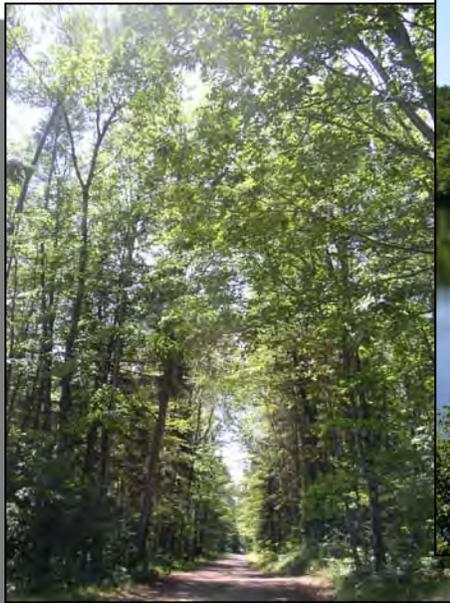


# ***Town of Lakewood***

*Oconto County, Wisconsin*

## ***20-Year Comprehensive Plan***



Prepared by:  
**Bay-Lake Regional Planning Commission**  
*August 2008*



**TOWN OF LAKEWOOD  
OCONTO COUNTY, WISCONSIN**

**CHAIRMAN:** Tom Gryboski  
**SUPERVISOR:** Tom Habenstein  
**SUPERVISOR:** Lee Spletter

**CLERK:** Denise Jackett  
**TREASURER:** Virginia Nelson

**TOWN PLAN COMMISSION:** Greg Weyers, Chairman  
Ted Schuurmans  
Scott VanLannen  
Marlene Sauriol  
Adriane Bartels  
Lee Spletter









RESOLUTION NO. 2008-1

**TOWN OF LAKEWOOD PLAN COMMISSION  
ADOPTION OF THE TOWN OF LAKEWOOD  
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 plan) 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 by the Town of Lakewood Plan Commission;

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

Dated this 11th day of August, 2008,  
Resolution introduced and adoption moved by Scott Van Leuven  
Motion for adoption seconded by Marlene Lauriel  
Voting Aye: 4 Nay: 0

APPROVED:

Marlene Lauriel, Vice Chair  
Town of Lakewood Plan Commission Chair

ATTEST:

Marlene Lauriel  
Town of Lakewood Plan Commission Secretary



**TOWN OF LAKEWOOD**  
**ORDINANCE NO. 01-2008**

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 Lakewood, 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 Lakewood, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the Town to respond to such comments; and,

WHEREAS, the Town of Lakewood Plan Commission 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 in the Town of Lakewood who may provide additional information regarding the proposed ordinance;
4. Information relating to where and when the proposed Comprehensive Plan could be inspected before the hearing, and how a copy of the Plan could be obtained; and,

WHEREAS, on August 11, 2008, the Town of Lakewood Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Lakewood Planning Commission; and,

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

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

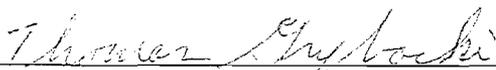
Section 2: The Town Clerk is directed to file a copy of the attached Comprehensive Plan for the Town of Lakewood with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Lakewood;
2. The Clerk of every local governmental unit that is adjacent to the Town of Lakewood;
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 Lakewood is located.

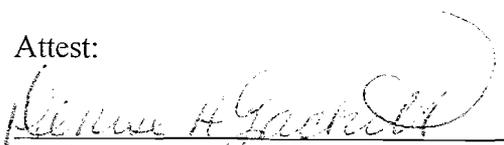
Section 3: SEVERABILITY Several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful, or unenforceable, such decision shall only apply to the specific section or portion thereof directly 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 11th day of August 2008, by a majority vote of the members of the Town Board of the Town of Lakewood.

  
Thomas Gryboski, Town Board Chairperson

Attest:

  
Denise A. Jackett, Town Clerk

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# Volume I

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## *Town Plan*

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**Appendix D** - Detailed Land Use

**Appendix E** - Glossary of Terms

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### **Town of Lakewood 20-Year Vision Statement**

*“The Town of Lakewood is a rural community that is committed to preserving open space and natural resources while also providing its residents and visitors with appropriate services and infrastructure. Through the implementation of this Comprehensive Plan the town will focus on preserving natural features, paying particular attention to improving and maintaining the water quality of the town’s surface waters, and maintaining green space by regulating residential development and clustering commercial development near the existing town center.”*



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## PURPOSE OF THE COMPREHENSIVE PLAN

The *Town of Lakewood 20-Year Comprehensive Plan* is a legal document providing the policy framework from which town officials will base their future land use decisions. This comprehensive plan was prepared to address the anticipated land use issues that will face the Town of Lakewood in the future. This plan is to serve as a guide when making decisions regarding environmental protection, transportation expansion, housing development, location of public services, and sound economic development. Utilization of this plan as a tool for making land use decisions will ensure the town’s vision will be carried out in an appropriate and consistent fashion.

The town’s 20-year vision, which is located at the end of this chapter, is best illustrated by the General Plan Design (GPD). The General Plan Design (**Map 3.1**) designates areas of the town for preferred land use activities with a list of applicable land use classifications that are supported by detailed recommendations that define the type of development within those classifications. The GPD 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 Lakewood over the next 20 years.

### **State Planning Legislation**

The *Town of Lakewood 20-Year Comprehensive Plan* was prepared to meet the requirements outlined in Wisconsin State Statute 66.1001 by addressing the following nine elements:

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

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

***Volume I: Town Plan*** describes and illustrates the Town of Lakewood’s 20-year vision for future development. It includes detailed background information and data, land use projections, recommended strategies for guiding future development, the town’s General Plan Design (including a future land use map), and a framework for implementation.

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

***Chapter 2: Inventory, Trends, and Forecasts*** provides town specific demographic information and data as wells as housing and population projections for the future; identifies land use issues and conflicts; acknowledges continued land use trends; and projects future land use allocations for residential, commercial, industrial, and agricultural needs.

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

***Chapter 4: Implementation*** details a work plan to implement the development strategies of the comprehensive plan.

***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*** contains countywide inventory and demographic information that served as a basis developing the town’s 20-Year vision for future development.

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

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

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

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

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

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

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

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

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

**First Phase → Inventory of countywide information to be used in developing the local and county plans.**

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



- A preliminary draft of *Volume II: County Resources* was prepared to assist with the completion of the local and county comprehensive plans.

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

- Town of Lakewood data was analyzed to identify existing and potential conflicts.
- The town's vision statement, along with the land use goals, objectives, policies and programs were drafted using results from the various issue identification workshops, information from the existing *Town of Lakewood Comprehensive Master Plan*, a community wide-survey conducted in 1999, and background data.
- A preliminary General Plan Design (GPD) was prepared along with recommended land use strategies were drafted to guide future growth, development and conservation within the town over the next 20 years.
- Oconto County Planning and OCPAC finalized *Volume II: County Resources*. It was adopted by resolution by the Oconto County Board of Supervisors on August 21, 2008.
- The final public review and Open House conducted July 26, 2008, to present the *Town of Lakewood 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 when appropriate.

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

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

## **Public Participation Process**

### **Public Participation Plan**

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

Open meetings were held monthly to review background data, finalize each plan element, and create the General Plan Design. In addition to these planning meetings, the following steps were used to gather additional input from the public. 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 a meeting of the Northern Planning Cluster held in August 2006, members of the Town of Lakewood Plan Commission members participated in a Nominal Group Exercise. The purpose of this exercise was to identify issues and concerns regarding future development in the Town of

Lakewood and the northern portion of Oconto County. Relevant issues generated during this discussion were considered during the development of the goals, objectives, policies, and programs for the town's comprehensive plan. Top issues from the Northern Planning Cluster Nominal Group Exercise include:

- Stronger county rules on older grandfathered septic systems
- Shoreland zoning
- Preservation of the rustic integrity of the area
- Protection and maintenance of recreational resources (i.e. trails)
- County services being more accessible
- Improvement of and increase in law enforcement in northern portion of county
- Provision of senior care facilities and programs

All results collected at the three Nominal Group Exercises held as part of this multi-jurisdictional planning process can be found in Appendix B of *Volume I: Town Plan*.

### **Visioning Exercise**

A visioning exercise was conducted with the Town of Lakewood Plan Commission to describe the future of various elements discussed in the town's comprehensive plan, including natural resources, economic development, and housing. The visioning process, in addition to the town's existing Comprehensive Master Plan, was used to provide a foundation for developing the Town of Lakewood 20-Year vision statement and to generate development strategies to implement the *Town of Lakewood 20-Year Comprehensive Plan*. The town's vision statement is highlighted later in this chapter

### **Intergovernmental Cooperation Workshop**

An Intergovernmental Cooperation Workshop was conducted in April 2008 with the Oconto County Northern Planning Cluster. 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, pertinent state and federal agencies, and other entities and departments that may be directly impacted by 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 Lakewood 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 provided in Appendix C of *Volume I: Town Plan*.

### **Open Houses**

Three (3) "Open Houses" were conducted at different points throughout the planning process to present background information and plan recommendations to the public. The first open house was held for communities in the northern portion of Oconto County to present countywide information that was to develop *Volume II: County Resources* of the *Town of Lakewood 20-Year Comprehensive Plan*.

The second open house was held exclusively for the Town of Lakewood. The purpose of this public meeting was to gain input on the 2007 Town of Lakewood land use inventory. Attendees were introduced to the land use inventory process and were asked to provide any recommendations for changes to the land use inventory map in order to ensure its accuracy.

The town's third open house was held on July 26, 2008. It was conducted at the conclusion of the second phase of the planning process. The purpose of this open house was to allow residents of the town 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 Lakewood's adopted 20-Year Vision Statement:

*“The Town of Lakewood is a rural community that is committed to preserving open space and natural resources while also providing its residents and visitors with appropriate services and infrastructure. Through the implementation of this Comprehensive Plan the town will focus on preserving natural features, paying particular attention to improving and maintaining the water quality of the town's surface waters, and maintaining green space by regulating residential development and clustering commercial development near the existing town center.”*

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

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## INTRODUCTION

This chapter of the *Town of Lakewood 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, and land use 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 Lakewood 20-Year General Plan Design (Chapter 3 of *Volume I: Town Plan*).

## COMMUNITY INVENTORY

### Description of Planning Area

#### **Town of Lakewood Planning Area**

The Town of Lakewood is located in the northern portion of Oconto County. The town encompasses an area of approximately 72 square miles or 46,347 acres. **Map 2.1** illustrates the general location of the Town of Lakewood in Wisconsin, while **Map 2.2** shows the planning area.

### Past Planning Efforts

#### **Town of Lakewood 2020 Comprehensive Master Plan**

The town completed and adopted a land use plan in 1999. Planning assistance was provided by Robert E. Lee and Associates, Inc. This plan formulated strategies to guide future development throughout the town with the creation of a year 2020 land use plan. In general, the plan recommends that future commercial and retail development continue to build on current patterns limiting as much new growth as possible to the sewered portions of the town. The plan was carefully constructed to ensure that the town's natural resources and scenic beauty were protected and preserved.

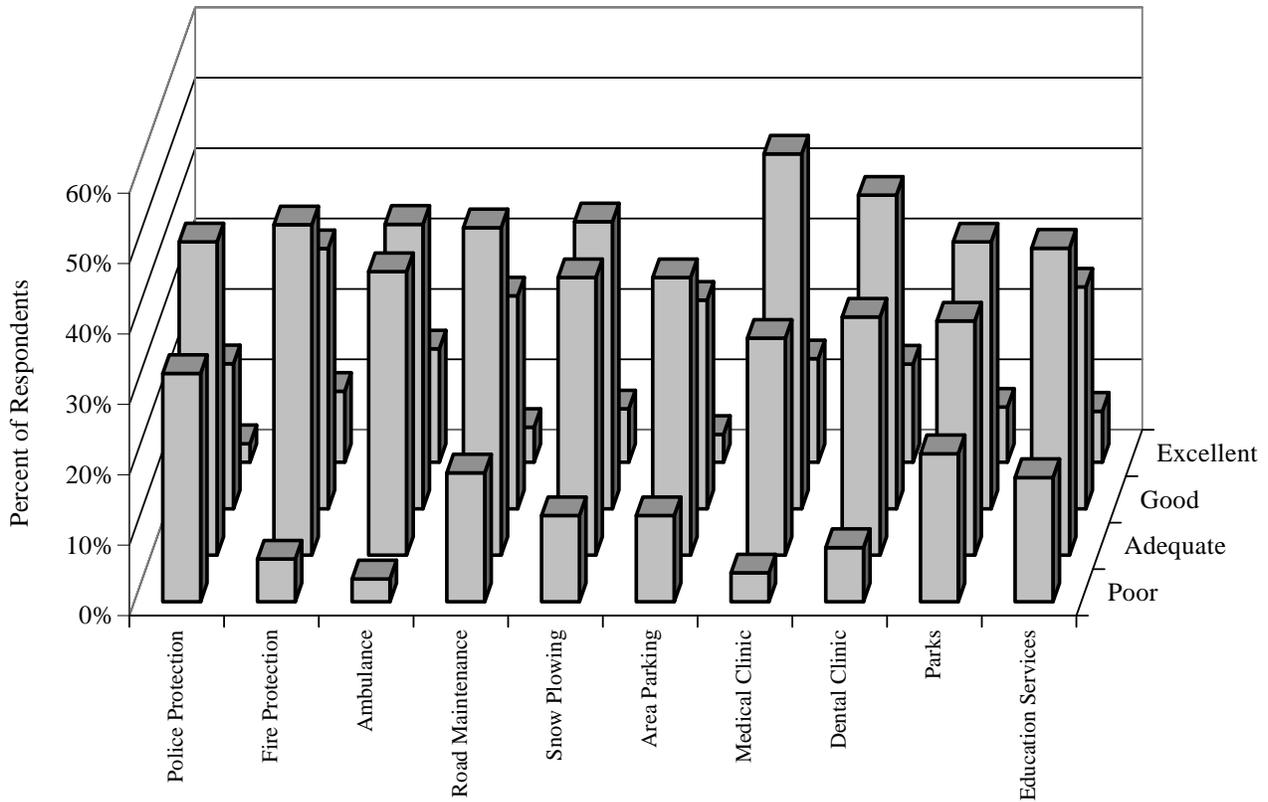
The *Town of Lakewood 20-Year Comprehensive Plan* serves as an update to the *Town of Lakewood 2020 Comprehensive Master Plan*.

#### **Comprehensive Plan Survey**

As part of the process in developing the *Town of Lakewood 2020 Comprehensive Master Plan*, a town-wide survey was completed. The survey was mailed to all residents and approximately 1,040 responded. The survey is not a regulatory tool; however, it points to many issues that are considered important by the public that should be taken into consideration when making any future land use decision. The following information highlights the results of the survey.

As shown by Figure 2.1, the majority of respondents felt that the quality of all public services were at least adequate. However, a number of residents were concerned about the quality of police protection, parks, road maintenance, and education services. Additionally, few respondents felt that any of the services inquired about were excellent; meaning some level of improvement should be considered for all areas.

Figure 2.1: Quality of Public Services, 1999

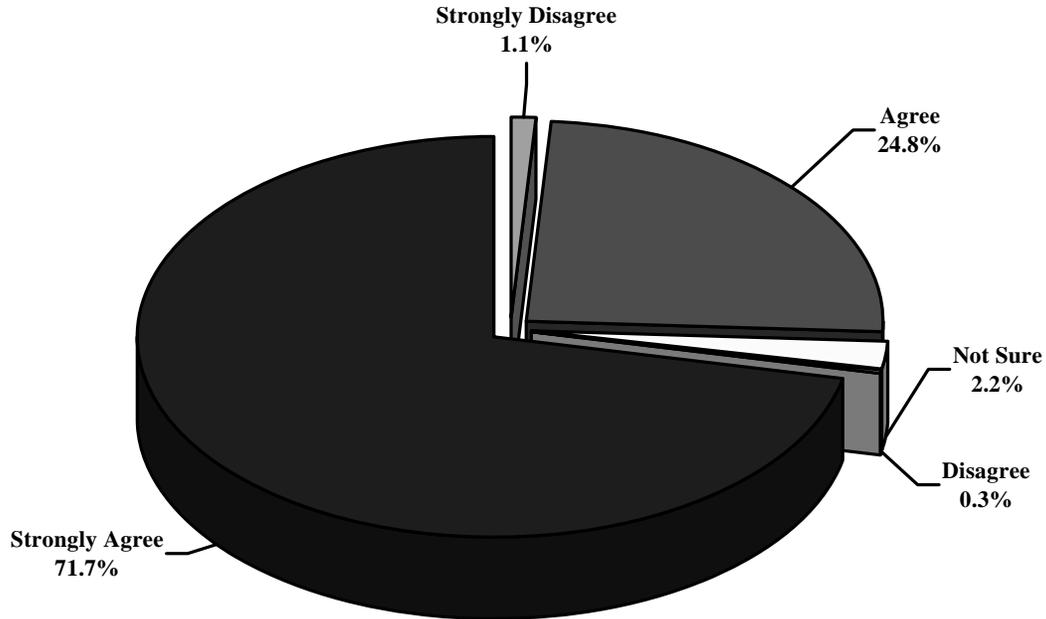


Source: Town of Lakewood Survey, 1999; and Bay-Lake Regional Planning Commission, 2007.

Town of Lakewood residents were asked to give their opinion on the importance of natural resource protection. As illustrated by Figure 2.2, almost three-quarters of survey respondents strongly agreed that protection and preservation of the town’s natural resources should be a priority. Just over one percent disagreed that natural resources should be protected and preserved.

