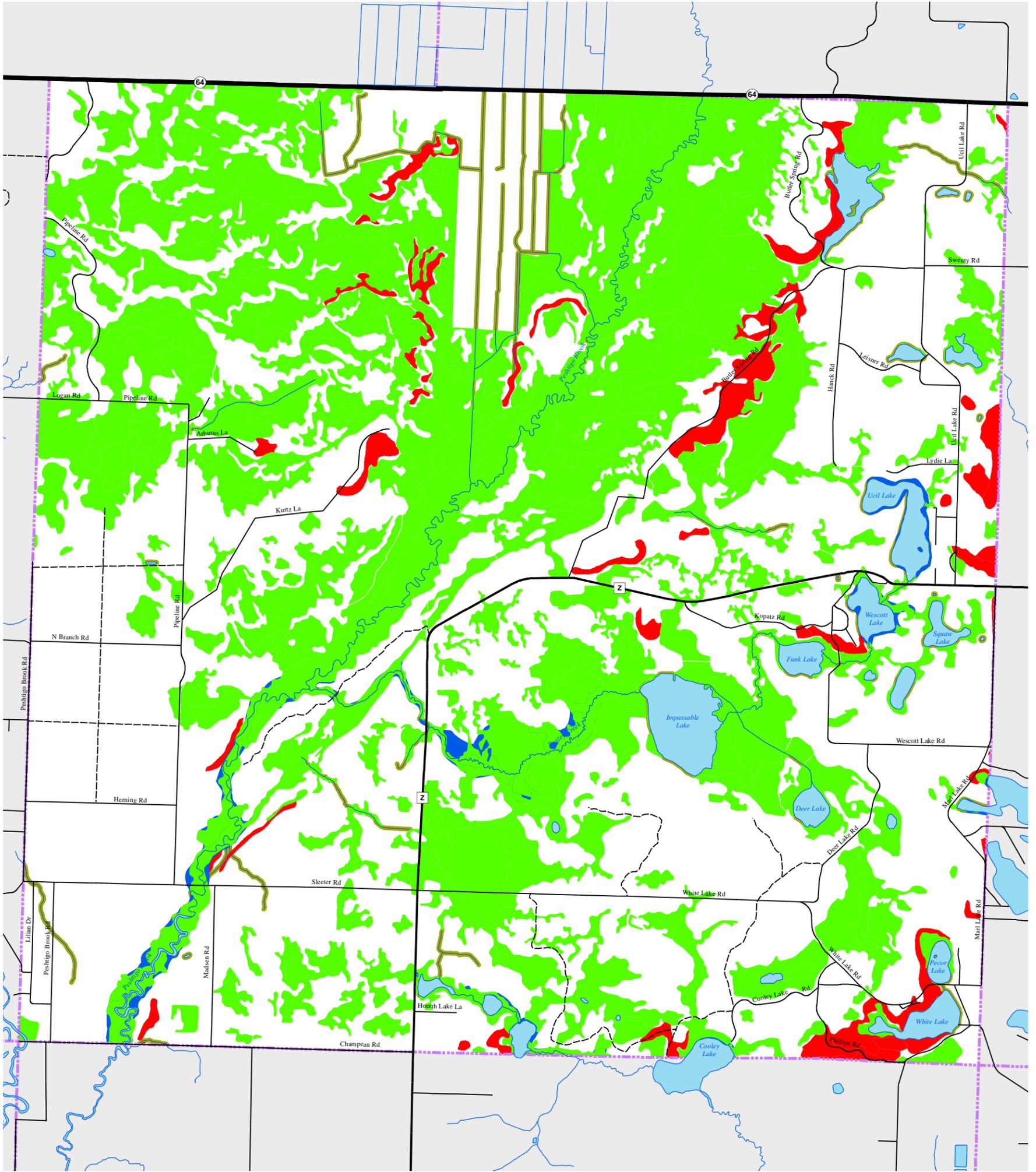
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Source: WDNR, 1977; Town of Bagley; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Plan Determinants

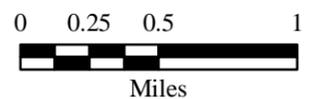
Town of Bagley

Oconto County, Wisconsin



Base Map Features

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



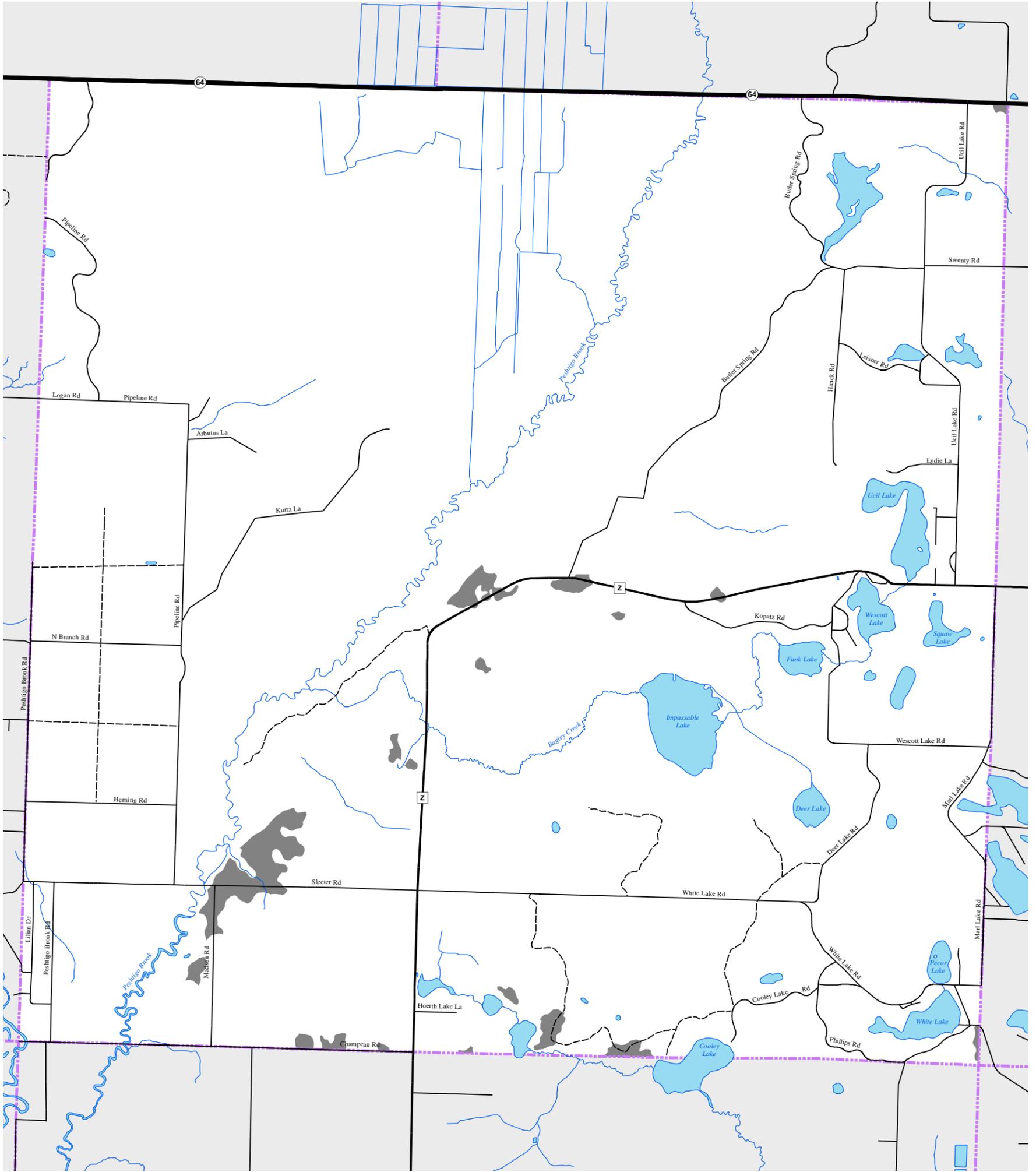
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Source: WDNR; FEMA; NRCS; Town of Bagley; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Prime Agricultural Soils

Town of Bagley

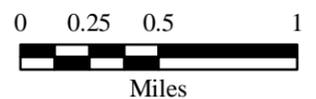
Oconto County, Wisconsin



Base Map Features

- Town Boundary
- State Highway
- County Highway
- Local Roads
- Forest Roads
- Surface Water

