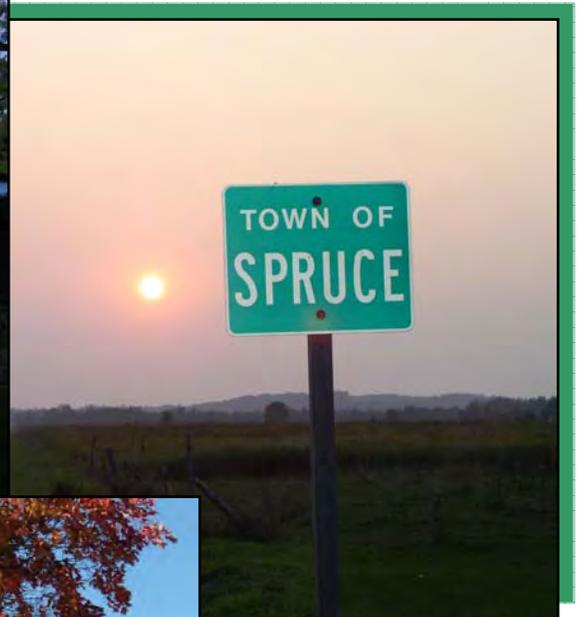
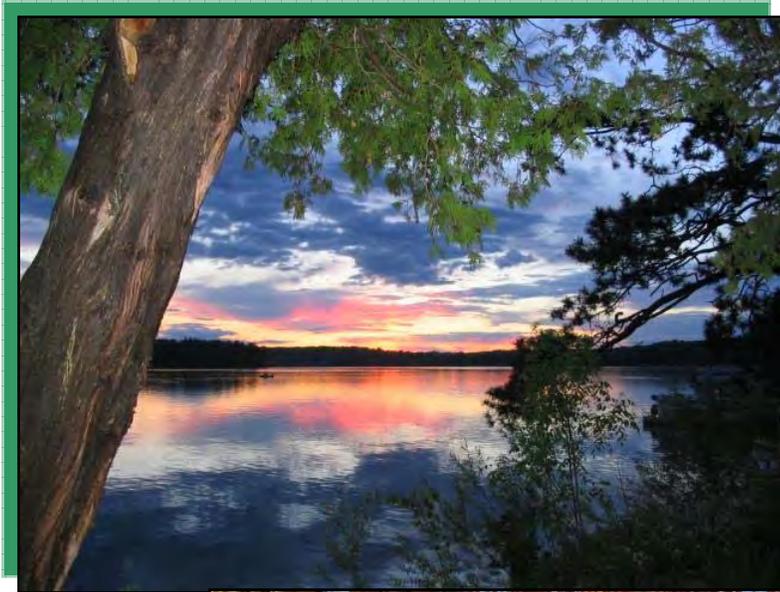


Town of Spruce

Oconto County, Wisconsin

20-Year Comprehensive Plan



Prepared by:
Bay-Lake Regional Planning Commission



TOWN OF SPRUCE OCONTO COUNTY, WISCONSIN

CHAIRPERSON: Terry Brazeau
CLERK: Barb Bagnat
TREASURER: Sally Witt
SUPERVISORS: Jane Hoffman
Annette Behringer

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Jeff Falash
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Cover Photos:

Top Left:
Kelly Lake
by kellylake.net

Bottom:
Spruce School
by Oconto Falls School District



TOWN OF SPRUCE 20-YEAR COMPREHENSIVE PLAN

Prepared by:

Bay-Lake Regional Planning Commission
441 South Jackson Street
Green Bay, WI 54301
(920) 448-2820



August 2008

The preparation of this document was financed through contract #06013-07 between Oconto County, the Town of Spruce, and the Bay-Lake Regional Planning Commission with financial assistance from the Wisconsin Department of Administration, Division of Intergovernmental Relations. Portions of the transportation element of this plan were underwritten by the Commission's Regional Transportation Planning Program which is funded by the Wisconsin Department of Transportation and portions of the economic element were underwritten by the Commission's Economic Development Program which is funded by the Economic Development Administration.

RESOLUTION NO. 2008-01

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

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

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

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

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

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

Dated this 8/12/08 day of Aug, 2008.

Resolution introduced and adoption moved by Keith Shallow.

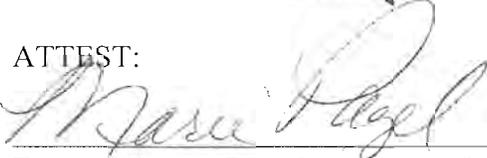
Motion for adoption seconded by Jeff Enright.

Voting Aye: 5 Nay: 0

APPROVED:


Town of Spruce Plan Commission Chair

ATTEST:


Town of Spruce Plan Commission Secretary

TOWN OF SPRUCE
ORDINANCE NO. 1-2008

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

WHEREAS, on June 22, 2006 Oconto County approved a contract with the Bay-Lake Regional Planning Commission to prepare a Multi-Jurisdictional Comprehensive Plan for Oconto County, to include the Town of Spruce, 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 Spruce, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the Town to respond to such comments; and,

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

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

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

WHEREAS, the Town Board of the Town of Spruce, having carefully reviewed the recommendation of the Town Plan Commission, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan elements relating to issues and opportunities, natural, agricultural and cultural resources, population and housing, economic development, transportation, utilities and community facilities, intergovernmental cooperation, land use and implementation, and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the Town of Spruce 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 Spruce, Oconto County, Wisconsin, DOES ORDAIN AS FOLLOWS:

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

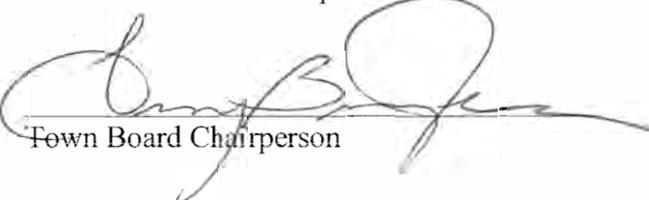
Section 2: The Town Clerk is directed to file a copy of the attached Comprehensive Plan for the Town of Spruce with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Spruce;
2. The Clerk of every local governmental unit that is adjacent to the Town of Spruce;
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 Spruce 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 12 day of August 2008, by a majority vote of the members of the Town Board of the Town of Spruce.


