

Town of Lena

OCONTO COUNTY, WI



20-Year Comprehensive Plan



Prepared by: Bay-Lake Regional Planning Commission
August 2008



TOWN OF LENA 20-YEAR COMPREHENSIVE PLAN

Prepared by:

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

CHAIRMAN: Kevin Jagiello
SUPERVISOR: Wade Kosmal
SUPERVISOR: Tony Fetterly

CLERK: Diane Lavarda
TREASURER: Jean St. Louis

TOWN PLAN COMMISSION: Tony Fetterly-Chairman
Laura Norton-Secretary
Dennis Broetzman
Stanley Cook
Arne Peterson

PLAN COMMISSION ALTERNATES: Clifford Duffek
John Peterson
J.J. Kugel



RESOLUTION NO. _____

**TOWN OF LENA COMPREHENSIVE PLAN COMMISSION
ADOPTION OF THE TOWN OF LENA
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 Lena Comprehensive Plan Commission;

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

Dated this 9th day of July, 2008,

Resolution introduced and adoption moved by Stanley Cook.

Motion for adoption seconded by Anne Peterson.

Voting Aye: 5 Nay: 0

APPROVED:

Anthony Fetterly
Town of Lena Comprehensive Plan Commission Chair

ATTEST:

Laura J. Norton
Town of Lena Comprehensive Plan Commission Secretary

TOWN OF LENA
ORDINANCE NO. 20081

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 Lena, 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 Lena, 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 Lena Comprehensive Plan Commission held a public hearing on July 9, 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 Lena 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 July 9, 2008, the Town of Lena Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Comprehensive Plan Commission; and,

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

Section 1: The Comprehensive Plan recommended by the Town of Lena Comprehensive Plan Commission to the Lena 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 Lena with all the following entities:

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

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

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

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

Kevin J. Jagiello
Town Board Chairperson

Attest:

Diane Sawada
Town Clerk

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Town Plan

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Town of Lena 20-Year Vision Statement

“In 2025, the Town of Lena remains unified in its efforts to protect the environment, while supporting a strong agriculture community and promoting the organized growth of high quality residential, commercial, and light industry development through the ongoing application of best management and planning practices. Through continued implementation of mutual development goals with the Village of Lena, the area is attracting an increasing number of residents who are willing to invest the necessary resources to maintain a quality school district, traditional family values, a thriving local economy, and a wide variety of recreational opportunities.”

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**CHAPTER 1:
INTRODUCTION**

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PURPOSE OF THE COMPREHENSIVE PLAN

This comprehensive plan for the Town of Lena was prepared to address the varied land use issues that will impact the town's efforts to preserve its productive agricultural lands and natural resources during the next 20 years. The plan is to serve as a guide to ensure consistent decisions are being made in regards to environmental protection, farmland preservation, transportation expansion, housing development, location of public services, and sound economic development. The *Town of Lena 20-Year Comprehensive Plan* is a legal document that provides the policy framework from which the town officials will base their future land use decisions.

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

State Planning Legislation

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

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

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

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

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

HOW TO USE THIS PLAN

The *Town of Lena 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 Lena 20-Year Comprehensive Plan*. **Volume II: County Resources** contains Chapters 5 through 11, along with an appendix that details countywide background information and data.

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

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

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

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

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

Appendices: Town Plan - contains town public participation materials; nominal group results; survey results from the joint town and village community survey conducted in 2004; 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: The volume contains countywide background information that served as a basis in the development of the town's development strategies and General Plan Design.

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

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; economic SWOT results; 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 Lena 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 assist in covering 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. Participating communities and the county were required to match the state grant with local dollars. Oconto County contracted the Bay-Lake Regional Planning Commission (BLRPC) to prepare each community’s comprehensive plan as well as the county’s plan.

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

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

- Countywide background data was collected, analyzed, and presented for review.
- Oconto County Planning Advisory Committee (OCPAC) and communities within the three planning clusters reviewed and provided input on the countywide background materials.
- Three (3) Open Houses were conducted, one in each of the county’s three Planning Clusters (Southern, Central, and Northern). These Open Houses were held in May and June 2007 to allow the public to review countywide background materials, ask questions, and provide feedback.
- A draft of *Volume II: County Resources* was prepared to be used as reference during the completion of the local and county comprehensive plans.



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

- The Town of Lena Plan Commission held its initial planning meeting with BLRPC staff in June 2007. Three alternates were appointed to serve on the commission for additional input and expertise in the development of the town’s plan.
- Public meetings were held on a monthly basis to review materials and facilitate a number of activities such as the mid-point open house on January 10, 2008 to gather additional input from residents and landowners.
- The town’s vision statement was developed along with the land use goals, objectives, policies, and programs by using results from the various issue identification workshops and background data.
- A preliminary General Plan Design was prepared along with the recommended land use strategies to guide future development and conservation of the town over the next 20 years.
- The Oconto County Planning and Zoning Committee and OCPAC finalized *Volume II: County Resources* document. The resource document was distributed for the thirty-day review process and adopted by the Oconto County Board of Supervisors on August 21, 2008.
- The required thirty-day review of the town’s plan was held during the month of June 2008 to allow citizens, landowners, neighboring communities, and other interested parties to review the completed draft of the *Town of Lena 20-Year Comprehensive Plan*.
- Lena’s second open house was held on July 9, 2008 to allow the public to review the planning materials and provide input as to the contents of the draft plan.
- The required Public Hearing on the *Town of Lena 20-Year Comprehensive Plan* was held on July 9, 2008, and the Plan Commission made recommendation for adoption of the plan following the public hearing. Any input received during the review, open house, and public hearing was considered and included in the town’s comprehensive plan as appropriate.
- The *Town of Lena 20-Year Comprehensive Plan* was completed on August 14, 2008 with its adoption as an ordinance by the Lena Town Board.

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

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

Public Participation Process

Public Participation Plan

The key to drafting and adopting a comprehensive plan that fits the town’s future planning needs is gathering input from residents land owners at all plan development stages. In accordance with s. 66.1001(4), Wis. Stats., the Town of Lena approved “Procedures for Adoption or Amendment of the Town of Lena Comprehensive Plan” at its Town of Lena Town Board meeting on October 12, 2006 to maximize the opportunities to gain valuable public input on this very important

planning document. A resolution adopting the written procedures for public participation is included as Appendix A of *Volume I: Town Plan*.

The Public Participation Plan details the individual steps that were designed to encourage and gain involvement from town residents and landowners throughout the 13 month planning process. Monthly planning meetings, posted and open to the public, were held to review background data, finalize the individual plan elements, and create the General Plan Design. In addition to the monthly planning meetings, the following steps were used to gather additional input for the plan.

Community Surveys

The Town of Lena conducted two community surveys in preparation of completing their comprehensive plan. The first one was completed in 2001, and the second survey was conducted jointly in 2004 with the Village of Lena. The surveys were created and tabulated with assistance from Oconto County's UW-Extension Department. They were designed to solicit feelings residents and landowners had toward existing services and amenities and to gain their insight on what they thought the town and village would look like in the year 2025. The surveying process provided the input necessary to create the vision statement; the background for drafting the goals, objectives, policies, and programs; and a general consensus on where and what type of development the area would experience in the future. Summaries of the results for both surveys are highlighted below. Full results from the 2004 survey results can be found in Appendix B of *Volume I: Town Plan*. Please contact Town Officials for a copy of the full results from the 2001 community survey.

Summary of 2001 Community Survey Results Town of Lena

Key Responses:

- Concern over the level of development over the next 20 years
- Town should be involved in land use decisions
- Strict protection of the natural resources
- Farmer's right to farm
- Discourage residential development next to agricultural facilities
- Mixed response on residential lot sizes
- Encourage economic development in town...light manufacturing
- Ensure orderly development
- Minimize loss of agriculture land
- Promote border development with village

Summary of 2004 Community Survey Results Village and Town of Lena

Key Responses:

- Land uses governed by local ordinances
- Quite, peaceful, low crime
- Clean and neat appearance
- Endorse moderate housing development
- Preferred smaller lot sizes of two acres or less
- Promote Farmer's Right to Farm
- Desire expansion of existing farming operations

- Protect private property rights
- Protect agriculture land
- Encourage community participation in planning
- Intergovernmental cooperation
- Establishment of boundary agreements
- Desire moderate to small industry and farming operations
- Need activities for the youth

Nominal Group Exercise

On August 1, 2007, five members of the plan commission participated in a Nominal Group Exercise to identify some of those issues most important for the town to address during this 20 year planning period. To address those issues most important to the town, each member was given three votes and asked to vote and prioritize the issues. The following are the top five issues and concerns facing the town according to those individuals participating in this issue identification process. All issues on the list were considered while drafting goals, objectives, policies, and programs for the town's comprehensive plan. The complete Nominal Group results can be found in Appendix C of *Volume I: Town Plan*.

1. Clustering + Lot Size Limits with Green Space to Maintain a Sense of Community
2. Agriculture Operation Buffer Zone
3. Farmers' Right to Farm
4. Commercial and Industrial Development along Highway Corridor
5. Utilization of Natural Resources for Recreation-Trail System (Hiking/Biking)

Intergovernmental Cooperation Workshop

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

The goal of the workshop was to gather input on any current land use issues or conflicts that need to be addressed during the development of the local comprehensive plans as well as the county's plan. Some examples of positive working relationships and current and future issues and conflicts are listed below. Those in attendance were also asked to provide potential resolutions to those land use problems. Examples of some of the resolutions discussed during the meeting are also listed below. A comprehensive list of positive working relationships, current or future land use issues and conflicts, and potential resolutions are attached as Appendix D of *Volume I: Town Plan*.

Positive Working Relationships

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

Existing or Potential Land Use Conflicts

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

Resolutions

- Sharing of information between communities (e.g. meeting minutes)
- Informal get-togethers to share information between towns and county
- Information discussions between incorporated communities and towns re: extraterritorial planning areas
- Inter and Intra communication
- Shared planning
- Standardize ordinances – consistency with county – remove duplication and unnecessary items
- Sharing information on troubles between neighbors – local meetings
- Locate funding sources – to continue these meetings and planning processes
- Communities place own ordinances on a website so public can access
- Get town websites out to public – make people aware that they are out there – also promote county websites – utilize newspapers to promote
- Coordination between towns and county to find more efficient ways to implement and enforce ordinances – let county help as much as they can

Open Houses

Two “Open Houses” were held during the planning process. The first was held close to the planning mid-point on January 10, 2008 at the Lena Town Hall. Approximately 15 residents, landowners, and other interested parties attended the event. Several displays and informational pieces were available for review, including:

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

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

The second open house was held on July 9, 2008 at the Lena Town Hall. It was held at the conclusion of the planning process to allow the residents and other interested persons the opportunity to review the completed draft plan and give input as to its contents and scope.

VISION STATEMENT

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

“In 2025, the Town of Lena remains unified in its efforts to protect the environment, while supporting a strong agriculture community and promoting the organized growth of high quality residential, commercial, and light industry development through the ongoing application of best management and planning practices. Through continued implementation of mutual development goals with the Village of Lena, the area is attracting an increasing number of residents who are willing to invest the necessary resources to maintain a quality school district, traditional family values, a thriving local economy, and a wide variety of recreational opportunities.”

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INTRODUCTION

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

COMMUNITY INVENTORY

History and Description of Planning Area

Town of Lena History

In a book written by Della Rucker in 1999 called *From the McCauslin to Jab Switch-A History of Logging in Oconto County*, she describes how the Town of Lena’s rich history set the stage for how the area looks and feels today. The following is an historical excerpt based on information from her book. Originally known as the Maple Valley settlement, Lena owes its location to the railroads. The first white settlers to the area arrived in the late 1870’s and consisted primarily of French-Canadian immigrants. As was common in other areas populated by the French-Canadians during this era, most of them engaged in small-scale logging. They concentrated their work and their homes along Jones Creek, a tributary of the Little River. By 1879, the community had become large enough to support a post office. Since the name, “Maple Valley” had already been assigned to another Wisconsin post office; the recommendation to name the area fell to Oconto Postmaster, George R. Hall. Hall submitted the name of his future wife, Lena, which was approved.

The Chicago, Milwaukee, and St. Paul Railway had extended a line through the town by 1882. By the time the railroad had arrived, timber had become virtually exhausted in most of the Little River Watershed. As hotels, saloons, and other businesses began to be constructed near the new railway depot in the early 1880’s, the center of the settlement began to shift from the creek to the depot. By the early 20th Century, the area had experienced a great deal of growth in both population and businesses. By this time, the community also had a sawmill, planing mill, furniture factory, as well as, a large grist mill and grain elevators. With the grist and elevators in full operation, the land was gradually being converted to farmland. The heart of the Town of Lena was very much a growing community, and in 1921, the concentrated developed area around the depot incorporated and became the Village of Lena. Slowly, the wheat and grain cultivation were replaced by the dairy farms seen throughout the area today.

Town of Lena Planning Area



The Town of Lena is located in the northeast area of Oconto County encompassing an area of approximately 33 square miles, or 21,294 acres. The closest incorporated communities are: Village of Lena encompassed by the town; Oconto Falls is 10 miles to the southwest; Oconto is 15 miles to the southeast; and Green Bay is located 30 miles to the south. The north-south running U.S Highway 141 bisects the town. The Town of Pound, in Marinette County, comprises the town’s northern border; the

Town of Stiles serves as its southern border; The Town of Little River is Lena’s eastern border; and the Town of Spruce is to the west. **Map 2.1** provides a general location of the Town of Lena in Wisconsin, and **Map 2.2** highlights the planning area.

Past Planning Efforts

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

Community Land Use Survey: The Town of Lena, with assistance from UW-Extension Oconto County, prepared and conducted a community-wide land use survey in 2001. The survey was completed to gather input from residents on future land uses in the town prior to the completion of the USH 141 by-pass.

Town and Village of Lena Community Survey: A joint survey between the Town and Village of Lena was undertaken in 2004 to begin pre-planning for completion of their comprehensive plans. Residents were asked their thoughts and ideas on a variety of topics. Two main topics were how the two communities could work together better and what are the best methods to more efficiently determine long term land use within the two communities. Those completing the survey were asked where they thought future residential, commercial, and industrial development should be located and what areas should experience little or no growth. Maps were created illustrating the respondents’ thoughts on future development and preservation.

The goal of the comprehensive planning process is to inventory any existing land use ordinances, identify the key findings from other planning documents, and analyze past community surveys in order to ensure their consistency in utilization and implementation, and the results are integrated appropriately within the context of the comprehensive plan.

Community Resources

Natural Resources

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

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

- The soil type is clayey till consisting of clay, sand, gravel, and boulders intermingled in any proportion. The contour of the area encompasses a number of depressions and basins and is scattered with lake and outwash plains. This combined topography and soil type limits the amount of water driven erosion that is likely to occur in the area.

- The depth to bedrock is 60 feet or greater naturally filtering contamination from septic systems, farming operations, and stormwater runoff before they get to the groundwater below.
- There are two creeks meandering through the Town of Lena. Kelly Brook runs from the southwest corner of the town to the northeast corner. The North Branch Little River flows west to east across the northern part of the town. The two streams connect in the northeastern corner of the town.
- A majority of the town is located in the Little River Watershed. There are a few small northern sections of the town that are located in the Little Peshtigo River Watershed. Both watersheds are part of the larger Lake Michigan Basin that drains directly into Green Bay of Lake Michigan.
- A functioning drainage district covers a large portion of the town. It is primarily located on the east and south sides of the Village of Lena and including much of the village itself.
- Topography and drainage within the town are primarily the result of glaciation. This glaciation has caused the area to be poorly drained and pocketed with marshes and wetlands. The topography varies approximately 100 feet in elevation from 670 feet above mean sea level along the Kelly Brook to 770 feet above mean sea level southwest of the village along Meyer Hill Lane.
- The upland woodlands (those woodlands that are not in a wetland) are scattered throughout the town. These woodlands are primarily located in areas that are unsuitable for agricultural use and include places with ridges, steep slopes, and areas along Kelly Brook and North Branch Little River and bordering wetlands which are prone to flooding.
- Town residents get their drinking water through individual wells tapping the groundwater below. Groundwater, lakes, and rivers are all connected as water commonly flows between them. Groundwater is also connected to the surface of the land by rain and melted snow which carry substances from the surface down to the groundwater and nearby wells.
- The Plan Determinants consist of wetlands, floodplains, steep slope (12 percent or more), and the 75-foot setback from surface water features. Each of these four Plan Determinant features for the town is shown on **Map 2.3**. The individual plan determinants merged together form a single feature known as “environmental corridors”, which is displayed on the town’s General Plan Design (**Map 3.1**).
 - There are a very limited number of areas noted as steep slope within the town. Steep slope is based on soil characteristics which can be a constraint to development due to increased runoff and soil erosion potential.
 - There is a narrow strip of designated floodplains located in the southeastern part of the town running south and parallel to Kelly Brook.
 - Wetlands are located throughout the town with the two largest areas located in the southwest and northwest corners of the town.

Agricultural Resources

The town's prime agricultural soils are shown in **Map 2.4**. These soils have been determined to contain the best combination of physical and chemical characteristics for growing crops for human and animal consumption. A large portion of the town has been noted as containing prime agricultural soils. The most densely covered areas of prime agricultural soils are on the west side of USH 141. In all, there are 12,254 acres of crop and pasture land in the town as determined by the 2007 land use inventory.



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

Cultural Resources

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

- The Wisconsin Historical Society maintains a list of 26 historically significant structures located in the Town of Lena. A majority of these listings are homes and agriculture related structures.

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

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

- a. Landmarks (reference points)-
 - Kelly Brook
 - North Branch Little River
 - Village of Lena
 - Town Hall
 - Town Cemetery
 - Catholic Cemetery
- b. Pathways (roads, trails, etc.)-
 - U.S. Highway 141
 - County Highways A and M
 - Business 141
- c. Edges (boundaries)-
 - Village of Lena

- d. Districts (encompass areas of commonality)-
- Lena Public School District
 - NWTC
 - Oconto Drainage District #1
 - Village of Lena Fire Department
 - Coleman Area Rescue Squad
- e. Nodes (destinations within the center of a district)-
- Town Hall
 - Town Cemetery
 - Catholic Cemetery

Economic Resources

Being a rural farming community, the town's local economy is directly connected to its vast amount of agricultural resources. As noted on the 2007 land use inventory, there are 34 acres of identified commercial land and 41 acres of industrial land use, which consists primarily of five active quarries.

Other employment types found in the Town of Lena include large farming operations, machining, machinery sales and service, non-metallic mining, bulk hauling and trucking, construction equipment sales and service, and a variety of home-based businesses.

Utilities and Community Facilities

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

The Lena Town Hall is located at 6087 Goatsville Road. The Town Hall serves as space for town meetings and the town's polling place. Future renovations may include new indoor bathrooms, air conditioning, an office, and a small lunch room. The Town of Lena operates a municipal garage located adjacent to the Town Hall on Goatsville Road. It houses town



maintenance equipment and supplies. Town residents utilize



individual wells and on-site wastewater treatment facilities. Refuse disposal is offered by the town in conjunction with the Village of Lena. Town residents buy tags for their garbage, so they can bring it to the town operated recycling center. The Town of Lena has a recycling program where residents can bring their recyclables, or residents can pay for curbside pick-up.

The Oconto County Sheriff's Department provides primary police protection for the town. The town employs a constable to handle minor day-to-day events. Fire protection is provided by the Village of Lena Fire Department. The fire station is located at 220 Second Street. The department is served by 25 volunteer firefighters and maintains mutual aid agreements with surrounding districts for additional support. **Map 9.2** in Chapter 9 of *Volume II: County*

Resources illustrates the fire districts in Oconto County. The Coleman Area Rescue Squad located in Coleman provides emergency services to town residents. EMS/Ambulance districts are shown on **Map 9.3** in Chapter 9 of *Volume II: County Resources*.

The Lena Public School District, located at 304 E. Main Street, serves children pre-kindergarten thru 12th grade. The district's enrollment was 447 students for the 2007-08 school year. See **Map 9.4** in Chapter 9 of *Volume II: County Resources* for school districts located in Oconto County. The Lena Public Library was built in 2006 and serves the village, town, and surrounding areas. The new library is located at 200 E. Main Street, just west of the Lena Public School District.

Town residents are served by the United States Post Office facility located in the Village of Lena on E. Railroad Street. The building was constructed in 1985 and has ample parking facilities for customers. There are two cemeteries in the town. The town cemetery is a seven acre site located on Old U.S. Highway 141. The town is responsible for any maintenance and upkeep to this cemetery. The second cemetery is associated with the Catholic Church and is located on the eastern end of County Highway A. Child care is provided by several in-home daycare providers in the area. Residents are served by local and satellite TV services. Some residents have access to high speed internet. Wisconsin Public Service and Oconto Electric Cooperative provide electric service to the town. Gas service is available from Wisconsin Public Service for residents located along old U.S. Highway 141 and new U.S. Highway 141. The Community Memorial Hospital has a clinic located on Rosera Street in the Village of Lena.

Parks and Recreation

The town has very limited recreational facilities. Most of the town residents utilize the park and recreation sites within the village. The Town and Village of Lena are discussing an eventual recreational area on the village's old dump site north of the Lena School District buildings. Please see **Map 9.5** in Chapter 9 of *Volume II: County Resources* for a detailed inventory of park and recreational areas within Oconto County.