Prime Agricultural Soils



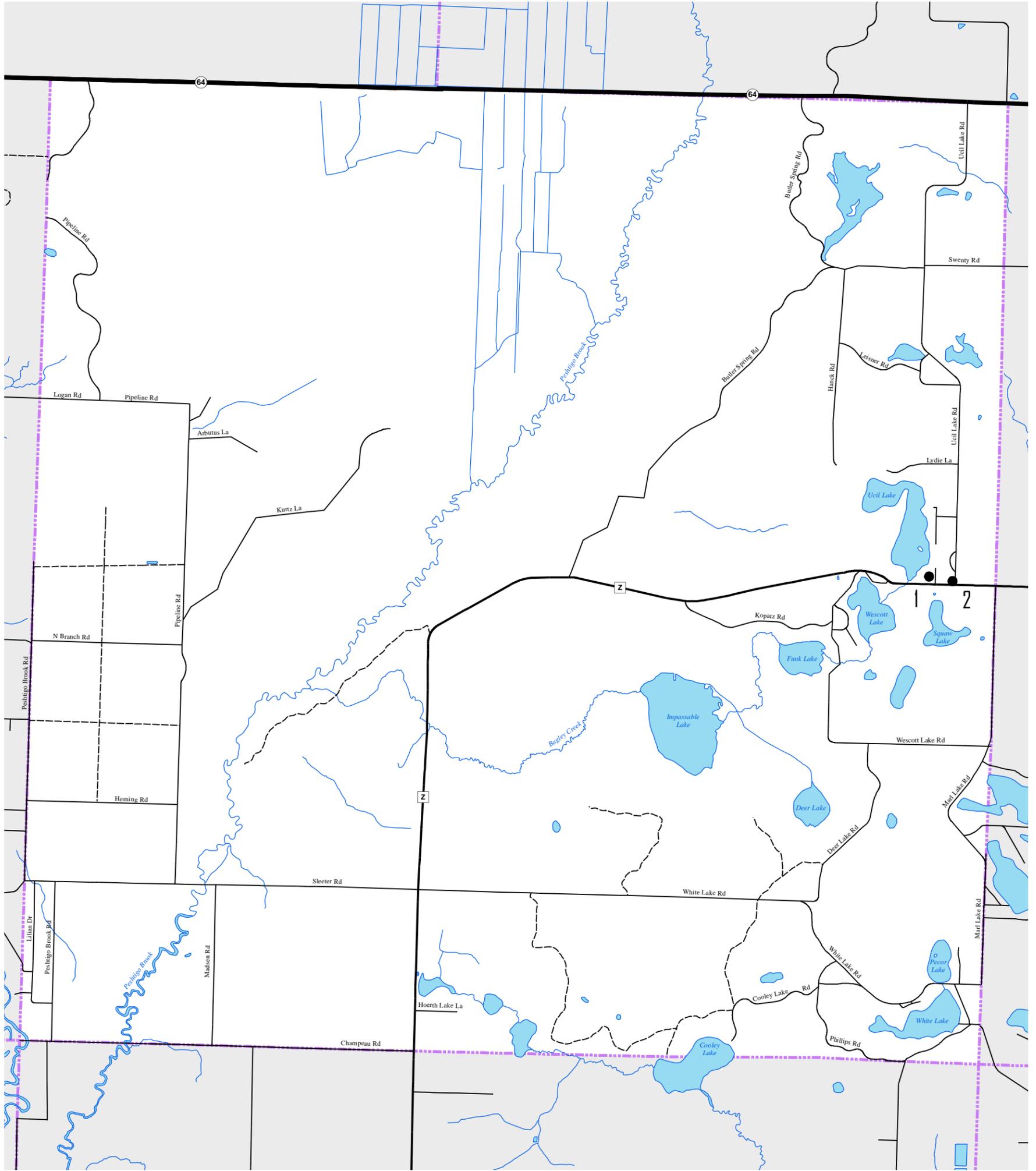
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Source: NRCS; Town of Bagley; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Public & Community Facilities

Town of Bagley

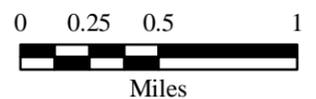
Oconto County, Wisconsin



Base Map Features

-  Town Boundary
-  State Highway
-  County Highway
-  Local Roads
-  Forest Roads
-  Surface Water

- 1 - Park on Ucil Lake
- 2 - Bagley Town Hall



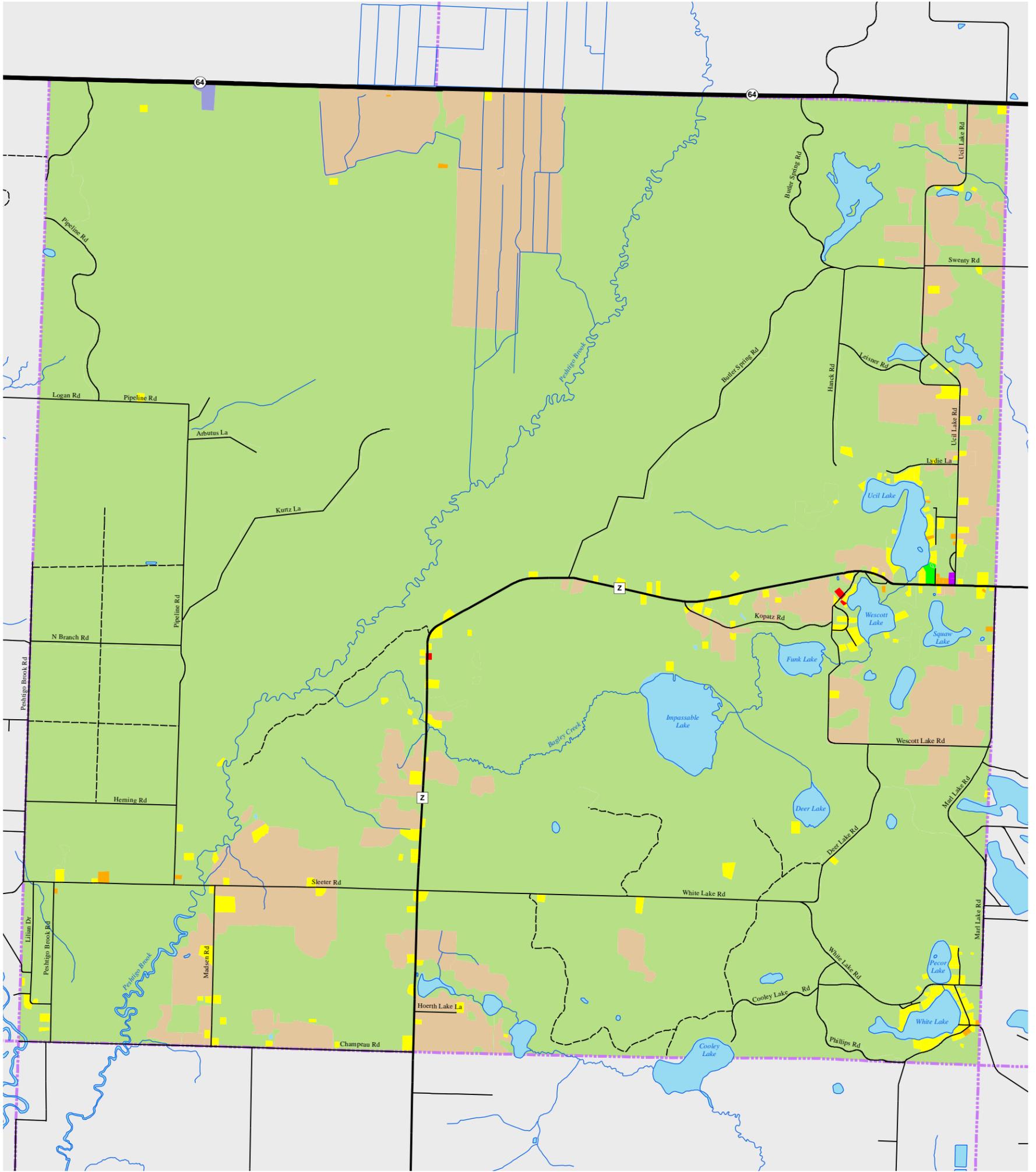
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Source: Town of Bagley; Oconto County; Bay-Lake Regional Planning Commission, 2008.