Figure 2.2: Resident’s Opinion Regarding Protection and Preservation of Natural Resources, 1999

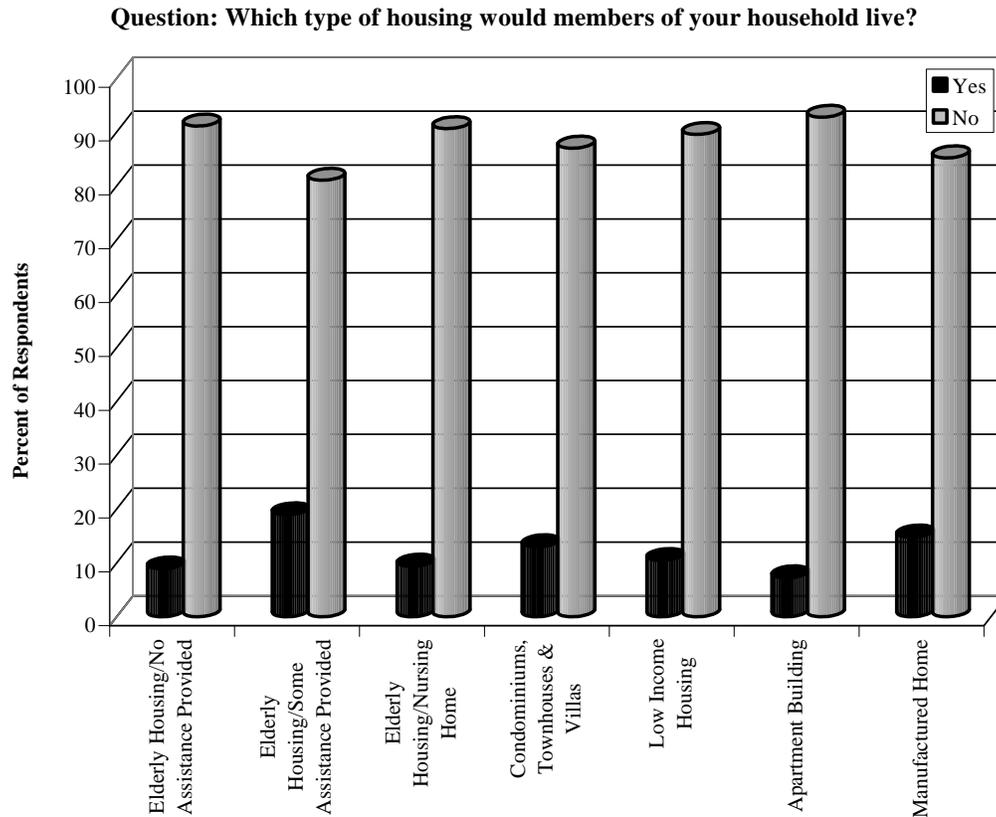
Statement: Protecting and preserving the town's natural resources is important.



Source: Town of Lakewood Survey, 1999; and Bay-Lake Regional Planning Commission, 2007.

One survey question asked residents whether they would occupy a number of different types of housing types as an alternative to a single-family, single-unit home. The majority of respondents indicated they would not consider any other type of household. However, some resident’s indicated they would take advantage of any type of elderly housing, with those offering some assistance being the most preferred. This is likely a reflection of the fact that there are no adult or assisted living facilities located in or around the town of which its elderly population has access to. Responses to this question are illustrated by Figure 2.3 below.

Figure 2.3: Alternative Household Type Preferences, 1999



Source: Town of Lakewood Survey, 1999; and Bay-Lake Regional Planning Commission, 2007.

Residents were offered a number of descriptions of the Town of Lakewood and asked which they would prefer to see in the year 2020. The descriptions ranged from no development to aggressive development. Responses indicate that the majority of the town’s residents, almost 35 percent, prefer development that will be mostly rural in nature and be based along State Highway 32, County Highway F, and North Road. Over 20 percent of respondents indicated they would like the town to remain essentially unchanged over the next 20 years, while on the other hand almost 15 percent preferred development to be aggressive in nature. Table 2.1 illustrates responses to this survey question.

Table 2.1: Preferred Vision of Town Residents, 1999

Vision Description	# of Respondents	% of Respondents
Mostly rural community with limited amounts of residential and commercial development along STH 32, CTH F and North Road	352	34.68%
Retain elements of present rural character with growth on STH 32, CTH F and North Road, and some low-density growth in rural areas	283	27.88%
Rural community essentially unchanged	212	20.89%
Largely rural community with a great deal of residential and commercial development along STH 32, CTH F and North Road	97	9.56%
A community where growth takes development to the limits	51	5.02%
Other	20	1.97%

Source: Town of Lakewood Survey, 1999; and Bay-Lake Regional Planning Commission, 2007.

### **Town of Lakewood Stormwater Management Plan**

In 2005, Foth and Van Dyke developed a Stormwater Management Plan for a limited area in the Town of Lakewood. The purpose of the study was to define inadequacies in the town’s existing stormwater management facilities, determine the effects that residential, commercial, and industrial development activities have on these facilities; and evaluate in-place and proposed stormwater management alternatives to properly address the problems development brings to both the quantity and quality of stormwater runoff. The following improvements for Lakewood’s stormwater management system were recommended:

1. Manage “nuisance” flows to desired levels with proper local conveyance system design, improvements to existing conveyance system segments (where practical), and regional or on-site detention basis. Specifically this would entail:
  - a. Properly designed site-specific drainage facilities for “minor” flows. Site-specific improvements are given by the plan.
  - b. Planning, designing, and constructing regional detention basis in suitable locations and of proper design to solve peak nuisance flow and water quality concerns.
  - c. Consider enacting on-site or “sub-regional” storage detention requirements that are consistent throughout the town if conveyance improvements or regional detention is not an option.
2. Make modifications to provide additional management for major flood flows. The following actions were recommended:
  - a. Delineate any stream floodplain areas and enforce associated floodplain regulations throughout the town.
  - b. Continue to explore measures to reduce floodplain limitations, especially where conflicts occur with planned development.
  - c. Provide overflow pathways such as streets or lot-line drainage ways to provide safe conveyance pathways for flood flows associated with major runoff events.
  - d. Upgrade stormwater management ordinances and planning guidelines to encourage development which foster the intent of stormwater management goals.
3. The Town of Lakewood’s existing stormwater management activities can be improved to become effective in reducing pollutant loads to its surface waters. The following improvements were recommended:
  - a. Repair erosion problems and provide protection to critical areas.
  - b. Use and require the use of physical best management practices, including infiltration when possible.
  - c. Build water quality enhancement features into the peak control detention basins, and construct stormwater quality improvement facilities at storm water catch basins, outfalls, or where feasible.
  - d. Restrict herbicide and pesticide use by initiating public information and education programs while working with large users on alternative controls and use reduction possibilities.

- e. Minimize use of road de-icing compounds and use reduction possibilities.
- f. Require good housekeeping practices throughout the drainage basin, particularly in areas with high pollution potential.
- g. Maintenance activities such as street cleaning, catch-basin cleaning, and gully repair should be expanded.
- h. Eliminate all illicit connections to stormwater management system.
- i. Continue and accelerate strong enforcement of construction site erosion control requirements.

## **Community Resources**

### **Natural Resources**

Natural resources are often a defining feature for local communities. People depend on natural resources to provide a clean and abundant supply of groundwater; assure good air quality; and provide natural landscapes that are fundamental to a healthy and diverse biological community. The Town of Lakewood features numerous surface waters, acres of woodlands including the Nicolet National Forest, and plentiful in open space.

The resources that lie beneath the ground are very important when considering future development. The area of the state in which Lakewood is located, known as the Northern Highlands region, was once a mountainous area. Centuries of erosion eventually removed the mountains leaving behind bedrock comprised of granite and a mixture of igneous rocks and a topography that features some of the highest elevations in the state of Wisconsin. Nearby Thunder Mountain rises 1,375 feet above sea level and McCauslin Mountain has been measured at 1,625 feet above sea level. The soils covering the bedrock consist primarily of soil types that are moderate to well drained and nearly level (less than 15%).

Watersheds represent the total land area from which water drains into a particular body of water. There are three watersheds that provide drainage to the Town of Lakewood: Lower North Branch Oconto River, Middle Peshtigo and Thunder Rivers, and Upper Peshtigo River. Ultimately, all three watersheds drain directly into Lake Michigan via Green Bay or a major river system. Each watershed contains a number of drainage basins. These basins serve to transport water through the watershed and into a surface water. Deposition of sediment and runoff into these drainage basins can greatly impact an area's water resources. Therefore, it is imperative to protect these drainage basins from development in order to ensure maximum efficiency. In the 1999 Town of Lakewood Comprehensive Master Plan, completed by Robert E. Lee and Associates, the largest designated drainage areas in the town were identified as West Thunder Creek, Waubee Lake, Wheeler Lake, Pine Ridge Lake, and McCauslin Brook basins and a very large, complex drainage area that feeds water to the North Branch of the Oconto River. The plan further pointed out that McCauslin Brook plays a major part in ensuring the health of the watersheds in and around Lakewood, as it serves as the only significant drainage corridor for the area.

Protection of area watersheds leads to protection of the town's surface waters. Surface waters are abundant in the northern portion of Oconto County and play a significant role in the everyday life of the Town of Lakewood's residents and visitors. The town contains 15 named lakes, 12 named streams, and a number of other unnamed surface waters. Major surface waters found in

Lakewood include Lake John, Chain Lake, Waubee Lake, Munger Lake, Bear Lake, Wheeler Lake, the Oconto River, and McCauslin Brook.

All of the water used by the Town of Lakewood and its residents comes from groundwater. There is no municipal water supply in the town; therefore, all water is supplied via private wells. Fertilizers, manure, land application of sewage, pesticides, on-site sewage disposal systems, chemical spills, leaking underground storage tanks, landfills, existing land uses, and landowner practices are all potential pollutants for drinking water wells. The susceptibility of groundwater to contamination from these activities can be highly variable depending on location. Depth to bedrock, aquifer type, soil type, and depth to groundwater are all factors thought to influence susceptibility. Considering these factors, it can be concluded that groundwater is most susceptible to contamination in the northwest part of Oconto County, which includes the Town of Lakewood, where the sand and gravel aquifer is present.

A large portion of the Town of Lakewood is made up of public forest lands. Over 33,000 acres of land in the town are part of the Nicolet National Forest. This means that over 70 percent of the town is owned and managed by the US Forest Service. The national forest is managed for a number of different uses including timber harvesting, forest preservation, and recreation. The town also contains an additional 7,000 acres of woodlands that lie outside of the National Forest. In total, the town contains over 40,000 acres of woodlands.



**Snow Falls Creek State Natural Area**  
Source: <http://dnr.wi.gov/org/land/er/sna/sna309.htm>

A number of places in the Town of Lakewood have been identified for their environmental significance and named as State Scientific and Natural Areas, State Wildlife and Fishery Areas, Significant Coastal Wetlands, Land Legacy Places, or a natural area. For more information regarding these sites and their designations see Chapter 5 of *Volume II: County Resources*.

Other areas of environmental significance have been identified as falling within an environmental corridor. An environmental corridor is a portion of the landscape that contains and connects natural areas, green space, and scenic, historic, scientific,

recreational, and cultural resources. In developing this comprehensive plan, the following criteria were utilized in delineating the environmental corridors in the Town of Lakewood:

- WDNR inventoried wetlands (> 2 acres);
- 100-year floodplains;
- Steep slope ( $\geq 12\%$ ); and
- Surface waters with a 75-foot buffer.

Each individual feature within the environmental corridors is referred to in this plan as a “plan determinant.” **Map 2.3** illustrates the plan determinants of the Town of Lakewood. For more information regarding environmental corridors, wetlands, floodplains, soils, and surface waters please see Chapter 5 of *Volume II: County Resources*.

These environmental corridors, along with other identified areas of environmental significance, should be considered when making decisions regarding future development in Lakewood. These spaces 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.

### **Agricultural Resources**

There are a number of areas in Lakewood that can be designated as having prime agricultural soils. The USDA, Natural Resources Conservation Service, defines prime agricultural soils as lands that have the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops, with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. Approximately 7,654 acres of land in the town is comprised of these soils. **Map 2.4** illustrates the location of the classified prime farmland soils in the Town of Lakewood. For definitions of agricultural soil types and more information on the soils found throughout the Town of Lakewood and Oconto County see Chapter 5 of *Volume II: County Resources*.

Despite the presence of these soils the farming presence in the town has been declining over time. According to the 2002 U.S. Census of Agriculture, the Lakewood area (zip code 54138) had fewer than four farms<sup>1</sup> in the community in that year. Ultimately, Lakewood's agricultural character is deeply rooted in the timber industry. Portions of the Nicolet National Forest are harvested every year for timber to be utilized in a number of different ways.

### **Cultural Resources**

The National Register of Historic Places is the nation's official list of cultural resources worthy of preservation. The Town of Lakewood contains two locations that are currently on this list: Holt and Balcom Logging Camp No. 1 and Smyth Road Bridge. In addition, the Oconto County Historic Society has identified the Murphy Saw Mill as a place of cultural significance.

### **Economic Resources**

The Town of Lakewood's economy is heavily influenced by its forest and water resources. The Nicolet National Forest and other woodlands in the town provide a number of jobs and opportunities for local businesses. The forests and lakes promote tourism and attract a number of seasonal residents which further enhances opportunities for local retailers and service providers.

### **Transportation**

State Highway 32 is a minor arterial route that services the southwest portion of the Town of Lakewood and is one of the most heavily used roads in the area. The function of an arterial highway is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely, and efficiently. State Highway 32 is classified as a minor arterial highway because it has an annual daily traffic (ADT) count of 2,000, as opposed to a major arterial which has an ADT of 6,000. The town is also serviced by a major collector road, County Highway F, and a minor collector road, Smyth Road. Collector roads take traffic from the local road system (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to arterial highways, farm markets, agricultural service centers, and larger urban areas.

<sup>1</sup> By definition a farm is any place which \$1,000 or more of agricultural products were produced and sold, or normally would have been sold, during the census year.

The transportation facility inventory conducted for Oconto County has established that the county currently has jurisdiction over, and responsibility for, approximately 313 miles of highway. The county’s jurisdictional responsibility relative to its highway system includes maintenance, repair and reconstruction of the highways as required. The primary funding source for maintaining, rehabilitating and reconstructing the county highway system is the state’s disbursement of general transportation aids.

According to the Wisconsin Information system for Local Roads, in 2006 the Town of Lakewood contained 110.35 miles of roads. Of these, 10.34 miles are under the jurisdiction of Oconto County and 100.01 are under jurisdiction of the town. Table 2.2 lists the mileage of roads under the jurisdiction of Oconto County and the Town of Lakewood by function.

Table 2.2: Road Miles by Functional Classification, 2006

Gross Miles	County Miles	Local Road/ Street Miles	County Jurisdiction			Local Jurisdiction		
			Arterial	Collector	Local	Arterial	Collector	Local
110.35	10.34	100.01	-	10.34	-	-	7.5	92.51

Source: Wisconsin Information System for Local Roads, 2006; and, Bay-Lake Regional Planning Commission, 2007.

The Town of Lakewood also contains the Lakewood Airpark. The airpark is a planned community that provides a grass landing strip for use by its residents. Some homes in the airpark are equipped with hangers.

For further transportation information as it pertains to Oconto County and its municipalities, including an inventory of facilities, applicable transportation plans, funding opportunities, and recommendations, please refer to Chapter 8 of *Volume II: County Resources*.

**Utilities and Community Facilities**

An assessment of existing community and public facilities needs to be made to determine any current or future issues that may cause potential problems in meeting future development needs. Information regarding county-wide community and public facilities, including location and serviceability, can be found in Chapter 9 of *Volume II: County Resources*. The majority of the information located here and in Chapter 9 was solicited from a survey that was sent to the Town of Lakewood Clerk and from comprehensive plans that have been completed in the past. The survey asked for information regarding existing community and public facilities as well as any existing needs the town has that are associated with those facilities. **Map 2.5** shows the location of each public and community facility located in the Town of Lakewood.

The Lakewood Town Hall is located 17258 North Road. The Town Hall has office space for the Town Chairman, Town Clerk and Town Treasurer and is used as a place to hold Town Board meetings, county zoning hearings, elections, and other meetings related to town and county business. According to the survey that was completed by the town clerk, the hall is too small to fit the needs of its users and provides little room for storage. Also, security of the Hall is not sufficient.

The town does not supply its own police protection. Instead, the Oconto County Sheriff’s Department provides police services to the town’s residents. The County Sheriff’s Department is based out of the County Courthouse in the City of Oconto, but there is a satellite office located in the Town of Townsend at 17340 State Highway 32. This office is staffed with one officer that is responsible for patrolling the northern portion of the county. The town also relies on the Oconto County Jail for any incarceration needs.

The town does, however, provide its own fire protection and emergency medical services. The fire department is located on North Road and is staffed by approximately 28 volunteers. The town is responsible to provide fire protection services to its own residents and also maintains mutual aids agreements with the Townsend, Mountain, Doty, Riverview, Crooked Lake, Wabeno, and Silver Cliff fire departments. The town's emergency medical services are provided by the Lakewood/Townsend Ambulance Service located at 16003 Village View Road in Lakewood.

Residents and visitors of the Town of Lakewood can seek non-emergency medical attention from the Nicolet Medical and Dental Clinic, a Federally Qualified Health Center, which provides primary and preventative care services to Medicare, Medicaid, commercially insured, uninsured, and low income patients under the general or direct supervision of a physician. The clinic is located at 15397 State Highway 32. In emergency situations, local emergency medical services generally bring patients to either Community Memorial Hospital in the City of Oconto Falls or Langlade Memorial Hospital in the City of Antigo in Langlade County. Planning for a small critical care hospital to be located in the town are underway and in the very early stages at this time. There are no adult care facilities located in the town.