Town Board Chairperson

Attest:


Town Clerk

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Town Plan

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“Town of Spruce is defined by its rural atmosphere and scenic beauty – characterized by numerous agricultural lands, open spaces, Kelly Lake and diverse natural resources.”

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**CHAPTER 1:
INTRODUCTION**

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PURPOSE OF THE COMPREHENSIVE PLAN

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

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

State Planning Legislation

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

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

The comprehensive planning legislation (s.66.1001, Wis. Stats.) further states:

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

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

HOW TO USE THIS PLAN

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

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

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

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

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

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

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

Volume II: County Resources: This volume contains countywide background information and data that served as a basis in the creation of the town’s development strategies and 20-Year General Plan Design.

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

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

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

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

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

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

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

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

PLAN DEVELOPMENT PROCESS

The Town of Spruce was one of sixteen communities to enter into an agreement with Oconto County to develop comprehensive plans utilizing a *three phase* multi-jurisdictional planning process:

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

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

Second Phase: Completion and adoption of the local comprehensive plans

- Commenced work on the 16 local comprehensive plans, including Town of Spruce
- Analyzed Town of Spruce data to identify existing and potential conflicts.
- Developed the town’s vision statement along with the land use goals, objectives, policies and programs by using results from the various issue identification workshops and background data.
- Created a preliminary General Plan Design and recommended land use strategy to guide future growth, development and conservation within the town over the next 20 years.



- Oconto County Planning and OCPAC finalize Volume II: County Resources document.
- Public review and Final Open House conducted to present the Town of Spruce 20-Year *Comprehensive Plan* to the citizens of the community as well as nearby municipalities and government organizations for their feedback. Comments were considered and included in the town's comprehensive plan where appropriate.

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

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

Public Participation Process

Public Participation Plan

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

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

Nominal Group Exercise

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

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

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

Visioning Exercise

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

Intergovernmental Cooperation Workshop

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

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

Open Houses

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

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

VISION STATEMENT

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

“Town of Spruce is defined by its rural atmosphere and scenic beauty – characterized by numerous agricultural lands, open spaces, Kelly Lake and diverse natural resources.”

CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS

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INTRODUCTION

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

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

COMMUNITY INVENTORY

Description of Planning Area

The Town of Spruce is located in the central portion of Oconto County encompassing an area of approximately 36 square miles, or 23,000 acres. The town contains a sizeable amount of agricultural land plus many natural resources, with Kelly Lake being the most prominent feature. **Map 2.1** illustrates the general location of the Town of Spruce in Wisconsin, while **Map 2.2** focuses on the Town of Spruce planning area.

Past Planning Efforts

This will be the first Comprehensive Plan for the Town of Spruce.

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

Community Resources

Natural Resources

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

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

- The bedrock found in the Town of Spruce is comprised mostly of sandstones, which is covered soils consisting of sand, gravel, silt, and clay. The soils in the area may be less than five feet thick in some areas and up to 200 feet in depth above the bedrock.
- The town’s landscape varies from hilly to rolling terrain, with steep slopes existing along the river and stream corridors.

Surface waters are abundant in the northern and central portion of Oconto County and play a significant biological and economic role in the everyday life of residents and visitors.

- Johnson Lake, Kelly Lake, Pete Lake, and Porcupine Lake, along with Daley Creek, Kelly Brook, and North Branch Little River, are the surface water features found in the Town of Spruce. Refer to Chapter 5 and Appendix A of *Volume II: County Resources* for more information on water resources.

- The Town of Spruce contains over 9,000 acres of woodlands. Maintaining/improving wildlife habitat and recreation opportunities, restoration of clean water resources, and erosion prevention are just several of the benefits to preserving the town’s existing woodlands.

Other areas of environmental significance in the town are referred to as “plan determinants.” Plan determinants consist of the following features which are illustrated on **Map 2.3**:

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

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

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

Agricultural Resources

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

Map 2.4 illustrates the location of the prime agricultural soils in the Town of Spruce. More information regarding agricultural resources in the county can be viewed in Chapter 5 of *Volume II: County Resources*.

Cultural Resources

The Town of Spruce contains a number of sites of historic and culture significance to the town.

- *St. Mark's Lutheran Church and Cemetery* dates back to the 1890’s, while *Spruce Elementary School* has been in existence since 1889, which makes it the second oldest continuously operating school in the state. There are also a number of structures within the town that are considered of historic significance dating back to the 1890’s and early 1900’s.
- Bohemian Day Celebration at Kadlec's Park was also an event of cultural and historic significance to the Town of Spruce.

Economic Resources

Being a rural community, the town’s primary economic components consist of its agricultural land and natural resources including, water features, woodlands, open space lands, and recreational resources that bring in tourism and seasonal population monies.

Transportation

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

The Town of Spruce contains approximately 69 miles of roadway. Nearly 40 percent of the town's transportation network is county highways.

Utilities and Community Facilities

An assessment of the town's existing utilities and community facilities is made to determine any current or future issues that may cause potential problems in meeting future development needs. The availability, quality, and level of service of the town's existing utilities and community facilities are all contributing factors to the attractiveness of the community. The following are services provided to the Town of Spruce.