2007 Land Use

Town of Bagley

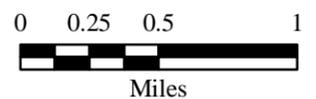
Oconto County, Wisconsin



Base Map Features

- Town Boundary
- State Highway
- County Highway
- Local Roads
- Forest Roads
- Surface Water

- | | | | |
|--|-------------------|--|----------------------------|
| | Residential | | Communications/Utilities |
| | Mobile Homes | | Governmental/Institutional |
| | Commercial | | Parks and Recreation |
| | Industrial | | Open Space/Fallow Fields |
| | Extractive Mining | | Agricultural |
| | Roads | | Water Features |
| | Transportation | | Woodlands/Natural Areas |



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 Bagley; Oconto County; Bay-Lake Regional Planning Commission, 2008.

**CHAPTER 3:
FUTURE LAND USE PLAN**

TABLE OF CONTENTS

INTRODUCTION 3-1
20-YEAR GENERAL PLAN DESIGN 3-1
 Land Use Recommendations 3-1
IDENTIFIED SMART GROWTH AREAS 3-6

INTRODUCTION

This portion of the *Town of Bagley 20-Year Comprehensive Plan* highlights the town’s future land use plan, known as the General Plan Design. The General Plan Design builds upon the town’s existing land use issues to establish a planning strategy and map which will guide the location and density of future development, while preserving various natural resources, over the next 20 years in the Town of Bagley.

20-YEAR GENERAL PLAN DESIGN

The General Plan Design was developed based on the information contained in:

1. *Volume II: County Resources*;
2. the survey results and other public input found in Chapter 1 (Introduction) and the appendices of *Volume I: Town Plan*; and
3. the community inventory and development goals found in Chapter 2 (Inventory, Trends, and Forecasts) of *Volume I: Town Plan*.

The data and input in these sections of the plan were major components in both the development of the General Plan Design Map (**Map 3.1**) and the following Recommended Development Strategy for the town’s 20-year planning period.

Land Use Recommendations

The following land use classifications associated with the Town of Bagley Future Land Use Plan best represent the community’s character and are in the best interest of the town’s future growth

Note: All categories are not represented on the General Plan Design Map (**Map 3.1**), however future development strategies for each are discussed in this chapter. The town’s future land use classifications include:

- Residential
- Commercial/Light Industrial
- Governmental/Institutional/Utilities
- Parks and Recreation
- Agricultural
- Woodlands/Open Space
- Transportation
- Environmental Corridors

Utilizing the land use classifications, this section details the suggested type, location and density of development for the Town of Bagley 20-year planning period.

Residential

It is the intent of this classification to promote orderly and efficient growth patterns that is consistent with adjacent land uses. As a result, residential development in the Town of Bagley is categorized into *concentrated residential* and *rural residential*.

Concentrated Residential

The Concentrated Residential category is illustrated as *Residential* on the town’s 20-Year General Plan Design Map (**Map 3.1**). The compact residential classification is designated for

portions of the town that contain large concentrations of development and will allow for future growth with similar residential types and densities.

Recommendations:

- Developments will continue to be concentrated adjacent to Ucil Lake, Pecor Lake, Wescott Lake, and White Lake. Consider the following issues as these areas become more developed.
 - Provision of Emergency services
 - Quality of surface waters
 - Stormwater management
 - Connectivity of Transportation system
 - Traffic control
 - Signage
 - Nuisances
- Areas in the southwestern portion of the town, south of White Lake Road are considered adequate for future compact residential growth. The area is currently platted and should provide for future orderly residential growth with few environmental impacts.
- One and Two family residencies will be the primary development with the possibility of infill developments and rehabilitation, or redevelopment of existing structures.
- New residential development types are encouraged to conform to surrounding uses. Conflicting size or type of development may detract from existing properties.
- Future residential development shall be sensitive to natural features. Environmentally sensitive areas (i.e. woodlands, wetlands, steep slopes, floodplains, etc.) in new areas of residential development should be preserved.

Rural Residential

Future residential development is highly encouraged toward areas in the Residential classifications on the 20-Year General Plan Design Map (**Map 3.1**). However, the town’s shorelands, agricultural lands, private woodlands, and open spaces will likely encounter residential development pressure during the 20-year planning period. This residential category is intended to allow low density development while maintaining the town’s visual and environmental integrity. The following recommendations provide methods to best protect the town’s rural landscape from increased fragmentation.

Recommendations:

- **Shoreland Development** – Many of the smaller lakes contain concentrated development along their shorelands (illustrated on **Map 2.7**). However, environmental features surrounding these water features provide limitations for future concentrated residential development. As a result, if additional residential development were proposed in these areas along with other developable shorelands in the town, the following issues should be considered.
 - Residential infill within these areas is encouraged where feasible. The practice of infilling assists in creating efficient development patterns.

- Future residential development should be designed in a manner that fits the integrity of the area through scale and design.
- The town should assess residential impacts along the shorelines.
- **Agricultural/Woodlands -**
 - If residential development is permitted, low density development should be considered as long as steps are taken to preserve agricultural and wooded areas, viewsheds, open spaces and areas deemed important for the town to keep preserved.
 - Encourage new development techniques which maintain a balance between agricultural/woodland areas and new development. Utilize various development techniques such as conservation/cluster subdivisions in an effort to protect the surrounding environmental features; allow for more open space; and preserve farmland, woodlands and wildlife habitats within the town.

Commercial/Light Industrial

The town does not view itself as a community that would attract large commercial or industrial businesses during the 20-year planning period. Large businesses are expected to locate within nearby communities that have adequate infrastructure. As a result, lands for commercial or light industry development in the town have not been specified on **Map 3.1**. However, future businesses will be considered in the town on a case-by-case basis.

Recommendations:

- Businesses in the town should be compatible with the character of the town. Any new commercial or light industry must be consistent with the scale of the town and be environmentally friendly.
- Control the appearance of commercial and light industrial businesses by reviewing designs, signage, and landscaping of future commercial establishments through building scale and appearance.
- Consider tourist type businesses. The town should consider tourist businesses and specialty shops that would fit with the rural nature of the town.
- Home-based businesses are envisioned to remain and are permitted. With greater access to the Internet and better telecommunication systems, working from the home is a viable alternative to traditional employment practices.
 - The town will need to ensure that the home occupational businesses do not outgrow their current location or become nuisances to adjoining property owners.

Governmental/Institutional/Utilities

The town will continue to monitor the capacity and efficiency of government buildings, utility sites, and public services provided to the town.

Recommendations:

- Promote the use of shared on-site wastewater treatment systems where appropriate. For cluster type developments discuss shared on-site systems as an option with developers.
- Continue to provide safe and convenient access to the town's public buildings.

- The Town Board will continue to monitor services provided to the town residents. Because many of the services, including fire, police and emergency services, road maintenance, disposal of solid waste, etc. are being provided by other agencies and municipalities, the Town Board should work with adjoining communities and Oconto County to help provide future services to a growing population as effectively and efficiently as reasonably possible.
- Explore renewable energy options where feasible. More homeowners are utilizing individual renewable energy systems for the power. Discuss any possible impacts to the town's landscape prior to allowing individual systems.

Park and Recreation

Promote the existing recreational facilities, trails, parks and open spaces within and around the Town of Bagley.

Recommendations:

- Continue to maintain the boat landings located within the town.
- Maintain communication with the Suring School District regarding changes to the Suring School Forest.
- Be involved in updates to the Oconto County Comprehensive Outdoor Recreation Plan.
- Cooperation in planning park and recreational facilities. If future recreational development were to occur in or around the town, it is recommended that the town cooperate with the surrounding towns, Oconto County, etc. to promote connectivity of recreational uses such as trails.

Agricultural

The vision of this classification is to preserve existing lands devoted to the growing of crops and the raising of livestock.