There are two federally supported offices/services located within the town. There is a US Post Office located along State Highway 32. Additionally, the Lakewood/Laona Ranger District is also located along Highway 32.

The Lakes Country Library, located at 15235 State Highway 32, provides library services for the town and its surrounding communities. Survey response indicated that the library was sufficient to meeting the current needs of its users; however, there are some plans to build a new addition.

The Town of Lakewood does have a sanitary district. The waste water treatment facility is located at 15280 East Forrester Road. The town utilizes a collection system made up of sewer laterals to the main pipe with lift pumps and treats its wastewater via sand filtration. The effluent from this system is discharged into McCauslin Brook. Some of the town also has curb and gutter to collect and treat stormwater.

The Town of Lakewood Waste Drop-off Site is located on North Road and provides residents of the town with a place to dispose of refuse. This facility also serves as the recycling facility. The town does not offer curbside pick up of trash or recyclables. Some town residents choose to contract with a private hauler for waste pick-up services.

There are two parks, Mary's Park and Mardi Gras Park, located in the Town of Lakewood. These facilities are illustrated on **Map 2.5**. In addition WDNR does own and operate a fish hatchery in the Town of Lakewood. The hatchery is located off Lake John Road on Hatchery Road and does provide restrooms and a picnic area for public use during hours of operation.

For more information on the community and public facilities 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 Lakewood was completed by the Bay-Lake Regional Planning Commission in 2007. A Standard Land Use Classification 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.

According to this land use inventory, the majority of town land, over 95 percent, is yet to be developed. This is due primarily to the fact that the vast majority of land within the town boundaries is part of the Nicolet National Forest, which is owned and maintained by the US Forest Service. Taking these lands out of the equation, it can be estimated that approximately 17 percent of the land in the town is currently developed, while approximately 83 percent is still developable. A breakdown of the town’s land uses and acreages is shown on Table 2.3, while **Map 2.6** illustrates the current land use. Appendix D of *Volume I: Town Plan* contains the town’s detailed land use calculations.

Table 2.3: Town of Lakewood Land Use Summary, 2007

Land Use Type	Total Acres	Percent of Public Land	Percent of Total Land
<b>PUBLIC LANDS</b>			
Nicolet National Forest	33,264.93		71.77%
Land Use Type	Total Acres	Percent of Developed Land	Percent of Total Land
<b>DEVELOPED LAND</b>			
Residential	1,451.91	66.64%	3.13%
Single Family	1,377.91	63.24%	2.97%
Multi-Family	1.62	0.07%	0.00%
Mobile Homes	70.31	3.23%	0.15%
Vacant Residential	2.06	0.09%	0.00%
Commercial	90.74	4.16%	0.20%
Industrial	31.08	1.43%	0.07%
Extractive	26.36	1.21%	0.06%
Transportation	363.92	16.70%	0.79%
Communications/Utilities	16.79	0.77%	0.04%
Institutional/Governmental	27.13	1.25%	0.06%
Recreational	186.35	8.55%	0.40%
Agricultural Structures	10.93	0.50%	0.02%
<i>Total Developed Acres</i>	2,178.84	100.00%	4.70%
Land Use Type	Total Acres	Percent of Developable Land	Percent of Total Land
<b>UNDEVELOPED LAND</b>			
Croplands/Pasture	518.26	4.75%	1.12%
Woodlands (Private)	7,146.55	65.55%	15.42%
Other Natural Areas	1,962.70	18.00%	4.23%
Water Features	1,275.48	11.70%	2.75%
<i>Total Undeveloped Acres</i>	10,903.00	100.00%	8.11%
<i>Total Land Area (acres)</i>		46,346.76	

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 Table 2.4, the Town of Lakewood has shown a fairly steady increase in population since 1910. The town saw its largest increases in population in the early part of the century, between 1910 and 1920, and in the last decade between 1990 and 2000. During both time spans, the town increased its population over 40 percent. According to the 2000 US Census, the town had a population of 875 in that year.

<i>Town of Lakewood Year 2000 Population Characteristics</i>	
Population:	875
Median Age:	51
Age Groups:	
5-17:	15%
18-64:	53%
65+:	28%

Of the 875 people inhabiting the Town of Lakewood in 2000, 245, or 28 percent, were at or above retirement age (65 and older). Additionally, the median age of the town’s residents has risen from 45 in 1990 to 51 in 2000. Therefore, it would be reasonable to assume that the majority of new residents arriving in the Town of Lakewood are at or around retirement age. This could be a result of seasonal residents moving to their seasonal homes permanently as they retire. This is further exemplified by the fact that, according to US Census data, the amount of seasonal, recreational, or occasional use housing units dropped from 876 in 1990 to 630 in 2000, meaning a number of seasonal housing units were likely converted to full-time occupied housing units throughout the decade.

Table 2.4: Historic Population, 1910 - 2000

Year	Town of Lakewood Population	% Change From Previous Decade
1910	215	-
1920	320	48.8
1930	411	28.4
1940	360	-12.4
1950	382	6.1
1960	351	-8.1
1970	469	33.6
1980	516	10.0
1990	607	17.6
2000	875	44.2

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

As previously noted, the Town of Lakewood has a significant seasonal population. The seasonal residents of Lakewood come primarily in the summer months; however, a significant number also visit in the winter to take advantage of the numerous winter-related outdoor recreation

activities that are available in the town. The Town of Lakewood’s seasonal population can be estimated by multiplying the number of seasonal housing units present in the town in 2000 by the town’s 2000 average number of persons per household.

***By doing this calculation it can be estimated that the 2000 seasonal population of Lakewood was 1,380 resulting in a year 2000 total population of 2,255 people.***

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 trends. These projections will allow the Town of Lakewood to determine how much land will be necessary to meet future development needs as well as what type of development will be prudent in order to meet the needs of their population. Population projections allow the Town of Lakewood to realize the area’s future needs for housing, utilities, transportation, recreation, and a number of other population influenced services. For this plan, the town utilized three different projection methods to evaluate a range of possibilities: 1) projections developed by WDOA based on previous years; 2) a growth projection; and 3) a linear projection. More information on these methods can be found in Chapter 6 of *Volume II: County Resources*. Table 2.5 illustrates these projections.

Table 2.5: Population Trends and Projections, 1970 - 2025

	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	469	516	607	875					
2004 WDOA Projections				875	959	1,040	1,114	1,184	1,245
BLRPC Projections - Growth Trend				875	935	995	1,108	1,220	1,357
BLRPC Projections - Linear Trend				875	910	944	1,009	1,075	1,140

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.

**Seasonal Population Projections**

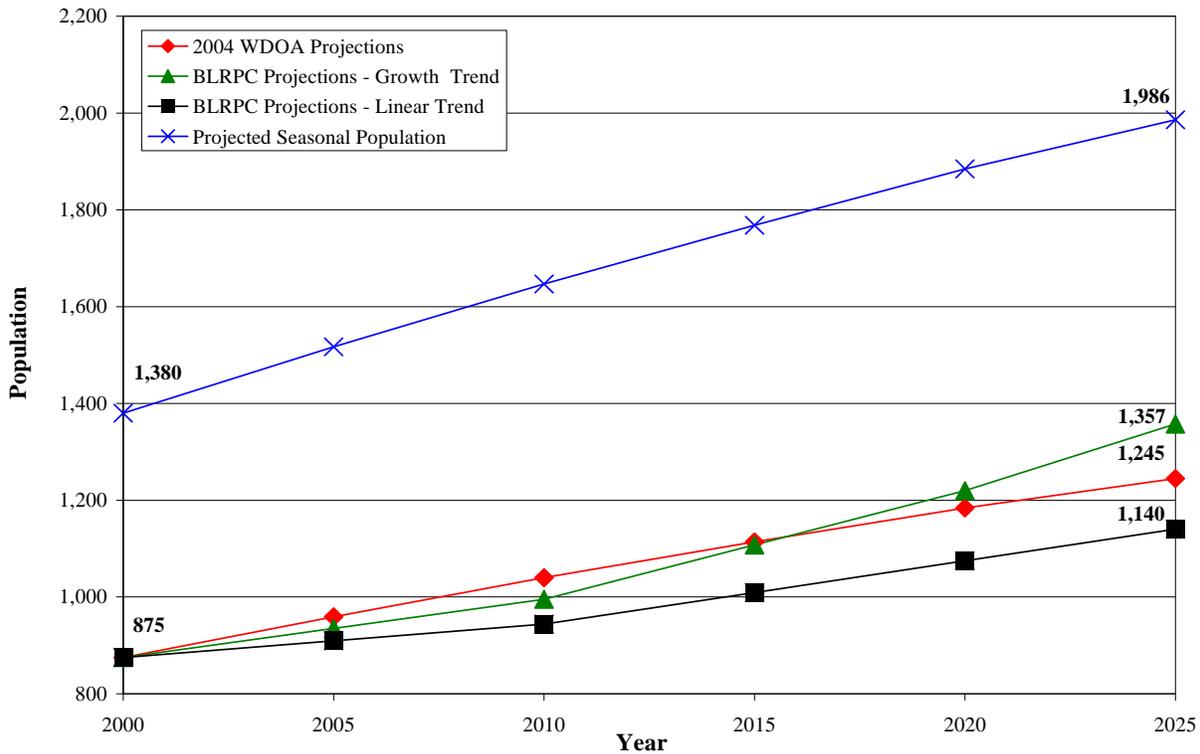
Given the Town of Lakewood’s estimated year 2000 seasonal population, it is important to also conduct a projection of the number of seasonal residents that will be living in Lakewood. Assuming the 2000 ratio of seasonal housing units to occupied housing units stays constant, projections for future seasonal housing units can be used to project future seasonal populations by multiplying the projected persons per household by the projected seasonal housing units (see the “Seasonal Housing Projections” portion of this chapter for more information on seasonal housing units in the Town of Lakewood).

***By doing this calculation, it can be anticipated that the seasonal population will rise from approximately 1,380 in 2000 to 1,986 in 2025.***

Figure 2.4 illustrates the population projections displayed in Table 2.5 and the seasonal projections discussed above.

***Based on these projections the town could expect to increase its total population, which includes year-round and seasonal residents, to somewhere between 3,126 and 3,343 people by the year 2025.***

Figure 2.4: 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.

## Housing

### Housing Trends and Characteristics

As reported by the U.S. Census, and illustrated by Table 2.6, between 1970 and 2000, the number of housing units in the Town of Lakewood increased by 93 percent, or by 569 units. The town experienced its largest increase in housing units, almost 72 percent, between 1970 and 1980. This reflects similar trends observed throughout Oconto County, particularly in the northern section, in which fewer housing units have been constructed each decade since 1970.

Table 2.6: Historic Housing Units, 1970 - 2000

Year	Town of Lakewood Housing Units	% Change From Previous Decade
1970	614	-
1980	1,055	71.8
1990	1,177	11.6
2000	1,183	0.5

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, 2006.

According to the U.S. Census, the Town of Lakewood lost six housing units between 1990 and 2000. However, data collected by the State of Wisconsin Demographic Services Center indicates that 206 housing unit additions were reported in the town between 1990 and 2000. This includes 135 single family homes, 11 units contained in structures for three or more families, and 60 mobile homes. During this same time, only 17 deletions were reported, making the net increase of housing units 189 over the decade.

*Considering this information, it is likely that a more realistic housing count for the year 2000 could potentially be around 1,366 housing units.*

This would mean there was a 16 percent increase in housing units between 1990 and 2000, as opposed to the decrease reported by the 2000 U.S. Census. Table 2.7 illustrates housing unit additions and deletions, as reported to the State of Wisconsin Demographic Services Center, between 1990 and 2006.

Table 2.7: Housing Unit Additions and Deletions, 1990 - 2006

Year	Additions				Deletions				Total Additions	Total Deletions	Net Change
	1 Fam	2 Fam	3+ Fam	Mobile	1 Fam	2 Fam	3+ Fam	Mobile			
1990	16	0	0	6	1	0	0	3	22	4	18
1991	10	0	0	6	1	0	0	2	16	3	13
1992	13	0	0	13	2	0	0	0	26	2	24
1993	9	0	0	10	0	0	0	2	19	2	17
1994	10	0	0	0	0	0	0	0	10	0	10
1995	15	0	0	4	1	0	0	0	19	1	18
1996	12	0	0	8	1	0	0	1	20	2	18
1997	14	0	0	2	0	0	0	0	16	0	16
1998	21	0	3	6	0	0	0	2	30	2	28
1999	15	0	8	5	0	0	0	1	28	1	27
2000	18	0	0	2	0	0	0	1	20	1	19
2001	20	0	0	6	1	0	0	0	26	1	25
2002	18	0	0	4	0	0	0	0	22	0	22
2003	19	0	0	5	0	0	0	4	24	4	20
2004	12	0	0	1	1	0	0	1	13	2	11
2005	20	0	0	4	0	0	0	1	24	1	23
2006	20	0	4	2	4	0	0	2	26	6	20
<b>Total</b>	<b>135</b>	<b>0</b>	<b>11</b>	<b>60</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>11</b>	<b>226</b>	<b>18</b>	<b>208</b>
<b>Average</b>	<b>15</b>	<b>0</b>	<b>1</b>	<b>5</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>21</b>	<b>2</b>	<b>19</b>

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

### Housing Projections

For this plan, the town utilized three different projection methods to evaluate a range of future housing possibilities: 1) projections developed by WDOA based on estimated household size; 2) a growth projection; and 3) a linear projection. These projections reflect future expectations for occupied housing units only, which means vacant housing units are not included. Persons per household were also projected for the same time span. Table 2.8 illustrates these projections.

Table 2.8: Occupied Housing Trends and Projections, 1970 - 2025

	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	188	211	260	399					
2004 WDOA Projections				399	444	496	546	592	632
BLRPC Projections - Growth Trend				399	434	469	535	600	684
BLRPC Projections - Linear Trend				399	417	435	469	503	537
Persons per Household				2.19	2.16	2.10	2.05	2.02	1.99

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***

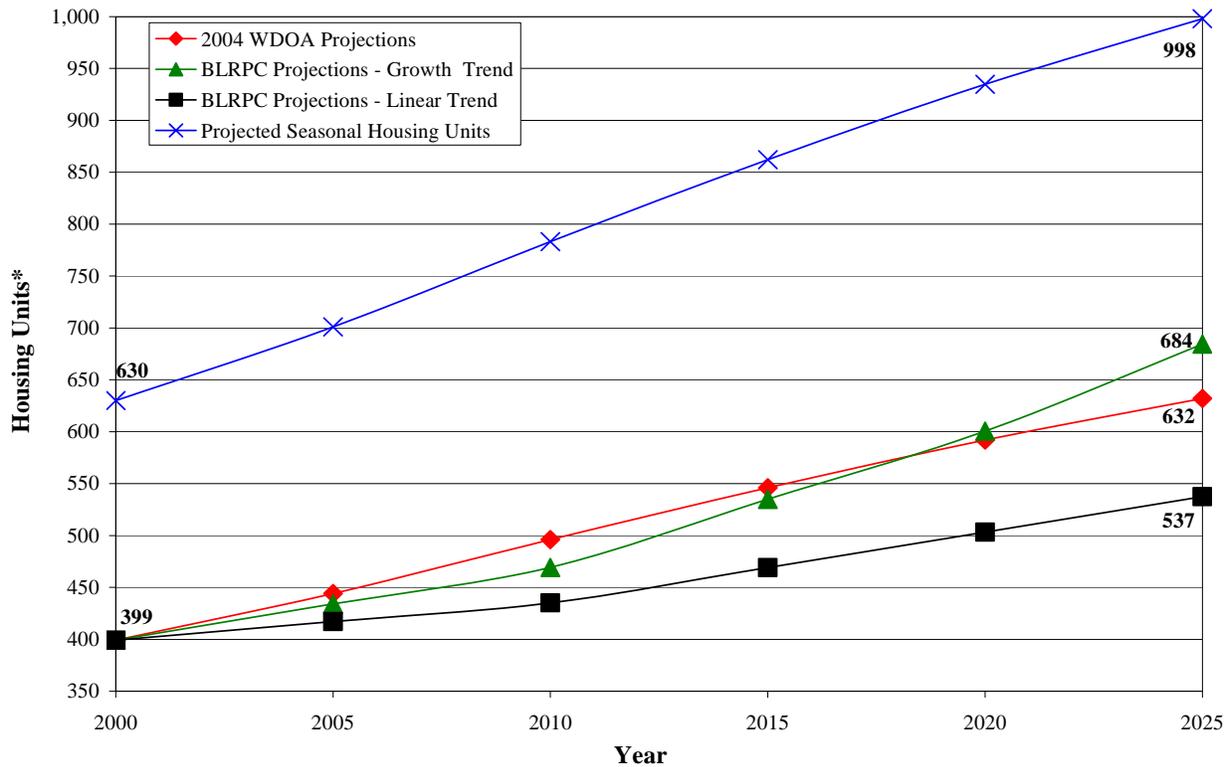
Due to the number of seasonal housing units currently located in the Town of Lakewood, it is important to consider the number of additional housing units that may potentially be built for seasonal, recreational, or occasional use in the future. By utilizing WDOAs final household projections for Wisconsin municipalities, the number of future seasonal housing units can be estimated. Assuming the 2000 ratio of seasonal housing units to occupied housing units stays constant, the number of future seasonal housing units can be projected by multiplying the projected occupied housing units by the ratio of seasonal housing units to occupied housing units.

***By doing this calculation, it can be anticipated that the number of seasonal housing units will rise from approximately 630 in 2000 to 998 in 2025.***

For five-year incremental projections see Table 6.22 in Chapter 6 of *Volume II: County Resources*. Figure 2.5 illustrates the housing projections displayed in Table 2.8 and the seasonal projections discussed above.

***Based on these projections the town could expect to contain between 1,535 and 1,682 total housing units, which includes year-round and seasonal residences, by the year 2025.***

Figure 2.5: 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.