- All of the water used by the Town of Spruce and its residents comes from groundwater. There is no municipal water supply in the town; therefore, all water is supplied via private wells.
- The town contains the Kelly Lake Sanitary District (**Map 3.1**) for collection and treatment of waste from properties within the district. The remainder of the residential/commercial developments in the town maintain private onsite sewage systems.
- The Oconto County Sheriff's Department provides police services to the town's residents.
- Fire protection for the town is provided by the Lena and Suring Fire Departments, while rescue services are provided by the Oconto Falls Area Ambulance.
- Spruce Elementary School is a charter school with enrollment being open to all students within the Oconto Falls school district.
- Residents and visitors of the Town of Spruce can seek medical attention at Community Memorial Hospital in the City of Oconto Falls or clinics in the villages of Lena and Suring or City of Oconto Falls.
- The Town of Spruce contains five cemeteries: Spruce Township, Sacred Heart of Jesus, Pine Hill, St. Mark, and Kelly Brook.

Parks and Recreation

Holt Park provides residents and visitors of the Town of Spruce excellent recreational and camping opportunities. The Town of Spruce also contains 3 public boat landings serving Kelly Lake and Porcupine Lake.

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

Land Use Inventory

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

- A breakdown of the town’s land uses and acreages is shown on Table 2.1 (Appendix E of *Volume I: Town Plan* contains the town’s detailed land use calculations). **Map 2.5** displays the 2007 Town of Spruce land use.

Table 2.1: 2007 Land Use

Land Use Type	Total (Acres)	Developed Land (Percent)	Total Land (Percent)
DEVELOPED			
Residential	852.7	73.6	3.7
Single Family	835.5	72.2	3.7
Two-Family	0.6	0.1	0.0
Mobile Homes	13.4	1.2	0.1
Vacant Residential	3.2	0.3	0.0
Commercial	5.6	0.5	0.0
Industrial	2.3	0.2	0.0
Transportation	171.1	14.8	0.7
Communications/Utilities	3.7	0.3	0.0
Institutional/Governmental	13.5	1.2	0.1
Recreational	16.2	1.4	0.1
Agricultural Structures	92.9	8.0	0.4
Total Developed Acres	1,157.8	100.0	5.1
UNDEVELOPED			
Croplands/Pasture	11,739.0	54.1	51.4
Woodlands	9,034.9	41.6	39.5
Other Natural Areas	534.0	2.5	2.3
Water Features	389.4	1.8	1.7
Total Undeveloped Acres	21,697.3	100.0	94.9
Total Land Area	22,855.1		100.0

Source: Bay-Lake Regional Planning Commission, 2007.

DEMOGRAPHIC TRENDS AND FORECASTS

Population

Historic Population Trends

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

As illustrated by Figure 2.1, the Town of Spruce has experienced a population decline by nearly 160 people since the year 1900. The town’s population decreased nearly every decade between 1900 and 1990, however the town’s largest population increase over the last 100 years occurred between 1990 and 2000.

*Town of Spruce
Year 2000 Population
Characteristics*

Population: **871**

Median Age: **40.4**

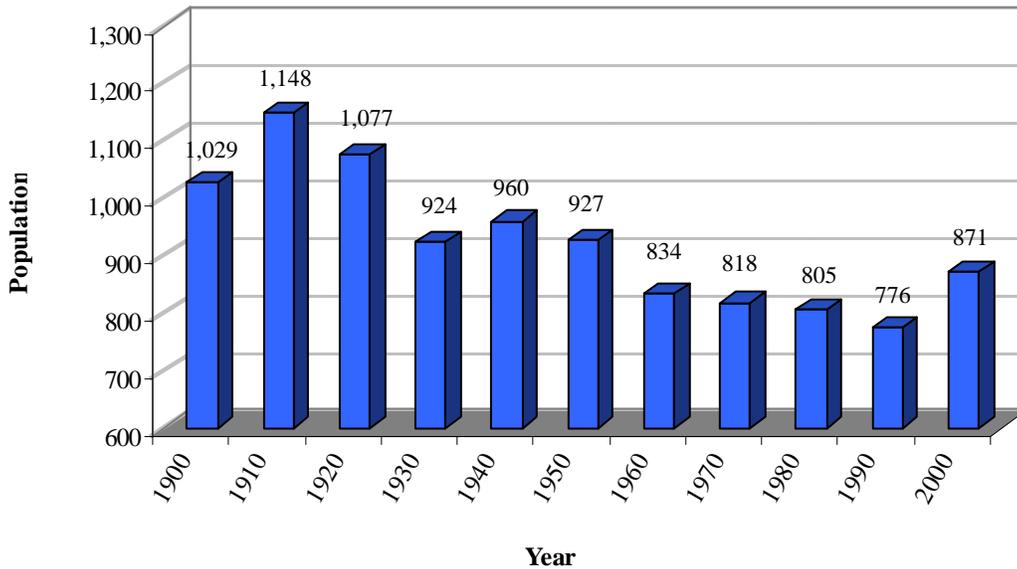
Age Groups:

5-17: 20%

18-64: 54%

65+: 21%

Figure 2.1: Historic Population, 1900 - 2000



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

- The Town of Spruce’s seasonal population can also be estimated by the following formula:
(2000 Census of seasonal housing units) multiplied by (Year 2000 persons per household)
 (216 units) x (2.5 persons) = Year 2000 seasonal population of 540 in the town.