Recommendations:

- Encourage the preservation of agricultural lands and the farmer's right to farm.
- Future residential developments are encouraged to be directed toward areas in the *Residential* classification. In an effort to create orderly and efficient development patterns, in addition to providing efficient services, the town should encourage residential developments to the areas indicated on the General Plan Design Map (**Map 3.1**).
- Where appropriate, encourage new development techniques and programs which will preserve as much farmland as possible. Utilize various development techniques such as conservation/cluster subdivisions to help protect the farmlands within the town.
- Advocate that agricultural lands are under adequate farming practices. It is important for these lands to continue to be under the best management practices for agricultural activities. Inappropriate agricultural practices can have an adverse impact on the quality of surface water and groundwater unless properly managed.

Woodlands/Open Space

The intent of this classification is to maintain the private woodlands and open space areas within the town.

Recommendations:

- Utilize existing natural areas to enhance the character of the town. Preserve large natural areas and/or features to enhance/retain buffers between incompatible uses while maintaining scenic views of the town.
- Maintain the town’s private woodland areas. Woodlands should not be developed with great densities. Utilizing unique development options such as conservation subdivision designs or clustering can help maintain the continuity of woodlands.
- Utilize the town’s many natural features and open space areas to enhance the recreational opportunities in the community ranging from passive to active recreation.

Oconto County Forest and State-Owned Woodlands

The town envisions the existing county-owned forestlands, along with woodland areas owned by the State of Wisconsin, to remain in public ownership encouraging the continuation of large tracts of forested lands that maintain diverse vegetative and biological communities. These lands are to continue to provide recreational opportunities such as hunting, fishing, hiking, cross-country skiing, camping, and snowmobiling.

- The town shall be informed regarding any changes to allowable uses within the county or state-owned woodlands.

Transportation

Identifies the existing road network in addition to recommendations for safety and improved traffic movement in the town.

Recommendations:

- Ensure a cost effective road system management plan. Utilize the PASER (Pavement Surface Evaluation and Rating) program to assist in maintaining the roads in the future.
- Transportation network in planned developments should be designed to allow for efficient provision of emergency services and utilities.
- Consider adopting an Official Map to delineate future road extensions, especially in areas planned for compact development.

Environmental Corridors

Environmental corridors contain four elements including; 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.

- Recommend that developments steer away from environmental corridors as much as possible - or have them sensitively designed within development which will help minimize the negative effects on water resources, wildlife habitats and the overall character of the town.

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.”

The Town of Bagley identified lands containing existing concentrated development near Ucil Lake and Wescott Lake as the town’s “smart growth areas”.

- The Town of Bagley is intending for areas platted out for additional growth to infill while utilizing contiguous, efficient development patterns. This allows for more orderly and efficient development patterns.
- Concentrating development in designated areas also aids in the preservation of the town’s valued open space lands, along with its private woodlands and various natural resources that make up much of the town’s landscape.

Table 3.1 contains a summary of the land uses, along with their approximate acreage totals, which have been designated on the Town of Bagley 20-Year General Plan Design Map (**Map 3.1**). It is important to note that the acres on the General Plan Design Map are by general location and not by individual land uses, resulting in larger acreage calculations than those acreage totals found in the 2007 land use inventory.

Table 3.1: 20-Year General Plan Design Acreage Calculations

General Plan Design Category	Year 2030 Acres
Residential	930
Governmental/Institutional//Utilities	12
Woodlands*	18,853
Agricultural	2,292
Parks and Recreation	158
Transportation	166
Water Features	563
Total	22,974

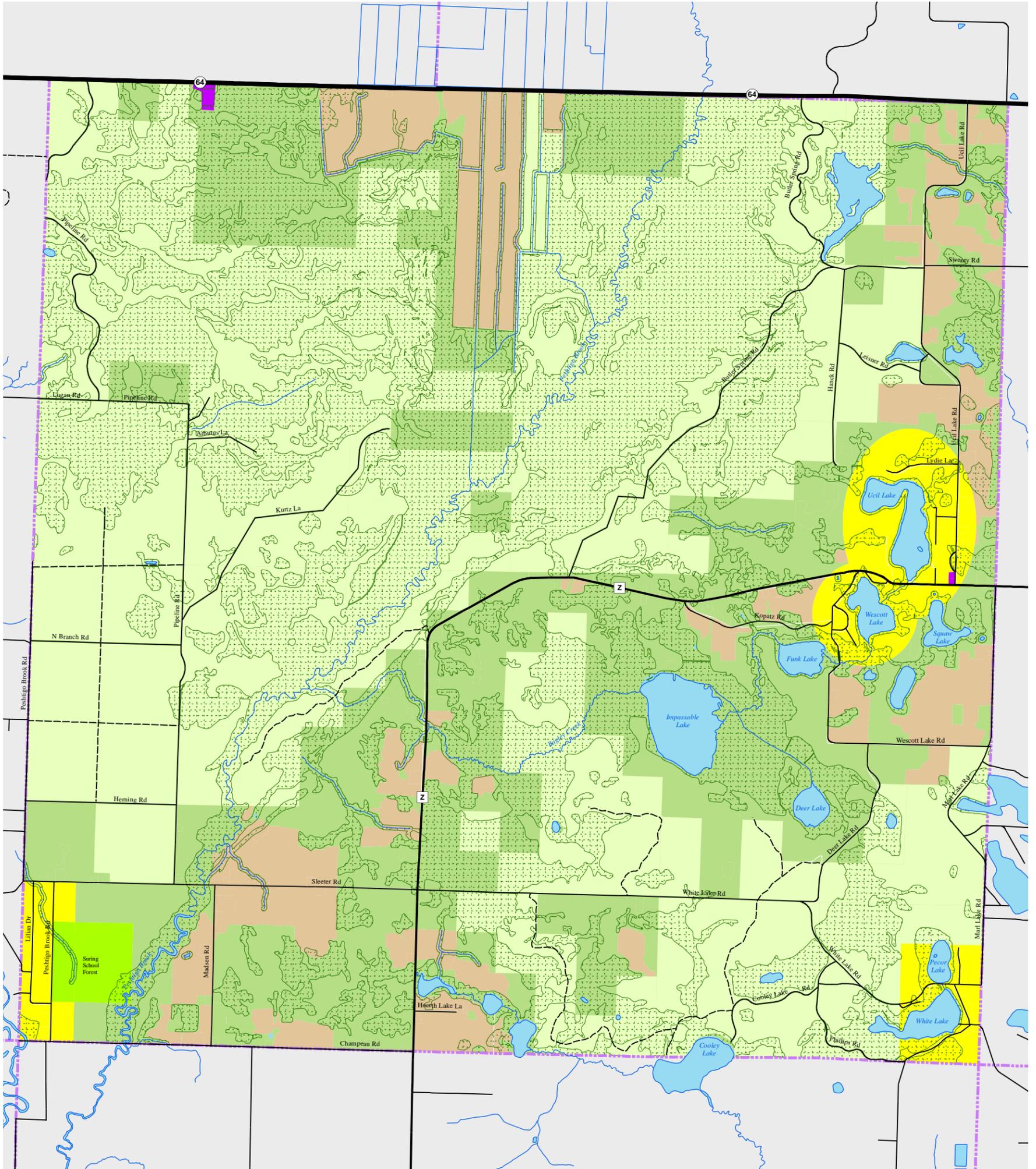
* Public Lands (i.e., County Forest, WDNR, WisDOT, etc.) account for 12,280 acres.

Source: Bay-Lake Regional Planning Commission, 2008.

20-Year General Plan Design

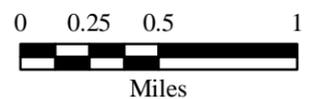
Town of Bagley

Oconto County, Wisconsin



Base Map Features

- | | | |
|----------------|--------------------------------------|---------------------------------|
| Town Boundary | Residential | Agricultural |
| State Highway | Park and Recreation | Public Lands |
| County Highway | Governmental/Institutional/Utilities | Environmental Corridors Overlay |
| Local Roads | Woodlands/Natural Areas | |
| Forest Roads | | |
| Surface Water | | |



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

**CHAPTER 4:
IMPLEMENTATION**

TABLE OF CONTENTS

INTRODUCTION 4-1

RESPONSIBILITIES OF LOCAL OFFICIALS 4-1

COMPREHENSIVE PLAN INTERNAL CONSISTENCY 4-1

UPDATING THE COMPREHENSIVE PLAN 4-1

IMPLEMENTATION OF LOCAL LAND USE CONTROLS 4-2

 Zoning 4-2

 Official Mapping 4-2

 Floodplain Ordinance 4-3

 Shoreland Ordinance 4-3

 Land Division / Subdivision Ordinance 4-4

 Other Ordinances and Regulations 4-4

IMPLEMENTATION OF DEVELOPMENT STRATEGIES 4-4

 Implementation Steps 4-11

 Stakeholders 4-12

 Priorities 4-12

INTRODUCTION

This chapter outlines a variety of actions and activities necessary to implement the development strategies and vision of the *Town of Bagley 20-Year Comprehensive Plan*. In an effort to keep this plan up-to-date with the changing conditions, this section also includes a process for amending/updating the comprehensive plan, along with a mechanism to measure the town's progress of accomplishing its development goals.