It is important to recognize, however, that these projections are based on 2000 U.S. Census information. As noted previously, the housing unit data for the Town of Lakewood 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 189 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 1,366 housing units. Additionally, between 1990 and 2006, on average, 19 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 1,841 housing units, including those being used on a seasonal basis, 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 Lakewood’s economy is heavily influenced by its forest and water resources. The Nicolet National Forest and other woodlands in the town provide a number of jobs and opportunities for local businesses. The forests and lakes promote tourism and attract a number of seasonal residents which further enhances opportunities for local retailers and service providers. Manufacturing based businesses also have a presence in the Town of Lakewood.

**Labor Force Characteristics**

Over half of the residents of Lakewood are part of the civilian labor force, which includes persons sixteen years of age or older who are employed or seeking employment. Of these, only about four percent are unemployed. Over 47 percent of the town is out of the work force. This can be attributed to the elevated number of retired age individuals living in the town. Of those that are employed, the majority, 28.4 percent, are employed in management and professional related occupations. A large percent, 28.1, are employed in sales and office related occupations. Figure 2.6 illustrates the occupation of employed persons living in the Town of Lakewood in 2000.

*Town of Lakewood  
Year 2000 Economic Characteristics*

1999 Median Household Income: \$33,869

1999 Median Family Income: \$37,500

Employment Status:

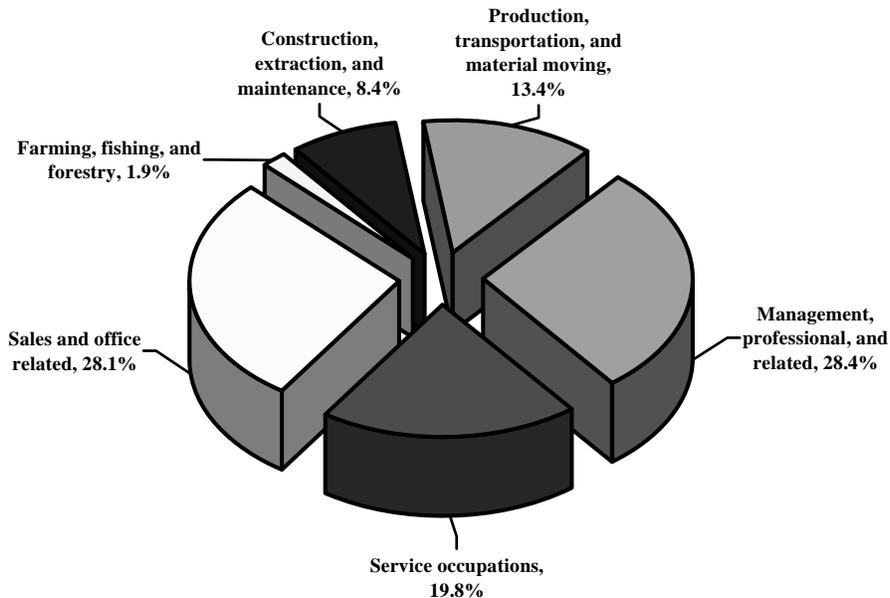
- Employed: 50.4%
- Unemployed: 2.2%
- Out of Working Force: 47.4%

Mean Commute-to-Work Time: 20.2 minutes

Education Levels:

- Without High School Diploma: 18%
- High School Graduate: 41.9%
- Associate Degree: 5.4%
- Bachelor’s Degree: 9%
- Graduate or Professional Degree: 2.7%

Figure 2.6: Occupation of Employed Persons, 2000



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

In addition, in 2000, the majority of employed persons in the Town of Lakewood worked in the arts, entertainment, recreation, accommodation, and food services industry. This reflects the fact that the town accommodates a number of tourists and seasonal residents throughout the year. Together, manufacturing and retail trade related jobs were responsible for employing approximately thirty-five percent of the town’s residents. Few people, less than two percent, were employed in industries related to professional, scientific, management administrative, and waste management services; wholesale trade; and information. This information is illustrated by Table 2.9.

Table 2.9: Employment by Industry Group, 2000

Industry	Number	Percent
Arts, entertainment, recreation, accommodation, and food services	69	19.2
Retail trade	67	18.7
Manufacturing	58	16.2
Educational, health, and social services	49	13.6
Finance, insurance, real estate, and rental and leasing	23	6.4
Construction	20	5.6
Public administration	20	5.6
Transportation and warehousing, and utilities	17	4.7
Agriculture, forestry, fishing and hunting, and mining	13	3.6
Other services (except public administration)	8	2.2
Professional, scientific, management, administrative, and waste management services	7	1.9
Wholesale trade	5	1.4
Information	3	0.8

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

**Commuting Patterns**

Lakewood residents, including those that work in the town, reported their average commute time to be 20 minutes in getting to and from work.

In 2000, approximately 47 percent of the employed residents of Lakewood worked outside of the town. Of those, the majority commute to the Town of Wabeno in Forest County and the Town of Lakewood and Village of Suring in Oconto County. In that same year 292 people commuted from other areas to work in Lakewood. Of these, the majority came from the surrounding towns of Townsend, Riverview, and Mountain in Oconto County.

**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 2.10, the Town of Lakewood’s full value increased over 75 percent between 2000 and 2006. The town’s total property tax also increased almost \$1 million, or 42 percent. This is a good indication that the town’s economy is growing at a steady, healthy rate.

The Town of Lakewood’s debt as of December 31, 2005 was \$105,560. This is just about one percent of the town’s allowed debt limit, which is five percent of the town’s full value. The town’s existing debt has dropped over \$44,652 since 2002. This reduction in debt corresponds to 30 percent. Overall, the town has access to considerable financing for future projects and has a history of good financial standing.

Table 2.10: 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	\$130,858,800	-	\$2,433,099	-
2001	\$140,505,000	7.4%	\$2,574,863	5.8%
2002	\$161,532,200	15.0%	\$2,760,830	7.2%
2003	\$170,364,500	5.5%	\$2,808,336	1.7%
2004	\$191,061,000	12.1%	\$3,196,942	13.8%
2005	\$205,906,700	7.8%	\$3,326,189	4.0%
2006	\$229,524,400	11.5%	\$3,459,640	4.0%

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

**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 fifteen environmental incidences that have occurred in the Town of Lakewood. Of these, one is still open. The rest of the sites are either closed, designated a historic spill, or required no action, meaning they are all 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**

- An average of 19 new housing units has been built per year since 1990 according to State Demographic Services Center Annual Housing Unit Surveys.
- Over 70 percent of land within town is under public ownership, leaving only 13,200 acres in which to plan.
- Development pressures on natural features, primarily surface waters and forest. Very few areas available for development around lakes without impeding on environmental corridors and existing water quality.
- Lack of defined areas for future recreational use. Continued loss of public access to surface waters. Need for more recreational trails for all modes of transportation.

- Difficult to anticipate trends of seasonal population because of rising fuel costs and general aging of the population. Housing market could have major impact on future development of seasonal units. Also unknown how many seasonal units will be converted to year-round residences.
- Past trends show a decrease in the amount of agricultural land present in the town.
- There are currently existing developments within the sanitary district boundary that are not being serviced by the district. Annexation for these properties should be considered if at all possible.

### **Anticipated Land Use Trends**

- Push for more lake development. Pressure to begin secondary and tertiary development and maybe even beyond. Keyholing, where water rights are procured for residents that are not located along the shoreline, may also become an issue. As lakeshore property becomes scarce there may be additional pressure to develop other natural areas such as woodlands.
- Need for more commercial and light industrial development to promote economic development in the town and provide more job opportunities to residents of the town and surrounding communities. Commercial and light industrial land uses should be directed to locate in the designated areas along STH 32 and North Road and County F.
- Increasing presence of subdivisions.
- Currently only community in northern part of the Oconto County with sanitary services. This is important in terms of the development that the community may attract as opposed to neighboring communities.
- Conversion of agricultural lands to other uses.
- Need for additional/enhanced municipal services including water, sanitary, emergency services, storm-water management, etc.
- Fragmentation of woodlands and other large areas of contiguous open space.
- Development pressure adjacent to public lands.
- Need for additional recreation trails and recreation spaces.

### **Development Considerations**

- Approximately 9,600 acres of undeveloped land available for planning (includes all undeveloped categories minus water features).
- Approximately 3,126 to 3,343 new residents locating within the town and the need to accommodate them (seasonal and full-time).
- Need to maximize use of the sanitary district. Direct as much future development to within the boundary so service can be provided. However, it is important to remain cognizant of the district's capacity to ensure it is not exceeded.
- Supply of lakeshore properties is decreasing. This may impact the number of seasonal residents coming to Lakewood.

- Ample land designated for commercial/light industrial development. Increased development of these uses may be another way to attract potential residents with the decrease in lakeshore properties.
- Land prices will likely continue to increase, particularly around lakes and in wooded areas.
- Limit the amount of new impervious surfaces constructed in the town in order to maintain/improve water quality.
- Ability to alert residents of emergencies and supply location to provide shelter.
- Acknowledge fire risk in the community by controlling the wildland urban interface, maintaining appropriate vegetation, and promoting use of fire resistant materials.
- Current condition of roads. Consider which roads are currently capable of handling increased traffic flows and those that may need to be upgraded to accommodate future growth.
- The town will need to continually monitor and expand when necessary existing telecommunications related infrastructure to ensure the needs of their residents and businesses are met.



## 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.

#### **Residential Projections**

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

- the town's projected housing needs, including full-time and seasonal residences, based on data collected between 1990 and 2006 by the State of Wisconsin Demographic Services Center Annual Housing Unit Survey (Table 2.7);
- the assumption that each new residential development will be, on average, two acres in size; and
- a multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

As shown in Table 2.11, the Town of Lakewood should anticipate approximately 475 housing units being added by the year 2025, which translates to approximately 1,660 acres of land that should be dedicated for residential development.

Table 2.11: Future Residential Land Use Allocations, 2005 - 2025

Year	New Housing Units	Acres Needed
2005	95	237.5
2010	95	285.0
2015	95	332.5
2020	95	380.0
2025	95	427.5
<i>Total New Housing Units</i>		475
<i>Total Net Acreage</i>		1,662.5

Source: Bay-Lake Regional Planning Commission, 2007

### Commercial and Light Industrial Projections

According to the 2007 Town of Lakewood land use inventory, as of that year the town contained just over 90 acres of commercial land and only five acres of industrial land that is not being utilized for extractive mining purposes. This represents a ratio of approximately fifteen acres of residential development for every one acre of commercial development.

Assuming this ratio was to stay the same, the town should anticipate allocating an additional 111 acres for commercial and light industrial development over the next 20 years. This projection is illustrated by Table 2.12.

Table 2.12: Future Commercial/Light Industrial Land Use Allocations, 2005 - 2025

Year	Residential Acres Needed	Commercial Acres Needed
2005	237.5	15.8
2010	285.0	19.0
2015	332.5	22.2
2020	380.0	25.3
2025	427.5	28.5
<i>Total Net Commercial Acreage</i>		110.8

Source: Bay Lake Regional Planning Commission, 2007.

The Town of Lakewood does not foresee the development of large scale industrial and manufacturing services within their boundaries. As such, the town has decided not to allocate specific lands on its General Plan Design (**Map 3.1**) for this use. The town feels that this type of development should take place in communities that contain adequate infrastructure and public services.

### Agricultural Projections

Lakewood has a limited amount of agricultural lands. According to the 2007 Town of Lakewood land use inventory, land being utilized for agricultural purposes accounts for only about five percent of the total land in the town. It is anticipated by the town that the majority of these lands will either be preserved as agricultural or converted to non-agricultural uses. It is not anticipated that there will be an increase in the amount of agricultural land.

## PLAN IMPLEMENTATION GOALS

The following statements describe the town’s intent regarding the overall growth and development during the next 20 years. These 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.

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

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

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

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

RESIDENTIAL DEVELOPMENT: 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 natural assets and preserving its rustic character.

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

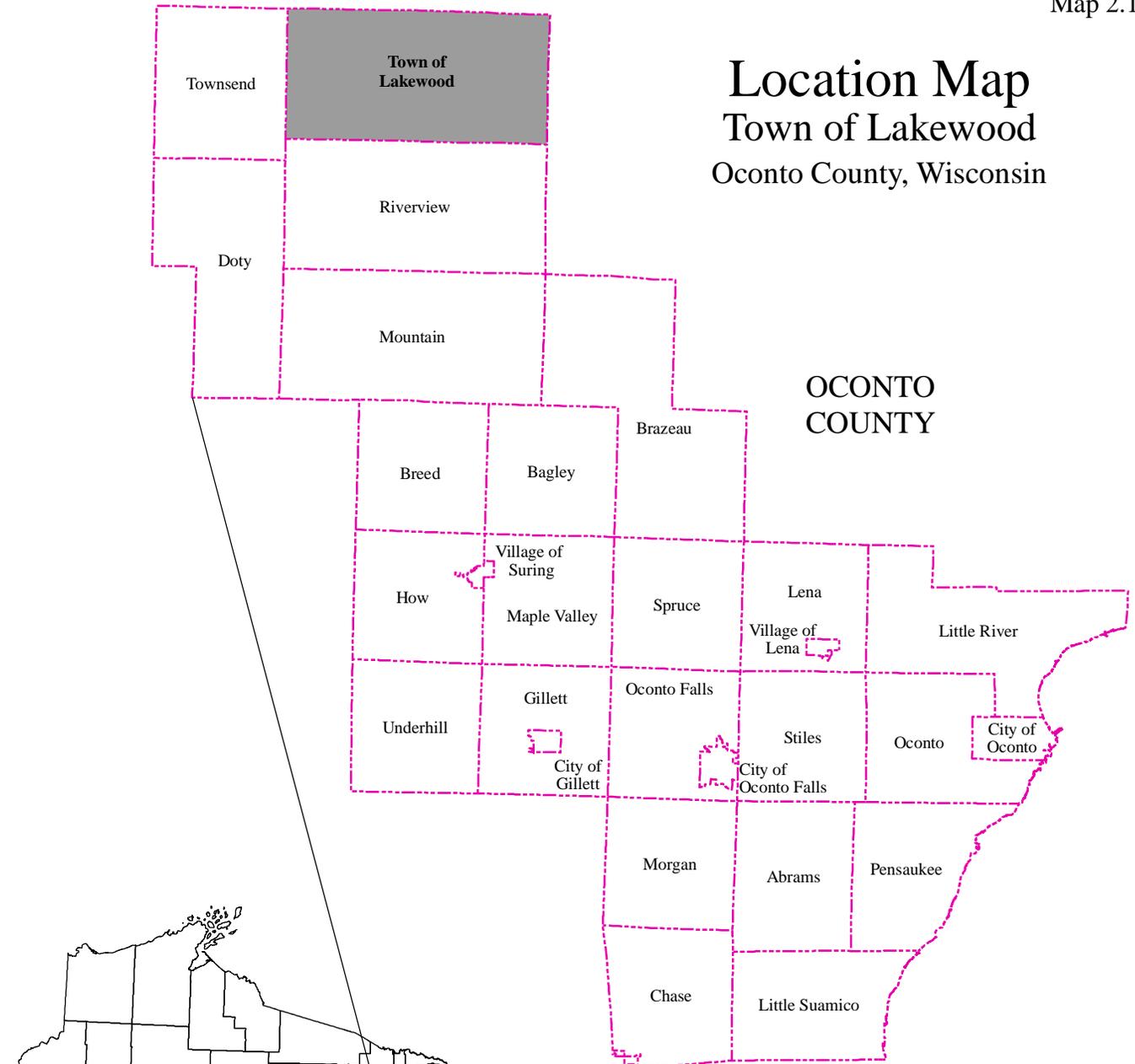
UTILITIES AND COMMUNITY FACILITIES: To balance the town’s growth with the cost of providing public utilities and community facilities.

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

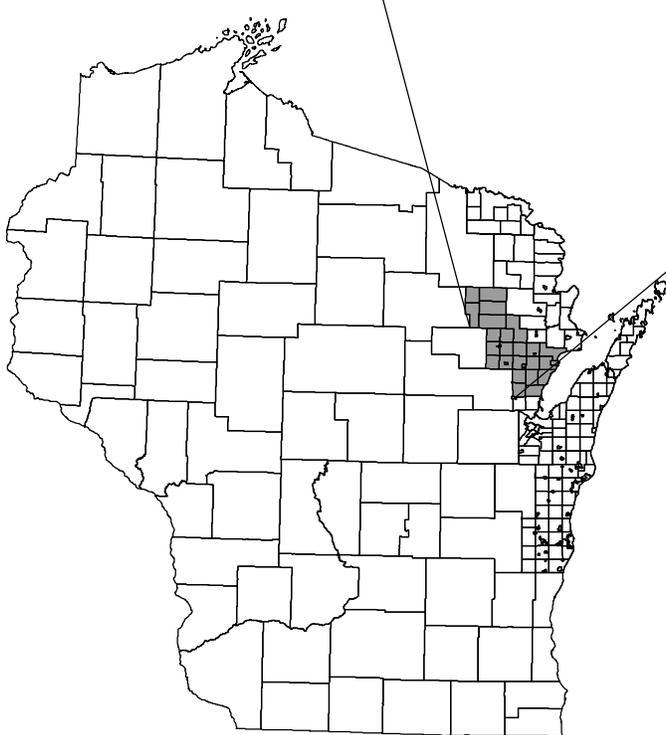
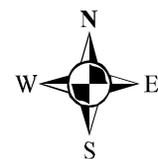
INTERGOVERNMENTAL COOPERATION: To coordinate with adjacent communities, Oconto County and other interested groups/agencies on planning projects.