Transportation

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

- U.S. Highway (USH) 141 is a principal arterial route. The function of an arterial highway is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. For over three decades, the portion of USH 141 from Green Bay, through Oconto County has slowly been upgraded to freeway and expressway standards.
- County Highways A and M are classified as a collector roads. The primary function of the county roads that are classified as "collectors" is to provide general "area to area" routes for local traffic.
- County Highway A begins on the east side of the county at County Highway Y and crosses USH 41 and travels west to USH 141 through the Village of Lena. From village, the county highway travels west and north connecting to STH 32 just east of the Village of Suring.
- County Highway M originates at USH 141 on the east end and travels west through Oconto County, joining with State Highway 32 for approximately six miles, separating and entering Menominee County to the west.

Table 2.1 lists the mileage of roads under the jurisdiction of the Town of Lena by function. **Map 2.6** provides the location of the roads by functional classification.

Table 2.1: Road Miles by Functional Classification, 2006

Geographic Location	Gross Miles	County Miles	Local Road/Street	County Jurisdiction			Local Jurisdiction		
				Arterial	Collector	Local	Arterial	Collector	Local
Town of Lena	55.18	8.35	46.83	8.35			0.5 46.33		

Source: Wisconsin Department of Transportation, 2006.

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



Land Use Inventory

A detailed field inventory of land uses in the Town of Lena was completed by the Bay-Lake Regional Planning Commission in 2007. A Standard Land Use Classification methodology was used to determine existing land uses. Please see Chapter 11 of *Volume II: County Resources* for a description of these land use categories. A breakdown of the town’s general land uses with acreages is shown in Table 2.2. Appendix E of *Volume I: Town Plan* lists the town’s detailed land use calculations. **Map 2.7** displays the 2007 Town of Lena land use.

Table 2.2: 2007 Land Use

Land Use Type	Total Acres	Percentage	
		Total Land	Developed Land
DEVELOPED			
<i>Single Family</i>	297.3	1.4	19.4
<i>Mobile Homes</i>	36.3	0.2	2.4
<i>Vacant Residential</i>	5.9	0.0	0.4
Total Residential	339.5	1.6	22.1
Commercial	34.1	0.2	2.2
Industrial	40.9	0.2	2.7
Transportation	223.5	1.0	14.6
Communications/Utilities	5.1	0.0	0.3
Institutional/Governmental	11.5	0.1	0.7
Recreational	1.9	0.0	0.1
Agricultural Structures	879.4	4.1	57.3
Total Developed Acres	1,536.0	7.2	100.0

UNDEVELOPED	Total Acres	Percentage	
		Total Land	Undeveloped Land
Croplands/Pasture	12,254.2	57.5	62.0
Woodlands	6,479.6	30.4	32.8
Other Natural Areas	998.4	4.7	5.1
Water Features	26.0	0.1	0.1
Total Undeveloped Acres	19,758.2	92.8	100.0
Total Land Area	21,294.2	100.0	

Source: Bay-Lake Regional Planning Commission, 2007.

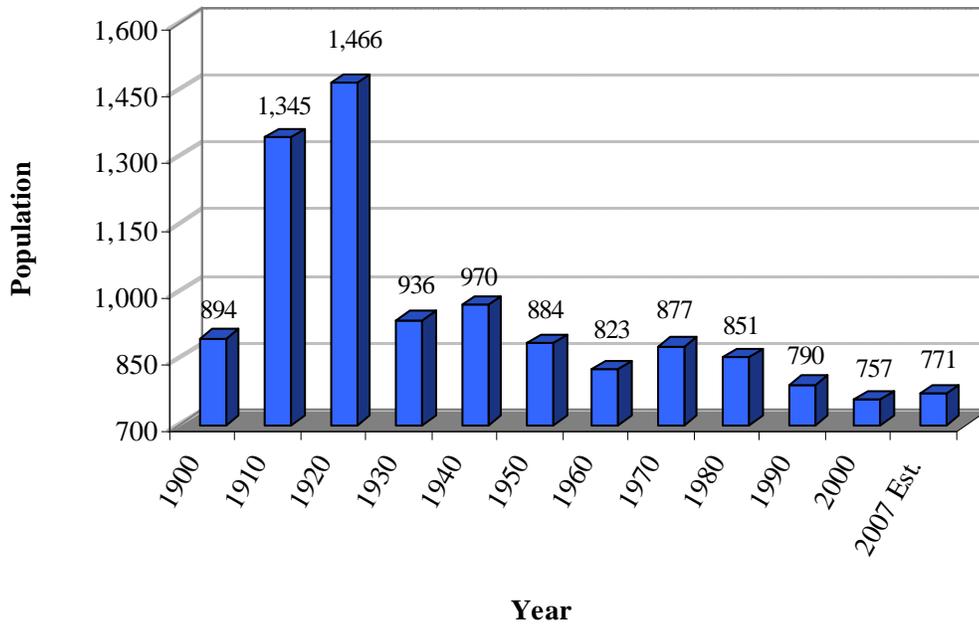
DEMOGRAPHIC TRENDS AND FORECASTS

Population

Historic Population Trends

Analyzing the change in population and housing trends and characteristics is important to help understand the needs of a community’s current and future populations. The Village of Lena incorporated in 1921 resulting in a dramatic loss in population for the town. As illustrated by Figure 2.1, the Town of Lena experienced a fluctuating population from 1930 to 1980. Within the past two decades, the town’s population has steadily declined by 94 residents. However, according to the Wisconsin Department of Administration (WDOA), the Town of Lena did experience a slight increase during the past seven years with the addition of 14 new residents.

Figure 2.1: Historic Population, 1900 - 2000, and WDOA 2007 Estimate



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

For more information regarding historic population and other population trends for the Town of Lena and each community in Oconto County, please see Chapter 6 of *Volume II: County Resources*.

Population Projections

By analyzing past population trends, it is possible to project future growth. The use of forecasting calculates, or predicts, a future number by using existing figures. Projecting future population growth over this 20 year planning period will enable to the Town of Lena to better understand future needs for housing, utilities, transportation, recreation, and a number of other population influenced services. For this comprehensive plan, the town utilized three separate forecasting methods to determine a range of future population scenarios:

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

The Wisconsin Department of Administration’s projections are based on past and current population trends, and are intended as a base-line guide for users. The Linear Trend projects numbers to fit a straight trend line, while a Growth Trend projects numbers fit an exponential curve. More information on these projection methods and how the Town of Lena compares to Oconto County and local municipalities can be found in Chapter 6 of *Volume II: County Resources*.

Based on these three forecasting methods, the Town of Lena can anticipate the total number of residents to decline anywhere from 21 to 107 over the next 20 years. Table 2.3 and Figure 2.2 illustrate these projections. The Town and Village of Lena are outside the sphere of influence by the Green Bay metro area. Communities south of Lena have



experienced a strong growth rate due to the significant amount of new residents moving out from the metro center to the more open areas of southern Oconto County. With the new USH 141 expansion completed, the Town and Village of Lena potentially could become attractive to people seeking a small community with a quality school but still relatively close to desired amenities. Even though the numbers of new residents may be difficult to quantify, the town and village should keep this factor in mind when planning for the future and the loss of residents may not be as significant as the projections indicate.

**Town of Lena
Year 2000 Population
Characteristics**

Population: **757**

Median Age: **37.6**

Age Groups:

5-11: 9.8%

12-17: 12.7%

18-64: 61.2%

65+: 13.1%

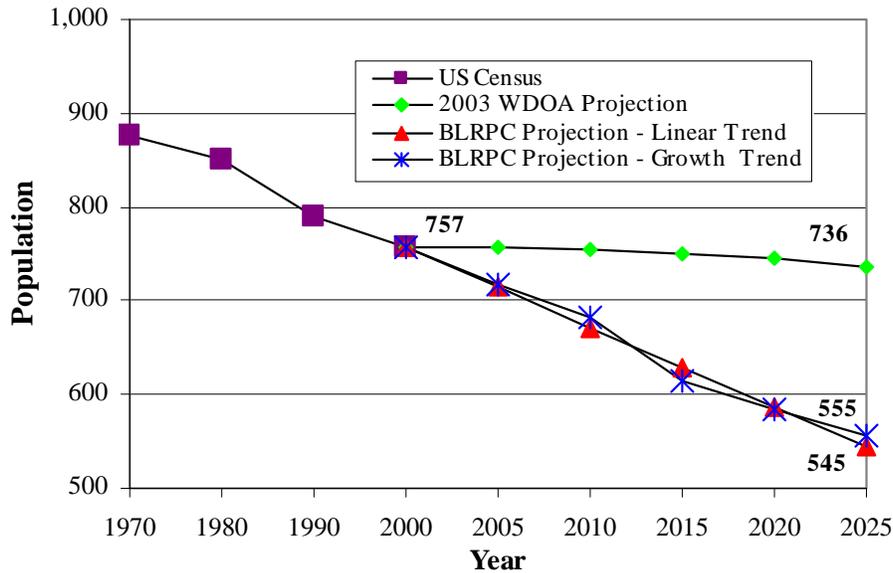


Table 2.3: Population Trends and Projections, 1970 - 2025

Town of Lena	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	877	851	790	757					
2003 WDOA Projection				757	757	755	750	745	736
BLRPC Projection - Growth Trend				757	738	718	700	682	665
BLRPC Projection - Linear Trend				757	736	714	693	671	650

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

Figure 2.2: Population Trends and Projections, 1970 - 2025



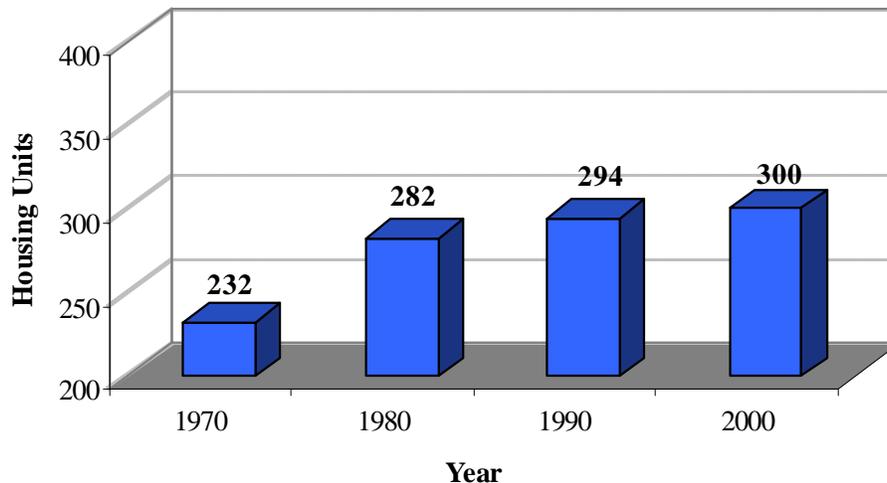
Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2000; Wisconsin Department of Administration, Official Population Projections, 2004; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties,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

Housing

Housing Trends and Characteristics

As reported by the U.S. Census and illustrated by Figure 2.3, the Town of Lena’s total number of housing units increased by 68 units between 1970 and 2000, or 29 percent. The town experienced its largest increase in housing units, 22 percent, between 1970 and 1980.

Figure 2.3: Historic Housing Units, 1970 - 2000



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

Housing Projections

The same methodology used to project population estimates was used to determine future housing needs in the Town of Lena. These three different projection methods helped estimate future housing numbers:

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

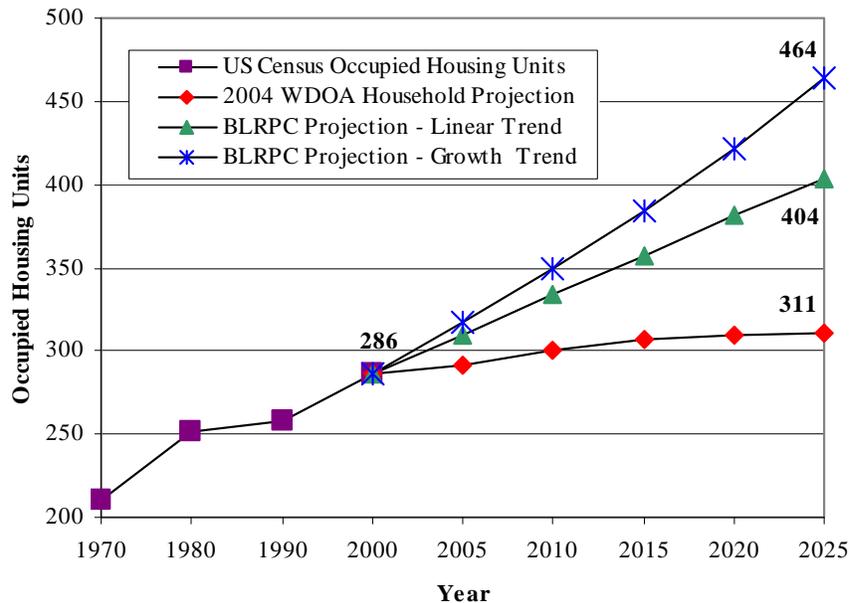
These projections reflect future occupied housing units only, which means vacant housing units are not included. Table 2.4 and Figure 2.4 illustrate the occupied housing unit projections. The town could experience anywhere from 25 to 81 new occupied housing units over the next 20 years. As shown in the table, the town will experience a decline in persons per household of 2.63 in 2000 to 2.39 by 2025 during this planning period. This indicates smaller families, an aging population, and more people living alone.

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

Town of Lena	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	210	251	258	286					
BLRPC Projection - Growth Trend				286	302	317	333	349	367
BLRPC Projection - Linear Trend				286	298	310	322	334	346
2004 WDOA Household Projection				286	292	300	307	310	311
Household Size				2.63	2.60	2.53	2.46	2.42	2.39

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

Figure 2.4: Housing Trends and Projections, 2000 - 2025



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

Economic Development

The Town of Lena’s economy is heavily dependent upon agriculture and supportive agriculture industries.

- Nearly 72 percent of the residents of the town are part of the civilian labor force (i.e., persons sixteen years of age or older who are employed or seeking employment).

Of the town’s residents in the labor force, the majority, 35.6 percent, are employed in management, professional, and related; 24.8 percent are employed in production, transportation, and material moving; and 11.7 percent earn their living in sales and office. Figure 2.5 and Table 2.5 reflect the occupation of employed persons living in the Town of Lena in 2000.

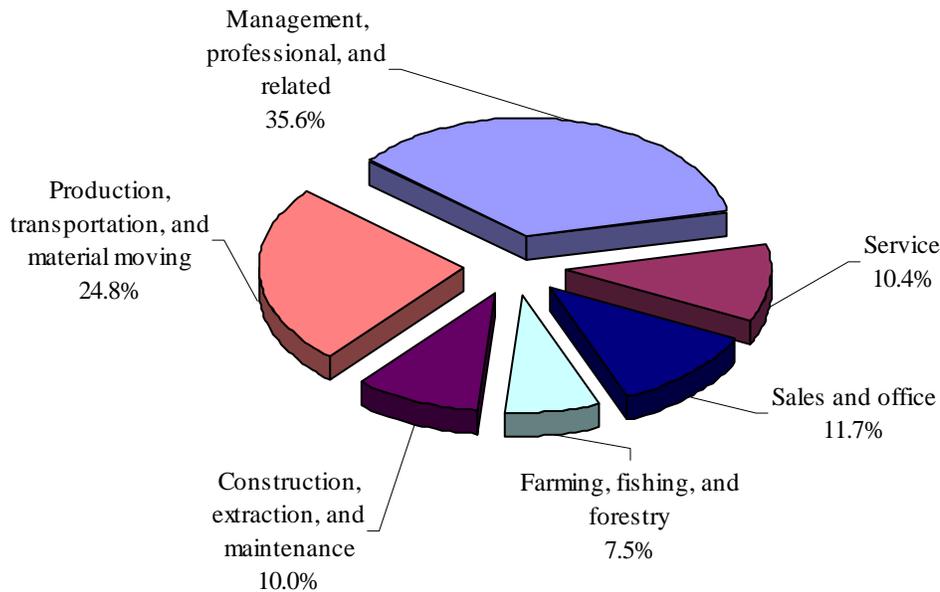
Town of Lena
Year 2000 Economic Characteristics

1999 Median Household Income: **\$45,556**

Employment Status:
Employed: 68.9%
Unemployed: 2.7%
Out of Working Force: 28.4%

Education Levels (Ages 25 & over):
High School Graduate: 47.6%
Associate Degree: 5.6%
Bachelor’s Degree: 12.7%
Graduate or Professional Degree: 1.0%

Figure 2.5: Occupation of Employed Persons, 2000



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

Table 2.5: Employment by Industry Group, 2000

Industry	Town of Lena	
	Number	Percent of Total
Agriculture, forestry, fishing and hunting and mining	107	6.3
Construction	41	7.6
Manufacturing	121	29.0
Wholesale trade	4	2.6
Retail trade	14	8.6
Transportation and warehousing, and utilities	31	7.1
Information	2	1.2
Finance, insurance, real estate and rental and leasing	15	4.1
Professional, scientific, mgt., admin and waste mgt. service	15	4.1
Educational, health and social services	71	15.4
Arts, entertainment, recreation, accommodation & food servi	15	7.3
Other services (except public administration)	7	3.6
Public administration	9	3.0
Total	452	100.0

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

Commuting Patterns

Town of Lena residents, including those that work in the town, reported their average commute time to be 25.7 minutes in getting to and from work. In 2000:

- Approximately 63 percent or 296 of 470 of the employed residents of the town worked outside of the Town of Lena. Of those, the majority commute to the City of Green Bay (51), City of Oconto (44), and City of Oconto Falls (35).
- 149 individuals live and work in the Town of Lena.
- 100 individuals commute to the Town of Lena to work. The top originating communities are the City of Oconto Falls (10); and the Town of Grover in Marinette County (7); and City of Peshtigo also with seven.

Economic Base

The Town of Lena has grown at a consistent rate over the past seven years as seen in Table 2.6. The town’s full value increased over \$16 million or nearly 63 percent between 2000 and 2006.

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

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
2000	26,339,000	76.50	477,673	39,753	0.01813	0.01666	233,400	36,636	142,369	60,000	5,268
2001	28,463,800	71.85	521,606	38,522	0.01832	0.01697	231,258	46,142	163,513	75,000	5,693
2002	28,446,000	110.16	557,918	38,126	0.01961	0.01827	243,472	45,997	162,760	100,000	5,689
2003	36,149,100	93.12	624,642	36,028	0.01727	0.01628	260,242	56,496	200,674	100,000	7,230
2004	36,142,600	89.14	719,510	35,682	0.01990	0.01892	360,063	55,272	196,947	100,000	7,229
2005	39,533,900	82.21	727,657	39,708	0.01888	0.01785	349,544	57,752	203,133	110,000	7,228
2006	42,865,300	75.06	804,435	54,199	0.18760	0.17500	409,957	62,873	211,741	112,337	7,528

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

- The town’s total property tax also increased by over 68 percent during the same time period.
- The mill rate per \$1,000 of value increased from \$16.66 to \$17.50 during the past six years.

The Town of Lena has been historically debt free and does maintain any debt as of December 31, 2007. This means the town has access to considerable financing for future projects such as road improvements, remodeling of the town hall, and construction of new recreational facilities.

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

The concentrated residential development in the southwestern area of the town, adjacent to the Village of Lena, may wish to annex to the village in the future to obtain municipal services. It is important that these residential developments can be connected by trails to encourage multi-modal transportation options for residents living within these areas. In addition to these noted concentrated residential developments, there are other land use considerations to be addressed during this planning period. These issues and conflicts include:

- It is important to maintain orderly and quality mixed use development on the east and west sides of USH 141 to promote a positive image of the area and enable the town and village to attract future businesses to the locate along the corridor.
- There are a limited number of recreational facilities-parks, trails, and campgrounds within the town. The redevelopment of the old village dump north of the school buildings has been discussed as a future multi-use recreational site.
- The drainage district encompassing a large portion of the town may potentially limit where new development can occur.
- The town anticipates future farming operations will consist of primarily large animal unit operations. To avoid conflicts with adjacent non-agriculture land uses, the town would like to see smaller residential lot sizes and institute an ordinance establishing buffers between farming and non-farming land uses.
- The limited number but larger residential lot sizes found throughout the town may create land use conflicts with neighboring farming operations.

Anticipated Land Use Trends

The steady increase in fuel prices will be a major consideration as to where people chose to live and work. The Village and Town of Lena area is an ideal location for those individuals wanting to reside in a small community/rural setting with a quality school. Well-planned development along the USH 141 corridor and in the designated business areas on the north and side sides of the village could reverse the trend of declining values and population growth by adding jobs and creating an influx of new investment and money into the area. Without good planning practices instituted during within the next few years, the town can experience a continued population decline throughout the 20-year planning period with an anticipated loss of 21 residents by 2025. There were 757 residents in the town according to the 2000 Census.

- It is anticipated there will be the expansion and creation of more densely developed subdivisions predominately in the southwestern corner of the town.
- There are initiatives to develop additional recreational facilities-trails, parks, and racetrack.
- Plans are being created to encourage mixed use development along the USH corridor.
- An affordable housing option will be to rehabilitate existing older residential structures because of their unique features, location, and good value.
- There is discussion amongst the school, town, and village to create a multi-purpose recreational facility with trails to the old dump site on the west side of USH 141 and north of the school.
- The central part of Oconto County will maintain its strong agricultural heritage and the continuation of farming will be the area's predominant land use. It is likely smaller farms will be absorbed into larger operations.