RESPONSIBILITIES OF LOCAL OFFICIALS

The Town Plan Commission, with cooperation from Oconto County, has the primary responsibility to implement the comprehensive plan. Plan Commission members, along with elected officials, need to be familiar with the future development strategies, vision statement, and maps found within the plan since they provide much of the rationale the community needs in making land use decisions or recommendations. If a decision needs to be made that is inconsistent with the comprehensive plan, the plan must be amended to reflect this change in policy before it can take effect.

The Plan Commission needs to ensure that supporting ordinances are consistent with the comprehensive plan per Wisconsin Statute 66.1001 (3). The town will consult the comprehensive plan when working with Oconto County and other government entities to develop/amend land ordinances or create additional land use recommendations.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The comprehensive plan elements and their respective development strategies should maintain consistency to ensure land use decisions are based on current conditions. In an effort to keep the plan's uniformity, the town's Plan Commission and elected officials should conduct periodic reviews of the town's vision statement and development strategies, along with the General Plan Design text and mapping. Any town ordinances and regulations that are not maintained and enforced by Oconto County need to be reviewed for consistency with the *Town of Bagley 20-Year Comprehensive Plan*. The town should also work cooperatively with Oconto County to ensure all land use ordinances and maps are updated to limit inconsistencies with the town's comprehensive plan.

UPDATING THE COMPREHENSIVE PLAN

This comprehensive plan shall be amended/updated following §66.1001 (4)(b) and the town's adopted written procedures for fostering public participation. It is recommended that the town's comprehensive plan be reviewed/updated by the Town Plan Commission based on the following schedule:

- **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;
 - 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;
 - Be aware of updates or completion of other local, county, or regional plans.
- **Ten Years** - required comprehensive plan update per Wisconsin Statute 66.1001(2)(i). 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

Zoning

Oconto County General Zoning Ordinance

Oconto County has zoning jurisdiction within all unincorporated communities of the county. Oconto County maintains and administers the general zoning ordinance to achieve community goals such as promoting public health, safety, and welfare; protection of natural resources; and to maintain community character. General zoning utilizes a system of districts designated for different uses based on land suitability, infrastructure, avoidance of conflict with nearby uses, protection of environmental features, economic factors, and other local factors. Refer to the general zoning ordinance of Oconto County 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 zoning map to determine compatibility and realignment within various districts. The Town Plan Commission and Town Board should work closely with Oconto County to decide when re-zoning will occur, for it is not the intent of the zoning map to become a direct reflection of the comprehensive plan’s 20-Year General Plan Design Map (**Map 3.1**). The comprehensive plan is a vision for the future while zoning represents current use.
- Cooperate with Oconto County to develop/amend ordinances that encourage the protection of the town’s natural features and aesthetic views.
- Additional ordinances may be developed by the town or Oconto County in order to meet the town’s “vision statement” listed in Chapter 1 of *Volume I: Town Plan*.

Official Mapping

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

The official map serves several important functions:

1. It helps assure that when the city/village/town acquires lands for streets, or other uses, it will be 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 potential buyers of land aware that land has been designated for public use.

Floodplain Ordinance

The Oconto County Zoning Ordinance regulates development in flood hazard areas to protect life, health and property and to provide a uniform basis for the preparation, implementation and administration of sound floodplain regulations for all county floodplains.

Areas regulated by the Oconto County Zoning Ordinance include all areas in the County 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 required to carry 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.

- Further development in the Town of Bagley should remain consistent with the Oconto County Zoning Ordinance. Cooperate with Oconto County, WDNR, FEMA, and other appropriate agencies when updates to the Oconto County Flood Insurance Rate Maps and the Oconto County 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. In unincorporated communities of Oconto County 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 Zoning Ordinance also establishes minimum lot sizes for parcels within the shoreland zone, setbacks of buildings and structures from the water, standards for the alteration of surface vegetation and land surfaces, and a permit process for work taking place in waterways.

- Further shoreland development in the Town of Bagley should remain consistent with the Oconto County Zoning Ordinance.
- The town may wish to adopt a more restrictive shoreland ordinance than the county maintains.

Land Division / Subdivision Ordinance

A land division/subdivision ordinance, as authorized by s. 236, Wis. Stats., 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 maintains a Land Division Ordinance. 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.” Please see the Oconto County Land Division Ordinance for further information.

- Work cooperatively with Oconto County in efforts to update the county’s Land Division Ordinance.
- Consider developing a land division or subdivision ordinance for the Town of Bagley to regulate parcel arrangement within specific areas of the town and promote orderly growth.

Other Ordinances and Regulations

Other tools to implement the comprehensive plan may include the development/support of additional town controls or Oconto County regulations such as:

- Building/Housing Codes
- Blighted Building Ordinance
- Landscape Ordinances
- Design Review Ordinances
- Erosion and Stormwater Control Ordinances
- Historic Preservation Ordinances

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The Town of Bagley 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 for the town, each followed by a detailed list of objectives, policies, and programs. Since many planning issues are interrelated, the objectives, policies, and programs related to one goal may be similar to those stated in other areas.

Goals, Objectives, Policies, and Programs

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

The following statements describe the town’s intent regarding growth, development, and preservation over the next 20 years.

LAND USE

GOAL: To preserve and retain the rural atmosphere and character of the town by promoting compatible land uses.

Objective: Ensure the Town of Bagley land use is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 3 of this document).

COMMUNITY PLANNING

GOAL: For the *Town of Bagley 20-Year Comprehensive Plan* to provide guidance to local officials when making land use decisions that reflect the town’s vision.

Objective 1: Utilize this 20-year comprehensive plan to best reflect the interests of all the town’s residents, follow an orderly and cost efficient method when developing and preserve significant features of the community.

Policies:

- A. This 20-year comprehensive plan will be consulted by the Town Plan Commission, Town Board and other committees of the town before making any decision regarding land use and land use policies.
- B. Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town.
- C. Encourage cooperation and communication between the town, neighboring municipalities and county government in implementing this 20-year plan.

Programs:

- Consider holding community planning related efforts/meetings with adjacent communities, media and/or private organizations to publicize ongoing planning projects and plan implementation projects found within this comprehensive plan.

Objective 2: The Town Board and Town Plan Commission have the responsibility to review and update the town’s comprehensive plan as needed.

Policies:

- A. Periodically review and update, when necessary, the adopted 20-year comprehensive plan in order to provide for the greatest possible benefits regarding future development and preservation of significant features such as agricultural, natural and cultural resources.
- B. Review existing Oconto County ordinances as they relate to the implementation of this plan.
- C. Hold Town Plan Commission meetings/working sessions to review the adopted 20-year comprehensive plan and make amendments to accommodate changing conditions.

- D. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town’s comprehensive plan.

NATURAL RESOURCES

GOAL: To manage a clean and orderly natural environment for the residents and visitors of the Town of Bagley by preserving and protecting key natural resources.

Objective 1: Maintain a visually appealing and sustainable natural environment.

Policies:

- A. Work with Oconto County and town residents to encourage sound management practices of the town’s forestlands.
- B. Encourage the inclusion of environmental corridors (Map 3.1), buffer zones, and other natural areas in new and existing developments.
- C. Developments adjacent to steep slopes, rivers/creeks and wetlands should be planned in a manner that protects the integrity of these areas.

Program:

- Work with Oconto County to educate residents about flood risks, shoreland and wetland preservation and steep slope risks.

Objective 2: Preserve and restore surface water quality (Lakes, rivers/creeks, and wetlands).

Policies:

- A. Support efforts related to surface water quality issues through the use of protection, restoration and improvement tools.
- B. Investigate and consider tools for erosion control (e.g., buffer strips, easements, land use controls, flood controls, etc.).
- C. Participate in efforts to maintain the natural beauty and integrity of the towns many water surface water features.