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

# Location Map Town of Lakewood Oconto County, Wisconsin



■ Town of Lakewood

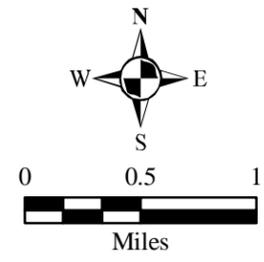
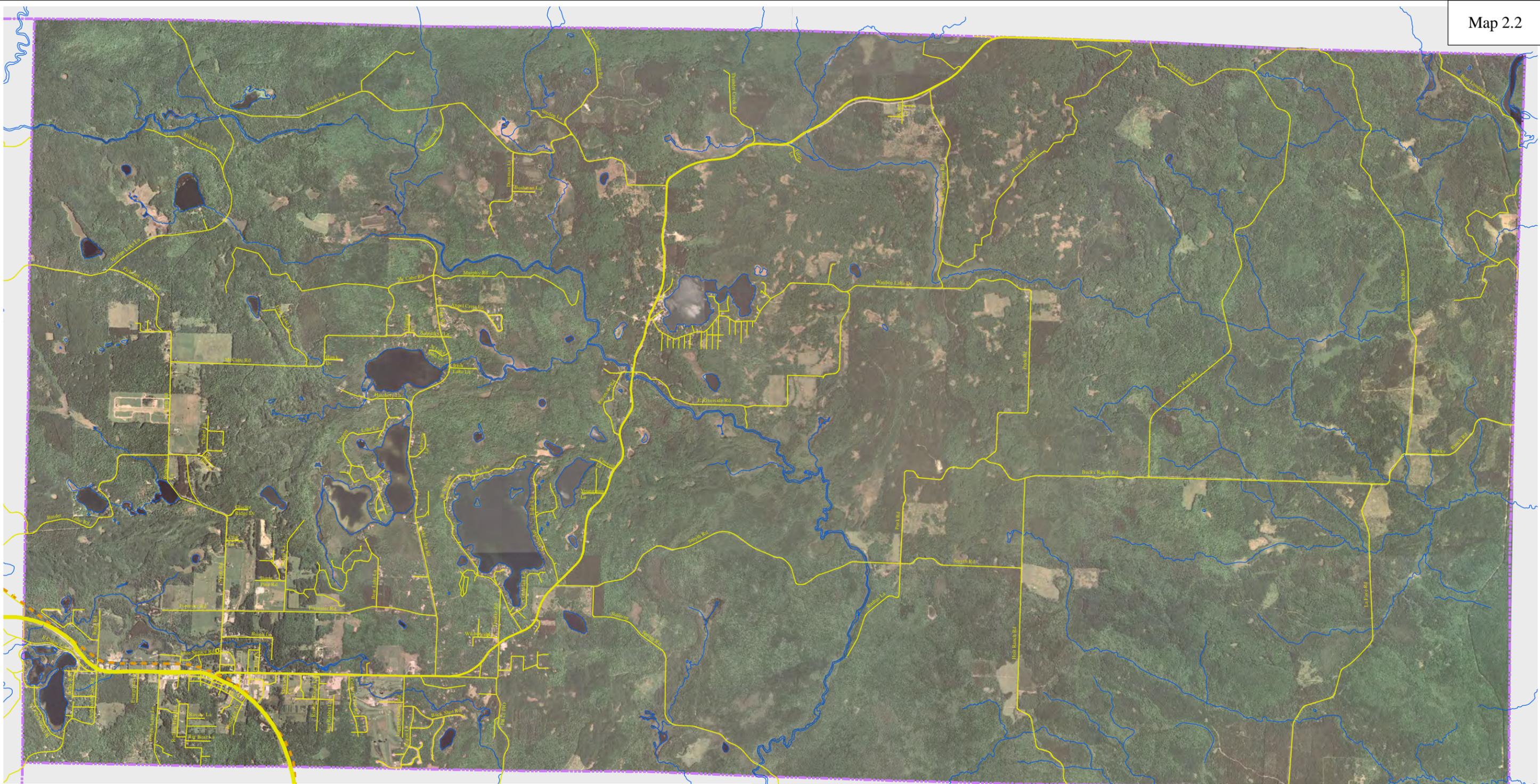


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Source: Town of Lakewood; Oconto County; Bay-Lake Regional Planning Commission, 2008.





**Base Map Features**

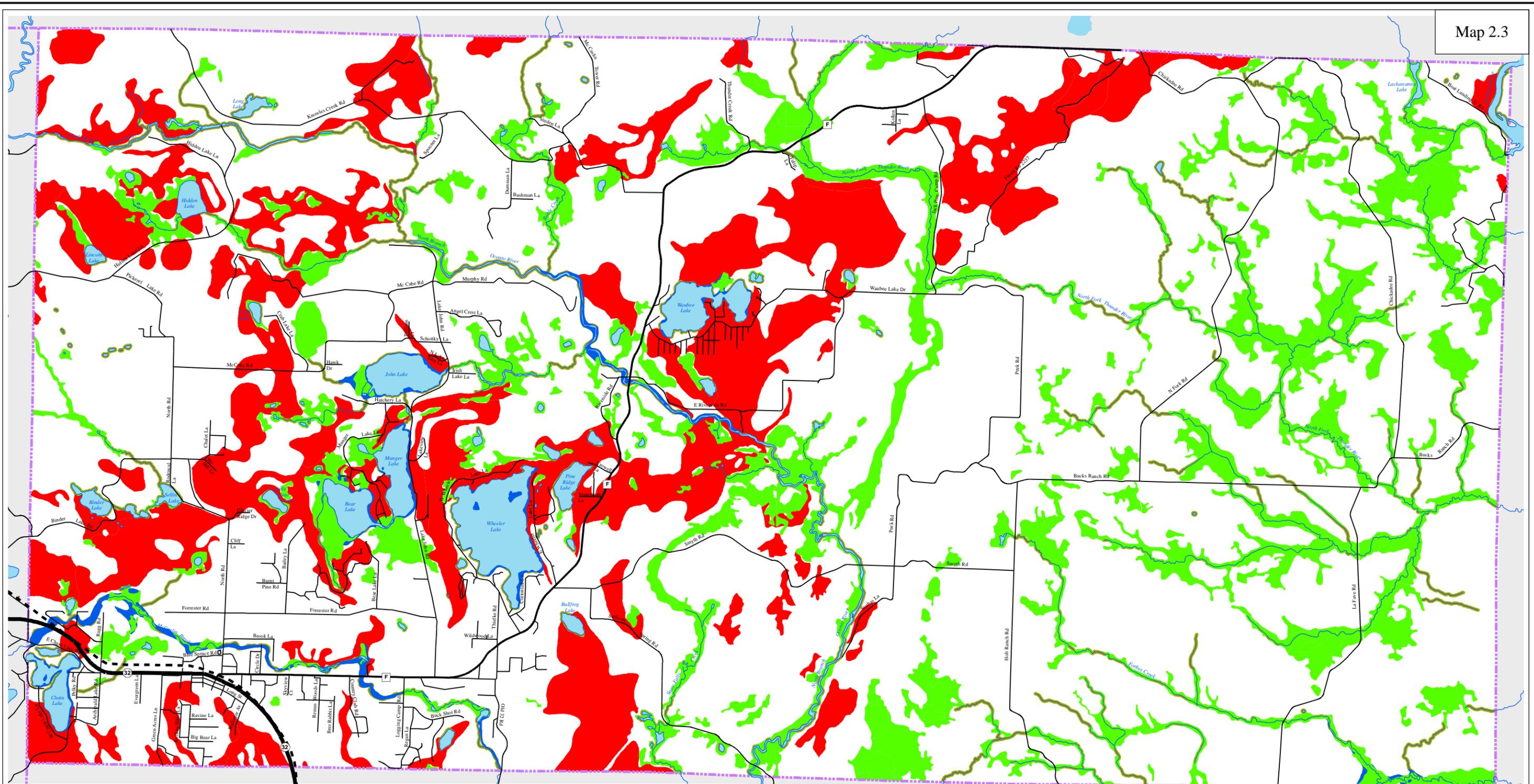
-  Town Boundary
-  State Highway
-  County Highway
-  Local Roads
-  Nicolet State Trail
-  Surface Water

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# Planning Area

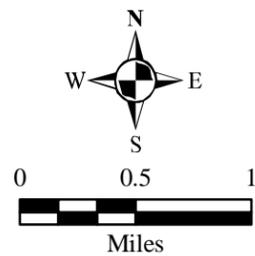
## Town of Lakewood

### Oconto County, Wisconsin



**Base Map Features**

- Town Boundary
- State Highway
- County Highway
- Local Roads
- Nicolet State Trail
- Surface Water



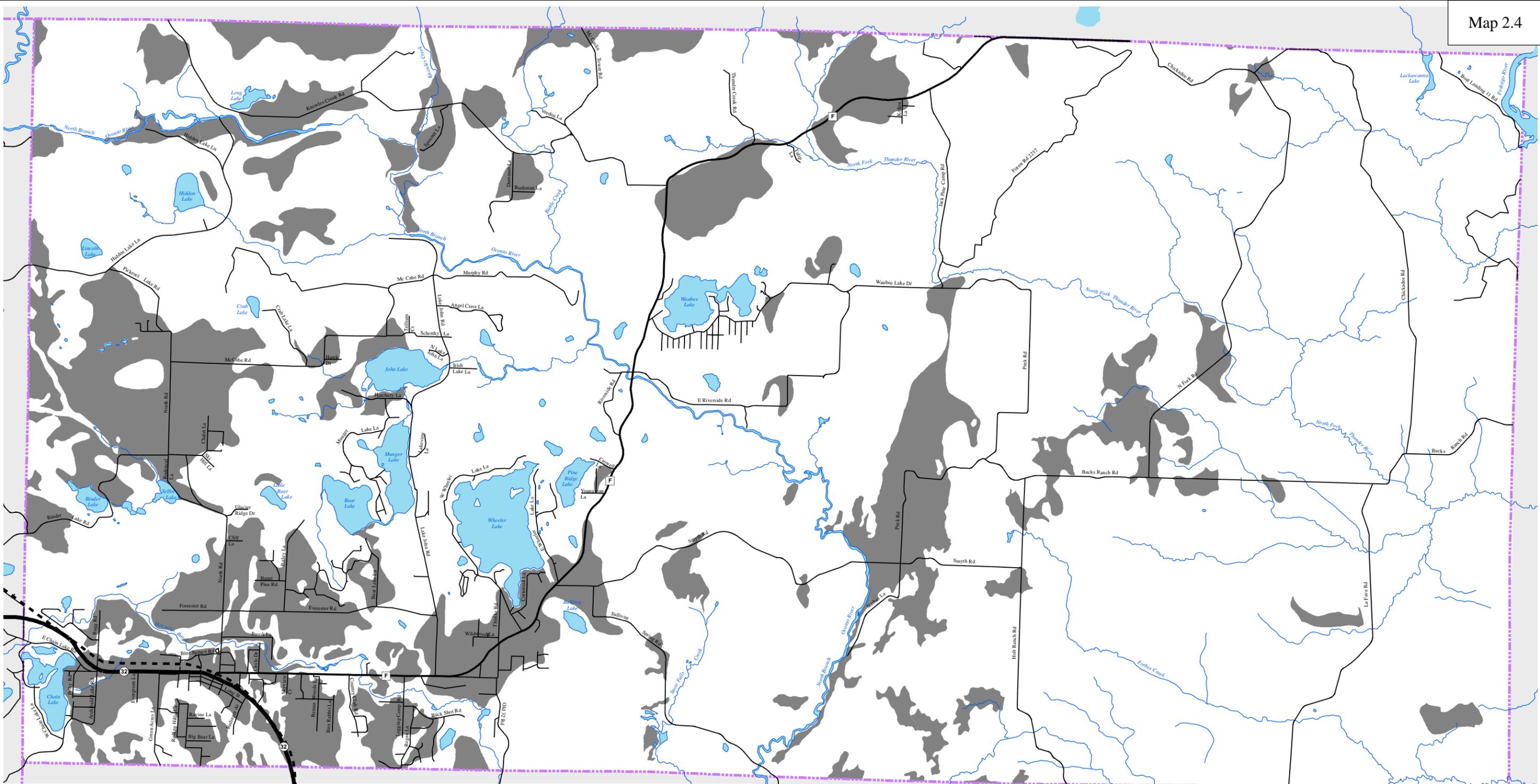
- WDNR Wetlands
- 100-Year Floodplains
- Steep Slope 12% or Greater
- 75-Foot Surface Water Setback

# Plan Determinants

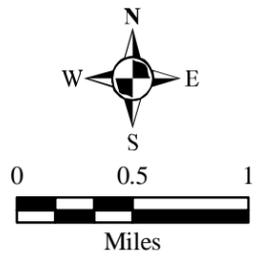
## Town of Lakewood

### Oconto County, Wisconsin

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- Base Map Features**
- Town Boundary
  - State Highway
  - County Highway
  - Local Roads
  - Nicolet State Trail
  - Surface Water



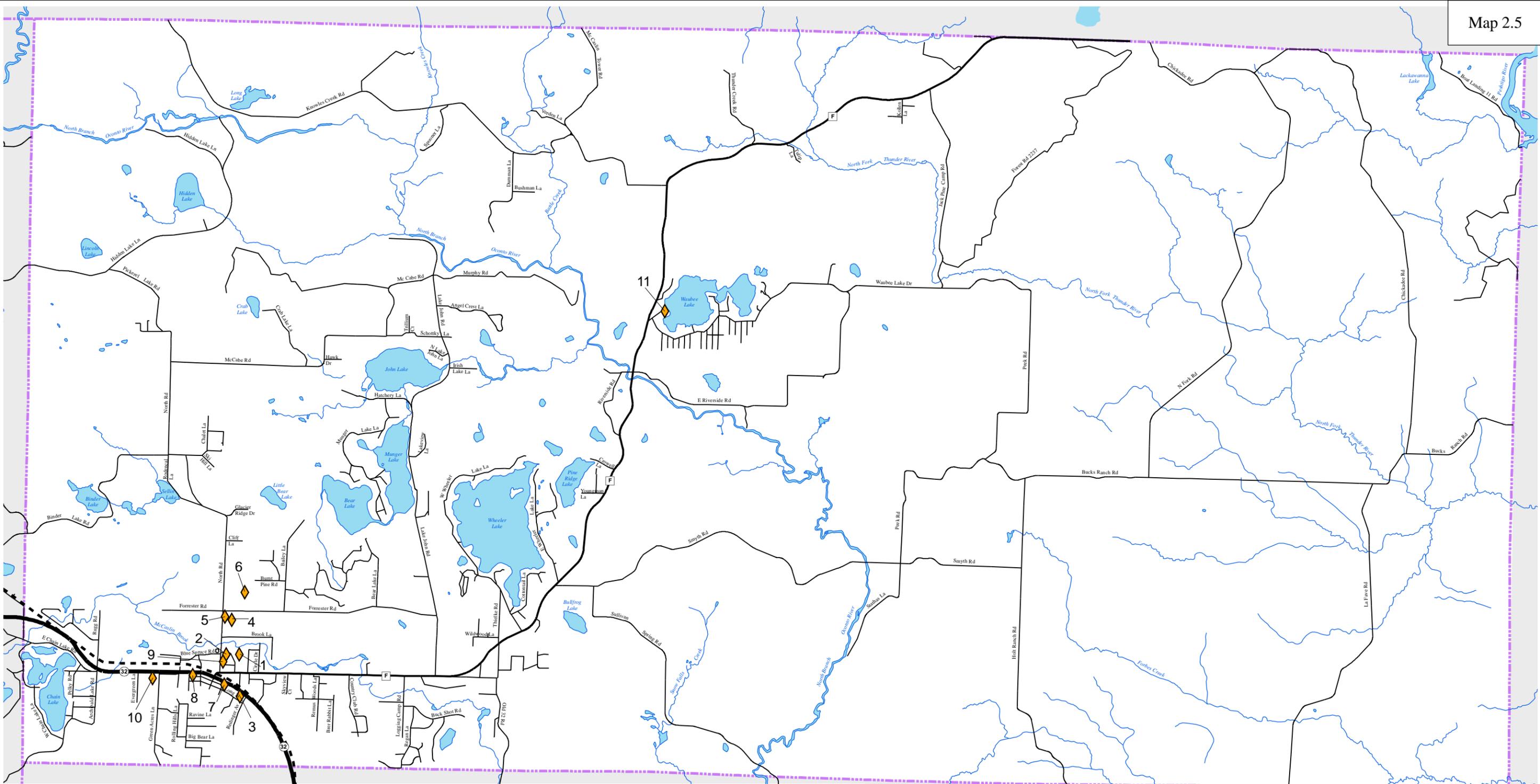
Prime Agricultural Soils

# Prime Agricultural Soils

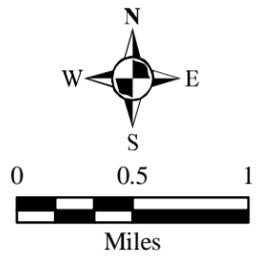
## Town of Lakewood

### Oconto County, Wisconsin

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- Base Map Features**
- Town Boundary
  - State Highway
  - County Highway
  - Local Roads
  - Nicolet State Trail
  - Surface Water



- 1 - St.Mary's Cemetery
- 2 - Lakewood Town Hall
- 3 - Lakes Country Public Library
- 4 - Lakewood Waste Drop-Off
- 5 - Lakewood Fire Department
- 6 - Wastewater Treatment Plant
- 7 - Lakewood Post Office
- 8 - Nicolet Clinic
- 9 - Mardi Gras Park
- 10 - Forest Lager Cemetery
- 11 - Mary's Park

# Public & Community Facilities

## Town of Lakewood

### Oconto County, Wisconsin

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# CHAPTER 3: FUTURE LAND USE PLAN

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IDENTIFIED SMART GROWTH AREAS .....	3-7



## INTRODUCTION

This chapter of the *Town of Lakewood 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 Lakewood.