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

Population Projections

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

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

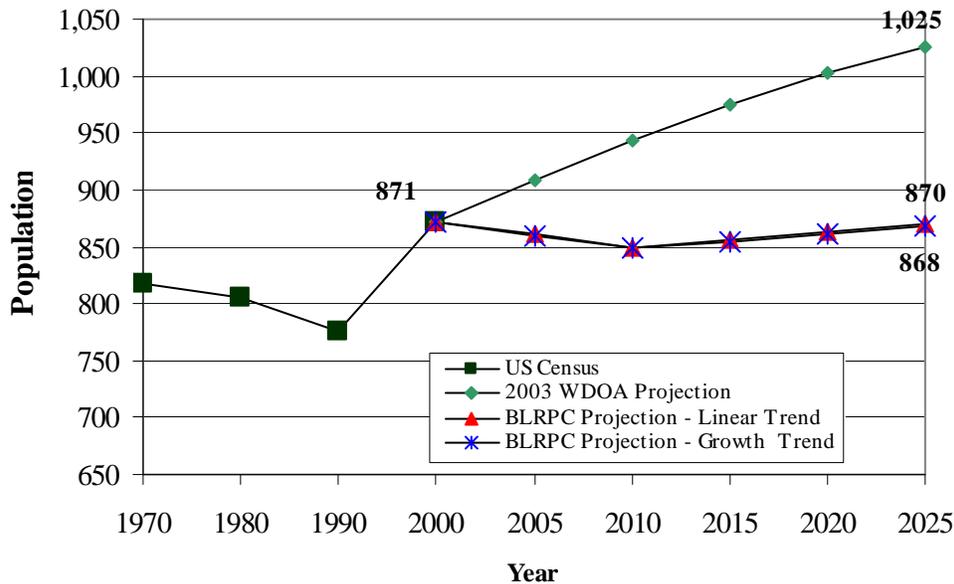
More information on these methods can be found in Chapter 6 of *Volume II: County Resources*. Table 2.2 and Figure 2.2 illustrate these projections.

Table 2.2: Population Trends and Projections, 1970 - 2025

Town of Spruce	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	818	805	776	871					
2003 WDOA Projection				871	909	944	975	1,003	1,025
BLRPC Projection - Growth Trend				871	860	848	855	861	868
BLRPC Projection - Linear Trend				871	861	850	857	863	870

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

Figure 2.2: Population Trends and Projections, 2000 – 2025



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

Seasonal Population Projections

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

Assuming the year 2000 percentage of seasonal housing units stays constant in the town (62 percent); estimates for future seasonal housing units (see *Seasonal Housing Projections* later in this chapter) can be used to project future seasonal populations by using the following formula:

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

- The result is an anticipated increase in seasonal population from approximately 540 in 2000 to 643 in 2025.

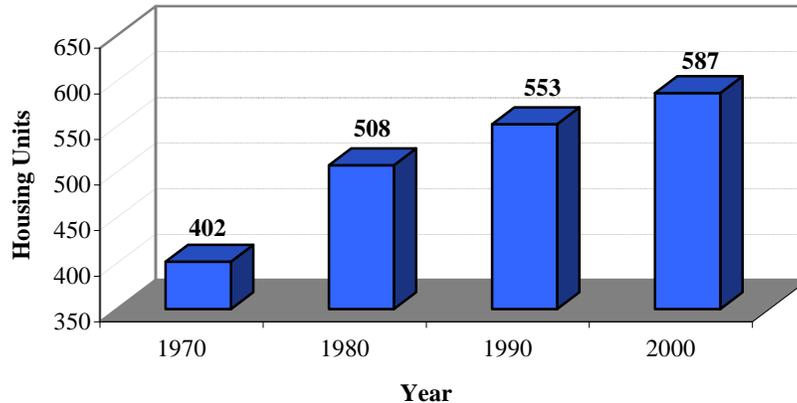
Based on these projections the town could expect to increase its total population, which includes year-round and seasonal residents, to be somewhere between 1,513 and 1,668 people.

Housing

Housing Trends and Characteristics

As reported by the U.S. Census, and illustrated by Figure 2.3, the Town of Spruce housing units increased by 46 percent, or 185 units, between 1970 and 2000. The town experienced its largest increase in housing units, 26 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.

- According to the U.S. Census, in 2000 there were 349 full-time occupied units and 238 vacant housing units, which includes those being used for seasonal purposes (216 units) in the Town of Spruce.
- Nearly 27 percent of the housing units in Spruce were built prior to 1940. Another 19 percent were built between 1980 and 1989.

Housing Projections

The Town of Spruce utilized three different projection methods to evaluate future housing possibilities:

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

These projections reflect future occupied housing units only, which means vacant housing units are not included. Table 2.3 and Figure 2.4 illustrate the occupied housing unit projections.

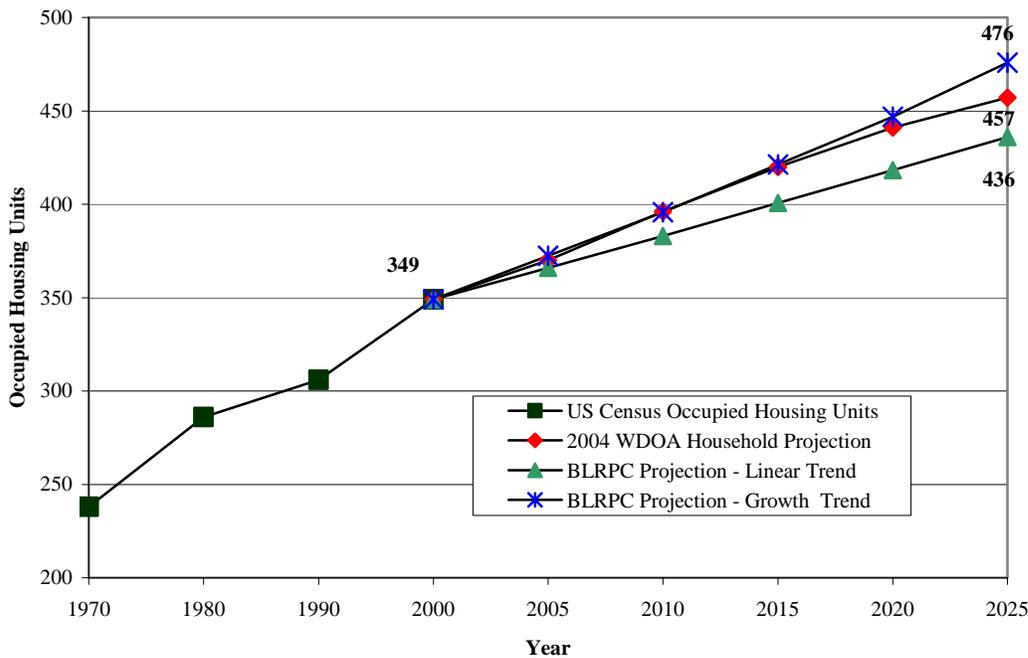
More information on housing characteristics, as well as projection methods for Oconto County and all of its municipalities, can be found in Chapter 6 of *Volume II: County Resources*.