Objective 3: Encourage protection of groundwater resources (quality and quantity).

Policies:

- A. Identify and preserve groundwater recharge sites (lakes, ponds, and wetlands,) and areas of shallow soils.
- B. Avoid human-influenced actions, agriculture and residential development that may deplete the town’s lakes, rivers/creeks, wetlands and groundwater reserves.

Programs:

- Encourage residents to follow stormwater management plans and erosion control ordinances, etc.
- Landowners should follow agriculture "Best Management Practices" to preserve water quality.

- C. Work cooperatively with surrounding jurisdictions and Oconto County to protect groundwater resources.

AGRICULTURAL RESOURCES

GOAL: To preserve the remaining agricultural resources of the town.

Objective 1: Maintain existing agricultural lands to preserve the town’s rural atmosphere.

Policies:

- A. Retain large contiguous areas of prime agricultural lands for future farming operations.
- B. Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for farming purposes only.
- C. Protect the existing farm operations from conflicts with incompatible uses.

Program:

- Encourage buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints.

CULTURAL RESOURCES

GOAL: To preserve and enhance the historic, archeological, and cultural locations and structures, where appropriate.

Objective: Support the enhancement of the historic and cultural resources and facilities in the town.

Policies:

- A. Advocate the preservation of buildings, structures, and other landscape features that are the town's cultural history.
- B. Tie significant locations into recreational/tourist sites while further enhancing them and there access, where appropriate.

HOUSING

GOAL: To provide for a variety of quality housing opportunities for all segments of the town’s current and future population.

Objective 1: Identify and support policies and programs that help citizens obtain affordable, quality housing.

Policies:

- A. Support housing developments for all persons including low and moderate income, elderly, and residents with special needs.
- B. Work with Oconto County to apply for grants and become involved in programs to address the town’s housing needs.

- C. Encourage the maintenance, preservation and rehabilitation of the existing housing stock within the town.

Program:

- The Town Board may work with the state, county and Bay-Lake RPC to monitor the town’s population characteristics to stay informed of changing demographics/characteristics within the town.

Objective 2: Promote housing development that is done in an environmentally conscious and cost effective manner.

Policies:

- A. Support additional development regulations on lands adjacent to the town’s water features in an effort to protect/improve these valuable resources.
- B. Encourage the infill of existing vacant residential property where appropriate.
- C. Maintain a common green space/open space area during consideration of housing development design for subdivisions.
- D. Work with Oconto County and neighboring communities to establish innovative development guidelines for future consideration within the town.

Program:

- Consider conservation by design developments as well as cluster type developments to provide for a variety in housing choices.

ECONOMIC DEVELOPMENT

GOAL: To provide opportunities for small scale economic development while protecting and enhancing the town’s agricultural and environmental assets.

Objective: Locate future businesses in areas which will enhance the rural character of the town.

Policies:

- A. Evaluate the capacity of existing infrastructure, roads, electricity, public safety services, etc. to accommodate any new economic development.
- B. Home-based businesses are allowed until they outgrow the existing property and need a zoning change.
- C. Direct large commercial and industrial development to areas specified in the town’s general plan, or a nearby community that is better served by existing infrastructure.
- D. Work with Oconto County to maintain the County Forestlands
- E. Work with Oconto County to promote the many recreational opportunities in the Bagley area (e.g., Dusty Trails ATV, Bag-Bra Snowmobile Trail).

TRANSPORTATION

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

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

Policies:

- A. Promote a transportation system that is consistent with surrounding land uses and can readily adapt to changes in transportation demand and technology.
- B. Transportation systems should reduce accident exposure and provide travel safety.

Programs:

- Consider transportation needs of the elderly and special needs populations.
 - Bicyclists and pedestrians should be afforded a comfortable margin of safety on streets and roads by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.
- C. Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.
 - D. Protect existing investments in the road network with proper maintenance.

Program:

- Continue conducting 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.

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

Policies:

- A. Advocate for transportation corridors that are well maintained to allow for safe travel, while providing scenic views of the town.
- B. Avoid adverse impacts on environmental corridors and other significant natural areas during the planning and development of transportation facilities.

UTILITIES/COMMUNITY FACILITIES

GOAL: To balance the town’s growth with the cost of providing public utilities and community facilities.

Objective: Promote community facilities and public services that are well maintained and sufficient for the needs of the town residents.

Policies:

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

Programs:

- Continue to encourage the concept of “mutual aid agreements” for all public services being provided (e.g., emergency medical, fire, etc.).
 - Work with adjacent communities, Oconto County, Suring and Coleman school districts and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.
- B. Monitor resident satisfaction regarding services and remain informed upon any of the service providers’ needs to re-locate/upgrade their services.
 - C. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
 - D. Consider the development of renewable energy sources such as wind power, biomass and solar where feasible.
 - E. Explore the use of shared on-site wastewater treatment systems to allow for the consolidation of development and preservation of land resources.

PARKS AND RECREATION

GOAL: To continue to promote the variety of park and recreational activities within the town.

Objective: Advocate that residents have safe recreational sites within the town that provide a variety of activities to serve various age and interest groups.

Policies:

- A. Cooperate with the county and private organizations on maintenance and enhancement of existing recreation and consider the development of future recreational lands within the town and county.

Program:

- Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the town’s recreational systems.
- B. Consider access for the disabled, elderly and very young when planning, designing, and constructing all new recreation projects, including parking, trails, etc.
- C. Provide input into the updates to the Oconto County Comprehensive Outdoor Recreation Plan.
- D. Future recreational areas should be interconnected with the existing trail system.

INTERGOVERNMENTAL COOPERATION

GOAL: To coordinate with adjacent communities, Oconto County and other interested groups/agencies on planning projects.

Objective: Promote cooperation between the Town of Bagley and any other municipality or government entity that makes decisions impacting the town and surrounding area.

Policies:

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

Programs:

- Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.
 - Work with Oconto County, neighboring communities, and agencies regarding any natural resource related issues and other land uses which lie across town lines such as water features and Oconto County Forestland.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

Program:

- Continue the concept of “mutual aid agreements” for public services.
- C. Promote cooperation and communication with the Suring and Coleman school districts to collectively support quality educational opportunities.
 - D. Utilize the Wisconsin Towns Association (WTA) for publications and participation in cooperative training programs to assist the town and its officials.

Implementation Steps

Town officials should establish a general process and timetable for addressing the development strategies that will ultimately lead to implementing the *Town of Bagley 20-Year Comprehensive Plan*. Steps to address the development strategies could 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 (2) Plan Commission meetings and a minimum of one (1) Town Board meeting per year. The review of the comprehensive plan should also include assessment of the town’s land use control tools (e.g., ordinances and regulations) previously listed in this chapter.
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 agricultural preservation, natural resources, 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 Bagley has many tools available for the implementation of the community development strategies over the 20-year planning period. Within the appendices of *Volume II: County Resources*, 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 changing conditions of the Town of Bagley.

Stakeholders

Bay-Lake Regional Planning Commission
 Oconto County
 Oconto County Highway Department
 Oconto County Land Conservation Department
 Oconto County Planning/Zoning/Solid Waste Department
 Oconto County UW-Extension
 Coleman School District
 Suring School District
 Town of Brazeau
 Town of Breed
 Town of How
 Town of Maple Valley
 Town of Mountain
 Town of Spruce
 United States Department of Agriculture, Natural Resources Conservation Service
 Wisconsin Department of Commerce
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation
 Wisconsin Housing and Economic Development Authority (WHEDA)
 Wisconsin Department of Administration

Priorities

1. Continue to work cooperatively with Oconto County to update the Oconto County General Zoning Ordinance in order to ensure the vision of the *Town of Bagley 20-Year Comprehensive Plan* can be achieved.
2. Consider adopting ordinances that are more restrictive than those currently being enforced by Oconto County to address specific issues impacting the town, and to provide additional protection to natural features.

Furthermore, work with the county 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 stormwater management planning; identifying and developing

a plan to protect vital groundwater recharge areas; developing and enforcing erosion control measures; and restoration of wetlands.