Development Considerations

Land Supply

There is ample room for development opportunities within the town, including recreational, residential, retail, commercial, and light industrial land uses. The town's rural feel will be a catalyst for those looking to build a home or locate a business. The Lena School District, despite declining enrollment, offers a quality education and will be a draw for families with children. With the Town of Lena outside of the Green Bay Metropolitan influence, the homes are affordable for individuals of all age groups and income levels. The recently activated drainage district encompassing a large portion of the town may have an impact on where future development can occur due to setbacks and ditch maintenance.

Land Price

Land prices within the Town of Lena will follow the regional trend of increasing land prices for development. The town's assessed value has increased from 2000-2006 by 63 percent or \$16 million. Existing home values will grow but at a slower rate than communities to the south, which are impacted by the strong growth being displayed in the Green bay Metropolitan Area. The land along the USH 141 corridor will maintain a high value due to its limited acreage and highway exposure. The cost of residential lots within existing sub-divisions will remain competitive with surrounding communities. The value of agriculture land will continue to increase due to the rise in crop prices. With the rapid increase in commodity prices, there will be pressure to farm more marginal crop land and to till open space and grasslands not traditionally utilized for growing crops.

LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

The Comprehensive Planning legislation s. 66.1001, Wis. Stats. requires comprehensive plans to include projections in five-year increments for future residential, commercial, industrial, and agricultural land uses over the 20-year planning period. Three population and housing projections methods were used to determine anticipated future growth within the town. They are the Wisconsin Department of Administration (WDOA) projections, a Linear Projection Model,

and Growth Forecast. Based on past population and housing projection numbers, it was determined the WDOA projections were the best alternative as illustrated earlier in this chapter. Using the WDOA projections and the 2000 Census figures; it is anticipated the town will experience a slight loss of 21 residents but resulting in an additional 25 occupied housing units by 2025.

It is **not** the intent of this comprehensive plan to see an entire area within a land use classification noted on the General Plan Design be developed. The specified uses should be allowed if consistent with the type, location, and density of existing development. Some of the land within the land use classification is not developable due to natural features, easements, setbacks, existing preferred land uses, or availability of supporting infrastructure. Within developing areas, these additional considerations and land uses generally account for approximately 25 percent of the gross land area. Given these considerations, the gross land use needs for residential, commercial, and industrial development for the Town of Lena by 2025 is 152 acres. The net acreage total for each of the illustrated land uses in Table 2.7 is 114 acres.

Table 2.7: Five-Year Incremental Land Use Projections, 2010 - 2025

Year	Residential		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2005	15.0		1.5		1.8	
2010	24.0	39.0	2.4	3.9	2.9	4.7
2015	24.5	63.5	2.5	6.4	3.0	7.7
2020	12.0	75.5	1.2	7.6	1.4	9.1
2025	18.0	93.5	1.8	9.4	2.2	11.3

Source: Bay-Lake Regional Planning Commission, 2008.

Residential Projections

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

- The Wisconsin Department of Administration (WDOA) Projections,
- A per residential lot average of two acres; and
- A multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility and to account for the continued decline in persons per household.

By using WDOA’s projections used as a basis for creation of Table 2.8, the Town of Lena can anticipate the construction of 28 new homes by 2025, which averages approximately one to two new homes per year. The land needed for these new homes equates to 94 net acres and 125 gross acres. Town officials want to direct most of the concentrated residential development to areas adjacent to the village and to locations illustrated on the General Plan Design to help preserve existing agriculture land.



Table 2.8: Five-Year Incremental Housing Land Use Projections, 2010 - 2025

Year	New Housing Units	Acres/DU	Market Value	Net Acres Needed
2005	6	2	1.25	15.0
2010	8	2	1.5	24.0
2015	7	2	1.75	24.5
2020	3	2	2	12.0
2025	4	2	2.25	18.0
Total	28			93.5

Source: Bay-Lake Regional Planning Commission, 2008.

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

Commercial Projections

To calculate commercial land use projections, the ratio between residential acreage and commercial land use acreage is determined based on the 2007 land use inventory. That ratio is 10 acres of residential land to every one acre of commercial land for a 10:1 ratio. Based on this ratio, the town can anticipate allocating 26 net acres and 35 gross acres for commercial land uses as reflected in Table 2.9.

Table 2.9: Five-Year Incremental Commercial Land Use Projections, 2010 - 2025

Year	Residential Acreage	Ratio	Net Acres Needed
2005	15.0	10.0	1.5
2010	24.0	10.0	2.4
2015	24.5	10.0	2.5
2020	12.0	10.0	1.2
2025	18.0	10.0	1.8
Total			26.0

Source: Bay-Lake Regional Planning Commission, 2008.

Industrial Projections

The ratio between residential acreage and industrial land use acreage is also determined based on the 2007 land use inventory. That ratio was 8.3 acres of residential land to every one acre of industrial land for an 8.3:1 ratio. The industrial land found in the town is largely quarry operations. Using this ratio, the town can assume another 11 net and 15 gross acres will be dedicated to industrial land uses as seen in Table 2.10. A majority of this allocation will be for expansion of existing or the creation of new non-metallic mining operations; however, there may be some industrial land utilized for manufacturing operations located primarily along the USH 141 corridor.

Table 2.10: Five-Year Incremental Industrial Land Use Projections, 2010 - 2025

Year	Residential Acreage	Ratio	Net Acres Needed
2005	15.0	8.3	1.8
2010	24.0	8.3	2.9
2015	24.5	8.3	3.0
2020	12.0	8.3	1.4
2025	18.0	8.3	2.2
Total			11.3

Source: Bay-Lake Regional Planning Commission, 2008.

Agricultural Projections

With a projected 152 acres of land needed for future residential, commercial, and industrial development, a large percentage of those acres will be taken out of current agriculture production. Some of the projected development will also utilize existing open space and woodlands. With over 12,254 acres of agricultural and pasture lands identified during the 2007 land use inventory, the intention is to preserve as much of this open space as possible over the next 20 years by developing areas where it economically feasible to do so and adjacent to compatible land uses. To ensure existing and future agriculture operations have the ability and incentive to continue, the Town and Village of Lena plan to preserve the more productive and larger tracts of agriculture land located throughout the entire area by promoting wise and condensed development patterns along the USH 141 corridor, planning area, and within the village.

SUMMARY OF IMPLEMENTATION GOALS

During the planning process, 11 goals were developed that illustrate how the Town of Lena will approach overall growth and development within its municipal boundaries over the next 20 years. These goals are also listed by topic with applicable objectives, policies, and programs in Chapter 4 of this document.

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

COMMUNITY PLANNING: To utilize the Town of Lena 20-year Comprehensive Plan as a guide when making future land use decisions.

INTERGOVERNMENTAL COOPERATION: To coordinate with the Village of Lena, Oconto County and other interested groups/agencies on future planning projects.

NATURAL RESOURCES: To maintain a safe, clean, and healthy natural environment for the residents of the Town of Lena to enjoy and utilize.

AGRICULTURAL RESOURCES: To protect valuable agricultural land while guiding orderly development of other land uses.

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

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

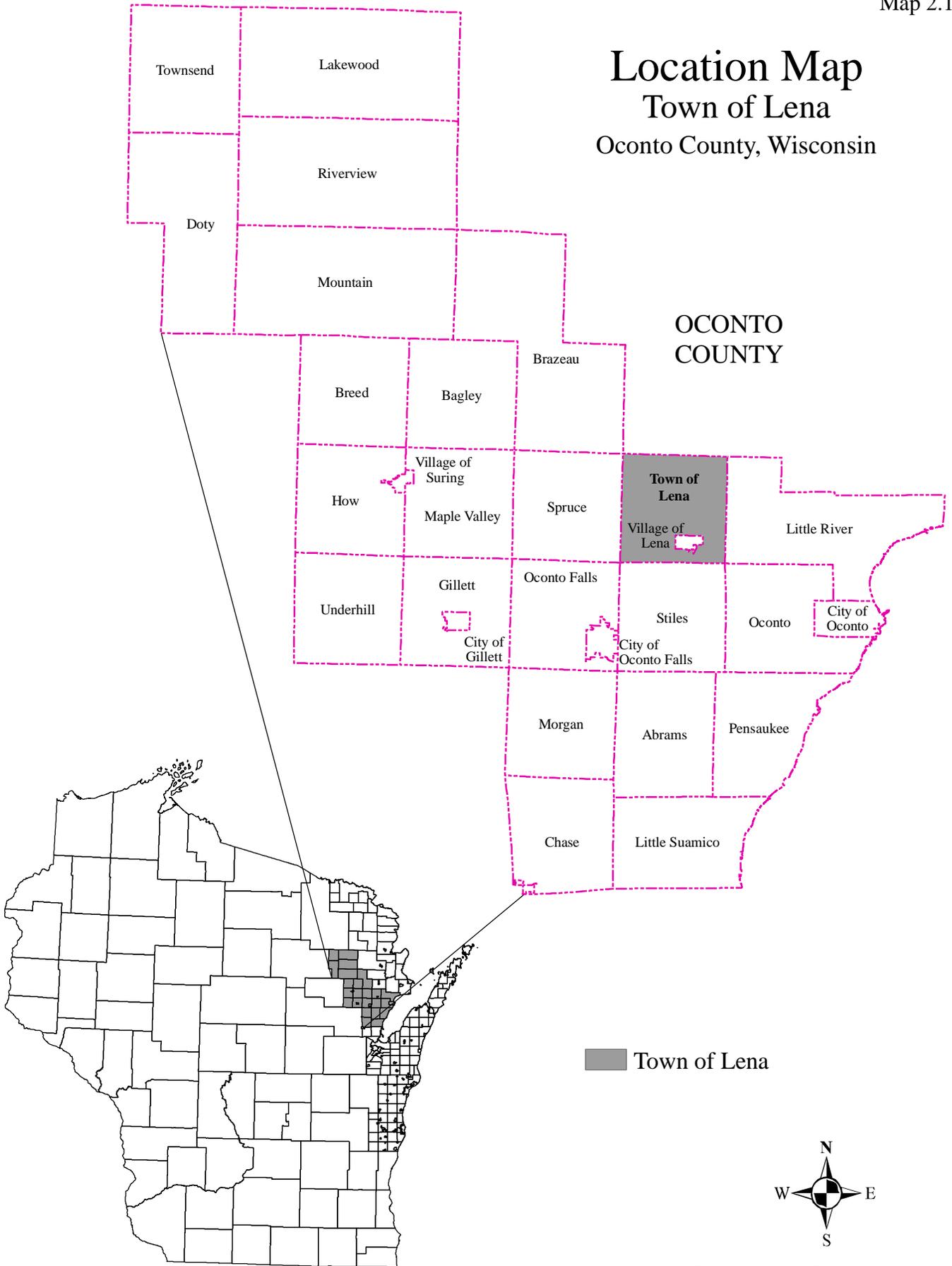
ECONOMIC DEVELOPMENT: To encourage small scale economic development while protecting and enhancing the town's agricultural and environmental assets.

TRANSPORTATION: To advocate for a safe and efficient multi-modal transportation network.

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

PARKS AND RECREATION: To offer a wide range of recreational opportunities for residents and visitors.

Location Map Town of Lena Oconto County, Wisconsin



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

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.

Planning Area

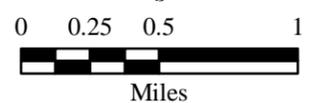
Town of Lena

Oconto County, Wisconsin



Base Map Features

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



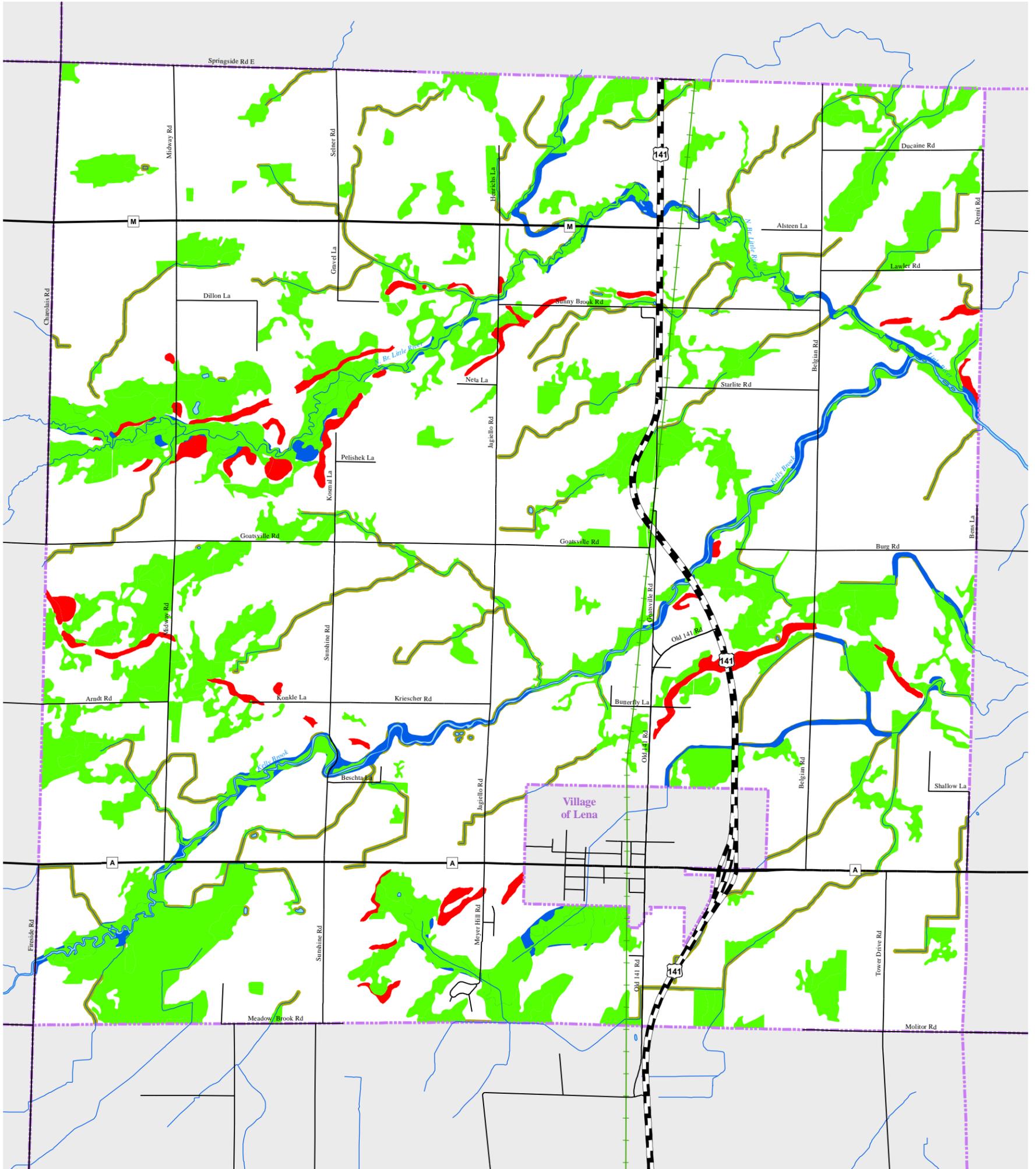
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Source: FSA, 2005; Town of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Plan Determinants

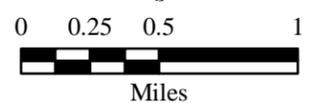
Town of Lena

Oconto County, Wisconsin



Base Map Features

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



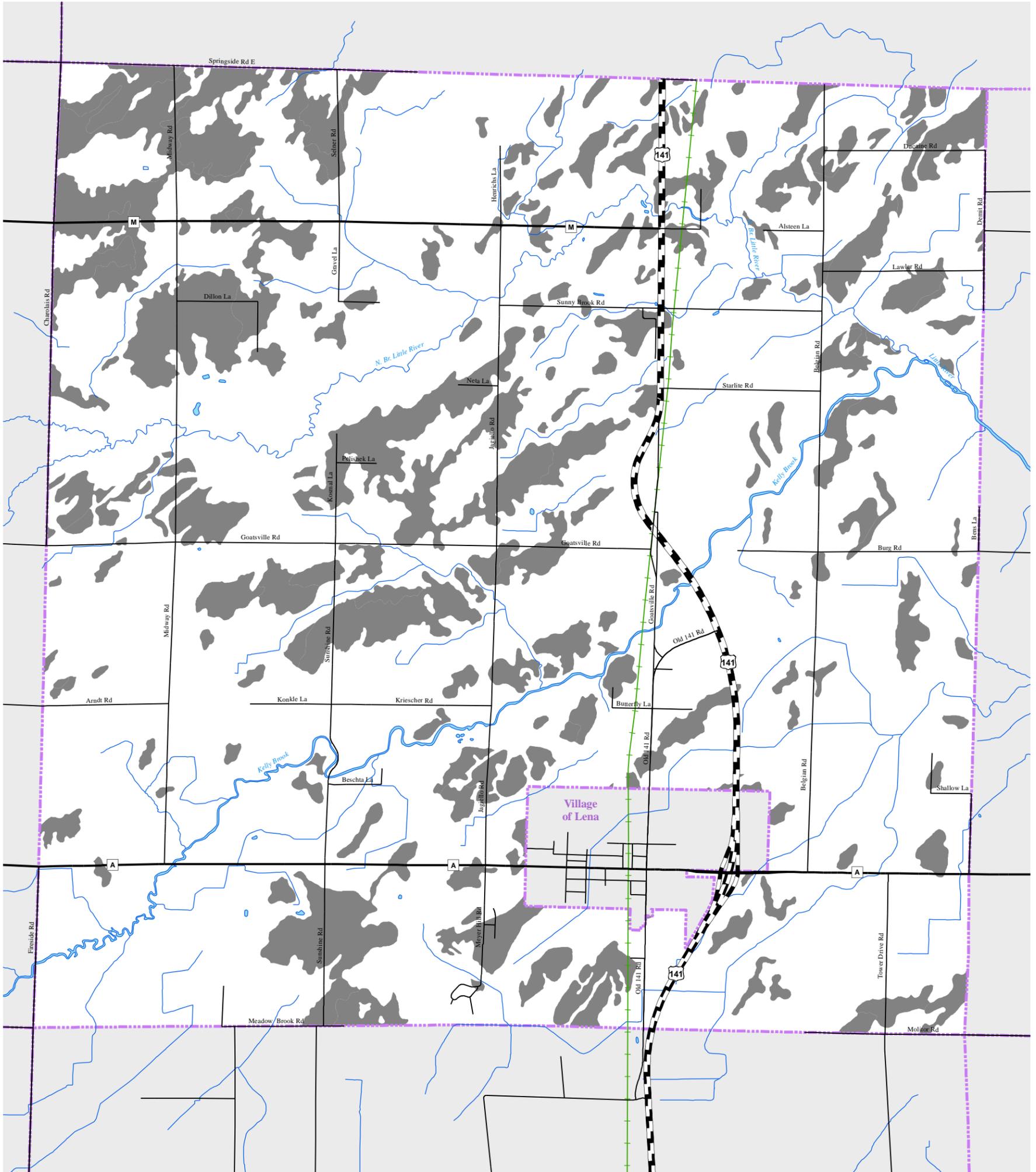
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Source: WDNR; FEMA; NRCS; Town of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Prime Agricultural Soils

Town of Lena

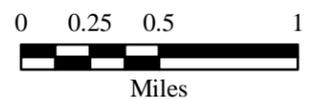
Oconto County, Wisconsin



Base Map Features

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

Prime Agricultural Soils



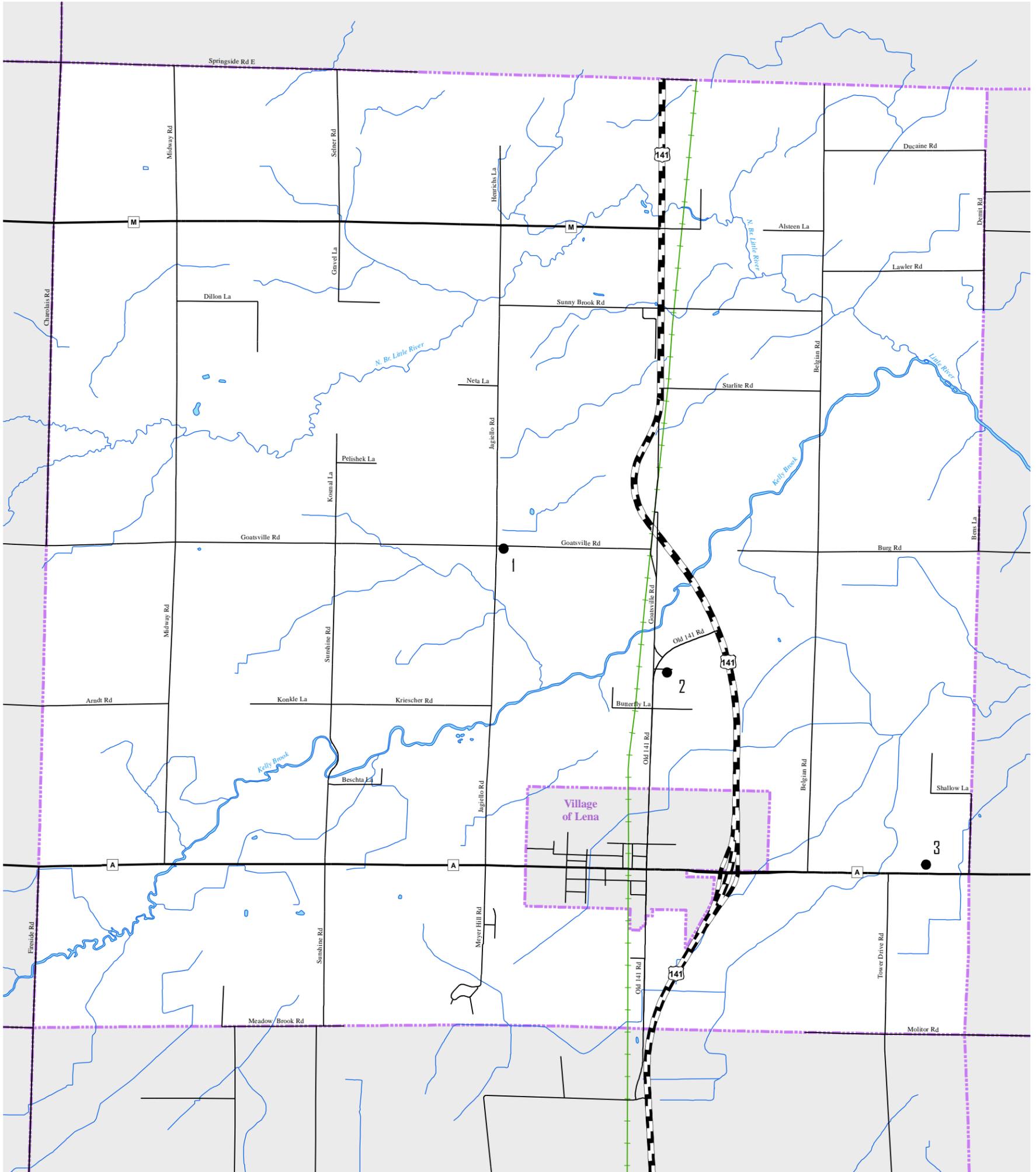
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Source: NRCS; Town of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Public & Community Facilities