## 20-YEAR GENERAL PLAN DESIGN

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

1. *Volume II: County Resources*;
2. The *Town of Lakewood 2020 Comprehensive Master Plan* adopted in 2000 and the results of the Comprehensive Plan Survey completed in 1999 (Introduction); 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 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 Lakewood Future Land Use Plan best represent the community’s character and are in the best interest of the town’s future growth.

Please note all categories shown below are not necessarily represented on the Town of Lakewood General Plan Design; however, future development strategies for each are discussed in this chapter. The town’s future land use classifications include:

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

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

### **Residential Development**

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

### ***Residential***

This residential classification is designated for portions of the town that contain large concentrations of development along with adequate infrastructure and will allow for future growth with similar residential types and densities.

#### *Recommendations:*

- In general, **concentrated residential development should occur close to the sewered area and to commercial and retail resources** in order to minimize the loss of open space and protect the town’s surface waters.
- **Encourage development techniques which maintain a balance between the natural environment and new development.** It is recommended that various development techniques such as conservation subdivisions are utilized in these areas in an effort to protect surrounding environmental features, preserve open space throughout residential areas, and protect woodlands and wildlife habitats within the town.
- **Developments will continue to be concentrated adjacent to Chain Lake and along Archibald Lake Road south of State Highway 32.** Future compact development is planned due to the accessibility of the Lakewood Sanitary District along with other convenient services. Consider the following issues as these areas become more developed:
  - Sanitary District capacity/expansion
  - Provision of emergency services
  - Stormwater management
  - Ground and surface water quality and quantity
  - Traffic control
  - Nuisances
  - Need for a public water supply
- **Lands adjacent to the McCauslin Brook Golf and Country Club will continue to be developed in a concentrated manner.** In order to protect the town’s natural features it is imperative that existing and future development in this area be annexed into or included as part of the Lakewood Sanitary District if at all possible.
- **Additional areas that are available to be included as part of the Lakewood Sanitary District are considered adequate for future concentrated residential growth.** This would include lands that extend north and south of State Highway 32 as illustrated by **Map 3.1**.
- **Concentrated development south of Bear Lake and along Bailey’s Hills and Jackson Lane will continue as planned.** Development beyond the area identified on **Map 3.1** is discouraged as this area is designated primarily as wetlands.
- **The Lakewood Airpark Condo development will continue as planned.** This area will continue to be developed as a private neighborhood.
- **One and two family residencies will be the primary development** with the possibility of infill developments and rehabilitation, or redevelopment of existing structures.
- **Multi-family housing will be given consideration based on the needs of the town’s residents and should be located in areas that will allow access to the town sanitary**

**district.** Given the apparent demand for multi-family and elderly housing options, attention should be given to locating additional multi-family and elderly housing projects appropriately, so as to reduce walking and driving distance for these populations.

- **Infill should be maximized in concentrated residential areas that have existing development.** Utilizing infill development will result in limiting the costs to extend infrastructure, minimizing the loss of open space and productive woodlands, and decreasing the travel distance between residences and existing services.
- **New residential development types are encouraged to minimize the co-location or adjacent location of incompatible uses.** Conflicting size or type of development may detract from existing properties.
- **Future residential development should maximize the protection of the towns natural features and drainage corridors.** Natural areas, including woodlands, wetlands, steep slopes, and floodplains, and drainage corridors in new areas of residential development should be preserved in order to minimize soil erosion and damage to surface waters.

### *Shoreland Residential*

Many of the town's surface waters contain concentrated development along their shorelands (illustrated on **Map 2.6**). However, environmental features surrounding these water features provide many limitations for future concentrated residential development in these areas. Further, additional development around these areas can place additional stress on the natural environment leading to poor water quality and loss of wildlife habitat. As a result, additional residential developments in these areas, along with other developable shorelands in the town, need special consideration in order to ensure protection of these resources.

#### *Recommendations:*

- **Any additional development along shorelands must be in compliance with the *Oconto County Shoreland Zoning Ordinance* and/or the *Town of Lakewood Minimum Lot Ordinance for Lands Abutting Small Lakes, 30 Acres and Less*.** Compliance with these ordinances will provide a layer of protection for future development along the shorelands of the town's water features.
- **Second tier development, and beyond, along the shorelands of the town should be minimized.** This will minimize the loss of natural shoreland and open space currently available around these features. Further, the town should not encourage keyholing, or the procurement of water rights for property owners not living in the shoreland zone.
- **The loss of natural shoreland and open space surrounding the town's surface waters should be minimized.** Lots sizes in shoreland areas should be no smaller than those found in rural residential development areas.

### **Commercial and Light Industrial**

The Commercial/Light Industrial land use classification also includes retail, professional, and service sector businesses. Lakewood already contains a variety of commercial spaces that provide a number of services. The town would like to continue this trend of development which includes only commercial and light industrial development. The town does not feel that it has adequate infrastructure or land available to accommodate large industrial and manufacturing related development.

*Recommendations:*

- **As illustrated by Map 3.1, concentrated areas of commercial and light industrial uses are planned along the corridors of State Highway 32, North Road, and County Road F** rather than dispersed throughout the town. The town wishes this commercial development to represent a regional commercial hub that provides a number of retail and service related businesses to town residents and visitors.

The town does not foresee any future potential for the development of large manufacturing or industrial areas. However, if such developments are proposed they will be evaluated on a case-by-case basis and directed to planned commercial/light industrial areas if approved.

- **Future commercial and light industrial developments will be directed in areas where it will be adequately supported by sewer and water services.** In order to protect the town's natural environment, future commercial/light industrial development will be permitted only if adequate infrastructure is available in the proposed development area.
- **Businesses in the town should be compatible with the character of the town.** The town encourages new businesses to feature attractive, well-maintained buildings that include green spaces in the form of small parks, streetscaping that complements local development, and attractive signage for public facilities. Additionally, tourist-orientated retail should be directed to areas that are already developed with similar businesses.
- **New commercial/light industrial development should be directed away from Environmental Corridors** as shown as an overlay on Map 3.1.
- **Future retail and service related commercial development should be located in areas that support local residents and are pedestrian friendly.** Sidewalks, cross-walks, and other pedestrian-related infrastructures should be planned and developed to accommodate public safety and maintain efficient vehicular traffic flow. New retail businesses should be located in areas that will provide customers with convenient, on-foot access.
- **Development of new commercial and light industrial spaces should be carefully planned in order to minimize the impacts on existing infrastructure.** Proposals for new development should consider the adequacy of existing infrastructure to accommodate the needs of that development. New development should minimize the costs of utility and road extension. Additionally, the presence of truck traffic, noise, and other impacts of industrial activity should be minimized when located near residential areas. When necessary, buffers should be created to minimize impacts on residential and retail users.
- **Mining operations should show that they have little negative impact** on the neighboring properties or other portions of the town and surrounding areas. This includes adverse affects on groundwater and significant wear on local roads.
- **Ensure mining operations are properly closed.** The town should work with surrounding communities, Oconto County, and state agencies to ensure that mining sites are reclaimed to a natural setting.

### Governmental, Institutional, and Utilities

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

#### *Recommendations:*

- **Monitor the capacities of the Lakewood Sanitary District** as development pressures increase. Discuss possible annexations and expansions as necessary.
- **Drinking water quality should be monitored. If contamination of or drawdown of groundwater become an issue, the town should consider developing a public water supply.**
- **Be aware of the ever changing technologies available in the telecommunications industry.** Although telecommunications in the town have changed rapidly over the past few years, it is important the town be cognizant of opportunities to expand the services that are currently available.
- **Future municipal development should be located in a manner that safety is maximized.** It should be ensured that safe access into and out of municipal buildings is available for emergency services, such as fire and rescue, town officials, and town residents.
- **Additional municipal development should be directed to areas of existing municipal development whenever possible.**

### Park and Recreation

The Park and Recreation land use classification is intended for the promotion of existing recreational facilities, trails, boat landings, beaches, and parks and open spaces within and around the Town of Lakewood. In addition, ensure that the public is served with adequate park facilities, ranging from passive to active recreation.

#### *Recommendations:*

- **Future town recreational facilities should be located in scenic areas that can provide appropriate vehicular and pedestrian access.** Residential and commercial areas should be buffered from park activities by natural vegetation or open space.
- **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, WDNR, US Forest Service and other pertinent agencies to promote connectivity of recreational uses such as trails.

### Agricultural

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

#### *Recommendations:*

- **If residential development is permitted in these areas, low density development should be considered.** Future development in these areas, unless otherwise noted, should be done in

a fashion which is least impactful to the natural environment and does not fragment large, contiguous areas of woodlands and open spaces.

- **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.
- **Work with Oconto County to address the issue of large-scale farming operations.**
- **Large-scale farming operations** are recommended to be located in areas of the town that avoid environmental corridors and surface water features.

### Woodlands and Open Space

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

#### *Recommendations:*

- **If residential development is permitted in these areas, low density development should be considered.** Future development in these areas should be done in a fashion which is least impactful to the natural environment and does not fragment large, contiguous areas of woodlands and open spaces.
- **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.
- **Protect the town's many natural features and open space areas** to enhance the recreational opportunities in the community.

### *Nicolet National Forest*

The Public Land classification encompasses primarily the Nicolet National Forest. No private land exists within this federally owned classification. The town envisions the existing lands 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.

### Transportation

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

#### *Recommendations:*

- **The town should identify additional transportation routes to accommodate future planned commercial and residential growth.** This may include consideration of extending existing roads as a way to provide more access to planned residential growth areas.

- **Continue to investigate ways to eliminate heavy traffic flows around the 3-way intersection of State Highway 32, County Highway F, and North Road** thereby allowing vehicular traffic to connect with rural destinations without utilizing that intersection.
- **Preserve town views along major transportation routes.**
- **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.
- **Ensure adequate off-street parking in areas of commercial/light industrial development.**
- **Ensure adequate ditching is available along roads.** Where appropriate, existing and new roads should be constructed with adequate ditches that are large enough to support any runoff event and snow storage.

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

## IDENTIFIED SMART GROWTH AREAS

According to Wisconsin State Statute 16.965 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 Lakewood identified lands containing *existing* concentrated development and those that can be serviced by the existing sanitary district through annexations or the development of other facilities, along with the State Highway 32, County Highway F, and North Road corridors as the town’s “smart growth areas”.

- The Town of Lakewood intends to continue to direct development in areas where plats currently exist, infill between exiting plats is available and reasonable, and access to the

existing sanitary district is feasible. The town intends to promote contiguous, efficient development patterns in these areas. This will aid in the preservation of the town’s valued woodlands, surface waters, and other natural features that make up much of the town’s landscape.

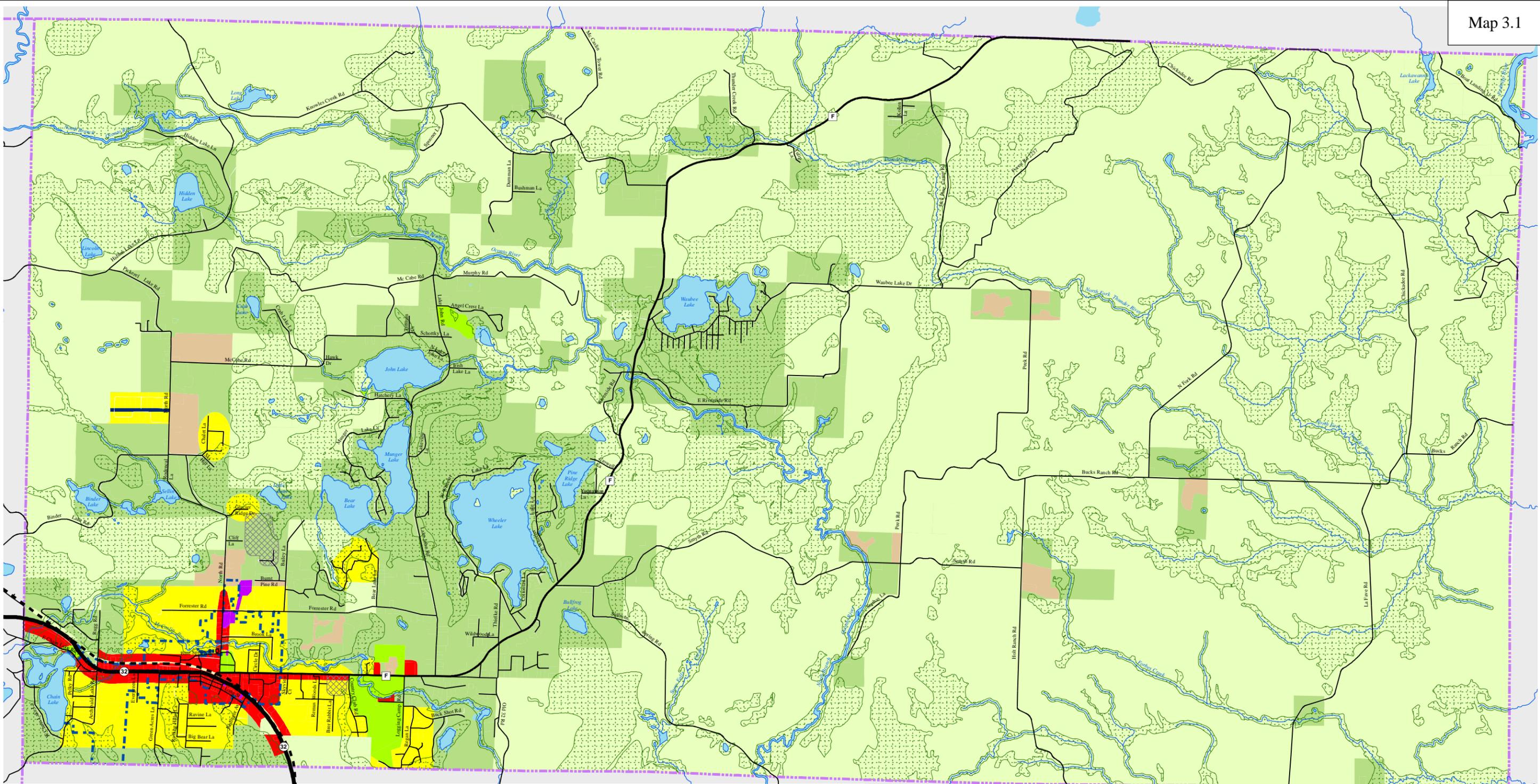
- Concentrating future commercial and light industrial development along the corridors of State Highway 32, County Highway F, and North Road to assist in meeting the needs of the town’s existing and future businesses; residents; and tourists while taking advantage of the excellent exposure and ease of access to the highway.

Table 3.1 contains a summary of the land uses, along with their approximate acreage totals, which have been designated on the Town of Lakewood 20-Year General Plan Design. It is important to note that the acres on the GPD 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

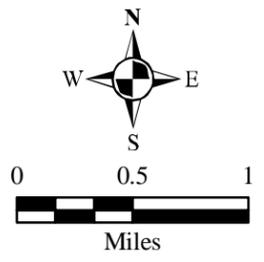
General Plan Design Classification	20-Year Plan Design Acres
Agricultural	398.7
Commercial	373.4
Institutional	23.7
Park	219.9
Residential	1,467.8
Transportation	362.4
Transportation	8.8
Water	1,275.5
Woodlands and Open Space	42,231.7
<b>Grand Total</b>	<b>46,353.1</b>

Source: Bay-Lake Regional Planning Commission, 2008.



**Base Map Features**

- Town Boundary
- State Highway
- County Highway
- Local Roads
- Nicolet State Trail
- Surface Water



- Residential
- Commercial
- Park and Recreation
- Governmental/Institutional/Utilities
- Transportation
- Woodlands/Natural Areas
- Agricultural
- Public Lands
- Mineral Resources Overlay
- Environmental Corridors Overlay
- Sanitary District\*

\*Note: Identifies Parcels within Lakewood Sanitary District

# 20-Year General Plan Design

## Town of Lakewood

### Oconto County, Wisconsin

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

# CHAPTER 4: IMPLEMENTATION

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## **INTRODUCTION**

This chapter outlines a variety of actions and activities necessary to implement the intent and vision of the *Town of Lakewood 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 and amend land ordinances or create additional land use recommendations.

## **CONSISTENCY WITH EXISTING PLANS, REPORTS, AND STUDIES**

This plan was created in a manner to promote consistency between all the elements and their respective development strategies. As such, 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 periodically reviewed for consistency with the *Town of Lakewood 20-Year Comprehensive Plan*. In addition, the Town should continue to work cooperatively with Oconto County to ensure all land use ordinances and maps are consistent with the town’s Comprehensive Plan. A glossary of Planning and Zoning Terms is provided as Appendix E of *Volume I: Town Plan*.

## **UPDATING THE COMPREHENSIVE PLAN**

This comprehensive plan shall be reviewed and updated following recommendations laid out in Wisconsin Statute 66.1001 (4)(b) and the town’s adopted written procedures for fostering public participation. A number of activities can be completed at any time in order to update the *Town of Lakewood 20-Year Comprehensive Plan*. The following schedule is recommended for ensuring the comprehensive plan is reviewed and updated in an appropriate and timely manner. Please note this is a recommended schedule. The town may find that certain activities need to be conducted more frequently in order to ensure the plan is consistent with existing conditions.

**ANNUALLY**

- Review the Town of Lakewood 20-Year vision statement and future development strategies and update to accommodate changing conditions when necessary;
- Identify and consider any needed update to the plan based on the Wisconsin Department of Administration (WDOA) population and housing estimates, and U.S. Census data;
- Review implementation priorities and update based on the completion of or reprioritization of tasks;
- Consider the relevance of the development strategies and update to accommodate changing conditions;
- Update any necessary changes to General Plan Design text or map; and
- Ensure consistency with new or revised ordinances proposed by the town or 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 any substantial changes in the town’s development patterns over the past five years and what potential impacts that development will have in the near future. This helps monitor outcomes of implemented development strategies and identifies any possible needs for the 10-year update; and
- Be aware of updates or completion of other local, county, or regional plans and make necessary changes to ensure consistency when appropriate.