Table 2.3: Occupied Housing Trends and Projections, 1970 - 2025

Town of Spruce	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	238	286	306	349					
BLRPC Projection - Growth Trend				349	372	396	421	447	476
BLRPC Projection - Linear Trend				349	366	383	401	418	436
2004 WDOA Household Projection				349	370	396	420	441	457
Household Size				2.5	2.47	2.40	2.34	2.30	2.27

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

Figure 2.4: Housing Trends and Projections*, 2000 – 2025



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

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

Seasonal Housing Projections

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

Assuming the town’s 2000 percentage of seasonal housing units stays constant (62 percent), the number of future seasonal housing units can be projected by utilizing the following formula:

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

- This results in an estimated increase in the number of seasonal housing units from 216 in 2000 to 283 in 2025.

Based on these projections the town could anticipate between 719 and 759 total housing units, which includes year-round and seasonal residences, by the year 2025.

Economic Development

The Town of Spruce’s economy is influenced by its agricultural land, woodlands, and water resources. The woodlands and water features (e.g., Kelly Lake) promote tourism and attract a number of seasonal residents which further enhances opportunities for local retailers and service providers.

- Over 63 percent of the residents of Spruce are part of the civilian labor force (i.e., persons sixteen years of age or older who are employed or seeking employment).

Of those that are part of the town’s labor force, the majority, 32 percent, is employed in production, transportation, and material moving or service related occupations. A large percent, 26, are employed in Management, professional and related occupations. Figure 2.5 illustrates the occupation of employed persons living in the Town of Spruce in 2000.

Town of Spruce
Year 2000 Economic Characteristics

1999 Median Household Income: **\$34,750**

Employment Status:

Employed: 61%

Unemployed: 2.7%

Out of Working Force: 36.7%

Mean Commute-to-Work Time: **33 minutes**

Education Levels (Ages 25 & over):

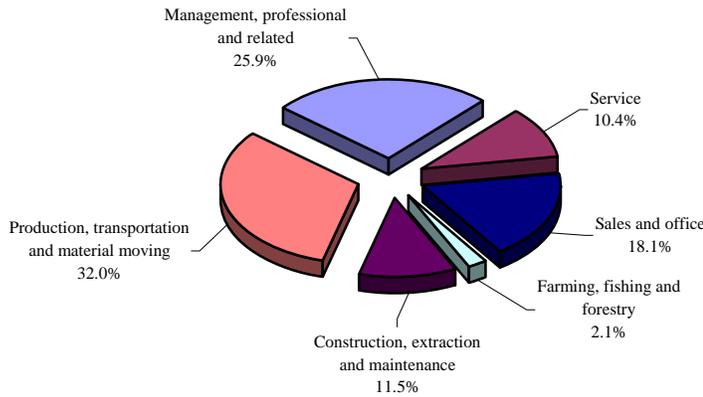
High School Graduate: 48%

Associate Degree: 4.8%

Bachelor’s Degree: 5.6%

Graduate or Professional Degree: 3.1%

Figure 2.5: Occupation of Employed Persons, 2000



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

- Manufacturing related jobs were responsible for employing over 31 percent of the town’s residents. Another 15 percent were employed in Educational, health and social services. Employment by industry group for Town of Spruce residents is illustrated by Table 2.4.

Table 2.4: Employment by Industry Group, 2000

Industry	Town of Spruce	
	Number	Percent of Total
Agriculture, forestry, fishing and hunting and mining	48	12.8%
Construction	26	6.9%
Manufacturing	116	30.9%
Wholesale trade	15	4.0%
Retail trade	32	8.5%
Transportation and warehousing, and utilities	13	3.5%
Information	3	0.8%
Finance, insurance, real estate and rental and leasing	11	2.9%
Professional, scientific, mgt., admin and waste mgt. service	10	2.7%
Educational, health and social services	56	14.9%
Arts, entertainment, recreation, accommodation and food services	24	6.4%
Other services	8	2.1%
Public administration	13	3.5%
Total	375	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 Spruce residents, including those that work in the town, reported their average commute time to be 33 minutes in getting to and from work.

- In 2000, approximately 75 percent of the employed residents of the town worked outside of the Town of Spruce. Of those, the majority commute to the City of Oconto Falls, City of Green Bay, and City of Oconto.
- Also during 2000, 76 people commuted from other areas to work in Spruce. Of these, the largest number came from the Town of Brazeau.

Economic Base

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

As shown in Table 2.5, the Town of Spruce’s full value increased over 62 percent between 2000 and 2006.

Table 2.5: Full Value and Total Property Tax, 2000 – 2006

Year	Full Value	% Full Value Increase from Previous Year	Total Property Tax	% Property Tax Increase from Previous Year
2000	\$59,285,400	-	\$1,199,164	-
2001	\$65,220,900	10.0%	\$1,279,476	6.7%
2002	\$70,431,500	8.0%	\$1,402,394	9.6%
2003	\$79,181,600	12.4%	\$1,430,646	2.0%
2004	\$82,264,600	3.9%	\$1,576,363	10.2%
2005	\$85,061,000	3.4%	\$1,545,409	-2.0%
2006	\$95,936,200	12.8%	\$1,634,548	5.8%

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 36 percent between year 2000 and 2006.
- As of December 31, 2005, the Town of Spruce’s debt was \$0. This means the town has access to considerable financing for future projects.