Town of Lena

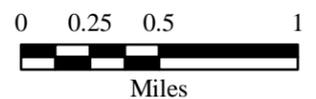
Oconto County, Wisconsin



Base Map Features

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

- 1 - Lena Town Hall/Municipal Garage
- 2 - Town of Lena Cemetery
- 3 - Catholic Cemetery



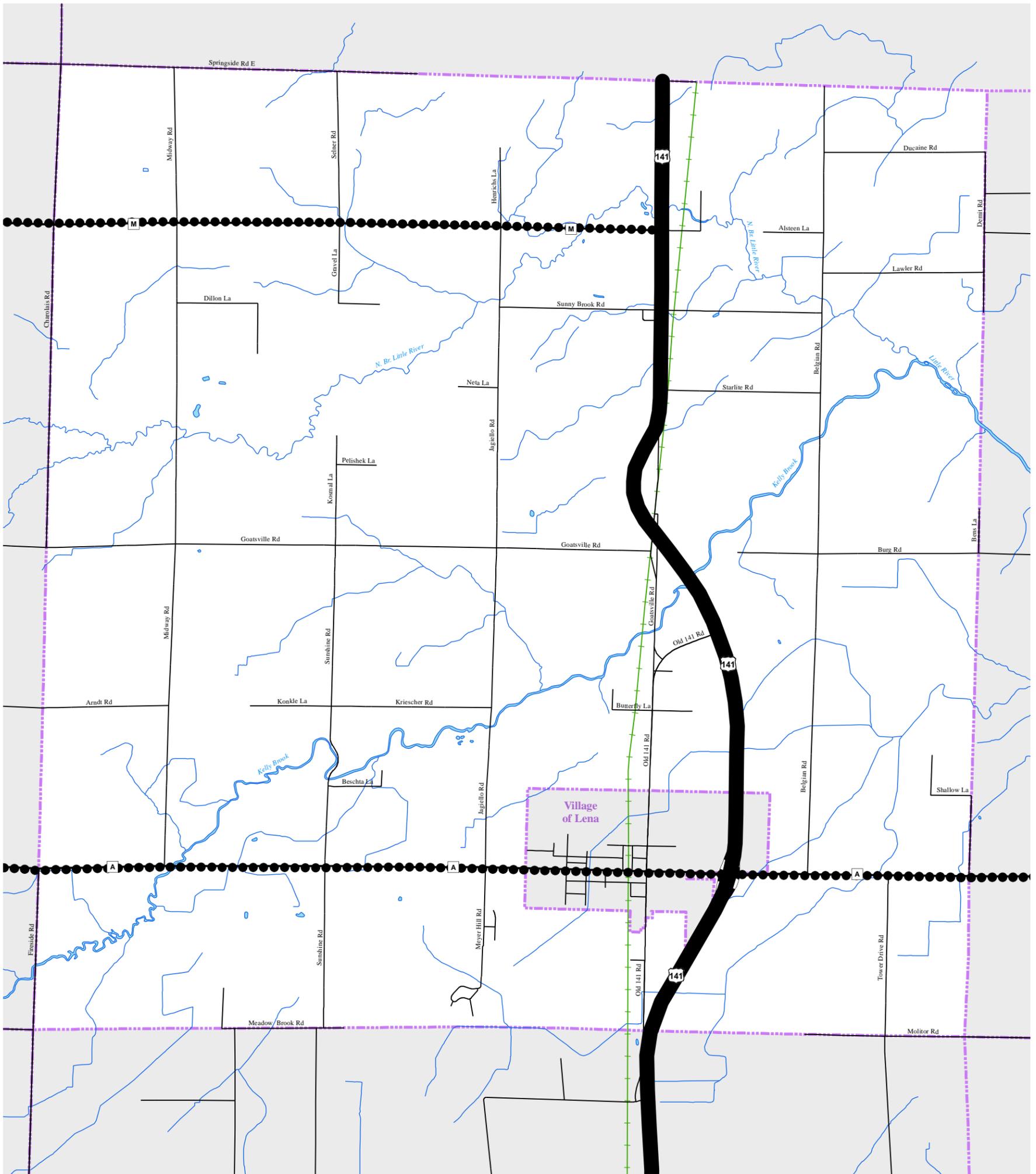
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Source: Town of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Functional Classification

Town of Lena

Oconto County, Wisconsin

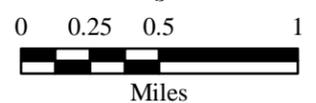


Base Map Features

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

Road Categories

-  Principal Arterial
-  Major Collector



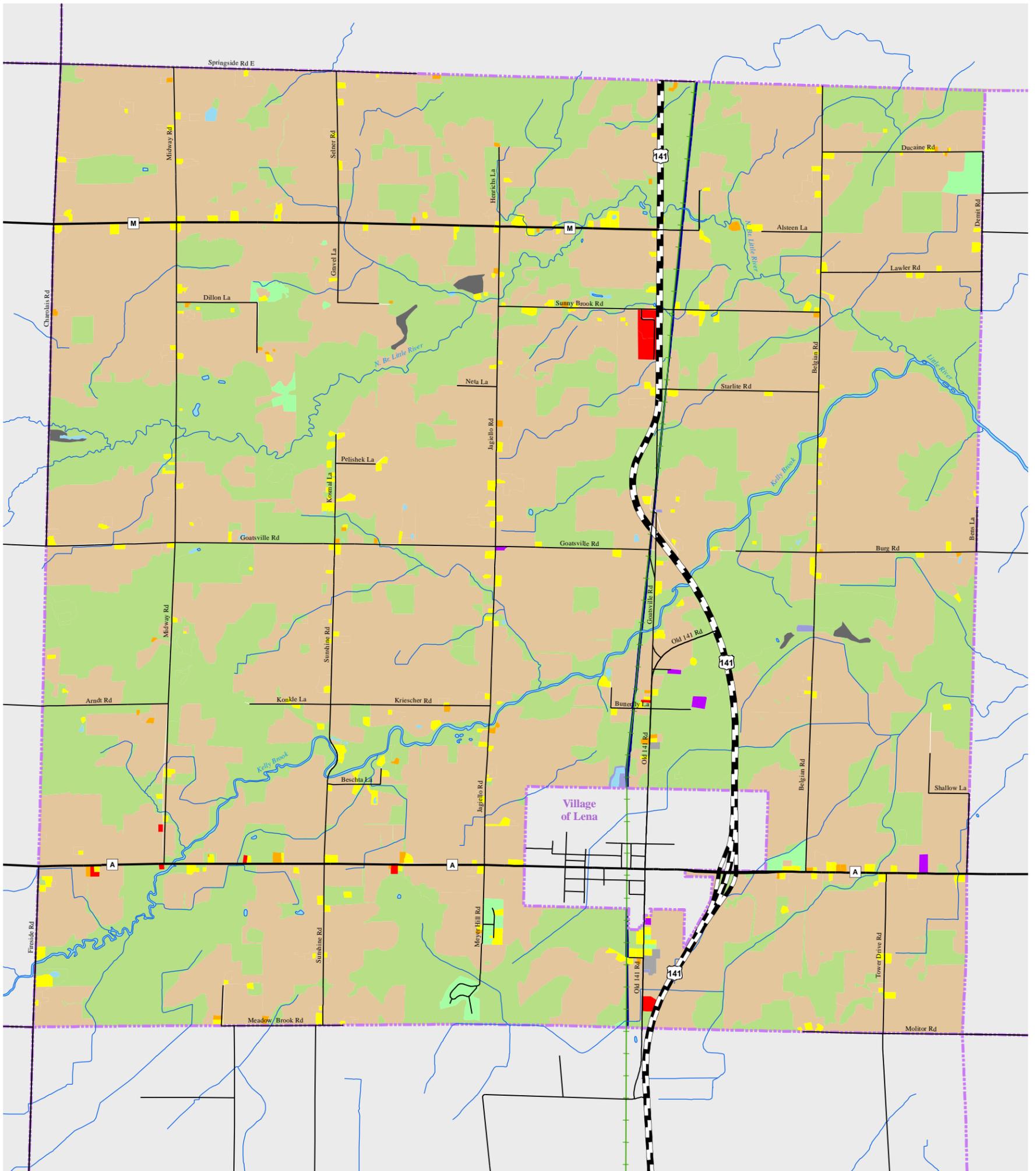
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Source: WDOT; Town of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008.

2007 Land Use

Town of Lena

Oconto County, Wisconsin



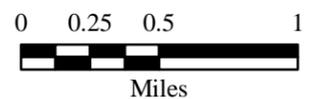
Base Map Features

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

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

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

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



**CHAPTER 3:
FUTURE LAND USE PLAN**

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INTRODUCTION

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

20-YEAR GENERAL PLAN DESIGN

Land Use Classifications

The following land use classifications support the Town of Lena future land use plan. Utilizing these land use classifications, this section details the suggested type, location and density of development for the Town of Lena illustrated on the 20-Year General Plan Design. They define those vital land use characteristics that will assist in the preservation of the town’s rural character, valuable agriculture land, and promote efficient and orderly growth. The town’s future land use classifications are:

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

Land Use Recommendations

Residential

It is the intent of this classification to promote orderly and efficient growth patterns that are consistent with adjacent land uses. The town prefers to promote single-family residences at varying parcel sizes to help preserve the rural nature of the town. The density of development should be driven by the presence of adequate transportation system, neighboring land uses, and the natural landscape. Residential development in the Town of Lena is categorized into two categories- *concentrated residential* and *rural residential*.

Concentrated Residential

The “Concentrated Residential” category is illustrated as “*residential*” on the town’s 20-Year General Plan Design (**Map 3.1**). This residential classification consists only of single-family homes within designated areas of the town that are already experiencing concentrated residential development. Other issues to consider as residential densities increase and expand these areas include:

- Integration of varying residential design standards such as conservation by design subdivisions
- Potential for future annexation by the Village of Lena
- Location and content of the existing environmental features
- Existing infrastructure and efficient connectivity to future development
- Provision of emergency services
- Preservation of ground and surface water quality
- Availability of groundwater
- Location and quality of recreational facilities
- County and local land Use regulations

Recommendations:

- **Concentrated residential development will be primarily directed to two areas in the southcentral area of the town.** The intersection of County Highway A and Jageillo Road and further south on Meyer Hill Lane bordering the Town of Stiles are already experiencing higher density residential development or are platted for residential development.
- **Infill should be maximized in concentrated residential whenever possible** to limit the costs to extend infrastructure; minimizing the loss of open space, valuable agriculture land, and productive woodlands; and decreasing the travel distance between residences and existing services. However, due to the town’s lack of sanitary and stormwater services, it is important that infill development be done in a manner that will continue to protect the town’s surface water features.
- **The incorporation of various development techniques helps 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 and agriculture land throughout residential areas; and protect woodlands and wildlife habitats.
- **Future residential development should maximize protection of environmentally sensitive areas** (i.e. woodlands, wetlands, steep slopes, floodplains, etc.) in order to minimize soil erosion and damage to surface waters.

Rural Residential

The “Rural Residential” category is illustrated as “*woodlands and agricultural*” on the town’s 20-Year General Plan Design (**Map 3.1**) and encompasses single-family residences located throughout the town. This category focuses on individual single-family residences on larger lots within agricultural, wooded, and open space land use designations. The town’s vision is to protect productive farmland and existing natural areas (vegetated areas and/or open space views) from development that will cause fragmentation of such features.

Recommendations:

- **Low density development is promoted to help maintain the town’s visual and environmental integrity.**

- **New residential development should conform to surrounding uses** in order not to detract from or conflict with existing properties.
- **The rehabilitation or redevelopment of existing structures** will be encouraged to offer a more affordable housing option for town residents and to improve the general look and housing conditions within Lena.
- **The establishment of natural or man-made buffers between residential development and farming operations** will help reduce land use conflicts.

Commercial/Light Industrial

The Commercial/Light Industrial land use classification also includes retail, professional, and service sector businesses. The Town of Lena has a limited number of small commercial businesses in operation. The town would like to promote additional commercial development within designated areas as shown on the General Plan Design. The town does not feel that it has adequate infrastructure or land available to accommodate large industrial and manufacturing operations.

Recommendations:

- **Concentrated areas of commercial and limited light industrial development are planned along and adjacent to U.S. Highway 141** rather than dispersed throughout the town. These locations are envisioned to primarily contain commercial, retail, and service related businesses that will be widely used by the town’s residents and travelers.
- **Town officials should work with the Village of Lena** to ensure there are proper design standards and a sign ordinance in place for future development planned for the USH 141 corridor.
- **New businesses should be compatible with the character of the town.** The town encourages new businesses to feature attractive, well-maintained buildings that include appropriate signage and lighting so not to detract from the rural character of the community.
- **New commercial/light industrial development should be directed away from environmentally sensitive areas** (shown as “Environmental Corridors” on **Map 3.1**).
- **Development of new commercial/light industrial sites 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 extensions. 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.
- **The location of home-based businesses in areas outside of the designated commercial areas** on the General Design Map should be carefully scrutinized to ensure their operations do not interfere or compromise surrounding land uses or the rural integrity of the town.

Governmental/Institutional/Utilities

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

Recommendations:

- **Town officials should continually monitor the efficiency and effectiveness of all town provided services** to identify the need for improvement, change in policy, establishment of mutual aid agreements, or future capital investments.
- **Future municipal development should be located and signed in a manner to ensure safe access into and out of all public buildings and facilities.**
- **Shared on-site wastewater treatment systems should be promoted with developers where appropriate.**
- **Town officials should remain aware of siting and other changing issues regarding telecommunication towers, antennas, and wind generation facilities.**
- **The town is encouraged to maintain regular contact with the Lena School District** in order to be involved with any long-range planning, including development of recreational facilities on the old village dumpsite, improvements to existing structures, etc.

Park and Recreation

The Park and Recreation land use classification discusses existing and future recreational facilities, trails, parks, and open spaces within Town of Lena.

Recommendations:

- **Future town recreational facilities should be located in areas that can be easily accessed** by either motorized or non-motorized means.
- **Future town recreational facilities should be built to accommodate all age groups, levels of disabilities, and skills.**
- **Town officials are recommended to work with the Village of Lena and Oconto County** on the development of trails and recreational facilities as part of the development of the Oconto County Comprehensive Outdoor Recreation Plan and/or Village of Lena Comprehensive Park and Outdoor Recreation Plan.
- **The town should cooperate with the surrounding towns, Oconto County, Wisconsin Department of Natural Resources, and local organizations** to promote the expansion and connectivity of recreational trails, such as snowmobile and ATV.

Agricultural

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

Recommendations:

- **The town should encourage the preservation of agricultural lands** and the farmer's right to farm.

- **If residential development is permitted in these areas, low density development should be considered.** Future development in these areas should be done in a fashion which is least impactful to the natural environment and ensures fragmentation of quality open space does not occur.
- **Where appropriate, encourage new development techniques and programs which will preserve as much farmland as possible.** The utilization of various development techniques such as conservation by design subdivisions help preserve farmland.
- **The promotion of best management practices for agricultural activities will help maintain these valuable agriculture lands from development and natural degradation.** Inappropriate agricultural practices can have an adverse impact on the productivity of the soil as well as the quality of surface water and groundwater unless properly managed.
- **The integration of natural and/or man-made buffers** are encouraged between farming and future non-farming operations in order to lessen conflict between land uses.
- **Large-scale farming operations** are recommended to be located in areas of the town that avoid environmental corridors and surface water features.
- **Town officials are recommended to work with Oconto County** to address the siting of large-scale farming operations.

Woodlands/Open Space

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

Recommendations:

- **If residential development is permitted in these areas, low density development should be considered.** Future development in these areas should be done in a fashion which has the least amount of impact on the natural environment to help ensure fragmentation of quality open space does not occur.
- **The utilization of existing natural areas will help to enhance the character of the town.** The Preservation of large tracts of natural areas and/or features is essential to enhance/retain buffers between incompatible uses while maintaining scenic views of the town.
- **Private woodlands should not be developed with higher densities.** The utilizing of unique development options such as conservation subdivision designs or clustering can help maintain the continuity of woodlands.
- **The application of best management practices will help protect the town's many natural features and open space areas** that can be better utilized to enhance the town's recreational opportunities and facilities.

Public Land

The Public Land designation encompasses several small parcels along USH 141 owned by the Wisconsin Department of Transportation. Many of these parcels were purchased in preparation of construction of the highway by-pass east of the Village of Lena. It is unlikely the State of Wisconsin will sell these parcels to the town or village for future development.

Transportation

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

Recommendations:

- **To preserve the natural look of the town and to minimize the negative impacts of future residential development along roads**, it is recommended that new residential development be minimally visible from the road through the utilization of buffers or setbacks from major transportation routes and future residential development.
- **For any new concentrated development proposed within the town, an Area Development Plan should be provided.** This will allow the town to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town's future maintenance costs or be disruptive for fire, police or rescue services.
- **The utilization of the PASER (Pavement Surface Evaluation and Rating) program** will assist town officials in maintaining the roads in the future and ensure there is a cost effective road management plan in place.
- **Recreational paths and trails such as snowmobile trails should have proper signage and intersection controls** to ensure safe crossing and interaction with vehicles.

Mineral Resources Overlay

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

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

- **The reclaimed mining sites will be available for other land uses.** The town will need to determine the land use that best suits the area and needs of the town. (i.e. agriculture, recreational, residential)

Environmental Corridors

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

Recommendations:

- **This plan should serve as a guide for the preservation of environmental corridors.** Using the environmental corridors as a guide when reviewing proposed developments will give the town background information to determine what areas are important to maintaining the rural character and quality of the town’s natural resource base. The corridors are an overlay to the General Plan Design (**Map 3.1**) and should be utilized as a reference.
- **Future developments should be steered away from environmental corridors as much as possible,** or they are designed in such a manner to minimize the negative effects on water resources, wildlife habitats and the overall character of the town.
- **Development near environmental features in the town should be carefully reviewed in order to maintain ample wildlife corridors.**

IDENTIFIED SMART GROWTH AREAS

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

- Concentrated commercial and residential development adjacent to the Village of Lena.
- Infill development of existing concentrated residential areas.
- Redevelopment of the old village dump site for future recreational opportunities.
- Light industrial and commercial development along the USH 141 corridor development.

Table 3.1 contains a summary of the year 2025 projected land uses, along with their approximate acreage totals, as reflected on the Town of Lena 20-Year General Plan Design (**Map 3.1**). It is important to note that the 2025 acres are by general location to illustrate approximation of those land uses. In comparison to the future land use allocations detailed in the table below, the 2007 Land Use inventory indicated the Town of Lena has 339 acres of residential land use, 34 acres in commercial land use, and another 41 acres determined to be used for industrial land use, which consists of several small non-metallic mining operations. For a complete list of current land uses, please see Table 2.2 in Chapter 2.