3. Explore working cooperatively with Oconto County to develop a countywide subdivision ordinance. However, if feasible, the Town of Bagley may establish its own subdivision ordinance to regulate parcel arrangement, encourage orderly growth, and promote efficient provision of public services.
4. Continue to utilize a pavement management system to ensure the town's road network can continue to effectively serve current and future populations.
5. Continue to work with surrounding communities, school districts and Oconto County to efficiently provide quality, cost effective public services. As part of this, the town should continue to evaluate all mutual-aid agreements that are in place and consider other potential opportunities.
6. Work with Oconto County along with local, state, and federal agencies to promote best management practices for agricultural activities, such as nutrient management planning and establishment of land buffer programs.
7. Cooperate with surrounding towns, school districts, and Oconto County to discuss future planning projects and development concerns to lessen potential conflicts.

VOLUME I - APPENDIX A
PROCEDURES FOR PUBLIC PARTICIPATION

Procedures for Public Participation for Adoption or Amendment of the Town of Bagley Comprehensive Plan

Introduction

The Bagley Planning Process is designed to engage stakeholders and facilitate community involvement. Means of participation outlined in this plan and the Oconto County Public Participation Plan will provide guidance while promoting stakeholders to express ideas, opinions, and expertise throughout the planning process; resulting in a locally supported Comprehensive Plan for the Town of Bagley.

The Wisconsin “Smart Growth” or “Comprehensive Planning” planning law requires public participation throughout the planning process. Section 66.1001(4)(a) of the Wisconsin State Statutes states:

“The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan.”

The Town of Bagley acknowledging the need for continuous public involvement throughout the planning process and the requirements of 66.1001(4)(a), will adopt these written public participation procedures. These adopted procedures will provide the framework needed to maximize public involvement throughout the planning process and any subsequent amendments to the comprehensive plan.

Posting/Notification of all Plan Commission Meetings

Public notification for Plan Commission meetings will be posted at the following locations:

- Town Hall
- Other locations specific to the Town

Town Board and Plan Commission members will regularly check these sites to see that posted notifications are replaced if removed. These notifications will be posted during the entire Comprehensive Planning process until the adoption of a comprehensive plan.

Meetings

The Bagley Plan Commission will participate in periodic public informational hearings/input sessions held at the cluster and local level during the planning process.

All meetings conducted by Oconto County, UW-Extension, or Bay-Lake Regional Planning Commission staff will be open to the public and posted similar to plan commission meetings.

In addition, the Plan Commission will participate in one public hearing as required by Chapter 66.1001(4)(d). This meeting will be held upon the completion of the Comprehensive Plan and prior to the Town Board voting to accept or deny the Comprehensive Plan. A notice of the hearing must be published at least 30 days prior to the hearing in a newspaper likely to give notice in the area. The notice will meet the requirements for proper notification regarding date, time, location, etc.

Open Houses

A minimum of two (2) “Open Houses” shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. One shall be held at the “midway” point to present background information, and the second open house will be held near the end of the planning process to present the plan prior to the required public hearing. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the plan commission and the planning team.

Notices

The Plan Commission will prepare and post notices of meetings in the local newspaper and notice the meeting in three locations within the Town.

Public Comments

In all cases Wisconsin’s open records law will be complied with. During the preparation of the comprehensive plan, a copy of the draft plan will be kept on file at the Town Hall and will be available for public inspection during normal office hours. The public is encouraged to submit written comments on the plan or any amendments of the plan. Written comments should be addressed to the Town Clerk who will record the transmittal and forward copies of the comments to the Town Board and Oconto County Planning staff for consideration.

The Town Board and the Plan Commission always welcome written comments regarding issues presented. Direct written responses will be made where response is appropriate.

Distribution of the Adopted Plan

In accordance with State Statute (66.1001(4)), Procedures for Adopting Comprehensive Plans, one copy of the adopted plan or amendment shall be sent to the following:

- Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
- Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.

- The Wisconsin Land Council
- The Wisconsin Department of Administration
- The Bay-Lake Regional Planning Commission
- The public library that serves the Town.

Adoption of Comprehensive Plan by Town Board

After adoption of a resolution by the Comprehensive Plan Commission, the Town Board will adopt the Comprehensive Plan by ordinance only after holding at least one public hearing at which the ordinance relating to the Comprehensive Plan is discussed. A majority vote of the members-elect is necessary for adoption. That hearing will be preceded by a Class 1 notice under Ch. 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

- The date, time, and place of the hearing
- A summary, which may include a map, of the proposed Comprehensive Plan
- The name of an individual employed by the Town who may provide additional information regarding the proposed ordinance.
- Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community, at the Oconto County Planning and Zoning Office and at the Town Hall. Written comments on the plan from members of the public will be accepted by the Town Board at any time prior to the hearing and at the public hearing.

Additional Steps for Public Participation

In addition to public participation measures described in this plan, the Town will utilize further means of obtaining public participation as adopted by Oconto County in the Oconto County Public Participation Plan. The Town reserves the right to execute additional steps, means, or methods in order to gain additional public participation or promote understanding of the Comprehensive Planning process. These optional steps may include ideas or means not identified in this or the county's public participation plans.

State Statutes

Where there is a conflict with these written procedures and provisions of s. 66.1001(4) Procedures for Adopting a Comprehensive Plan, the state statutes shall apply.

Amendments

The Town Board may amend these procedures from time to time.

VOLUME I - APPENDIX B
NOMINAL GROUP RESULTS

Oconto County Central Planning Cluster

Nominal Group Results

August 29, 2006

Group 1

5	Preservation of ag. and forestry
3	Development of business/industrial parks
3	Regulate developers seeking to subdivide land
2	Continued hunting on public property
2	Maintain the rights of the land owner within reason
2	Preserve lakes, rivers, streams
1	Clustering of residential areas
1	Continue to maintain rural roads (town and county)
1	Maintain trails throughout county
1	Promote area to bring in more industry
1	Promoting the history and background of parks and rec. areas
1	Rural residential lot sizes
1	Wind energy/power lines
	Idle land not producing taxes and is fragmented
	Recognition of town ordinances by the county
	Upgrade forestry roads (logging)

Group 2

4	Maintain agricultural heritage in county
3	Develop and assist small businesses (<20 employees)
3	Preserve county forestlands
2	Good roads
2	Maintain the county's agriculture – economic impact
2	Promote shared services between municipalities
2	Promote use of alternative fuels
1	Control development on lakeshores and riverbanks
1	County requirement – 10 acres of land needed to develop
1	Improve access to lakes, parks, trails, etc.
1	Maintain industrial base
1	Promote tourism in county
	Additional recreation trails/parks
	Buffer between residential and commercial development
	Good paying jobs
	Increase promotion of trails and corridors
	Keep historic areas undeveloped
	Limit extreme shifts in cost of living
	Maintain environment ambiance – light/noise pollution
	Planned housing – concentrated
	Promote local and county interaction/communication
	Quality housing

Group 3

5	Preserve agricultural land-protect from infringement
3	Prevent fragmentation-keep ag. and forest lands together – promote preservation as well
3	Promote development of businesses in cities and villages so as not to tax surrounding communities – promote small business as well
2	Keep residential development in appropriate areas – prevent sprawl
2	Preserve and enhance recreational opportunities (trails, open space, hunting lands, etc.) including camping facilities
1	Address old/abandoned buildings
1	Improve water quality of surface waters and ensure protection
1	Provide more job opportunities particularly for young people
	Continual monitoring of water quality – identify potential problem areas
	Improve maintenance of forest roads
	Increase education for young people on natural resources in order to promote preservation
	Promote intergovernmental cooperation –share services
	Prudent development along state highways

VOLUME I - APPENDIX C
INTERGOVERNMENTAL COOPERATION RESULTS

INTERGOVERNMENTAL COOPERATION

CENTRAL CLUSTER

The intergovernmental workshop for the Oconto County Central Planning Cluster was held on April 9, 2008 at the Breed Town Hall. The following illustrates the results from this workshop:

Land Use Issues and Conflicts/Positive Working Relationships

- Agriculture operations
- Transportation infrastructure
- Cooperation with ATV/Snowmobile Clubs
- Senior meal delivery available throughout the county
- Increasing communication through future planning meetings
- Inability to recruit volunteers to provide emergency services
- Population growth in the southern part of the county
- Growing elderly population in the northern areas of the county and the need to plan for appropriate services
- Continue to plan and address issues
- Regulations to apply weight limits on agriculture equipment like what is done on commercial vehicles
- Sex offender registrations not being done
- Municipalities participating in joint spring clean-up efforts
- Not enough designated sites for public hunting
- The need for regulations to limit garbage being dumped in the county forest
- Future developments should have proper sanitary systems
- Maintain compatible comprehensive plans with neighboring communities
- Notices not being forwarded to other parties within the individual communities
- Compatible and enforceable ordinances
- Zoning notification (i.e. use of residential district)
- Renewable energy opportunities
- More agreements with other communities and supported with county assistance
- Random discarding of tires
- Oconto County and Local websites
- Burning barrels
- Empty mobile homes
- Junk yards
- Community development should be shared to save resources
- Agriculture land should be saved-preserved
- Need more parks and recreation
- Bordering issues need to be resolved among communities and the county
- Deputizing of board members, etc. to be able to hold people who litter on town and forestry roads until police arrive
- The county planning committee that hold meetings for zoning permits don't listen to the people

- Quarrels between existing and establishments (homes) and new dwellers
- Large farms depleting aquifers
- Lack of knowledge of school district boundaries when people buy property and build homes, especially a problem with sub-divisions located in two districts.
- The need to allocate more land for recreation, such as base ball diamonds. No communication between schools and towns.
- People do not care what is going on unless it directly impacts their property
- One hand does not know what the other hand is doing
- Clarification of road maintenance between townships
- County police works well
- Ambulance sharing well
- County ordinances for wind turbines and signage
- Monitoring the need for upgrading and expanding sewer system
- Joint planning within the incorporated communities' extraterritorial boundary
- Rural sprawl will increase the need for law enforcement services within those areas
- Demand for law enforcement services will necessary cause the withdrawal of some law enforcement resources from performing ancillary functions.

Potential Resolutions:

- Expand and further promote county and local websites, posting of more agendas, materials, etc.
- No tipping fees for volunteers who pick-up garbage
- The availability of land for economic development
- More communication between all entities
- Better distribution of information both internally and externally
- Continued mutual aid of fire/rescue, etc.
- Compatible lot sizes with neighboring communities
- Enforce regulations equally and fairly
- More planning meetings of this type to bring different peoples and ideas together
- Greater communication between residents and town officials
- Consolidation of fire departments
- Communication with school district
- County consolidation of landfill and recycling rules
- Consolidation of townships and courts
- Boundary agreements-developments, road maintenance
- Downtown Main Street beautification in conjunction with the State Highway 22 upgrades planned for 2012.

VOLUME I - APPENDIX D
LAND USE INVENTORY CODES

LAND USE INVENTORY CODES

Bay-Lake Regional Planning Commission			
Land Use Inventory Summary Form			
100	RESIDENTIAL		600
200	COMMERCIAL		700
300	INDUSTRIAL		800
400	TRANSPORTATION		900
500	COMMUNICATION/UTILITIES		
CODE	LAND USE CLASSIFICATION		CODE
100	RESIDENTIAL		500
110	Single Family Residential		510
111	Single Family Residential Garage		511
130	Two Family		512
150	Multi-Family		514
151	Multi-Family Garage		516
170	Group Quarters		521
180	Mobile Homes		525
190	Land Under Residential		535
	Development		537
199	Vacant Residence		540
			541
200	COMMERCIAL		542
210	Retail Sales		546
230	Shopping Centers		551
250	Retail Services		552
270	Office Parks		555
299	Vacant Commercial		556
			572
300	INDUSTRIAL		577
310	Manufacturing		580
340	Wholesaling		581
360	Extractive		582
380	Storage		583
381	Open		584
382	Enclosed		585
399	Vacant Industrial		586
			587
400	TRANSPORTATION		588
410	Motor Vehicle Related		591
411	Federal Highways		595
412	State Highways		599
413	County Highways		
414	Local Streets and Roads		
415	County Forest Roads		
416	Federal Forest Roads		
417	Off-Street Parking		
418	Bus Terminals		
419	Truck Terminals		
420	Other Motor Vehicle Related		
440	Rail Related		
460	Air Related		
480	Marine Related		
484	Piers/Docks		
490	Nonmotorized Related		
499	Vacant Transportation		

APPENDIX D - LAND USE INVENTORY CODES

CODE	LAND USE CLASSIFICATION	CODE	LAND USE CLASSIFICATION
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	700	OUTDOOR RECREATION
610	Administrative Institutions/Governmental Facilities	710	Cultural/Natural Activities
611	Administrative Buildings	712	Zoos
612	Post Offices	716	Nature Study Areas
613	Military Installations	721	Designated Historic/Cultural/Archaeological Sites
614	Municipal Garages	730	Land Related Activities
630	Safety Institutions/Governmental Facilities	731	Campgrounds
631	Police/Fire Stations/Offices	735	Lawns/Yards
637	Ancillary Municipal Safety Facilities	736	Parks/Parkways/Forest-Related Picnic Areas
638	Prisons or Jails	737	Separate Picnic Areas
640	Educational Institutions/Governmental Facilities	738	Lookout Tower
641	Pre-School/Day Care	741	Playfields/Ball Diamonds/Volleyball Courts
642	Primary Schools	745	Swimming/Wading Pools
643	Middle Schools	746	Tennis Courts
644	Secondary Schools	747	Trails
645	Vocational Schools	751	Athletic Fields
647	Two-Year Colleges/Universities	756	Ice Skating Rinks
648	Four-Year and Graduate Colleges/Universities	757	Roller Skating Rinks
651	Libraries	758	Ski Areas
652	Community Center	761	Golf Courses
655	Museums	762	Golf Driving Ranges
660	Health Institutions/Governmental Facilities	766	Archery/Gun/Skeet Ranges
661	Hospitals	768	Hunting Preserves
663	Clinics	769	Race Tracks
665	Long-Term Health Care Facilities	770	Other
680	Assembly Institutions/Governmental Facilities	780	Water Related Activities
681	Fairgrounds	781	Boat Launching Sites/Areas
682	Gymnasiums	782	Other Water Access Sites/Areas
683	Sports Stadium/Arenas	783	Marinas
684	Fraternal Organizations/Clubhouses	784	Lighthouse
690	Religious and Related Facilities	799	Vacant Outdoor Recreation
691	Churches/Temples/Synagogues		
694	Cemeteries		
699	Vacant Institutional/Governmental		
800	AGRICULTURE/SILVICULTURE	900	NATURAL AREAS
805	Open Space	910	Water
810	Croplands/Pastures	911	Lakes
830	Long-Term Specialty Crops	912	Reservoirs and Ponds
850	Animal Husbandry	913	Rivers and Streams
851	Fish Hatchery/Aquaculture	914	Canals and Channels
870	Farm Buildings/Accessories	930	Vital Natural Functions
880	Commercial Forests	936	Wildlife Refuges
899	Vacant Agriculture	937	Designated Scientific Sites/Areas
		950	Other Natural Areas, including Open Space
		951	Woodlands
		952	<i>Wetlands</i>
		953	Grasslands
		954	Beaches
		955	Bluffs
		960	Other Publicly-Owned Natural Areas
		990	Land Under Development
		99999	City or Village

VOLUME I - APPENDIX E
DETAILED LAND USE TABULATION

2007 TOWN OF BAGLEY DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	298.67
110	Single Family Residential	284.14
180	Mobile Homes	14.53
200	COMMERCIAL	3.07
210	Retail Sales	1.39
250	Retail Services	1.68
300	INDUSTRIAL	0.00
400	TRANSPORTATION	165.55
414	Local Streets and Roads	165.55
500	COMMUNICATION/UTILITIES	10.15
521	Natural Gas Terminals/Plants	10.15
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	2.23
611	Administrative Buildings	1.23
614	Municipal Garages	1.00
700	OUTDOOR RECREATION	0.00
800	AGRICULTURE/SILVICULTURE	2,411.32
810	Croplands/Pastures	2,380.58
870	Farm Buildings/Accessories	30.74
900	NATURAL AREAS	20,083.08
911	Lakes	500.05
912	Reservoirs and Ponds	39.55
913	Rivers and Streams	13.11
950	Other Natural Areas, including Open Space	141.29
951	Woodlands	19,388.03
960	Other Publically-Owned Natural Areas	1.06
TOTAL		22,974.08

VOLUME I - APPENDIX F
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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