Sites for Redevelopment

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

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

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

LAND USE TRENDS AND FORECASTS

Existing Land Use Issues and Conflicts

- Development pressures on agricultural land and natural features, primarily surface waters and woodlands, along with development infringing on environmental corridors, impacting surface and groundwater quality.
- Difficult to anticipate trends of seasonal population. Housing market could have major impact on future development of seasonal units. Also unknown how many seasonal units will be converted to year-round residences.
- Continued development within the Kelly Lake Sanitary District.
- Conversion of agricultural lands to non-farm uses.
- Incompatibilities between farm and non-agricultural developments.
- Need more cooperation with Oconto County and surrounding towns regarding development patterns at community boundaries.

Anticipated Land Use Trends

- The desire for more lake development, especially secondary tier development and beyond. There could be additional pressure to develop open spaces and woodlands as lakeshore property becomes scarce.
- Preserving the town’s agricultural heritage through orderly development patterns versus widely scattered growth.
- The rural character will continue to be maintained in the town, preserving the natural, open space landscape resulting in the protection of wildlife habitats and environment.
- Alternative design techniques should be explored (e.g., conservation subdivisions and clustering) to preserve the rural make-up of the town while allowing development to occur.
- Increased presence of subdivisions.
- Need for enhanced services such as protective services, storm-water management, etc.
- Fragmentation of large areas of contiguous open space.

Development Considerations

- Although there is a significant amount of land available for future development within the rural Town of Spruce, the town encourages protection of its agricultural lands, open spaces and woodland features which add significantly to the aesthetic appeal of the town. These features also provide important ecological, and environmental functions such as stormwater retention and flood control.
- Need to maximize use of the sanitary district. Guide as much future development within the boundary where service can be provided. However, it is important to remain aware of the district's capacity to ensure it is not exceeded.
- The town should closely monitor all public utility costs and supporting services associated with future development in an effort to best control future property taxes.
- Continue to work cooperatively with the surrounding towns and Oconto County to provide quality, cost-effective road maintenance, protective services, etc. Proposed developments should be reviewed by the fire department, ambulance, etc. to ensure access and proper response times.
- Areas within the town that are beyond repair should be redeveloped in a way that maintains/improves the overall rural character, including scale.
- Current condition of roads. Consider which roads are currently capable of handling increased traffic flows and those that may need to be upgraded to accommodate future growth.
- As development around Kelly Lake becomes increasingly concentrated, the town should consider adopting an Official Road Map delineating future road layouts.
- The town will need to continually monitor and expand when necessary existing telecommunications related infrastructure to ensure the needs of their residents and businesses are met.
- The price of developable lands may vary depending on the surrounding land uses, location, access, services, along with other subjective factors. Land prices in the town will continue to fluctuate as the market continues to change. Land prices will likely continue to increase, particularly around Kelly Lake and in wooded areas.

DESIGN YEAR LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Wisconsin Statutes require Comprehensive Plans to include projections in five year increments for future residential, commercial, industrial and agricultural land uses in the community over the 20-year planning period. The Town of Spruce future land use projections can be viewed in Table 2.6.

Residential Projections

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

- the town’s projected housing needs,
- an average lot size of 2 acres per dwelling unit,
- a multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

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

Commercial Projections

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

Industrial Projections

Industrial lands are projected in the same manner as the commercial lands by using the current ratio of residential acreage to industrial land use acreage by parcel in the town based on the 2007 land use inventory.

Table 2.6 illustrates the potential amount of acreage needed for future development within the Town of Spruce through 2025 based on the WDOA population projections.

Table 2.6: Five Year Incremental Land Use Projections, 2005 - 2025

Year	Residential		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2005	52.5	52.5	0.3	0.3	0.1	0.1
2010	78.0	130.5	0.5	0.9	0.2	0.4
2015	84.0	214.5	0.6	1.4	0.2	0.6
2020	84.0	298.5	0.6	2.0	0.2	0.8
2025	72.0	370.5	0.5	2.4	0.2	1.0

Source: Bay-Lake Regional Planning Commission, 2008

NOTE:

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

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

Agricultural Projections

Several agricultural lands exist within the town, with the intention to preserve as much of these remaining farmlands as possible over the next 20 years. As development pressures continue to grow, developments in these farmlands should be directed to areas not considered productive agricultural land or to areas where services are more readily available. The consumption of agricultural lands may be influenced by the strategies of local comprehensive plans and zoning ordinances.

SUMMARY OF PLAN IMPLEMENTATION GOALS

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

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

LAND USE: To ensure the town’s land use is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 3 of this document).

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

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

NATURAL RESOURCES: To preserve the role and attractiveness of the town’s rural landscape.

AGRICULTURAL RESOURCES: To maintain the town’s agricultural attributes.

CULTURAL RESOURCES: To preserve and enhance the town’s cultural resources.