Table 3.1: 20-Year General Plan Design Acreage Allocations

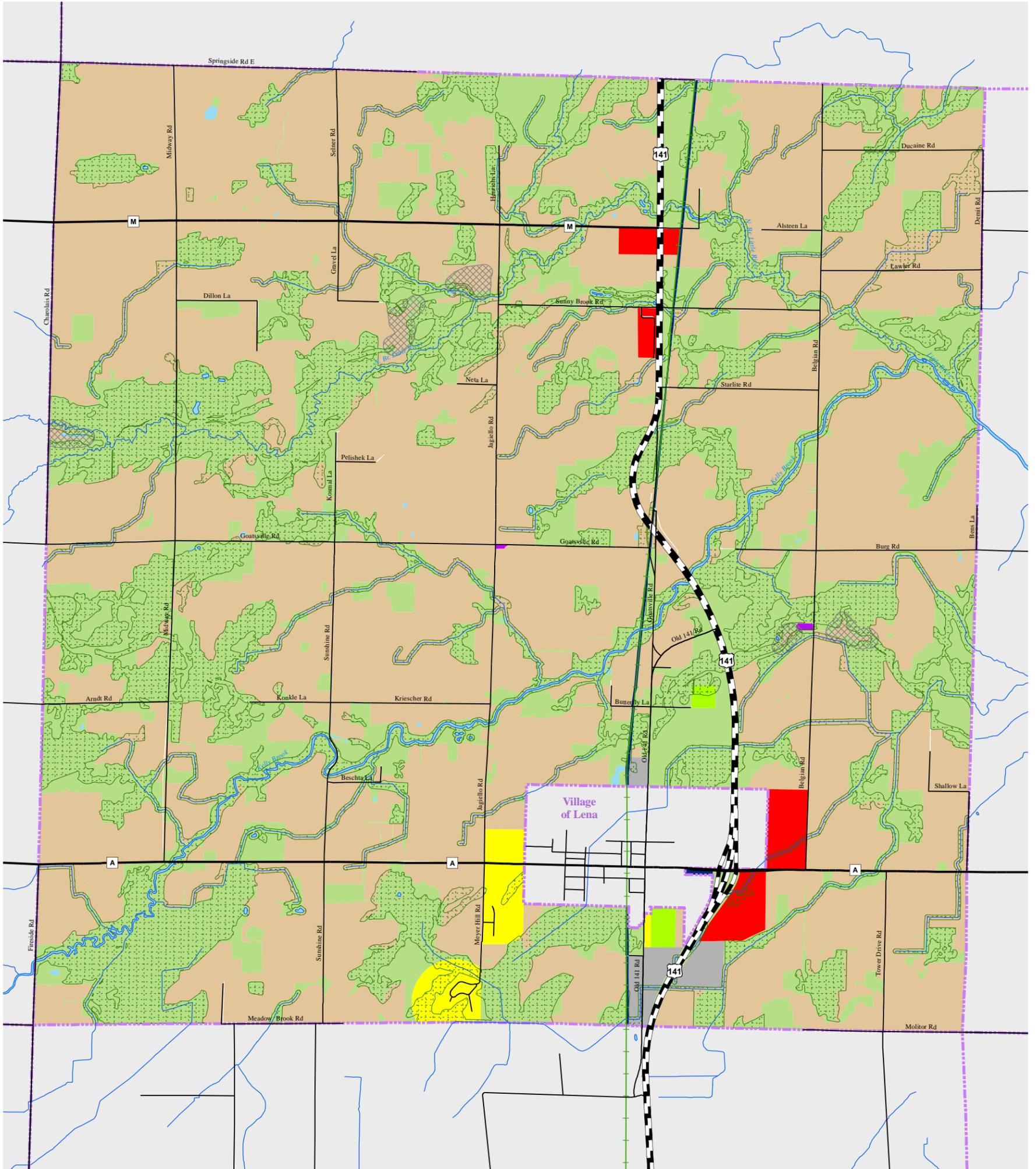
General Plan Design Category	GPD Acres Needed 2025
Residential	213
Commercial	223
Industrial	131
Governmental/Institutional/Utilities	4
Agricultural/Open Space	12,903
Parks and Recreation	38
Transportation	228
Woodlands	7,445
Water Features	26
Totals	21,210

Source: Bay-Lake Regional Planning Commission, 2006.

20-Year General Plan Design

Town of Lena

Oconto County, Wisconsin

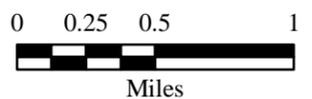


Base Map Features

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

- Residential
- Commercial
- Light Industrial
- Park and Recreation
- Governmental/Institutional/Utilities

- Transportation
- Woodlands/Natural Areas
- Agricultural
- Mineral Resources Overlay
- Environmental Corridors Overlay



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

**CHAPTER 4:
IMPLEMENTATION**

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INTRODUCTION

This chapter outlines a number of actions and activities necessary to implement the intent and vision of the *Town of Lena 20-Year Comprehensive Plan*. In addition, there is a description of how each of the plan elements are integrated and made consistent with one another. A process for amending/updating the comprehensive plan and a mechanism used to implement the plan are also provided.

RESPONSIBILITIES OF LOCAL OFFICIALS

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

CONSISTENCY WITH EXISTING PLANS, REPORTS, AND STUDIES

This plan was created in a manner to promote consistency amongst all the elements and their respective development strategies. It is important elected officials and Plan Commission members periodically review the plan elements and development strategies for applicability and consistency. These reviews will also ensure the plan contains the most current information available in which to make land use decisions. Any town ordinances and regulations that are not maintained and enforced by Oconto County need to be periodically reviewed for consistency with the *Town of Lena 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 F of *Volume I: Town Plan*.

UPDATING THE COMPREHENSIVE PLAN

The Plan Commission is the lead entity in amending/updating the *Town of Lena 20-Year Comprehensive Plan*. Any changes to the comprehensive plan should follow s. 66.1001 (4)(b), Wis. Stats. and the procedures for fostering public participation approved by the town.

It is recommended that the town's comprehensive plan be reviewed/updated by the Town Plan Commission based on the following schedule:

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

IMPLEMENTATION OF LOCAL LAND USE CONTROLS IN CONJUNCTION WITH COUNTY ZONING

Zoning

Oconto County Zoning Ordinance

Oconto County maintains and administers a countywide zoning ordinance. This means that the county has jurisdiction over all zoning in the unincorporated communities of the county, while the incorporated communities administer their own zoning ordinances. Oconto County uses 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 Zoning Ordinance utilizes a system by which communities are spitting into 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 general zoning ordinances of the county and the individual incorporated communities for detailed information on zoning districts, regulations, restrictions, permitted uses and, zoning maps.

- The comprehensive plan’s preferred land uses need to be compared to the existing zoning map to determine compatibility and realignment within various districts. The Town Plan Commission should work closely with Oconto County to judge when re-zoning will occur, for it is not the intent that the zoning map become a direct reflection of the plan. The comprehensive plan looks out to the future while zoning deals with present day.

- The town should cooperate with Oconto County to develop ordinances that encourage the protection of the town's natural features 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 this plan.

Official Mapping

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

The official map serves several important functions:

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

Floodplain Ordinance

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 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.

Any further development in the Town of Lena will comply with the Oconto County Floodplain Zoning Ordinance. The Town will 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, and standards for the alteration of surface vegetation and land surfaces.

- Any further development in the Town of Lena will remain consistent with the Oconto County Shoreland Zoning Ordinance.

Land Division/Subdivision Ordinance

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

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

Local Town Ordinances

The Town of Lena adopted a Culvert Ordinance in February 2004 to establish standards for new side accesses to town road.

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

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The Town of Lena 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) listed below with the Town Board ensuring the plan is being implemented in a timely manner. In total, there are nine 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.

Goals, Objectives, Policies and Programs

The following statements describe how the Town of Lena intends to efficiently develop during the next 20 years while preserving its abundant agricultural land and natural resources.

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

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

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

LAND USE

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

COMMUNITY PLANNING

GOAL: *To utilize the Town of Lena 20-year Comprehensive Plan as a guide when making future land use decisions.*

Objective 1: Utilize this 20-year comprehensive plan to best reflect the long term interests of town residents.

Policies:

- A. This 20-year comprehensive plan will be consulted by the Town Plan Commission and Town Board before making any decision regarding land use changes and ordinances.
- B. Ensure future development occurs in a planned and coordinated manner in order to help retain the rural character and agriculture economy of the town.
- C. Encourage cooperation and communication between the town, Village of Lena, neighboring municipalities, and Oconto County in implementing this 20-year plan.

Programs:

- Present a copy of the adopted 20-year comprehensive plan to neighboring municipalities and Oconto County.
- Hold annual meetings with adjacent municipalities to discuss implementation of the individual comprehensive plans.

- Meet with the Village of Lena Land Use Planning Commission on a regular basis to discuss development along village borders and the USH 141 corridor.
- Continue to work with county officials on the review and enforcement of county zoning.

Objective 2: The Town Board and Town Plan Commission are responsible for reviewing and updating the town's comprehensive plan.

Policies:

- D. Maintain maps relevant to the implementation of the comprehensive plan and to monitor land use changes within the town.
- E. Continue to be involved on planning initiatives undertaken by Oconto County such as updating of the county's farmland preservation plan that may impact implementation of the town's comprehensive plan.
- F. Review the comprehensive plan on an annual basis with plan updates scheduled at a minimum of every ten years.
- G. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town's comprehensive plan.

NATURAL RESOURCES

GOAL: *To maintain a safe, clean, and healthy natural environment for the residents of the Town of Lena to enjoy and utilize.*

Objective 1: Identify and maintain an inventory of the town's natural features.

Policies:

- A. Protect the town's natural features such as wetlands, floodplains, rivers/creeks, and woodlands.

Program:

- Maintain a current environmental corridors map as a reference tool in implementing the town's General Plan Design (**Map 3.1**).
- B. Review all development proposed for areas adjacent to rivers, creeks, wetlands, and on soils types noted as steep slopes.

Programs:

- Maintain familiarity with Oconto County's Zoning Ordinances and those ordinances that directly address the town's natural features.
- Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in any future residential, commercial, and agricultural development.
- Work with Oconto County and Village of Lena officials to further explore ways to best utilize or preserve natural features within the town.
- C. Encourage sound management practices of the town's woodlands and wetlands.

- D. Monitor and provide input on the methods being decided upon to reclaim the drainage district covering portions of the town, Village of Lena, and Town of Stiles.

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

Policies:

- A. Work cooperatively with surrounding municipalities and Oconto County to pursue measures to protect surface and groundwater resources.
- B. Work with Village of Lena officials on the creation and maintenance of a wellhead protection plan.
- C. Support studies that monitor the number of wells being constructed, closed, and measure the level of general water quality within the town.

AGRICULTURAL RESOURCES

GOAL: *To protect valuable agricultural land while guiding orderly development of other land uses.*

Objective 1: Maintain large contiguous prime agricultural tracts and open spaces to preserve the town's rural atmosphere and agricultural operations.

Policies:

- A. Establish and maintain guidelines, in conjunction with Oconto County, to protect existing agricultural operations and rural character.
- B. Promote the idea of the farmer's right to farm.
- C. Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.
- D. Direct residential and commercial development to areas along the Village of Lena border, along USH 141, and to smaller, less productive agriculture tracts.

Program:

- Consider establishing a development agreement with the Village of Lena to promote more orderly and efficient development within the village's extraterritorial boundary.
- E. Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for continued agricultural purposes only.

Program:

- Work with Oconto County officials to update the county's farmland preservation plan.
- F. Maintain communication with county officials regarding farming legislation at both the state and federal levels that would impact the town's agriculture community.

Objective 2: Minimize the potential for conflicts between farming and non-farming residents.

Policies:

- A. Explore the option of establishing a mandatory buffer strip and/or setback between farm operations and adjacent residential developments to minimize conflicts of farming operations on residential living.
- B. Encourage a planned unit development (PUD) approach if a large tract of farmland is to be developed as opposed to a piece by piece method over a long time period.
- C. Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.
- D. Offer methods to create a safe environment for travel between agricultural fields and farming operations.
- E. Provide information to homebuyers of what to expect when moving into an agricultural community (e.g., odors, hours of operation, slow moving vehicles, etc.).

CULTURAL RESOURCES

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

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

Policies:

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

Programs:

- Work with the county and local historical societies to inventory and map the town's remaining historic resources.
 - Work with state and county agencies to ensure all remaining sites are properly protected dependent upon the owner's wishes.
 - Work with private owners of these historically significant features to identify technical and financial resources to preserve and enhance these valuable assets.
 - Meet with Village of Lena officials to determine interest in the joint preservation and marketing of the area's cultural resources for tourism and recreational opportunities.
- B. Continue to support the town's agricultural heritage through such events as the Dairy Festival.

HOUSING

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

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

Policies:

- A. Follow the land use recommendations established for housing that promote orderly development, higher densities adjacent to the village, and housing for special needs residents to be located in the village.
- B. Support housing developments for all persons including low and moderate income, elderly, and residents with special needs.
- C. Adopt a subdivision ordinance, if necessary, that matches the expectations of a majority of town residents.
- D. Advocate the maintenance, preservation and rehabilitation of the existing housing stock.

Program:

- Direct residents to Oconto County to obtain educational materials and information on financial programs and on home repairs and modifications.
- E. Obtain annual data from the state, county, and BLRPC to monitor the town's population growth and demographic characteristics.

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

Policies:

- A. Direct higher density residential development to areas that minimize impacts upon low density areas, natural features, viewsheds, and farming operations.
- B. The construction of new homes and the remodeling of existing residences will be regulated by county building codes and ordinances.

ECONOMIC DEVELOPMENT

GOAL: *To encourage small scale economic development while protecting and enhancing the town's agricultural and environmental assets.*

Objective 1: Future businesses should be located in areas that maintain the town's rural character.

Policies:

- A. Direct larger commercial and industrial development to the Village of Lena where it can be served by existing infrastructure and compatible zoning.
- B. Work with the Village of Lena to consolidate commercial and industrial development and professional buildings along USH 141 where needed services exist or can be readily extended.

- C. Work with county and village officials to control the location and amount of signage, lighting, landscaping, buffering, and access of business sites located in the town along USH 141.
- D. Allow “home-based” businesses to locate within the town until such time a zoning change is needed.
- E. Partner with county and regional economic development professionals and village officials to attract businesses that support the town’s agriculture economy.

Objective 2: Preserve and enhance the town’s strong agricultural economy.

Policies:

- A. Consider the value of the agricultural lands and the rural and scenic nature of the town before changing the zoning to non-agricultural uses.

Programs:

- Coordinate with county, state and federal agencies in exploring innovative ways to preserve farming in the town.
- Partner with the county on updating the Oconto County Farmland Preservation Plan.
- Provide informational materials to farmers in applying for loans or grants from state and federal agencies to expand their operations.
- B. Utilize Oconto County’s Zoning Ordinances to minimize adverse affects to farming due to continuing development pressures.
- C. Monitor any commercial or industrial developments that occur adjacent to the village and along USH 141 to ensure that the development is compatible with the town’s rural nature and lessen potential land use conflicts.
- D. Consider development techniques (e.g., Conservation Subdivisions) that preserve the agricultural lands and open spaces in the town.

TRANSPORTATION

GOAL: To advocate for a safe and efficient multi-modal transportation network.

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

Policies:

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

Program:

- Work with the Oconto County Highway Commission, the Wisconsin Department of Transportation, and the Bay-Lake Regional Planning Commission to develop a long-range maintenance and improvement program for town roads.

- B. Work with the Village of Lena and the Wisconsin Department of Transportation to establish safe efficient multi-model movement near all commercial, industrial, and public facility locations.

Program:

- Consider adequate traffic controls (e.g., turning lanes, signage, pedestrian lanes, frontage roads) near businesses located along the USH 141 corridor and along the village border.

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

Policies:

- A. Advocate for well maintained transportation corridors that allow for safe travel of residents and visitors.
- B. Ensure town roads can be safely traveled by farmers utilizing equipment and transporting equipment, feed, and livestock.
- C. Promote a transportation system that facilitates energy conservation while minimizing associated pollution effects.
- D. Encourage the integration of easements for non-motorized trails throughout the town to allow for residents and visitors to hike and bike safely between residential areas, the Village of Lena, and developing recreational and business areas along the USH 141 corridor.
- E. Avoid adverse impacts on environmental corridors and other significant natural areas during the planning and development of transportation facilities.

UTILITIES/COMMUNITY FACILITIES

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

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

Policies:

- A. Participate in “mutual aid agreements” for those public services not economically feasible to be provided by the town (e.g., emergency medical, fire, police, etc.).

Program:

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

Programs:

- Ensure all community facilities meet Americans with Disabilities Act requirements and have the capability to be upgraded to handle future technology driven equipment.

- Replace equipment on an as needed basis.
- C. Work with the Village of Lena to address the need for joint planning of future services such as long term care facilities for older adults.

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

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

PARKS AND RECREATION

GOAL: *To offer a wide range of recreational opportunities for residents and visitors.*

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

Policies:

- A. Take part in any planning efforts concerning additional recreational facilities with Oconto County, Village of Lena, and Lena School District.

Program:

- Provide input for the Oconto County Comprehensive Outdoor Recreation Plan.
 - Discuss recreational options with the school and village for the former village dump site.
 - Identify cultural resources that can be jointly utilized for marketing of the area.
- B. Evaluate the opportunity to utilize the town's natural features for creating additional recreational opportunities.
- C. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

INTERGOVERNMENTAL COOPERATION

GOAL: *To coordinate with the Village of Lena, Oconto County and other interested groups/agencies on future planning projects.*

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

Policies:

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

Programs:

- Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.
 - Meet annually with Oconto County officials to discuss zoning issues impacting the town.
 - Work with neighboring communities and agencies regarding any water issues and other land uses which lie across town lines such as Kelly Brook and the North Branch of the Little River.
- B. Continue pursuing the sharing/joint ownership of community facilities, equipment and other services whenever possible.

Programs:

- Continue to utilize “mutual aid agreements” as a cost effective means to provide services.
 - Continue to support the Lena Public Library, museum, and other local community and cultural facilities.
- C. Promote cooperation and communication with the Lena 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.

Implementation Steps

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

1. To ensure the comprehensive plan remains current, review of the plan should be a standing agenda item for at least two Plan Commission meetings and a minimum of one Town Board meeting per year. The review of the comprehensive plan should also include assessment of any town land use control tools (e.g., ordinances and regulations) previously listed in this chapter.
2. The Plan Commission and Town Board should identify priority policies and programs that need to be addressed within the first 12-24 months. These priority strategies will lead to the implementation of additional policies and programs in subsequent years.
3. Town officials should identify key stakeholders and collaborators to assist in the implementation of the development strategies. A partial list of those entities is provided at the end of this chapter.
4. The priority policies and programs should be separated based on topic such as housing, economic development, transportation, parks and recreation. The separation of policies and programs by topic will allow for the delegation of projects to other entities.
5. The Town of Lena has many tools available for the implementation of the stated development strategies over the 20-year planning period. Within the appendices of this

document, there are comprehensive lists of financial and technical resources to implement many of the strategies listed for the housing, economic development, and transportation elements of the plan.

6. The implementation schedule should be evaluated and revised on an annual basis. Town officials will need to monitor the Inventory and Trends highlighted in Chapter 2 to ensure the development strategies address the changing conditions of the Town of Lena.

Stakeholders

Bay-Lake Regional Planning Commission
 Lena Public School District
 Oconto County
 Oconto County Highway Department
 Oconto County Land Conservation Department
 Oconto County Planning/Zoning/Solid Waste Department
 Oconto County UW-Extension
 Village of Lena
 Wisconsin Department of Administration
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation

Implementation Timetable

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

Ongoing

1. The town, in cooperation with Oconto County, should continue to maintain ordinances that address particular issues impacting the town, such as a buffer zone around existing agriculture operations. The town may want to consider adopting additional ordinances such as these that are more restrictive or protective than those currently being enforced by Oconto County in order to provide additional protection to its natural features when appropriate. Note: The preparation and adoption of some local ordinances may take one to two years to be completed.
2. There should be continued discussion between the Village of Lena and the Town of Lena regarding all development options within the extraterritorial planning area to include development along USH 141; concentrated residential development; parks and recreation; and siting of future utilities and infrastructure.

3. Town officials should work with Oconto County, Village of Lena, Lena School District, and recreation clubs to investigate the location and types of recreational facilities needed in the future for all entities.
4. The town should continue to work with surrounding communities and Oconto County to ensure that public services provided are efficient, done so at a high level, and are cost-effective. As part of this, the town should continue to evaluate all mutual-aid agreements that are in place and evaluate any other potential opportunities.
5. The town should work with Oconto County and other local, state and federal agencies to minimize the impact of future development on agriculture land and natural features.
6. There should be continued monitoring of proceedings taking place with the Drainage District that could impact future land use decisions within the town.

Annual

1. Town officials should review on an annual basis the comprehensive plan, including land use trends, changes in demographics, and new county and state regulations and ordinances that impact the town's ability to implement their plan.
2. The town should continue to work cooperatively with Oconto County to update the Oconto County Zoning Ordinance in order to help work toward the vision statement set out in the *Town of Lena 20-Year Comprehensive Plan*.
3. The town should participate in meetings with adjacent communities to discuss implementation of the individual comprehensive plans.
4. For reference and information purposes, the town should maintain and display a current map of the town's natural features-wetlands; floodplains; lakes, rivers, and streams; woodlands; prime soils; and soils that comprise areas of steep slope.
5. The town should explore the establishment and utilization of a pavement management system to ensure the town's road system can continue to effectively serve current and future populations.

Schedule 1 to 5 Years

1. Town officials, in partnership with the village, should assess the need for a design plan for current and future business locating along the USH 141 corridor that would include traffic flow, connectivity, signage, structures, landscaping, parking, and storage.
2. With the continued concentration of residential develop on the southwestern edge of the village, there should be some planning done for the potential for future annexation of the area and the extension of municipal services.
3. The town, with the assistance of Oconto County, may want to explore developing plans and processes aimed at protecting the quality and quantity of the town's water resources. This could include, but is not limited to projects such as: developing a stormwater management plan; establishment of a well-head protection plan with the village; identifying and developing a plan to protect vital groundwater recharge areas; developing and enforcing erosion control measures; and the restoration of wetlands.

4. Lena should work with Oconto County on the updating of the county's Farmland Preservation Plan, Outdoor Recreation Plan, and the implementation and maintenance of the Multi-Hazards Plan.
5. The Town of Lena has some historic resources that may be valuable in the preservation and promotion of the town's history. The town is encouraged to inventory and map those resources and work with local, county and state staff to identify tools to preserve and promote those assets.
6. With limited municipal services and an aging population, the town should be working with City of Oconto Falls and Village of Lena officials on the future need for long term care facilities to service the people of that area.
7. Town of Lena officials are encouraged to 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 through the utilization of best management practices such as nutrient management planning and the establishment of land buffer programs.