**TEN YEARS**

- REQUIRED 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 and 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*;
  - Conduct public participation workshops to educate the town’s residents about the *Town of Lakewood 20-Year Comprehensive Plan* and to gain input regarding its update; and
  - Review ordinances and other controls for consistency.

## IMPLEMENTATION OF LOCAL LAND USE CONTROLS

This chapter contains a description of existing and potential land use controls that can be utilized by the Town of Lakewood Plan Commission to work toward implementation of the town’s 20-Year General Plan Design (**Map 3.1**) and its Vision Statement (Chapter 1 of *Volume I: Town Plan*). The text that follows contains descriptions of a number of land use control mechanisms, which are directly followed by recommendations for utilization of that tool by the town.

### **Zoning**

#### **Oconto County Zoning Ordinance**

Oconto County has jurisdiction over all zoning in the unincorporated communities of the county, while the incorporated communities administer their own zoning ordinances. Oconto County uses this zoning ordinance to achieve community goals such as promoting public health, safety, and welfare; protection of natural resources; and to maintain community character. The county’s zoning ordinances utilizes a system of districts by splitting a community in zones that are designated for different uses. Districts are established based on land suitability, avoidance of conflict with nearby uses, protection of environmental features, economic factors, and other locally determine land use objectives laid out by a comprehensive plan. Please refer to the Oconto County Zoning Ordinances for detailed information on zoning districts, regulations, restrictions, permitted uses, and zoning maps.

#### *Recommendations:*

- The comprehensive plan’s preferred land uses need to be compared to the existing zoning map to determine compatibility and realignment within various districts. The Town Plan Commission should work closely with Oconto County to judge when re-zoning will occur, for it is not the intent that the zoning map become a direct reflection of the 20-Year General Plan Design. The comprehensive plan looks out to the future while zoning deals with present day.
- Cooperate with Oconto County to develop 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 “vision statement” listed in Chapter 1 of *Volume I: Town Plan*.

### **Official Mapping**

Under Wisconsin Statutes 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.

*Recommendation:*

- The town should establish an official map that is consistent with the comprehensive plan to assure new roads provide connectivity and that recreation areas are identified for future development.

**Floodplain Ordinance**

Oconto County recognizes that uncontrolled development and use of floodplains, rivers, or streams can adversely affect the public health, safety, convenience, and general welfare of its residents and also impair the tax base of the County. 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 Floodplain 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.

*Recommendation:*

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

**Shoreland Ordinance**

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

1. 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 Shoreland 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.

*Recommendations:*

- Further development in the Town of Lakewood should remain consistent with the Oconto County Shoreland Zoning Ordinance and the *Town of Lakewood Minimum Lot Ordinance for Lands Abutting Small Lakes, 30 Acres and Less*.

**Land Division/Subdivision Ordinance**

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

Oconto County does have a Land Division Ordinance in place. The ordinance applies to “any act of division of a lot, parcel, or tract which existed on the effective date of this ordinance by the owner thereof or his agent for the purpose of transfer of ownership or building development where the act of the division creates one or more new lots, parcels, tracts or units, if the lot, parcel, tract or unit being created is equal to or smaller in area than ten (10) acres in size, determined by the right of way.” In addition, the Town of Lakewood maintains a partial subdivision ordinance that requires a minimum of 20,000 square feet for any lot.

*Recommendations:*

- Land divisions in the Town of Lakewood should continue to remain consistent with the Oconto County Land Division Ordinance and the Town of Lakewood partial subdivision ordinance.
- The Town should work cooperatively with Oconto County in any efforts to update the Oconto County Land Division Ordinance.

**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 Lakewood 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.

**Goals, Objectives, Policies, and Programs**

<p><i>Goals, Objectives, Policies, and Programs</i></p> <ul style="list-style-type: none"> <li>• <b>Goals</b> - 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.</li> <li>• <b>Objectives</b> - are measurable ends toward reaching a defined goal.</li> <li>• <b>Policies</b> - are a rule or course of action used to ensure plan implementation.</li> <li>• <b>Programs</b> - an action or a coordinated series of actions to accomplish a specific policy.</li> </ul>
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In total, there are eleven general goals with a detailed list of objectives, policies, and programs. Since many planning issues are interrelated (e.g., land use and transportation), the objectives, policies, and programs of one element may closely relate to those stated in other areas.

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

**COMMUNITY PLANNING**

**GOAL: For the Town of Lakewood 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 and to follow an orderly and cost efficient method for development while preserving significant features of the community.

***Policies:***

- A. Consultation of this 20-year comprehensive plan will be conducted by the Town Plan Commission, Town Board and other committees of the town before making any decisions 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.

**Program:**

- Consider holding community planning related efforts/meetings with the northern cluster communities (as identified through this planning process), media, and/or private organizations to publicize ongoing planning projects and plan implementation projects found within this comprehensive plan.

*Objective 2:* Seek to bring about a future Lakewood that matches the 2025 Town of Lakewood Vision Statement which was established through the 1998 Community Survey, the 2020 Town of Lakewood Comprehensive Master Plan, and input from residents.

***Policies:***

- A. Continue to inform the public of all planning related activities and provide an opportunity to solicit public comment on all land use decisions.
- B. Encourage cooperation and communication between the town, neighboring municipalities and county government in implementing this 20-year plan.

**Programs:**

- Create awareness in the community of the results of the planning process, especially Lakewood's 2020 Vision, through the use of posters, news articles, placement of planning and vision documents in the local library, etc.
- Work to improve the quality and effectiveness of the plan implementation process by enhancing and updating zoning, subdivision, and other local ordinances and codes.
- Work with Oconto County to create more effective communication on zoning and subdivision decisions. Work with other towns, such as Townsend, Riverview, Mountain, Doty, and Brazeau to develop a land regulatory process that includes more input and interpretation from the local level.

**Objective 3:** 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 and Town of Lakewood ordinances as they relate to the implementation of this plan.
- C. The Town Plan Commission should hold meetings to review the adopted 20-year comprehensive plan and make amendments to accommodate changing conditions every five years. The plan should be comprehensively update every 10 years.
- 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 Lakewood by preserving and protecting key natural resources.**

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

***Policies:***

- A. Identify any distinctive natural areas for protection and/or enhancement.
- B. Identify and protect key open spaces and wildlife habitats from development to preserve the town's scenic value.
- C. Work with federal, state and county agencies to seek funding for habitat protection.

- D. Developments adjacent to steep slopes, rivers/creeks and wetlands should be planned in a manner that protects the integrity of these areas.

**Programs:**

- Encourage the inclusion of environmental corridors, buffer zones, and other natural areas in new and existing developments.
- Advocate very limited or no development in the Environmental Corridors designation on the General Plan Design (**Map 3.1**) to protect the town's key natural resources.
- Solicit public input and suggestions from local officials and citizens to identify and prioritize open space throughout the town.
- Work with Oconto County to educate residents about flood risks, shoreland and wetland preservation and steep slope risks.

**Objective 2:** Encourage the protection and restoration of all surface and groundwater resources.

***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 surface water features.
- D. Identify and preserve groundwater recharge sites (wetlands, lakes and ponds) and areas of shallow soils.
- E. Avoid human-influenced actions, agriculture and residential development that may deplete the town's lakes, rivers/creeks, wetlands and groundwater reserves.
- F. Work cooperatively with surrounding jurisdictions and Oconto County to protect groundwater resources.

**Programs:**

- Support the use of indigenous flora and sound conservation methods to protect shorelands from erosion particularly within the riparian zone.
- Support and propose alternate zoning and land use policies that would decrease phosphorus loading to the town's surface waters.
- Develop methods to encourage the minimization of tree-cutting and reduction of natural cover on construction sites.
- Continue to implement the *Town of Lakewood Stormwater Management Plan*.
- Consider establishing long-term plans to address potential recharge areas and their threats.
- Consider a buffer area (a zone of no buildings) around delineated wetlands.

- Landowners should follow "best management practices" to preserve water quality.
- Promote wetland restoration projects.

**Objective 3:** Protect and preserve the productive forest resources of Lakewood.

***Policy:***

- A. Work cooperatively with public and private forest resource owners to implement shared goals and visions.

**Programs:**

- Contact local timber and wood products firms to assess their current needs, short-term plans, and long-term business prospects.
- Continue to work with US Forest Service staff to implement shared goals between this planning process and the *Chequamegon-Nicolet National Forests Land and Resource Management Plan*.

**Objective 4:** Existing and future mining sites should not negatively impact the environmental features or existing developments within the town.

***Policies:***

- A. Encourage the location of mining operations where scenic views and the health of the natural environment will not be compromised.
- B. Consider preserving potential mineral resources within the town for future mining consideration.
- C. Work with the surrounding communities and Oconto County to ensure that incompatible uses do not develop adjacent to potential or existing mining sites.
- D. Discourage nonmetallic mining in environmental corridors (**Map 3.1**) and other environmentally significant areas.
- E. Work with surrounding communities and Oconto County to ensure all abandoned, present and future mining operations will someday be reclaimed to a natural setting subject to the requirements of NR 135.

**Program:**

- Utilize the Oconto County Nonmetallic Mining Reclamation Ordinance when deciding land use issues.

**AGRICULTURAL RESOURCES**

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

**Objective 1:** Maintain existing, productive agricultural lands.

***Policies:***

- A. Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.

- B. Minimize impact of future development by encouraging conservation-based land use practices.

**Program:**

- Encourage Nutrient Management Planning, land buffer programs, and other activities that will protect farmlands, public health and safety, and the environment from negative impacts.

**Objective 2:** Protect existing and future development from conflicts with existing farmlands.

***Policies:***

- A. Protect the existing farm operations from conflicts with incompatible uses.
- B. Ensure that homeowners who relocate to agricultural areas are notified about farming characteristics and the impact of living in a rural setting.

**Programs:**

- Have an orderly changeover of less productive agricultural lands to other uses.
- Encourage buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints.

**HISTORIC, ARCHEOLOGICAL, AND 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.

**RESIDENTIAL DEVELOPMENT**

**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.

**Programs:**

- The town may direct residents to Oconto County to obtain educational materials and information on financial programs, home repairs, weatherization and how to obtain affordable housing.
- 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. Encourage new housing in areas that can be adequately served by infrastructure (e.g., Lakewood Sanitary District) and community services.
- B. Encourage the infilling of existing vacant residential property where appropriate, particularly within the Lakewood Sanitary District.
- C. Situate higher density residential development in areas that minimize impacts upon low density residential development.
- D. Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural or unique areas.
- E. Work with Oconto County and neighboring communities to establish innovative development guidelines for future consideration within the town.

**Programs:**

- Review existing regulations on lands adjacent to water features in the town in an effort to protect/improve these valuable resources.
- Consider conservation by design developments as well as cluster type developments, where appropriate, as an alternative to conventional zoning methods in order 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 natural resources and preserving its rustic character.

**Objective:** Promote business development in areas designated for light industrial, commercial, and retail growth.

***Policies:***

- A. Commercial and light industrial growth should be consolidated in areas where needed services exist or can be readily extended.
- B. Evaluate the capacity of existing infrastructure, roads, electricity, public safety services, and other facilities to accommodate any new economic development.
- C. Locate highway dependent businesses along STH 32 in order to provide commercial service to local and through traffic.

- D. Control the signage, lighting, landscaping and access of business sites located in the town.
- E. Preserve the town’s many natural features.
- F. Work with Oconto County to promote the many recreational opportunities in the Lakewood area.

**Programs:**

- Build on and support the town Business Area Development Plan which was established in 1998.
- Direct large commercial and light industrial development to areas specified in the town’s general plan, or a nearby community that is better served by existing infrastructure.
- Work with the US Forest Services to maintain Nicolet National forestlands.
- Explore the potential of upgrading technological services, such as high-speed internet, that are available in Lakewood in order to support high-end business development with low land use impact.
- Continue to investigate grant opportunities that would support economic, industrial, and small business development in the town.

**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.
- C. Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.
- D. Offer a safe system of bicycle routes throughout the town.
- E. Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.
- F. Protect existing investments in the road and stormwater network with proper maintenance.

**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.
- 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 projects that contribute to improved air quality and reduced energy consumption.
- B. Advocate for transportation corridors that are well maintained to allow for safe travel, while providing scenic views of the town.
- C. Avoid adverse impacts on environmental corridors and other significant natural areas during the planning and development of transportation facilities.

**Program:**

- Encourage transportation demand management strategies that reduce the number of single occupant vehicles, such as park-and-ride lots and carpooling.

**UTILITIES AND COMMUNITY FACILITIES**

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

**Objective 1:** Provide adequate water, sewer, roads, and other infrastructure and services to support the orderly and cost-effective development of the community while minimizing the impacts of development on ground and surface water resources.

***Policies:***

- A. Encourage concentrated development in areas where appropriate utilities (e.g., Lakewood Sanitary District), community facilities, and public services are readily available.
- B. Continue to coordinate, consolidate and share governmental facilities and services where possible.
- C. Monitor resident satisfaction regarding services and remain informed upon any of the service providers' needs to re-locate/upgrade their services.
- D. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings and other areas.
- E. Consider the development of renewable energy sources such as wind power, biomass and solar where feasible.

- F. Work cooperatively with municipalities and select service providers to upgrade telecommunication and electrical services when needed.
- G. Explore the use of shared on-site wastewater treatment systems to allow for the consolidation of development and preservation of land resources

**Programs:**

- Continue to work with the Lakewood Sanitary District and support that body’s efforts to be more open to public input and involvement as they set priorities for sewer extensions.
- Work with the town, county, developers, and other important stakeholder to establish an ordinance to ensure maximum flowage through drainage corridors.
- 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 and Oconto County to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.

**Objective 2:** Continue to provide adequate services to protect the health and safety of Lakewood residents.

***Policies:***

- A. Work with county and municipal partners to provide adequate police, ambulance, and fire services to town residents

**Programs:**

- Continue to work with officials from the county and from neighboring towns to address the opportunity to establish a northern tier County Sheriff’s Office.
- Explore the feasibility of securing funds for joint community facilities projects through the Wisconsin Community Development Block Grant Program and the federal Rural Development Administration.

**PARKS AND RECREATIONAL FACILITIES**

**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 on maintenance and enhancement of existing parks and consider the development of future recreational lands within the town and county.

- 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.
- E. Consider utilizing identified environmental corridors for public parks and recreational use.

**Programs:**

- The town should continue to work with Oconto County to promote the various recreational facilities in the Town of Lakewood.
- Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the town’s recreational systems.
- Utilize the town's official mapping powers to adopt an official map that preserves areas designated for future park and recreational uses.

**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 Lakewood and any other municipality or government entity that makes decisions impacting the town and surrounding area.

***Policies:***

- A. Work cooperatively with surrounding municipalities and the US National Forest Service to address possible boundary issues to minimize conflicts.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.
- C. Promote cooperation and communication with the Wabeno school district 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.

**Programs:**

- Continue the concept of “mutual aid agreements” for public services.
- Continue involvement in the Nine Towns Committee.
- Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.
- The Town Board or its representative (as the responsible party) is encouraged to meet annually and work with Oconto County, the Bay-Lake Regional

Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.

- 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 the Nicolet National Forest.

### 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 Lakewood land use is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 3 of *Volume I: Town Plan*).

### 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 Lakewood 20-Year Comprehensive Plan*. The steps to address the development strategies *may* include the following:

1. To ensure the comprehensive plan remains current, it is recommended that review of the plan be a standing agenda item for at least two Plan Commission meetings and a minimum of one Town Board meeting per year. The review of the comprehensive plan should include assessment of the town's land use control tools (e.g., ordinances and regulations) previously listed in this chapter.
2. It is recommended that the Plan Commission and Town Board 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 below.
4. The priority policies and programs should be separated based on topic such as housing, economic development, transportation, parks and recreation. The separation of policies and programs by topic will allow for the delegation of projects to other entities.
5. The Town of Lakewood has many tools available for the implementation of the stated 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. These resources should be considered when developing implementation plans and tools.
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 Lakewood.

### Stakeholders

Bay-Lake Regional Planning Commission  
Forest County

Langlade County  
 Marinette County  
 Oconto County  
 Oconto County Highway Department  
 Oconto County Land Conservation Department  
 Oconto County Planning/Zoning/Solid Waste Department  
 Oconto County UW-Extension  
 Towns of Doty, Townsend, Riverview, and Mountain  
 United States Department of Agriculture, Natural Resources Conservation Service  
 United States Forest Service  
 Wabeno School District  
 Wisconsin Department of Administration  
 Wisconsin Department of Commerce  
 Wisconsin Department of Natural Resources  
 Wisconsin Department of Transportation

**Priorities**

1. The Town should 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 Lakewood 20-Year Comprehensive Plan* can be achieved.
2. The town, in cooperation with Oconto County, should continue to review and update ordinances that will ensure the protection of the town’s natural resources. The town may want to consider adopting ordinances that are more protective than those currently being enforced by the County in order to provide additional protection to its natural features when appropriate.  
  