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

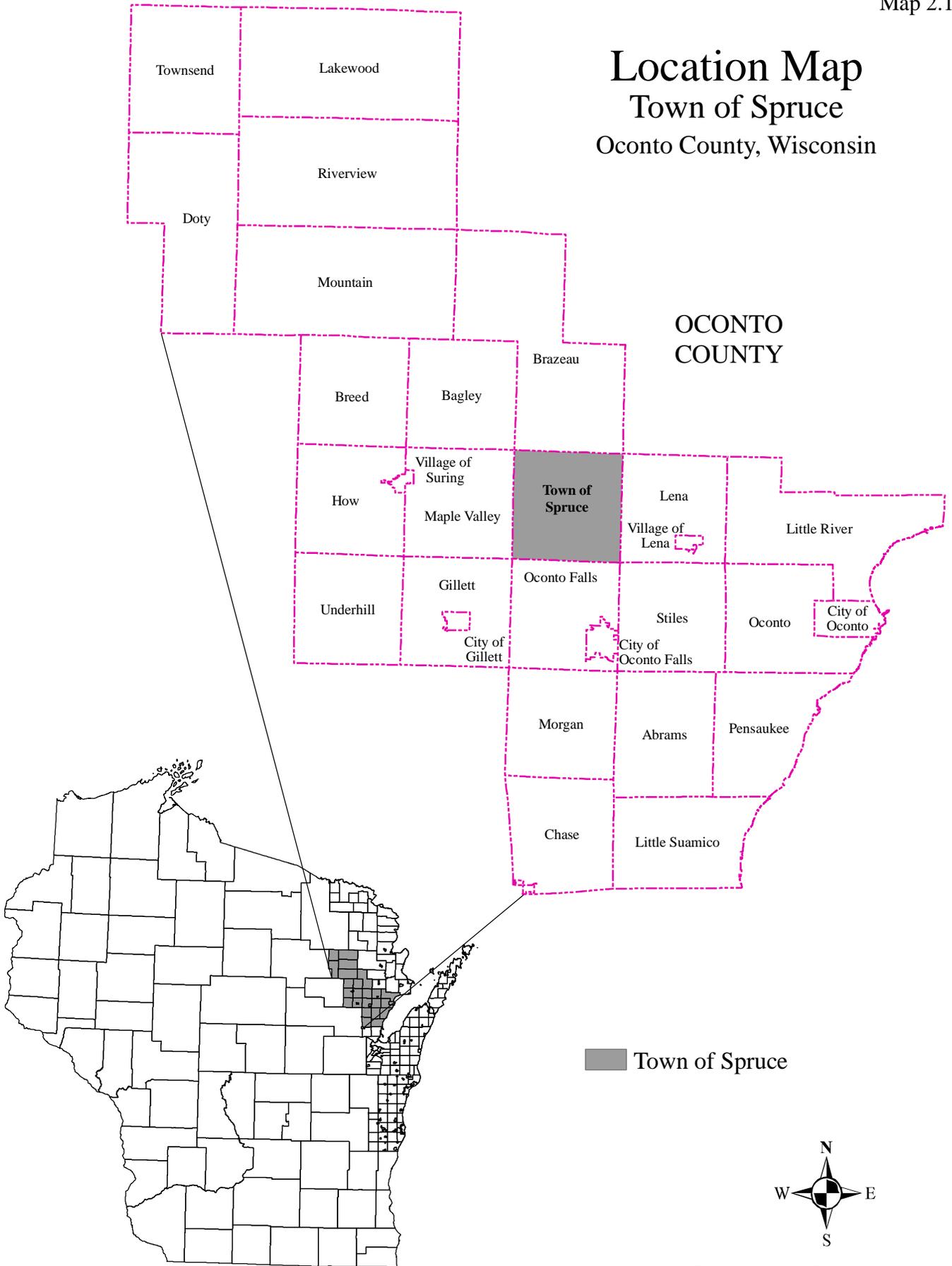
ECONOMIC DEVELOPMENT: To consider small scale economic development while protecting and enhancing the town’s environmental and agricultural assets.

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

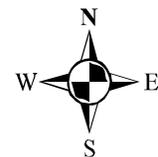
UTILITIES/COMMUNITY FACILITIES: To balance the town’s growth with the cost of providing public services and facilities.

PARKS AND RECREATION: To offer a variety of park and recreational activities.

Location Map Town of Spruce Oconto County, Wisconsin



■ Town of Spruce



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

WISCONSIN

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

Planning Area

Town of Spruce

Oconto County, Wisconsin

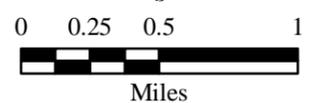


Base Map Features

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

Base Map Features

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



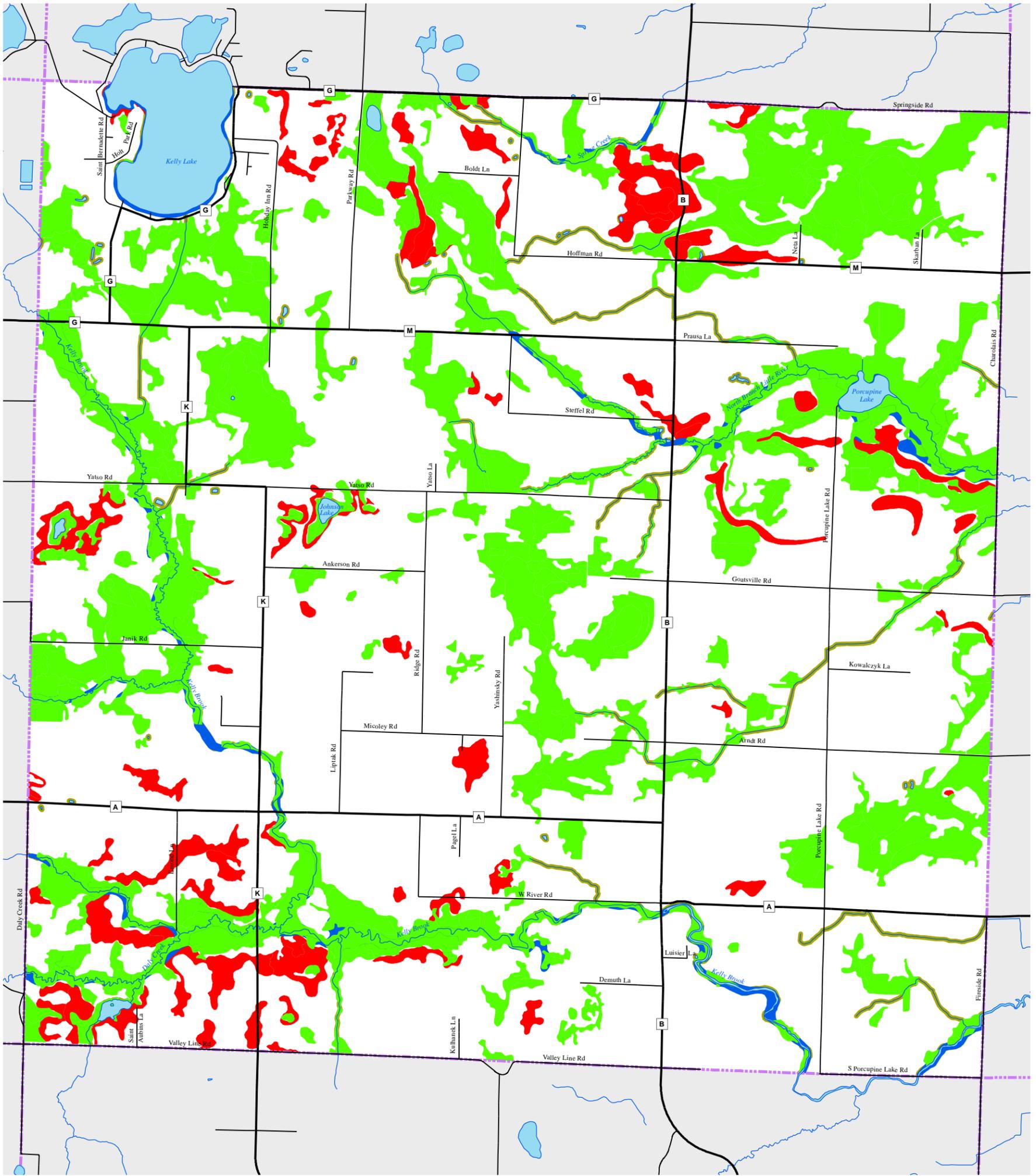
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Source: FSA, 2005; Town of Spruce; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Plan Determinants