VOLUME I - APPENDIX A
PUBLIC PARTICIPATION RESOLUTION

TOWN OF LENA

RESOLUTION NO. _____

RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION PROCEDURES

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

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

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

Adopted this 12 day of Oct, 2006

Approved:

Kevin J. Jagiello
Town Chairperson

Attest:

Jane Savada
Town Clerk

VOLUME I - APPENDIX B
2004 COMMUNITY SURVEY RESULTS



Town & Village of Lena Community Survey

Oconto County

(23% Response Rate)

%/#

Dear Town or Village Resident and/or Property Owner:

The Town and Village of Lena community has had a long history of working cooperatively on land use issues and public services. Although the Town and Village are projected to lose population over the next 20 years, reductions in state aids and increased need for services, will require local governments to make tough budget and program decisions. This situation presents positive opportunities for the Town and Village, along with potential threats to some community characteristics which you value. In response to this and state mandates, the Town and Village of Lena will each be developing a long range (20-year), comprehensive plan. These plans will serve as guides for making fair and consistent land use decisions, help avoid costly problems, and take advantage of opportunities to improve the quality of life. As one method to find out what you would like to see your community look like 20 years from now, the Town and Village have developed a joint community survey. IT IS VERY IMPORTANT for you to participate in this effort by completing this survey. Only with your input will the plans truly address your community's concerns and vision for the future. **Please complete and return this survey in the enclosed, stamped, pre-addressed envelope by June 21, 2004.** We have included space at the end of the survey for you to include any questions, comments or concerns that you may have about the planning effort. **All responses will be kept anonymous.** Staff from the UW-Extension Oconto County will compile, analyze and present the survey results at public meetings to be announced. Thank you for your cooperation. If you would like more information about the planning process and/or wish to become more involved in this effort, please contact: Dick Glime (829-5565), Darrell Kushava (829-5920), Ed Huberty (829-5106), Arne Peterson (829-6325), Stanley Cook (829-6247), Tony Fetterly (829-6077), Kevin Jagiello (373-4908), Myron Janik (829-5449), Jim Kugel (829-5537), Ed Patenaude (829-5935) or Scott Cook (829-6371).

MARKING INSTRUCTIONS – Please circle your responses to the following questions.

1. My primary residence (where I vote) is in the A. Town **50.4/58** B. Village **38.3/44** C. Neither **11.3/13**
 2. I currently own land in A. Town **60.6/69** B. Village **38.6/44** C. Neither **0.9/1**

RATE YOUR COMMUNITY

Please rate your community on the following by circling your response:

	Very Poor	Poor	Neutral	Good	Very Good
3. Quality of the environment	1.5/2	1.5/2	11.5/15	67.7/88	17.7/23
4. Economic opportunities	8.5/11	49.2/64	26.2/34	13.8/18	2.3/3
5. Educational opportunities	3.1/4	14.1/18	32.8/42	43.0/55	7.0/9
6. Recreational opportunities (arts, casino, exercise, sports)	14.6/19	36.2/47	33.1/43	14.6/19	1.5/2
7. Access to goods and services	10.4/13	39.2/49	23.2/29	22.4/28	4.8/6
8. Quality of public facilities (Please rate these services even if they are not directly in the town.)					
A. Roads – overall maintenance and condition	0.8/1	13.1/17	29.2/38	50.8/66	6.2/8
B. Public recreation lands	2.3/3	18.0/23	49.2/63	26.6/34	3.9/5
C. Fire protection	0.0/0	3.0/4	25.8/34	47.0/62	24.2/32
D. Law enforcement	0.8/1	3.0/4	24.2/32	59.1/78	12.9/17
E. Garbage/recycling	2.3/3	4.6/6	24.6/32	48.5/63	20.0/26
F. School facilities	1.5/2	5.3/7	23.3/31	51.9/69	18.0/24
G. Library	0.8/1	6.9/9	36.6/48	42.7/56	13.0/17
H. Adult education	1.5/2	18.3/24	48.1/63	28.2/37	3.8/5
I. Emergency medical services	0.8/1	13.5/18	32.3/43	45.1/60	8.3/11
J. Availability of hospitals and medical services	0.0/0	9.9/13	32.8/43	45.8/60	11.5/15
9. Controlling taxes and service costs	9.2/12	21.4/28	33.6/44	31.3/41	4.6/6

RATE YOUR COMMUNITY (continued)

10. What aspects of your community do you value the most? (circle up to three responses)

- A. Small Town Living/Rural **0.0/0**
- B. Friendliness **0.0/0**
- C. Quiet and Peaceful **31.5/75**
- D. Low Crime **26.9/64**
- E. Clean and Neat in Appearance **12.2/29**
- F. Lakes/Rivers/Stream – Wildlife/Beautiful Scenery **13.0/31**
- G. Agricultural Use **16.4/39**
- H. Other (please specify) \rightarrow

2 comments

11. What are the top problems or concerns that you have with respect to your community? (circle up to five responses)

- A. Increase in Crime **2.7/15**
- B. Increase in Taxes **12.5/69**
- C. Increase in Land Prices **7.6/42**
- D. Lack of Activities for Youth **10.7/59**
- E. Uncontrolled Development/Urban Sprawl **4.4/24**
- F. Lack of Job Opportunities **15.3/84**
- G. Low Wages **6.9/38**
- H. Lack of New Businesses **15.5/85**
- I. Lack of Housing Availability **0.5/3**
- J. Inadequate Labor Supply **1.8/10**
- K. Unattractive Housing/Property Conditions **2.7/15**
- L. Unattractive Business District **2.7/15**
- M. Increase in # of Commercial signs/Billboards **3.6/20**
- N. Lack of Enforcement of Local Ordinances **2.9/16**
- O. Increased Natural Resources Usage **2.2/12**
- P. Loss of Agricultural Business **7.8/43**
- Q. Other (please specify) \rightarrow

12 comments

HOUSING

Please circle your responses to the following questions.

12. There is a need for the following types of housing in my community:

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
A. Single family housing	5.7/7	15.4/19	51.2/63	19.5/24	8.1/10
B. Low to Moderate Income Housing	14.9/18	14.0/17	45.5/55	22.3/27	3.3/4
C. Duplexes	12.1/14	19.8/23	51.7/60	13.8/16	2.6/3
D. Multi-unit Apartments	17.5/20	22.8/26	47.4/54	8.8/10	3.5/4
E. Assisted Living – Elderly	5.0/6	9.2/11	33.6/40	42.9/51	9.2/11
F. Mobile Home Parks	43.3/52	19.2/23	29.2/35	2.5/3	5.8/7
G. High Income Housing	22.9/27	33.1/39	37.3/44	3.4/4	3.4/4

Some new housing developments protect land by clustering houses or other buildings together on part of a parcel of land leaving the remainder of the parcel permanently undeveloped. Using this approach, just as many homes can be built on a parcel, but they are built on smaller lots so that environmentally sensitive areas, farmland, or other special features are left undeveloped.

Example: Instead of building 8 homes on 5- acre lots in a 40-acre parcel of land, a developer following this approach might develop 10 homes on 1/2-acre lots and preserve the remaining 35 acres.

13. To what extent would you encourage or discourage this type of development in the Town of Lena?

- A. Strongly Discourage **15.0/19**
- B. Discourage **18.9/24**
- C. Encourage **35.4/45**
- D. Strongly Encourage **18.1/23**
- E. Neutral **12.6/16**

14. To what extent would you encourage or discourage this type of development in the Village of Lena?

- A. Strongly Discourage **12.8/16**
- B. Discourage **20.8/26**
- C. Encourage **28.8/36**
- D. Strongly Encourage **23.2/29**
- E. Neutral **14.4/18**

BUSINESS & EMPLOYMENT

Please circle your responses to the following questions.

15. What types of new development do you believe would be best for your community?

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
A. Large scale Industrial Development – Over 250 employees (manufacturer, processing plants, mining, distribution centers, etc.)	15.6/19	20.5/25	38.5/47	19.7/24	5.7/7
B. Moderate Scale Industrial Development – Between 51 and 249 employees (manufacturer, mining, processing plants, distribution centers, etc.)	7.1/9	11.9/15	23.0/29	48.4/61	9.5/12
C. Small Scale Industrial Development – Less than 50 employees (manufacturer, processing plants, distribution centers)	2.3/3	4.7/6	17.1/22	60.5/78	15.5/20
D. Service Development (contractors, insurance, attorneys, etc.)	4.7/6	7.0/9	50.0/64	34.4/44	3.9/5
E. Tourism Development (recreational opportunities, lodging, restaurants, specialty shops, etc.)	7.0/9	12.4/16	38.8/50	34.9/45	7.0/9
F. Small Scale Agricultural Develop. (less than 100 head of cattle)	1.5/2	8.5/11	36.9/48	36.9/48	16.2/21
G. Moderate Scale Agricultural Develop. (101-500 head of cattle)	12.5/16	18.0/23	35.2/45	28.9/37	5.5/7
H. Large Scale Agricultural Develop. (more than 500 head of cattle)	31.5/40	22.0/28	33.9/43	6.3/8	6.3/8
I. Small Scale Retail Development – smaller retail shops (restaurants, apparel shops, grocery stores, general merchandise, hardware stores, etc.)	2.3/3	2.3/3	24.8/32	51.2/66	19.4/25
J. Large Scale Retail Development – larger retailers (i.e., discount stores, building & supply, grocery chains)	7.6/10	16.7/22	45.5/60	22.7/30	7.6/10
K. Redevelopment in the Village of Lena’s downtown	1.5/2	2.3/3	38.9/51	39.7/52	17.6/23
L. No New Development	38.1/48	21.4/27	35.7/45	3.2/4	1.6/2

PLANNING AND ZONING

Please circle your responses to the following questions.

16. Are you aware of Wisconsin’s “Smart Growth” or Comprehensive Planning Law?

A. Yes **30.3/40** B. No **69.7/92**

17. Would you attend meetings to participate in planning activities for your community and learn about Comprehensive “Smart Growth” Planning ?

A. Yes **47.2/59** B. No **52.8/66**

18. Land use should be governed by Local Ordinances?

A. Strongly Disagree **10.2/18** C. Neutral **18.0/11** E. Strongly Agree **27.3/35**
 B. Disagree **8.6/13** D. Agree **35.9/46**

19. It is important for residents to plan for the future of their community?

A. Strongly Disagree **2.3/3** C. Neutral **7.8/10** E. Strongly Agree **44.5/57**
 B. Disagree **0.8/1** D. Agree **44.5/57**

20. Municipalities can put restrictions on new development*, such as zoning, historic preservation and design guidelines. Please indicate the level of restriction you feel should be placed on each of the following areas:

	Low	Low to Moderate	Moderate	Moderate To High	High
A. Housing Location	10.8/14	16.2/21	44.6/58	20.8/27	7.7/10
B. Subdivision Development	8.4/11	10.7/14	38.2/50	25/.2/33	17.6/23
C. Manufacturing Plant Location	6.9/9	6.1/8	33.6/44	32.8/43	20.6/27
D. Location of Retail Enterprises	2.4/3	11.8/15	48.8/62	27.6/35	9.4/12
E. Location of Campgrounds & RV Parks	7.8/10	11.6/15	34.1/44	31.8/41	14.7/19
F. Location of Large Scale Farms	13.1/17	6.2/8	23.1/30	21.5/28	36.2/47
G. Development of Agricultural Land	14.0/18	10.1/13	37.2/48	23.3/30	15.5/20
H. Development of Forest Land	10.8/14	9.2/12	33.8/44	24.6/32	21.5/28
I. Where Mobile Homes Can Be Located	10.0/13	10.0/13	16.2/21	23.8/31	40.0/52
J. Waterfront Development	10.9/14	5.4/7	36.4/47	19.4/25	27.9/36

*Note: “Development” means converting a particular type of land for a specific purpose (i.e., forest land developed for residential or commercial use).

21. Stricter protection of our natural resources (groundwater, wetlands, wildlife areas, river/lakefronts is necessary.
 A. Strongly Disagree **3.9/5** B. Disagree **12.4/16** C. Neutral **20.2/26** D. Agree **34.9/45** E. Strongly Agree **28.7/37**
22. A farmer's right to farm is important and should be protected.
 A. Strongly Disagree **1.5/2** B. Disagree **3.8/5** C. Neutral **13.1/17** D. Agree **36.2/47** E. Strongly Agree **45.4/59**
23. Expansions of dairy herds/farms is a growing trend. What position on this issue, if any, do you feel your community should take?
 A. Generally favor expansions **37.8/48** B. Oppose expansions **20.5/26** C. Take no position and not get involved **12.6/16**
 D. Not Sure **22.8/29** E. Comment/Other **8 comments**
24. What minimum lot size would you like to see for future residential development in your community?
 A. Less than one acre **22.0/27** B. One Acre **26.0/32** C. One and a half acres **8.1/10**
 D. Two acres **16.3/20** E. Two and a half acres **4.1/5** F. Three acres **1.6/2**
 G. Five acres **13.0/16** H. Other **11 comments**
25. Do you have a concern with additional billboards in your community?
 A. Yes **50.8/65** B. No **49.2/63**
26. Should your community consider sharing services with surrounding communities if it would save money and/or make management of your community more efficient?
 A. Yes **90.8/118** B. No **9.2/12**
27. Thinking of a future vision for your community in the year 2025, what would be your preference for development?
 A. No new development **3.1/4**
 B. Some new, but more controlled development **84.5/109**
 C. Unrestricted development **12.4/16**

CITIZEN PARTICIPATION

Please circle your response to the following question.

28. The Town and Village of Lena will soon be undertaking development of **State Mandated** Comprehensive Plans in conformance with Wisconsin's Comprehensive Planning Law (Ch. 66.1001 *Wis. Stats.*). As part of the planning process, the Town and Village Plan Commissions want to ensure that all residents, landowners and businesses in the Town and Village are kept fully informed about the plan's progress.

How would you prefer to be notified of upcoming meetings, informational sessions and activities?

- A. Oconto County Reporter **27.9/12** E. Post Notices in Bank and Post Office **37.2/16**
 B. Oconto County Times Herald **18.6/8** F. Peshtigo Times **14.0/24**
 C. Posted Notices at Town and/or Village Hall **2.3/1** G. Other - Suggestions **_____**
 D. Marinette Eagle Herald **0.0/0**

PLANNING FOR THE FUTURE

Please circle your responses to the following questions.

29. When your community has to make decisions about planning for the future, it should carefully consider:

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
A. Attracting good paying jobs	2.3/3	0.8/1	12.5/16	59.4/76	25.0/32
B. Protecting groundwater	1.6/2	0.8/1	11.7/15	53.9/69	32.0/41
C. Protecting rivers/streams	1.6/2	0.0/0	13.3/17	50.0/64	35.2/45
D. Protecting private property rights	2.3/3	0.0/0	8.5/11	53.5/69	35.7/46
E. Attracting new home construction	6.3/8	7.8/10	33.6/43	36.7/47	15.6/20
F. Increasing sport and recreational opportunities	3.9/5	6.3/8	37.0/47	40.2/51	12.6/16
G. Preserving/rehabilitating old or historic sites/buildings	3.9/5	7.8/10	31.3/40	45.3/58	11.7/15
H. Protecting agricultural land	1.6/2	6.2/8	17.1/22	48.8/63	26.4/34
I. Protecting wetlands	3.8/5	6.9/9	25.4/33	41.5/54	22.3/29
J. Protecting woodlands	2.3/3	4.7/6	15.6/20	52.3/67	25.0/32
K. Community participation in land use planning and decision-making	3.1/4	3.8/5	19.2/25	48.5/63	25.4/33
L. Attractiveness of the community to visitors	0.0/0	5.6/7	16.7/21	51.6/65	26.2/33

QUES. 29M & 29N ARE FOR TOWN RESIDENTS / PROPERTY OWNERS ONLY

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
M. Development of a sewer system	18.9/18	28.4/27	27.4/26	16.8/16	8.4/8
N. Development of a community water supply	20.2/19	24.5/23	35.1/33	11.7/11	8.5/8

30. Please look at the issues listed above in question 29 A through N. Please indicate which are the three most important issues by circling the letter which corresponds to the issue above.

- A. **MOST IMPORTANT ISSUE** A 34% B18% C D E F G H12% I J K L M N
- B. **SECOND MOST IMPORTANT ISSUE** A 12% B14% C D18% E F G H I J K L M N
- C. **THIRD MOST IMPORTANT ISSUE** A B C D16% E F G H12% I J K13% L M N

31. Villages and towns occasionally disagree about annexation actions (actions which expand the village boundaries). Some communities have reduced their level of conflict regarding these actions by developing “boundary agreements” to establish their future borders. Boundary agreements can also define the level of services that each community will provide to the other over a set period of time.

Should the Town and Village of Lena consider developing a boundary agreement?

- A. Yes **50.8/63** B. No **12.1/15** C. No Opinion **37.1/46**

Comments:

BACKGROUND QUESTIONS

Please circle your responses to the following questions.

- 32. What is your age?
A. Under 18 **0.0/0** B. 18 to 24 **0.8/1** C. 25 to 34 **7.2/9**
D. 35 to 44 **13.6/17** E. 45 to 54 **28.0/35** F. 55 to 64 **24.0/30**
G. 65+ **26.4/33**

- 33. The person filling out this survey is
A. Male **66.9/79** B. Female **33.1/39**

- 34. How many years have you been a primary resident of the Town or Village of Lena?
A. less than 3 yrs **4.2/5** B. 3-5 yrs **4.2/5** C. 6-10 yrs **4.2/5**
D. 11-20 yrs **6.7/8** E. 20+ yrs **80.8/97**

- 35. How many years have you been a property owner in the Town or Village of Lena?
A. less than 3 years **5.6/7** D. 1-20 years **11.9/15**
B. 3-5 years **7.1/9** E. more than 20 years
C. 6-10 years **13.5/17** **61.9/78**

- 36. Which describes your employment status? resident of the Town or Village of Lena?
A. Employed **58.7/71** B. Retired **26.4/32**
C. Other **14.9/18**_____

- 37. If you are employed, in which employment category are you employed?
A. Agriculture/forestry/fishing **16.3/14**
B. Mining **0.0/0**
C. Finance/insurance/real estate **3.5/3**
D. Construction **7.0/6**
E. Retail Trade **4.7/4**

F. Transportation/public utilities **4.7/4**
G. Wholesale Trade **1.2/1**
H. Self-employed/type **17.4/15**_____
I. Manufacturing **18.6/16**
J. Education **8.1/7**
K. Government **4.7/4**
L. Services **3.5/3**
M. Hospitality (bar, motel, restaurant, casino) **2.3/2**
N. Other **8.1/7**_____

If you have comments or suggestions about the planning program, please mention them below. **All replies will remain anonymous.**

VOLUME I - APPENDIX C
NOMINAL GROUP RESULTS

**TOWN OF LENA
NOMINAL GROUP RESULTS
8/1/07**

Five members of the Plan Commission participated in a Nominal Group Exercise to identify those issues most important for the town to address in the next several years. Each of their responses is listed below. Each member was given three votes and asked to vote and prioritize the issues. The top issues are listed below.