 Further, the town, with the assistance of Oconto County, may want to explore developing plans and processes aimed at protecting the quality and quantity of the town’s water resources. This could include, but is not limited to projects such as: identifying and developing a plan to protect vital groundwater recharge areas; developing and enforcing erosion control measures; and the restoration of wetlands.
3. The town should consider establishing an official map that is consistent with the comprehensive plan. The town should utilize the Official Map to ensure areas of existing and planned development will have adequate infrastructure and that there is enough recreation space reserved to serve the town’s residents and visitors.
4. The Town may explore developing and adopting a subdivision ordinance to supplement the current lack of a county-wide subdivision ordinance if the town feels there is a need to do so. It is recommended that any ordinance be developed by working cooperatively with Oconto County.
5. The Town should continue to work with surrounding communities and Oconto County to ensure that public services provided are efficient, done so at a high level, and are cost-effective. As part of this, the town should continue to evaluate all mutual-aid agreements that are in place and evaluate any other potential opportunities.
6. Work with Oconto County and other local, state and federal agencies to minimize the impact of agriculture on the town’s residents and natural features.



**VOLUME I - APPENDIX A**  
**PUBLIC PARTICIPATION INFORMATION**



TOWN OF LAKEWOOD  
RESOLUTION NO. 2-2006

**RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION  
PROCEDURES**

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

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

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

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

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

Adopted this 9 day of October, 2006

Approved:

Tom Gyzloski  
Town Chairperson

Attest:

Janice Ray  
Town Clerk



**VOLUME I - APPENDIX B**  
**NOMINAL GROUP RESULTS**



**“Northern Cluster”**

Nominal Group Results – August 22, 2006

**Group 1**

- 5 Stronger county rules on older grandfathered septics**
- 4 Shoreland zoning**
- 3 Preserve rustic integrity of the area**
- 3 Protect/maintain recreational resources (i.e. trails)**
- 2 Develop new recreational opportunities that compliment existing activities
- 1 Better tax base for forestry-based towns – national/county
- 1 Collaboration among govt. entities on expand trail systems
- 1 Commercial development-cohesive planning site specific ordinances
- 1 Protect lakes from invasive species (aquatic)
- 1 Reduce hap-hazard development
  - Better division between rec. and housing
  - Define more spec. wetland limitations
  - Improve septic tank disposal/spreading
  - Long term care facilities (nursing, assisted)
  - Plan to identify infrastructure needs
  - Preserve historic sites
  - Provide open space plans
  - Regulate mega farms

**Group 2**

- 4 County services being more accessible**
- 2 Improve/more law enforcement in northern portion of county**
- 2 Provide senior care facilities and programs**
- 1 Complete ATV trail system
- 1 Develop affordable rural housing plan
- 1 Develop commercial and industrial areas to increase job opportunities
- 1 Develop incubator concept for northern portion of the county
- 1 Increase promotion of county tourism-entire county
- 1 More parks and recreation areas throughout the county
- 1 Protect natural resources
- 1 Provide education for retail/restaurant staff on area attractions, opportunities, and resources
- 1 Regulate or limit condo development
- 1 Updated communication system
- Billboard limits-countywide
- Develop ordinances to protect towns from development not wanted
- Develop silent sports trails and access points
- Developing local sewer/sanitary districts
- Entice business opportunities with tax relief
- Improve lakeshore development guidelines
- Improve northern area representation on county board (more)
- Limit development lot size
- Maintain rural atmosphere
- More consistency in county zoning and building code enforcement
- Stricter enforcement of environmental conditions (i.e. landfills)

**“OCPAC”**

Nominal Group Results – July 19, 2006

**Group 1**

- 4 **Protect natural resources lakes, rivers, forest**
- 4 **“Right to farm” for normal operations**
- 3 **County limit on “billboards”**
- 3 **County help on park plans, purchase, development**
- 2 Improve technological infrastructure (i.e. internet, phone lines)
- 2 Economics = increase \$ and for childrens’ options to stay in county
- 2 County promote alternative energy and conservation/look at mass transit
- 1 Need to vigorously promote Oconto County tourism destination
- 1 Need to consolidate county government (i.e. superintendents/police etc.)
- 1 More coordination with commercial, industrial, with schools to promote living wage.  
“Viable” job/opportunities.
- 1 Keep county infrastructure/services current/good condition/improved
- 1 Establish lighting guidelines to limit “sky glow”, commercial, residential, etc.
- 1 County involved in controlling lake growth from development destruction
- 1 Bayshore – set home value controls not encouraged, but promote affordability  
See agriculture come back “protection”.  
Required to have large lots by ordinance  
Reduce all fed/state/local control  
Preserve historic areas  
Increase capacity for population as well as control of population  
Expand recreational offices to combat invasives  
Exclusive residential should not involve county government but leave at developer  
Encourage forestry zones to preserve corridors in community and county wide  
Discontinue all mandates federal and state  
County take over local codes, to limit municipal courts and enforce at county level  
County regulate/review subdivisions in town to help towns  
Bring balance to contrasting areas of quality of life

## Group 2

- 3     **Preservation of productive farmland**
- 3     **Development of all types of recreational trails**
- 2     **Transportation for the elderly**
- 2     **Preserve forestry**
- 2     **Improve shoreland zoning**
- 2     **Identify industrial growth along highway corridors**
- 1     Work on development along the new highway areas
- 1     Upgrade local roads
- 1     Promote tourism
- 1     More county advertising
- 1     Minimize city clutter. i.e. billboards
- 1     Maintain woodlands and streams and the access to them
- 1     Lower lot sizes for residential development in rural areas
- 1     Limit development to areas with existing infrastructure
- 1     Keep mobile homes in mobile home parks
- 1     Economic development for employment opportunities
- 1     Develop quality of life sites – beaches, parks, walking trails
- 1     County language re. community transition housing
- 1     Better enforcement of conditional use permits
- Work with developers on subdivision design and layouts
- Regulation of large-scale farms
- Reduce conflict between residential development and farming operations
- Maintain rural character
- Identify and regulate non-metallic mining-gravel pits, quarry, etc.
- Enforce rules consistently
- Develop job producing and industrial sites
- County information online hotline
- Consider multi-family housing and regulate it to area with support services

**Group 3**

- 4 **Preserve agricultural heritage of the county**
- 4 **Maintain local control and preserve property rights**
- 3 **Preservation of agricultural land**
- 3 **More sharing of services between municipal governments**
- 3 **Improve inter/intra governmental communication on land use/zoning issues**
- 2 Keep and attract young people in/to Oconto County
- 1 Improve transportation
- 1 Improve enforcement of county zoning ordinances
- 1 Improve enforcement of ADA
- 1 Improve communication between municipalities
- 1 Eliminate spot zoning by having commercial/industrial areas
- 1 Creation of more jobs
- 1 Continue to grow county-wide population
- 1 Better communication b/t municipal committees
- Visit Beyer home
- Promote local and small business
- Preserving #1 agricultural land
- Preservation of environmental spaces with elimination of easy variances and use of setbacks
- Maintain natural resources (i.e. forests)
- Keep industry in Oconto County
- Increase recreation for both vehicles and quiet sports (i.e. hiking)
- Increase availability of commercial housing
- Improve industrial development (increase)
- Improve county-wide services in order to build connections-get people around
- Improve county website
- Important to maintain forests for economic reasons
- Find ways to cooperatively lobby against state mandates (organize)
- Eliminate billboards
- Creation of more parks and camping spaces
- Better promotion of tourism specific to Oconto County

**Group 4**

- 5 **Industry is being lost in O.C. and needs to be replaced**
- 5 **Better and stronger program for agriculture preservation**
- 3 **More uniformity in residential development**
- 2 Preserve lake property through co. enforcement
- 2 Concern about blighted buildings/old machinery/etc. making landscape look bad
- 2 Better tax for towns that have forestry and recreational areas
- 1 Uniform signs and billboards throughout county
- 1 Residential property infringing on env. areas
- 1 Promote tourism
- 1 Need stricter regulation on gravel pit reclamation
- 1 Better document history through signs throughout county
- Program needed to help communities that are losing population
- Need smart spending to achieve goals of both public and private
- Make sure industries follow all local, state, and federal codes
- Keep protecting and upgrading co. forests.
- Help promote small businesses
- Have respect for the farmers
- Concern regarding businesses being developed in residential areas

**Group 5**

- 4 **Loss of ag. lands**
- 4 **Alternative/efficient energy sources/fuels/wind/hydro**
- 2 **Support theatres, arts, entertainment**
- 2 **Safety and protection (police)**
- 2 **Preservation of county diversities**
- 2 **More jobs/better pay/increased industry and commercial business**
- 2 **Increase tourism**
- 2 **Clean water**
- 1 Sales tax shared across county bounds
- 1 Promote walking/exercise trails
- 1 Promote historic areas (homes, burial grounds, etc.0
- 1 Preservation of forest lands
- 1 Elderly housing
- 1 Creative financing
- 1 Underground utility protection
- Trade schools
- Teenage recreation/opportunities to prevent vandalism
- Restrict Wal-Mart
- Regulate mining
- Recycling
- Provide info. and training on how to do joint ventures
- Promotion of county assets statewide
- Promote historic homes throughout county
- Prevent air pollution industry
- Patronize our local businesses
- Parcel size/rural/densities and new development
- More camping areas
- Maintain rural setting
- Maintain parks, boat landings, rec. areas
- Less restrictions on new business
- Lakeshore preservation
- Keep growth close to cities
- Improve handicap accessibility
- Eliminating cell phone dead zones
- Create more rustic roads
- Condos (regulation)
- Can't put house anywhere \* spot zoning
- Camouflage of cell phone towers
- Bring back commuter rail and bus stops



**VOLUME I - APPENDIX C**  
**INTERGOVERNMENTAL COOPERATION RESULTS**



## **“Northern Cluster”**

Intergovernmental Cooperation Workshop  
April 30, 2008, Mountain Community Center

### **Land Use Issues and Conflicts/Positive Working Relationships**

- Work with Forest Service on forest roads
- Satellite office and billboards
- Mutual agreements – humane officer
- Consistency of maintenance on shared roads
- Protection of lakeshores – recog. by 9 towns
- Combine emergency services – lack of personnel and resources – hire??
- More development of recreation –multi-modal trails
- Regular meetings
- Mountain ambulance service
- Cooperation of towns during disaster – mutual aids
- Communication on status of recreation routes
- Mutual aid agreements outside of Oconto County – Langlade, Menominee, etc.
- Inconsistent ordinance enforcement – sign ordinance on CTH T
- Stay open minded dealing with town issues
- Forest roads – maintenance
- No consistency in “no wakes”
- Addition of professional health care positions
- Seniors/elderly housing
- Need for employment opportunities for young population
- Forest Service – difficult to work with
- Wind turbines – private
- Communication with DOT – trail development
- Sewage disposal – enforcement
- High cost of gasoline
- Siting of manure storage facilities
- Mega farms
- Lowering lake levels

### **Potential Resolutions**

- Full-time police protection – summer months
- Addition of municipal court
- Liaison with Forest Service
- More give and take for regulations
- Better enforcement of “no wake” – find way to allow county to enforce “no wake”
- Consistent enforcement of “junk” ordinance – County
- Zoning enforcement – County and Town ordinances
- County pays for satellite office and expand services

- Share information with surrounding towns e.g. – website, agendas, minutes – information friendly
- More public notice of 9 town meetings – 9 Towns means “9 Towns not 6”
- Full-time Administrators in towns
- Combine emergency services – if feasible – one point of contact and admin.
- LOSA – “Length of Service Award”
- Hired full-time emergency staff versus volunteer status – investigate feasibility
- Efficiency – sanitary services – tapping into Lakewood
- Keep tax dollars here

**VOLUME I - APPENDIX D**  
**LAND USE INVENTORY CODES**



**APPENDIX D – LAND USE INVENTORY CODES**

<b>Bay-Lake Regional Planning Commission</b>				
<b>Land Use Inventory Summary Form</b>				
100	RESIDENTIAL		600	INSTITUTIONAL/GOVERNMENTAL
200	COMMERCIAL		700	OUTDOOR RECREATION
300	INDUSTRIAL		800	AGRICULTURE/SILVICULTURE
400	TRANSPORTATION		900	NATURAL AREAS
500	COMMUNICATION/UTILITIES			
<b>CODE</b>	<b>LAND USE CLASSIFICATION</b>		<b>CODE</b>	<b>LAND USE CLASSIFICATION</b>
<b>100</b>	<b>RESIDENTIAL</b>		<b>500</b>	<b>COMMUNICATION/UTILITIES</b>
110	Single Family Residential		510	Generation/Processing of Communication/Utilities
111	Single Family Residential Garage		511	Electric Power Plants
130	Two Family		512	Wind Turbine
150	Multi-Family		514	Telephone and Telegraph Terminals/Dispatch Centers
151	Multi-Family Garage		516	Radio/Television Stations
170	Group Quarters		521	Natural Gas Terminals/Plants
180	Mobile Homes		525	Other Liquid Fuel Terminal Plants
190	Land Under Residential		535	Water Supply Filter Treatment Plants
	Development		537	Water Supply Wells
199	Vacant Residence		540	Transmission of Communication/Utilities
			541	Major Electric Power Transmission Lines R/W
<b>200</b>	<b>COMMERCIAL</b>		542	Electric Power Substations
210	Retail Sales		546	Radio/Television Transmission Towers/Antennae
230	Shopping Centers		551	Major Natural Gas Transmission Lines R/W
250	Retail Services		552	Natural Gas Substations
270	Office Parks		555	Other Major Liquid Fuel Transmission Lines R/W
299	Vacant Commercial		556	Other Liquid Fuel Substations
			572	Water Supply Booster/Pumping Stations
<b>300</b>	<b>INDUSTRIAL</b>		577	Water Supply Storage Tanks/Reservoirs
310	Manufacturing		580	Waste Processing/Disposal/Recycling
340	Wholesaling		581	Trash/Garbage Landfills
360	Extractive		582	Other Trash/Garbage Dumps
380	Storage		583	Sewage Treatment Plants
381	Open		584	Sewage Sludge or Water Supply Chemical Disposals
382	Enclosed		585	Fly Ash and Other Fire Residue Disposal
399	Vacant Industrial		586	Auto Salvage/Recycling/Disposals
			587	Abandoned Landfill
<b>400</b>	<b>TRANSPORTATION</b>		588	Yard Waste
410	Motor Vehicle Related		591	Solid Waste Separation/Recycling Plants
411	Federal Highways		595	Incinerators
412	State Highways		599	Vacant Communication/Utilities
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**

<b>CODE</b>	<b>LAND USE CLASSIFICATION</b>	<b>CODE</b>	<b>LAND USE CLASSIFICATION</b>
<b>600</b>	<b>INSTITUTIONAL/GOVERNMENTAL FACILITIES</b>	<b>700</b>	<b>OUTDOOR RECREATION</b>
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		
<b>800</b>	<b>AGRICULTURE/SILVICULTURE</b>	<b>900</b>	<b>NATURAL AREAS</b>
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**



CODE	LAND USE CLASSIFICATION	ACRES
<b>100 RESIDENTIAL</b>		
110	Single Family Residential	1,377.9
150	Multi-Family	1.6
180	Mobile Homes	70.3
199	Vacant Residence	2.1
<b>200 COMMERCIAL</b>		
210	Retail Sales	65.0
230	Shopping Centers	1.3
250	Retail Services	24.5
<b>300 INDUSTRIAL</b>		
310	Manufacturing	3.9
360	Extractive	26.4
381	Open Storage	0.9
<b>400 TRANSPORTATION</b>		
410	Motor Vehicle Related	0.5
414	Local Streets and Roads	353.1
417	Off-Street Parking	1.6
460	Air Related	8.8
<b>500 COMMUNICATION/UTILITIES</b>		
583	Sewage Treatment Plants	9.9
586	Auto Salvage/Recycling/Disposal	6.9
<b>600 INSTITUTIONAL/GOVERNMENTAL FACILITIES</b>		
611	Administrative Building	4.5
612	Post Offices	0.5
651	Libraries	0.7
691	Churches/Temples/Synagogues	16.5
694	Cemeteries	5.0
<b>700 OUTDOOR RECREATION</b>		
731	Campgrounds	27.7
736	Parks/Parkways/Forest-Related Picnic Areas	0.5
737	Separate Picnic Areas	7.6
741	Playfields/Ball Diamonds/Volleyball Courts	2.1
751	Athletic Fields	5.1
761	Golf Courses	137.1
781	Boat Launching Sites/Areas	2.8
782	Other Water Access Sites/Areas	3.5
<b>800 AGRICULTURE/SILVICULTURE</b>		
805	Open Space	57.6
810	Croplands/Pastures	512.0
830	Long-Term Specialty Crops	6.3
851	Fish Hatchery/Aquaculture	2.7
870	Farm Buildings/Accessories	8.3
<b>900 NATURAL AREAS</b>		
911	Lakes	177.1
912	Reservoirs and Ponds	921.1
913	Rivers and Streams	177.3
950	Other Natural Areas, including Open Space	1,905.1
951	Woodlands	40,411.5
<b>TOTAL ACRES</b>		<b>46,346.8</b>



**VOLUME I - APPENDIX F**  
**GLOSSARY OF TERMS**



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## Planning and Zoning Definitions

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- 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”.*
- 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.

- 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.
- 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*

## Commission Members

### ***Brown County***

William Clancy  
Toni M. Loch  
Chris Swan

### ***Door County***

Paul DeWitt  
Mariah K. Goode  
*Nomination Pending*

### ***Florence County***

Edwin Kelley  
Bruce Osterberg  
Yvonne Van Pembrook

### ***Kewaunee County***

Mary Hanrahan  
Brian Paplham  
Charles R. Wagner

### ***Manitowoc County***

Donald C. Markwardt  
Valerie Mellon  
NyaLong Yang

### ***Marinette County***

Alice Baumgarten  
Cheryl R. Maxwell, Vice Chairperson  
Mary G. Meyer

### ***Oconto County***

Donald A. Glynn  
Thomas D. Kussow  
Lois L. Trever, Sect./Tres.

### ***Sheboygan County***

James E. Gilligan, Chairperson  
Mike Hotz  
Ron McDonald

### ***Wisconsin Department of Commerce***

Sec., Richard Leinenkugel

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