TOP 5 ISSUES

- Clustering + Lot Size Limits with Green Space to Maintain a Sense of Community
- Agricultural Operation Buffer Zone
- Farmers’ Right to Farm
- Commercial and Industrial Development along Corridor
- Utilization of Natural Resources for Recreation-Trail System (Hiking/Biking)

Score	Issue
3	Clustering + Lot Size Limits with Green Space to Maintain a Sense of Community
3	Agricultural Operation Buffer Zone
2	Farmers’ Right to Farm
2	Commercial and Industrial Development along Corridor
2	Utilization of Natural Resources for Recreation-Trail System (Hiking/Biking)
1	Consistent Billboard Regulations
1	Aggressive Government Leadership to Attract Business
	Fewer but Larger Farms
	Residential Development Near or Within Village of Lena
	Increasing Growth in Aging Population
	Cooperate with Village to Recruit Families
	Public Pool
	Promote Family Owned Businesses, Green Industry, and Tourism
	More Affordable Housing
	Government Transportation (Buses and Trains)
	Government Buildings
	Maintain and Possibly Upgrade Infrastructure
	Annual Road and Ditch Improvement Program
	Expanded Medical Facilities
	Funded Unfunded Mandates
	No Communications Towers
	Alternative Fuel Operations
	Recycling Center
	No Trailer Parks
	Family Farms that Care About Their Surroundings
	Agriculture Adopting New Technology
	More Government-More Controlling, Less Individual Rights of Property Owners, “Higher” Taxes, More Government Mandates
	Branding Plan
	Historical Buildings Preserved
	Retirement Homes
	Upscale Rental Units
	One Acre Lots

	Residential House not less than 40 Acres from Farm
	Preserve Natural Resources
	Light Industry to Support Local Village and Infrastructure
	Support Only a Well Thought-out Comprehensive Plan
	Avoid Spot Zoning for County Residential

VOLUME I - APPENDIX D
INTERGOVERNMENTAL COOPERATION RESULTS

“Southern Cluster”

Intergovernmental Cooperation Workshop
April 16, 2008, County Courthouse

Land Use Issues and Conflicts/Positive Working Relationships

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

- Major residential development near Suamico/Little Suamico border and impact on transportation
- Commercial development at Brown Road exit
- NIMs compliance to match up with Suamico/Brown County
- Appointed person for economic development meetings
- Meet with adjoining municipality regarding extraterritorial land – initial verbal agreement
- Comprehensive zoning
- Potential conflict of town ordinances with county ordinances
- Subdivision road “connectivity” at edge matching
- Transportation: county/town agreements for road maintenance and snow plowing
- Economic Development: countywide and county funded OCEDC
- Solid waste: recycling county/town cooperation/operation - MAROCO Marinette and Oconto counties
- Extension: sharing of services with Oconto and Marinette
- Potential conflicts: \$, “turf issues”, state and local laws preventing cooperation, politics (sometimes the best political decision is not the best action), time, staff
- Recycling center – shared facilities
- Volunteer fire department, public services (Towns of Lena, Stiles, Spruce, Little River)
- Surrounding agricultural land (possibility of rezoning/annexation)
- Cooperation with Town of Pensaukee & DNR to develop boat launch facility on Pensaukee River
- General cooperative relationship between DNR and Oconto County Forest on resource material and recreation development
- Cooperative agreements between DNR and City of Oconto on management of Oconto Marsh
- Working relationship between WDNR, WDOT and Oconto Airport to deal with security issues
- Increased residential development can negatively impact important environmental features
- Increased recreational demands may lead to conflicts
- This region is extremely important environmentally and future development should be planned with that in mind
- Cooperation with Village of Suamico in providing park facilities
- Mutual aid agreements on wildland fire suppression between WDNR and many town and village fire departments
- Change in political party’s resulting in funding political resolution on path forward
- Better relationship with surrounding communities
- Discussion on mutual issues
- Development of Hwy 141 corridor
- Discussion on subdivisions that could later be annexed
- Sharing fire department , rescue squad, and recycling services
- Discussing concerns on established and possible incoming development
- Preserve farmland with necessary ordinances
- Support summer recreation programs
- Save agriculture farmland
- Shared services (fire)
- Keep water ways free (keep housing off water ways)
- Oconto – Marinette landfill (MAROCO) positive
- Positive: All work together, town and sanitary and planning
- No central government building results in communication barrier. Residents seeking information on planning, information being given, information not properly communicated to town planning

- Enforcement of ordinances and/or conditions on conditional use permits
- Initiatives/incentives for commercial to locate in town but yet, promote preservation of farmland – some type of incentive
- Promote recreational use along shore: swimming, hiking, preserve shoreline, limit development
- Concerned about Abrams and Chase residential development and the pressure it will put on the Town of Morgan’s development in terms of services provided
- Plan to develop with bordering town
- These cluster meetings are good to work together with other towns
- Sharing sanitary district services; Town of Oconto and Pensaukee – lack of number of clients
- Can’t get existing ordinances from our own town board. Lack of technology
- Mutual aid for department is a plus
- Prevent further annexing from village
- Places for rid of hazardous materials
- Fire protection with Little Suamico
- Industrial Parks
- The bordering issues have been working out real well
- We have been hearing from many people about the community ideas and values
- The availability of land in the present time is real tight and hard to get
- The grants for park and rec. are really hard to get. Most of it is based on promises, but not results
- Positive working relationship between the town and the Little Suamico Sanitary District – examples: ongoing communications, coordinated development review process
- Positive working relationship between the town and the Little Suamico Fire Department – examples: shared facilities, cooperative funding
- Mutual aid between area fire departments/districts
- Agreement with County Rescue Services for EMS – long term contract
- Positive working relationships with other southern Oconto County towns – examples: ongoing communication, comprehensive planning
- Positive working relationship with Oconto County – examples: coordinated development review process, road construction and road maintenance services, etc.
- Challenge of zoning ordinance enforcement through Oconto County – county and town both have limited resources
- Lack of capacity in the court system to properly prosecute zoning and other ordinance violations
- Potential for annexation of town land by the Village of Suamico over the long term
- Need for more dynamic county zoning ordinance to meet the town’s site planning and design review needs

Potential Resolutions

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

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

VOLUME I - APPENDIX E
DETAILED LAND USE

2007 TOWN OF LENA DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	
110	Single Family Residential	287.9
111	Single Family Residential Garage	9.3
180	Mobile Homes	36.3
199	Vacant Residence	5.9
200	COMMERCIAL	
210	Retail Sales	30.2
250	Retail Services	3.9
300	INDUSTRIAL	
310	Manufacturing	6.8
360	Extractive	32.4
381	Open Storage	1.7
400	TRANSPORTATION	
410	Roadways	168.8
440	Rail Related	53.5
499	Vacant Transportation	1.2
500	COMMUNICATION/UTILITIES	
552	Natural Gas Substation	0.9
583	Sewage Treatment Plants	4.2
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	
610	Administrative	6.4
691	Churches/Temples/Synagogues	1.1
694	Fraternal Organizations/Clubhouses	4.0
700	OUTDOOR RECREATION	
710	General Recreational	1.9
800	AGRICULTURE/SILVICULTURE	
805	Open Space	119.0
810	Croplands/Pastures	12,249.1
850	Animal Husbandry	5.1
870	Farm Buildings/Accessories	878.5
899	Vacant Agricultural	0.7
900	NATURAL AREAS	
910	Water	3.52
912	Reservoirs and Ponds	22.5
950	Other Natural Areas	879.4
951	Woodlands	6,479.6
TOTAL ACREAGE		21,293.9

VOLUME I - APPENDIX F
GLOSSARY OF TERMS

Planning and Zoning Definitions

- Alley:** a permanently reserved public or private secondary means of access to an abutting property.
- Accessory Structure:** a detached subordinate structure located on the same lot as and incidental to the principal structure.
- Accessory Use:** a use incidental to and on the same lot as a principal use. *See also* “accessory structure” and “principal building”.
- Acre:** a unit of area used in land measurement and equal to 43,560 square feet. This is approximately equivalent to 4,840 square yards, 160 square rods, 0.405 hectares, and 4,047 square meters.
- Adaptive Reuse:** the conversion of obsolescent or historic buildings from their original or most recent use to a new use.
- Adequate Public Facilities Ordinance (APFO):** an ordinance that ties development approvals to the availability and adequacy of public facilities. Adequate public facilities are those facilities relating to roads, sewer systems, schools, and water supply and distribution systems.
- Administrative Appeal (Appeal):** a quasi- judicial* process before the local zoning board to review a contested ordinance interpretation or an order of an administrative zoning official.
- Adverse Impact:** a negative consequence to the physical, social, or economic environment.
- Aesthetic Zoning:** the regulation of building or site design to achieve a desirable appearance.
- Affordable Housing:** housing that has its mortgage, amortization, taxes, insurance, and condominium and association fees constituting no more than 30% of the gross household income per housing unit. If the unit is rental, then the rent and utilities constitute no more than 30% of the gross household income per rental unit. *See s. COMM 202.01, Wis. Admin. Code.*
- Agriculture:** the use of land for farming, dairying, pasturage, apiculture (bees), aquaculture (fish, mussels), horticulture, floriculture, viticulture (grapes), or animal and poultry husbandry; this includes the necessary accessory uses for packing, treating, or storing the produce from these activities. *See also* ss. 30.40(1) and 91.01(1), *Wis. Stats.*
- Agricultural Conservation Easement:** conservation easements that restrict specifically farmland from development or specified farming practices and give farmers income, property, and estate tax reductions.
- Agricultural Protection Zoning:** a method for protecting agricultural land use by stipulating minimum lot sizes or limitations on non- farm use.
- Air Rights:** the ownership or control of all land, property, and that area of space at and above it at a height that is reasonably necessary or legally required for the full use over the ground surface of land used for railroad or expressway purposes.
- Amendment:** a local legislative act changing a zoning ordinance to make alterations, to correct errors, or to clarify the zoning ordinance. A class 2 notice must be published and a public hearing must be held before a county board may adopt a proposed amendment. *See s. 59.69, Wis. Stats.*
- Amenities:** features that add to the attractive appearance of a development, such as underground utilities, buffer zones, or landscaping.
- Americans with Disabilities Act (ADA):** a congressional law passed in 1990, which provides a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities as well as clear, strong, consistent, enforceable standards addressing discrimination against individuals with disabilities.
- Amortization:** a method of eliminating nonconforming uses (usually minor structures) by requiring the termination of the nonconforming use after a specified period of time, which is generally based on the rate of economic depreciation of the use or structure.
- Annexation:** the process of incorporating an area of land in a township into a municipality. *See* ch. 66, subch. II, *Wis. Stats.*
- Appellate Body:** a body authorized to review the judgments made by administrative officers. For example, a board of adjustment hears appeals of the decisions of a county zoning administrator.
- Aquatic and Terrestrial Resources Inventory (ATRI):** a public and private partnership to gather, link, and make available data used for decisions affecting Wisconsin’s landscape; a systematic and comprehensive information management system developed by the Wisconsin DNR to improve environmental and resource management decisions.
- Aquifer:** a geologic formation, usually comprised of saturated sands, gravel, and cavernous and vesicular rock, that carries water in sufficient quantity for drinking and other uses.
- Aquifer Recharge Area:** the surface area through which precipitation passes to replenish subsurface water bearing strata of permeable rock, gravel, or sand.
- Architectural Control/ Review:** regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the historic character or general style of surrounding areas.
- Area Variance (Variance):** the relaxation of a dimensional standard in a zoning ordinance decided by a local zoning board. *See* ss.59.69, 60.61, 60.62 and 62.23, *Wis. Stats.*
- Arterial:** a major street, which is normally controlled by traffic signs and signals, carrying a large volume of through traffic.
- Bargain Sale:** the sale of land (to a conservation organization, for example) at less than market value.
- Base Flood:** a flood that has a one percent chance of being equaled or exceeded in any give year, commonly called a 100- year flood. *See also* “floodplain”.

- Benchmark:** a performance- monitoring standard that allows a local government to periodically measure the progress of a local comprehensive plan’s goals and policies; also, a fixed and recorded elevation point from which another, relative elevation can be surveyed.
- Berm:** A low earthen ridge constructed as a landscaping feature or to direct runoff or deflect noise.
- Best Management Practices (BMPs):** the conservation measures and management practices intended to lessen or avoid a development’s impact on surrounding land and water.
- Billboard:** a sign that identifies or communicates a message related to an activity conducted, a service rendered, or a commodity sold at a location other than where the sign is located.
- Block:** a unit of land or contiguous lots or parcels bounded by a roadway or other barrier.
- Board of Appeals/ Board of Adjustment (BOA):** a board of appointed individuals that hears appeals on variances and exceptions. Board of Appeals applies to cities, villages, and towns, whereas Board of Adjustment applies to counties.
- Brownfields:** lands contaminated by spills or leaks and that are perceived to be unsuitable for future development due to its hazardous nature or owner liability concerns.
- Buffer Area:** an area separating two incompatible types of development or a development and sensitive natural resources.
- Build Out:** the maximum, theoretical development of land as permitted under zoning regulations.
- Build Out Analysis:** a projection, based on the maximum, theoretical development of all lands, of the impact of a community’s cumulative growth.
- Building Coverage:** *See “lot coverage”.*
- Building Line:** the line parallel to the street line that passes through the point of the principal building nearest the front lot line.
- Building Scale:** the relationship between the volume of a building and its surroundings, including the width of street, amount of open space, and volume of surrounding buildings. Volume is determined by the three- dimensional bulk (height, width, and depth) of a structure.
- Bulk Regulations:** standards that establish the maximum size of structures on a lot and the location where a building can be, including coverage, setbacks, height, impervious surface ratio, floor area ratio, and yard requirements.
- Bundle of Rights Concept of Property:** *See “rights”.*
- Business Improvement Districts (BID):** an area within a municipality consisting of contiguous parcels subject to general real- estate taxes other than railroad rights- of-way and that may include railroad rights- of- way, rivers, or highways continuously bounded by the parcels on at least one side. *See s. 66.1109(1)(b), Wis. Stats.*
- Business Incubator:** retail or industrial space, which may offer shared or subsidized management support such as information and advice on regulations, advertising, promotion, marketing, inventory, labor relations, and finances and facility support such as clerical staff, security, electronic equipment, and building maintenance that is affordable to new, low profit- margin businesses.
- By Right:** a use that complies with all zoning regulations and other applicable ordinances and that is permitted without the consent of a review board.
- Capital Improvement:** a physical asset that is large in scale or high in cost.
- Capital Improvements Plan/ Capital Improvements Program (CIP):** a city’s or county’s proposal of all future development projects and their respective cost estimates listed according to priority.
- Capital Improvement Programming/ Capital Improvement Planning:** the scheduling of budgetary expenditures for infrastructure to guide and pace development.
- Carrying Capacity Analysis:** an assessment of a natural resource’s or system’s ability to accommodate development or use without significant degradation.
- Census:** The census of population and housing, taken by the U.S. Census Bureau in years ending in 0 (zero). Article I of the Constitution requires that a census be taken every ten years for the purpose of reapportioning the U.S. House of Representatives.
- Census Tract:** a relatively permanent county subdivision delineated to present census data.
- Central Business District (CBD):** the primary, downtown commercial center of a city.
- Certificate of Appropriateness:** a permit issued by a historic preservation review board* approving the demolition, relocation, or new construction in a historic district.
- Certificate of Compliance:** an official document declaring that a structure or use complies with permit specifications, building codes, or zoning ordinances.
- Cesspool:** a buried chamber such as a metal tank, perforated concrete vault, or covered excavation that receives wastewater or sanitary sewage to be collected or discharged to the surrounding soil.
- City:** an incorporated municipality. Cities are divided into the four following classes for administration and the exercise of corporate powers:
- a) Cities of 150,000 population and over- 1st class cities
 - b) Cities of 39,000 and less than 150,000 population- 2nd class cities.

c) Cities of 10,000 and less than 39,000 population- 3rd class cities.

d) Cities of less than 10,000 population- 4th class cities.

See ch. 62, *Wis. Stats.*

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

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

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

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

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

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

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

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

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

Community of Place: See “sense of place”.

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

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

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

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

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

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

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

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

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

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

Conservation Easement: a recorded legal agreement between a landowner and a qualified conservation agency that transfers development rights from the owner to the agency to protect natural or historic features. See s. 700.40, *Wis. Stats.*

Conservation Reserve Program: a federal Department of Agriculture program that pays farmers to convert ‘erodible’ cropland into vegetative cover.

Consolidated Metropolitan Statistical Area (CMSA): a statistical area defined by the U.S. Census; a large metropolitan statistical area with a population of one million or more that includes one or more primary metropolitan statistical areas (PMSA). See also

“metropolitan statistical area” and “primary metropolitan statistical area” in this category.

Contested Case: a hearing similar to a court proceeding where parties have a right to review and object to evidence and cross-examine witnesses who testify.

Contiguous Properties: properties sharing a property line.

Cooperative Agreement: an agreement between two or more organizations to share in the financing or managing of a property, providing of services, or some other joint venture. *Also see* ss. 66.0307, 150.84, and 299.80, *Wis. Stats. for specific examples of authorized agreements* .

County: a political subdivision of the state. Counties are delineated in ch. 2, *Wis. Stats.* Wisconsin has 72 counties. *See* ch. 59, *Wis. Stats.*

cul de sac : a circular end to a local street [*French* , “bottom of the bag”]

Dedication: the transfer of property from private to public ownership.

Deed Restriction: a limitation, which is recorded with the county register of deeds and to which subsequent owners are bound, on development, maintenance, or use of a property.

Design Guideline: an activity standard that preserves the historic or architectural character of a site or building.

Design Review/ Control: an aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development’s impact on a community

Design Standards: criteria requiring specific dimensional standards or construction techniques. *See also* “performance standards”.

Detachment: the transposition of land from a municipality back into a township. *See* s. 66.0227, *Wis. Stats.*

Developer: a person or company that coordinates the ownership, financing, designing, and other activities necessary for the construction of infrastructure or improvements.

Development: an artificial change to real estate, including construction, placement of structures, excavation, grading, and paving.

Development Values: the economic worth of land based upon the fair market price after residential, commercial, or industrial structures have been added.

District: a part, zone, or geographic area within the municipality where certain zoning or development regulations apply.

Down Zoning: a change in zoning classification that permits development that is less dense, intense, or restrictive. *See also* “up zoning”.

Dwelling Unit: the space in a building that comprises the living facilities for one family. *See also* “multifamily,” “single-family attached,” and “single-family detached dwelling”.

Easement: written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose. *See also* “conservation easement”.

Ecological Impact: a change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.

Economic Unit: units of land that, although they may be separated from one another physically, are considered one economically.

Eminent Domain: the right of a government unit to take private property for public use with appropriate compensation to the owner. *See* ch. 32, *Wis. Stats.* .

Enabling Act: legislation authorizing a government agency to do something that was previously forbidden. *See also* “takings”.

Enterprise Development Zone: zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is “site specific,” applying to only one business, and is eligible for a maximum of \$3.0 million in tax credits. The department can designate up to 79 zones, which can each exist for up to seven years. The department is allowed to vary zone benefits to encourage projects in areas of high distress. *See* s.560.70, *Wis. Stats.* *See also* “community development zone”.

Environmental Corridors: linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.

Environmental Impact Ordinance: a local legislative act requiring an assessment of the potential harmful environmental effects of a pending development so that steps to prevent damage can be taken.

Environmental Impact Report (EIR): a report that assesses an area’s environmental characteristics and then determines the impact that a proposed development will have.

Environmental Impact Statement (EIS): a statement prepared under the National Environmental Policy Act (NEPA) or Wisconsin Environmental Policy Act (WEPA) predicting the impacts a proposed government action is likely to have on the environment and describing the affected environment and the alternative actions considered. *See* s.1.11, *Wis. Stats.*, P.L.91- 190, 42 USC 4331, NR 150, *Wis. Admin. Code.*

Environmental Nodes: discrete, inherently non-linear areas of natural resources that are sometimes isolated from areas with similar resource features. Planning objectives often include linking environmental nodes.

Environmentally Sensitive Areas: areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and

natural plant and animal habitats that are easily disturbed by development.

Esplanade: waterfront area intended for public use.

Estate Management Strategies: strategies enacted during a landowner’s lifetime or upon her death to help preserve family lands and farms.

Ex parte Contact: communication, which is normally prohibited, with a decision maker in a quasi- judicial proceeding, which is not part of a public hearing or the official record in a matter.

Exactions: compensation, which may take the form of facilities, land, or an actual dollar amount, that a community requires from a developer as condition of the approval of a proposed development project. Exactions may be incorporated into the community’s zoning code or negotiated on a project- by- project basis; but, they must reflect the type and extent of the expected adverse impacts of the development.

Executive Session: See “closed session”.

Extraterritorial Zoning: a local government’s authority to zone areas outside its boundaries. Under Wisconsin law, the extraterritorial zone for 1st, 2nd, and 3rd class cities extends 3 miles beyond the corporate limits. The limit extends 1½ miles beyond the municipal boundary for 4th class cities and villages. See s.62.23(7a), Wis. Stats .

Exurban Area: the area beyond a city’s suburbs.

Fee Simple Acquisition: the purchase of property via cash payment.

Fee Simple Interest in Property: absolute ownership of and with unrestricted rights of disposition to land. This describes the possession of all rights to property except those reserved to the state. See “rights”.

Fiscal Impact Analysis: the projection of the costs and benefits of additional or new facilities, rentals, or remodeling of existing facilities, including data relative to increased instructional, administrative, maintenance, and energy costs and costs for new or replacement equipment.

Fiscal Impact Report: a report projecting the costs and revenues that will result from a proposed development.

Floating Zone: an unmapped zoning district that is described in ordinance and on the zoning map only when an application for development is approved.

Floodplains: land that has been or may be covered by flood water during a ‘regional flood’ as is defined in NR 116, Wis. Adm. Code. The floodplain includes the floodway and floodfringe, and is commonly referred to as the 100- year floodplain.

- *Floodfringe:* that portion outside of the floodway covered by water during a regional flood.

This term is generally associated with standing water, but may under local floodplain zoning ordinances, be developed for specified purposes if development is protected from flooding.

- *Floodway:* the channel of a river or stream and those portions of the floodplain adjoining the channel required to discharge a regional flood.

This term is generally associated with flowing water and is required by local floodplain zoning ordinances to remain undeveloped and free of obstructions. See also “base flood”.

Forest Crop Law: a program enacted in 1927 that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to make an acreage share payment or a state contribution. Under the program, land is taxed at a constant annual rate while its timber is taxed after harvest. Entries into the FCL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. See ch. 70, Wis. Stats .

Front Lot Line: the lot line separating an interior lot from the street, or the shortest lot line of a corner lot to a street.

Gentrification: the resettlement of low and moderate- income urban neighborhoods by middle and high- income professionals.

Geographic Information System (GIS): computer technology, tools, databases, and applications that provide spatial (geographic) data management, analysis, and mapping capabilities to support policy evaluation, decision- making, and program operations.

Geologic Review: an analysis of geologic features on a site, including hazards such as seismic hazards, surface ruptures, liquefaction, landslides, mud slides, erosion, and sedimentation.

Gift Credit: a dollar or in- kind matching amount (labor, supplies, land donation, etc.) required to secure funds for a development.

Global Positioning System (GPS): a computerized tool for determining longitudinal and latitudinal coordinates through the use of multiple orbiting satellites.

Green Spaces: See “open spaces”.

Group Quarters: The group quarters population includes all people not living in households. Two general categories of people in group quarters are recognized: (1) the institutionalized population and (2) the noninstitutionalized population.

Growth Management: the pacing of the rate or controlling of the location of development via law enactment to manage a community’s growth.

Growth Trend Series: In a growth series, the starting value is multiplied by the step value to get the next value in the series. The resulting product and each subsequent product is then multiplied by the step value.

Hamlet: a predominantly rural, residential settlement that compactly accommodates development.

- Hamlet Lot:** a small residential lot in a contiguous group with adjacent and fronting lots oriented toward each other in some ordered geometric way and forming a boundary with the surrounding countryside.
- Hazardous Substance:** any substance or combination of substances, including solid, semisolid, liquid or gaseous wastes, which may cause or significantly contribute to an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or which may pose a substantial present or potential hazard to human health or the environment because of its quantity, concentration, or physical, chemical, or infectious characteristics. This term includes irritants, strong sensitizers, explosives, and substances that are toxic, corrosive, or flammable. *See s.292.01(5), Wis. Stats.*
- Heavy Industry:** the basic processing and manufacturing of products from raw materials; or, a use engaged in the storage or manufacturing processes using flammable or explosive materials or those that potentially involve offensive conditions. *See also “light industry”.*
- Highly Erodible Soils:** soils highly susceptible to erosion as determined by an equation that considers soil type, slope, and amount of rainfall but does not consider current land management or vegetative cover. These soils are often identified in county soil survey books.
- Historic Area:** an area designated by an authority, having buildings or places that are important because of their historical architecture or relationship to a related park or square or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.
- Historic Preservation:** the research, protection, restoration, and rehabilitation of historic properties.
- Historic Property:** a building, structure, object, district, area, or site, whether on or beneath the surface of land or water, that is significant in the history, prehistory, architecture, archaeology, or culture of Wisconsin, its rural and urban communities, or the nation. *See s.44.31(3), Wis. Stats. See s.13.48(1m)(a), Wis. Stats .*
- Homeowner’s Association:** a nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.
- Home Rule:** constitutional provisions in some states that give local units of government substantial autonomy. Wisconsin is a “strong” home rule state.
- Incorporation:** orderly and uniform development of territory from town to incorporated status. *See ch. 66, subch. II, Wis. Stats.*
- Impact Fees:** cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community’s costs resulting from a development. *See s. 66.0617, Wis. Stats.*
- Impervious Surface:** a ground cover such as cement, asphalt, or packed clay or rock through which water cannot penetrate; this leads to increases in the amount and velocity of runoff and corresponds to increases in soil erosion and nutrient transport.
- Improvements:** the actions taken to prepare land, including clearing, building infrastructure such as roads and waterlines, constructing homes or buildings, and adding amenities.
- Incentive Zoning:** the granting of additional development possibilities to a developer because of the developer’s provision of a public benefit.
- Industrial District:** a district designated as manufacturing, research and development, or industrial park.
- Infill:** the development of the last remaining lots in an existing developed area, the new development within an area already served by existing infrastructure and services, or the reuse of already developed, but vacant properties. *See also “redevelopment”.*
- Infrastructure:** public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, and other public services.
- Installment Sale:** a real estate transaction in which the landowner and the recipient negotiate terms for the property to be transferred over an extended period of time rather than all at once.
- Institutionalized Population:** The institutionalized population includes people under formally authorized, supervised care or custody in institutions at the time of enumeration; such as correctional institutions, nursing homes, and juvenile institutions.
- Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA):** a federal transportation act that authorized the first 23 “high priority corridors” of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.
- Intelligent Transportation System (ITS):** a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.
- Interim Zone of Influence:** a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.
- Interim Zone/ Development Controls:** *See “moratorium”.*
- Judicial Appeal:** the review of a local zoning decision by the state judicial system.
- Land:** soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.
- Land Banking:** the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.
- Land Exchange:** a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.

- Land use Intensity System (LUI):** a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.
- Land use Inventory:** a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.
- Land use Plan:** the element of a comprehensive plan that designates and justifies the future use or reuse of land. See s.66.1001, *Wis. Stats.*
- Landfill:** a disposal facility for solid wastes. *See* ch.289, *Wis. Stats.*
- Land Trust:** a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.
- Large- Lot Zoning:** a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.
- Leapfrog Development:** new development separated from existing development by substantial vacant land.
- Leaseback:** *See* “purchase/ leaseback”.
- Level of Service (LOS):** a measurement of the quantity and quality of public facilities.
- Light Industry:** the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. *See also* “heavy industry”.
- Limited Development:** the development of one portion of a property to finance the protection of another portion.
- Linear Trend Series:** In a linear series, the step value, or the difference between the first and next value in the series, is added to the starting value and then added to each subsequent value.
- Lot:** a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. *See also* “through lot”.
- Lot Area:** the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.
- Lot Averaging:** the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.
- Lot-by- Lot Development:** a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.
- Lot Coverage:** the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.
- Lot Depth:** the average horizontal distance between the front and rear lot lines.
- Lot Line:** the property lines at the perimeter of a lot.
- Lot Width:** the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.
- LULU:** a locally unwanted land use. *See also* “NIMBY,” “NIABY,” and “NIMTOO”.
- Main Street Program:** a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.
- Managed Forest Law:** a law enacted in 1985, replacing the Forest Crop Law and Woodland Tax Law, that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to pay an annual acreage payment, a state contribution, a yield tax, or a withdrawal penalty. Landowners have the option to choose a 25 or 50 year contract period. Enrollment is open to all private landowners owning ten or more acres of woodlands. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law (FCL), Woodland Tax Law (WTL), and Managed Forest Law (MFL). *See* ch. 70, *Wis. Stats.*
- Manufactured Housing:** a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See* 42 USC 5401 to 5425 and ch.409, *Wis. Stats.*
- Map:** a drawing or other representation that portrays the spatial distribution of the geographic, topographic, or other physical features of an area.
- Median age:** The midpoint age that separates the younger half of a population from the older half.
- Metropolitan Statistical Area (MSA):** a statistical area defined by the U.S. Census; a freestanding metropolitan area (i.e. an area with a minimum population of 50,000 and adjacent communities with a high degree of economic and social integration) or a Census Bureau defined urbanized area with a population or 100,000 or greater (75,000 in New England), not closely associated with other metropolitan areas. Nonmetropolitan counties surround these areas typically. *See also* “consolidated metropolitan statistical area” and “primary metropolitan statistical area”.

- Mini- Lot Development:** a development containing lots that do not meet the minimum size or other requirements.
- Mitigation:** the process of compensating for the damages or adverse impacts of a development.
- Mitigation Plan:** imposed development conditions intended to compensate for the adverse impacts of the development.
- Mixed- Use Development:** a development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.
- Modernization:** the upgrading of existing facilities to increase the input or output, update technology, or lower the unit cost of the operation.
- Moratorium:** a temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.
- Multifamily Dwelling:** a building or portion occupied by three or more families living independently of each other.
- Multimodal Transportation:** an integrated network of various transportation modes, including pedestrian, bicycle, automobile, mass transit, railroads, harbors, and airports.
- Municipality:** a city, village, town, or other unit of local government. The application of this term varies and it often has specific legal meanings.
- National Environmental Policy Act (NEPA):** a congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision- making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law. The act also established the Council on Environmental Quality. *See* P.L. 91- 190, 42 U.S.C. 4321- 4347. *See also* “*environmental impact statement*” and “*Wisconsin Environmental Policy Act (WEPA)*”.
- National Register of Historic Places in Wisconsin:** places in Wisconsin that are listed on the national register of historic places maintained by the U.S. Department of the Interior, National Park Service.
- Neighborhood Plan:** a plan that provides specific design or property- use regulations in a particular neighborhood or district.
- Neighborhood Unit:** the model for American suburban development after World War II based around the elementary school with other community facilities located at its center and arterial streets at its perimeter.
- Neotraditional Development:** a land- use approach that promotes neighborhoods with a variety of housing and architectural types, a central gathering point, and interconnecting streets, alleys, and boulevards edged with greenbelts.* *See also* “*New Urbanism*” and “*smart growth*”.
- Net Acre:** an acre of land excluding street rights- of- way* and other publicly dedicated improvements such as parks, open space, and stormwater detention and retention facilities.
- New Urbanism:** an approach to development that includes the reintegration of components such as housing, employment, retail, and public facilities into compact, pedestrian- friendly neighborhoods linked by mass transit. *See also* “*Neotraditional development*” and “*smart growth*”.
- NIABY:** Not in anyone’s backyard. *See also* “*LULU,*” “*NIMBY,*” and “*NIMTOO*”.
- NIMBY:** Not in my backyard. *See also* “*LULU,*” “*NIABY,*” and “*NIMTOO*”.
- NIMTOO:** Not in my term of office. *See also* “*LULU,*” “*NIMBY,*” and “*NIABY*”.
- Nonconforming Activity:** an activity that is not permitted under the zoning regulations or does not conform to off- street parking, loading requirements, or performance standards.
- Nonconforming Building:** any building that does not meet the limitations on building size or location on a lot for its use and district.
- Nonconforming by Dimension:** a building, structure, or parcel of land that is not compliant with the dimensional regulations of the zoning code.
- Nonconforming Lot:** a use or activity which lawfully existed prior to the adoption, revision, or amendment of an ordinance but that fails to conform to the current ordinance.
- Nonconforming Use:** a use (or structure) that lawfully existed prior to the adoption or amendment of an ordinance but that fails to conform to the standards of the current zoning ordinance.
- Noncontributing Building:** a building or structure that does not add to the historic architecture or association or cultural values of the area.
- Noninstitutionalized Population:** The noninstitutionalized population includes all people who live in group quarters other than institutions, such as college dormitories, military quarters, and group homes. Also, included are staff residing at institutional group quarters.
- North American Industry Classification System (NAICS):** a classification system developed by the United States, Canada, and Mexico to provide comparable industrial production statistics collected and published in the three countries. The NAICS replaces the Standard Industrial Classification (SIC) system and provides for increased comparability with the International Standard Industrial Classification (ISIC) system developed and maintained by the United Nations. *See also* “*Standard Industrial Classification (SIC)*”.
- Office Park:** a large tract that has been planned and developed as an integrated facility for a number of separate office buildings and

that considers circulation, parking, utilities, and compatibility.

One-Unit, Attached: This is a 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

One-Unit, Detached: This is a 1-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes or trailers to which one or more permanent rooms have been added or built also are included.

Open Session: a meeting that is in accordance with Wisconsin’s ‘Open Meetings Law.’ *See s.19.85- 19.98, Wis. Stats.*

Open (Green) Spaces: a substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. *See also “common open spaces”.*

Ordinance: a local law; a legislative enactment of a local governing body.

Orthophoto Quad: an aerial photograph that has been adjusted, via the correcting of distortions and inaccuracies due to plane tilt, elevation differences, or the curvature of the earth’s surface, to reflect as accurately as possible the actual topography of the earth’s surface.

Outright Donation: the donation of land to a unit of government or a qualified charitable land conservation management organization.

Outright purchase: the acquisition of land for the benefit of the public.

Overlay Zone: an additional land use or zoning requirement that modifies the basic requirements of the underlying designation.

Parcel: *See “lot”.*

Pedestrian Friendly: a development that is primarily accessible to pedestrians rather than automobiles and with an emphasis on street sidewalks rather than parking.

Performance Standards: general criteria established to limit the impact of land uses or development. *See also “design standards”.*

Pervious Surface: a ground cover through which water can penetrate at a rate comparable to that of water through undisturbed soils.

Planned Unit Development: land under unified control to be developed in a single development or a programmed series of phases.

A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.

Plan Commission: an appointed local government commission authorized to make and adopt a master plan, consistent with s.66.1001, *Wis. Stats.*, for the physical development of the city. *See s.62.23, Wis. Stats.*

Plat: a map of a lot, parcel, subdivision, or development area where the lines of each land division are shown by accurate distances and bearings.

Point System: numerical values assigned to a development’s impacts on a community’s resources.

Political Subdivision: a city, village, town, county, sanitary district, school district, inland lake protection and rehabilitation district, or other special purpose unit of government.

Pre-acquisition: a technique where one organization (usually a private land trust) purchases a property and holds it until another organization (usually a government agency) can allocate the funds to purchase it.

Preservation: leaving a resource undisturbed and free from harm or damage. While ‘preservation’ is often used interchangeably with ‘conservation,’ the latter entails a connotation of prudent resource use.

Primary Metropolitan Statistical Area (PMSA): a statistical area defined by the U.S. Census; an area within a consolidated metropolitan statistical area consisting of a large urbanized county or cluster of counties that demonstrates very strong internal economic and social links, in addition to close ties to other portions of the larger area. *See also “metropolitan statistical area” and “consolidated metropolitan statistical area”.*

Prime Agricultural Land: land determined by local governments to be important for sustaining agricultural operations and that are often protected from conversion to other uses. *See ch.91, Wis. Stats.*

Prime Farmland: farmland classified by the Natural Resources Conservation Service as best for the crop production of row, forage, or fiber because of level topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Ideally, prime farmland allows least cost to both the farmer and the natural resources. *See ch.91, Wis. Stats.*

Principal Building: the building, including all parts connected, where the primary use of the lot is conducted.

Private Road: a way open to traffic, excluding driveways, established as a separate tract for the benefit of adjacent properties.

Privately Owned Waste- Treatment Systems (POWTS): sewage treatment and disposal systems, which are also called on- site sanitary systems, that are not connected to sewer lines or wastewater treatment plants.

Public Dedication: reserving land in a subdivision for public use such as a school or park.

Public Road: public property dedicated and reserved for street traffic.

Purchase of Development Rights (PDR): a public or private government initiative that acquires the development rights of property to limit development and protect natural features or open space. *See also “rights” and “transfer of development rights”.*

Purchase/ Leaseback: an arrangement where a community purchases a natural area and then either leases it back with special lease restrictions or sells it back with deed restrictions designed to protect the natural features of the property.

Quarter, Quarter Zoning: a development standard that limits non-farm development to one house per 40 acres (¼ of ¼ of the original 640- acre section).

Quasi- Judicial Decisions: “resembling a court;” quasi- judicial decision making must follow rules of due process and is midway between legislative and administrative functions. Examples of quasi- judicial decisions include variances, appeals, and conditional- use permits.

Quasi- Public Use/ Facility: a use conducted or a facility owned or operated by a nonprofit or religious institution that provides public services.

Rear- lot Line: a lot line, opposite the front lot line, that generally does not abut a public roadway.

Redevelopment: any proposed replacement of existing development. *See also “infill”.*

Redevelopment Authority: an authority, known as the “redevelopment authority of the city of [city name],” created in every city with a blighted area. This authority, together with all the necessary or incidental powers, is created to carry out blight elimination, slum clearance, and urban renewal programs and projects as set forth in Wisconsin Statutes. *See s.66.1333 (3)(a) 1, Wis. Stats .*

Reforestation: the planting or replanting of forest plants.

Regional Plan: a plan that covers multiple jurisdictions, often within the administrative area of a regional planning commission, and that can be prepared jointly by cooperating municipalities, regional planning commissions, state agencies, or other entities.

Requests for Proposals (RFP): a document describing a project or services and soliciting bids for a consultant’s or contractor’s performance.

Requests for Qualifications (RFQ): a document describing the general projects, services, and related qualifications of bidding consultants or contractors.

Reservation of Site: *See “public dedication”.*

Reserved Life Estate: an arrangement where a landowner sells or donates property to another party (for example, a conservation organization) while retaining the right to lifetime use.

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

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

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

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

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

Owner property rights include:

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

Government property rights include:

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

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

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

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

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

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

Secondary Dwelling Unit: an additional dwelling unit in a freestanding building or above a residential garage and located within or

on the same lot as the principal dwelling unit.

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

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

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

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

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

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

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

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

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

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

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

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

Smart Growth: an approach to land- use planning and growth management that recognizes connections between development and quality of life. The features that distinguish smart growth approaches vary. In general, smart growth invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. In developing areas, the approach is more town-centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial, and retail uses. Smart- growth approaches preserve open space and other environmental amenities. The term is also used to refer to Wisconsin’s comprehensive planning law. See s.66.1001, *Wis. Stats.* See also “*New Urbanism*” and “*Neotraditional development*”.

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

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

Special Exception: See “*conditional use*”.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Tax Increment Financing (TIF): a local governmental financing of private- sector redevelopment, anticipating the additional revenues of the tax increment.* *See* s.66.1105, *Wis. Stats.*

Town: the political unit of government; a body corporate and politic, with those powers granted by law. *See* ch. 60, *Wis. Stats.*

Township: all land areas in a county not incorporated into municipalities (cities and villages).

Tract: an indefinite stretch or bounded piece of land; in subdivisions, a tract is often divided into individual lots.

Traditional Neighborhood: a compact, mixed- use neighborhood where residential, commercial, and civic buildings are within a close proximity. *See also* “Neotraditional development” and “New Urbanism”.

Traffic Calming: the process of increasing pedestrian safety via decreasing automobile speed and volume.

Traffic Impact Analysis: an analysis of the impacts of traffic generated by a development.

Traffic Impact Mitigation Measure: an improvement by a developer intended to reduce the traffic impact created by a development.

Transfer of Development Rights: a technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement. *See also* “rights” and “purchase of development rights”.

Transit- Oriented Development (TOD): moderate or high- density housing concentrated in mixed- use developments* that encourages the use of public transportation.

Transitional Use: a permitted use or structure that inherently acts as a transition or buffer between two or more incompatible uses.

TRANSLINKS 21: a statewide transportation system plan prepared by the Wisconsin Department of Transportation in response to federal and state laws.

Transportation Demand Management (TDM): a strategy that alleviates roadway stress by reducing vehicle density via the increasing of passengers per vehicle.

Transportation enhancements (ISTEA & TEA- 21): funds contributed by the federal highway transportation program to enhance cultural, aesthetic, and environmental aspects of local transportation and transit systems.

Underlying Zoning District: a term referring to a zoning district when it is affected by an overly district.

Undevelopable: an area that cannot be developed due to topographic or geologic soil conditions.

Unified Development Code: the combining of development regulations into a single zoning code.

Universal Transverse Mercator Grid (UTM): a civilian grid system, which uses only numbers and can be handled by digital mapping software and Geographic Information Systems.

Unnecessary Hardship: a unique and extreme inability to conform to zoning ordinance provisions due to physical factors; and, one of three tests a property must meet in order to qualify for a zoning variance.

Up Zoning: changing the zoning designation of an area to allow higher densities or less restrictive use. *See also* “down zoning”.

Urban Area: the area within a municipal boundary that is serviced by infrastructure; an intensively developed area with a relatively

large or dense population.

Urban Forest: all trees and associated vegetation in and around a city, village, or concentrated development.

Urban Growth Area: an area designated for urban development and usually designed to protect open space or resources beyond its boundaries.

Urban Growth Boundary: the perimeter of an urban growth area.

Urban Sprawl: low- density, automobile- dependent, and land- consumptive outward growth of a city; the spread of urban congestion and development into suburban and rural areas adjoining urban areas.

Utility Facilities: any above ground structures or facilities used for production, generation, transmission, delivery, collection, or storage of water, sewage, electricity, gas, oil, or electronic signals.

Variance: a relaxation of dimensional standards by a local zoning board in compliance with statutory criteria. *See s.59.99(7), Wis. Stats.*

Vehicle Miles Traveled (VMT): a measure of automobile and roadway use.

Village: an incorporated area with a population under 5,000. *See ch. 61, Wis. Stats.*

Watershed: the area where precipitation drains to a single body of water such as a river, wetland, or lake.

Wellhead Protection: a plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.

Wetlands Inventory Map: a map of wetlands classified according to their vegetation, hydrology, and types of human influence, developed by the Wisconsin Department of Natural Resources, used to identify wetlands for protection.

Wetlands Reserve Program: a federal program with state partnering to restore the functions and values of wetlands and to preserve riparian areas through conservation easements and wetland reconstruction.

Wildlife Habitat Incentives Program: a program that awards landowners federal cost- sharing funds after the installation of improvements to wildlife or fishery habitat.

Wisconsin Administrative Code (Wis. Admin. Code): a component of state law that is a compilation of the rules made by state agencies having rule- making authority. These rules provide the detailed provisions necessary to implement the general policies of specific state statutes

Wisconsin Environmental Policy Act (WEPA): a state law establishing a state environmental policy. WEPA requires state agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts and alternatives that were considered. Environmental impact statements (EISs) are prepared consistent with this law. *See also “environmental impact statement” and “National Environmental Policy Act (NEPA)”*. *See NR 150, Wis. Admin. Code, and s.1.11, Wis. Stats.*

Wisconsin Initiative for Statewide Cooperation on Landscape Analysis and Data (WISCLAND): a partnership between government agencies, private companies, and nonprofit groups to collect, analyze, and distribute landscape information.

Wisconsin Register of Historic Places: a listing of districts, sites, buildings, structures, and objects that are significant in national, state, or local history, architecture, archaeology, engineering and culture. The Wisconsin register of Historic Places is maintained by the Wisconsin State Historical Society. *See s. 44.36, Wis. Stats.*

Woodland Tax Law: a law enacted in 1954 that extended land eligibility of the Forest Crop Law to owners of small forest parcels. Entries into the WTL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See ch. 70, Wis. Stats.*

Zero Lot Line: the location of a building in such a manner that one or more of its sides rests directly on its lot line.

Zone: an area designated by an ordinance where specified uses are permitted and development standards are required.

Zoning Inspector: an appointed position to administer and enforce zoning regulations and related ordinances.

Zoning Permit: a permit issued by the land- use or zoning administrator authorizing the recipient to use property in accordance with zoning- code requirements.

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

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

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