Town of Spruce

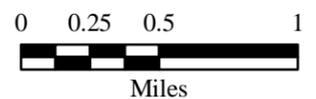
Oconto County, Wisconsin



Base Map Features

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

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



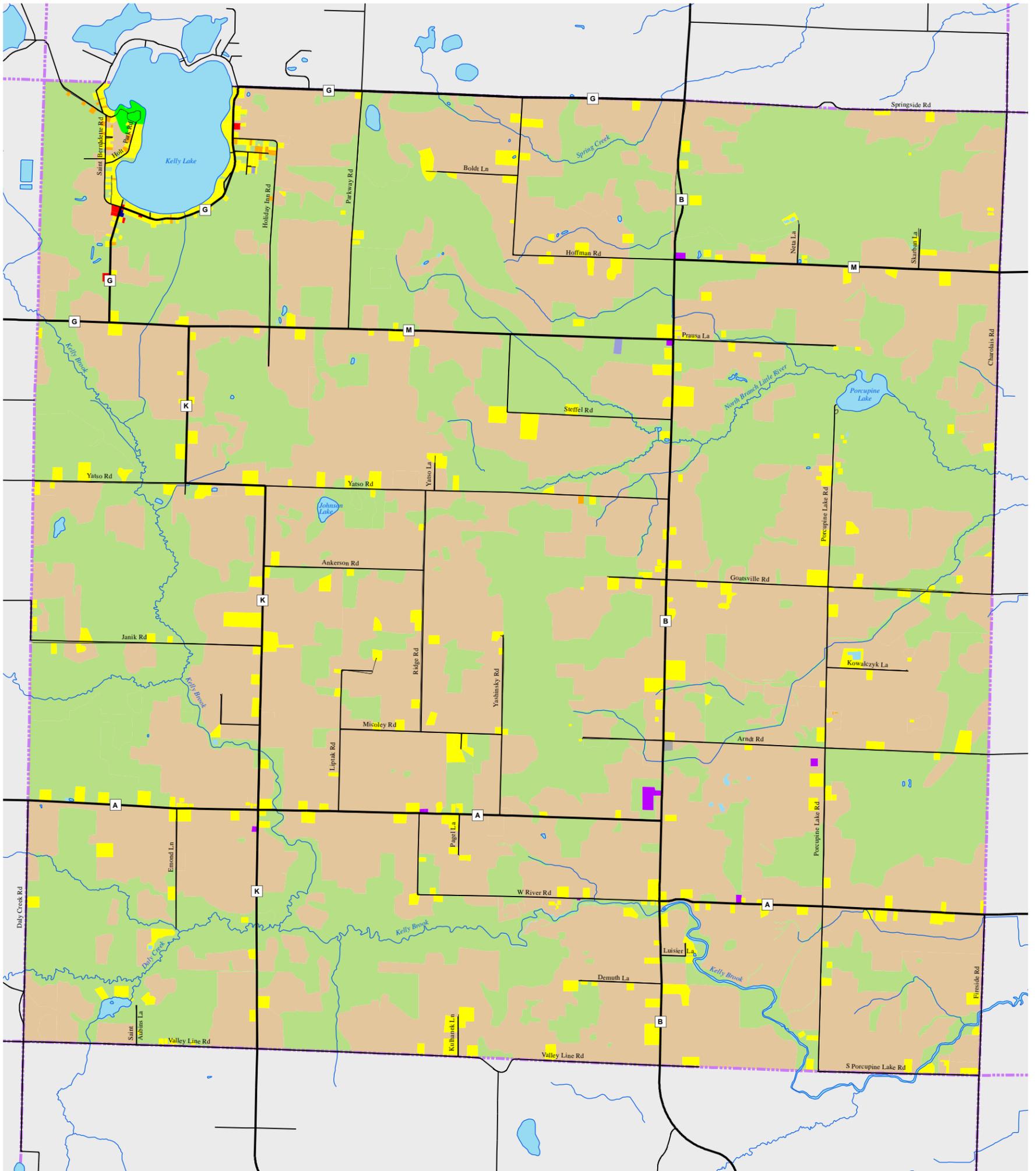
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Source: WDNR; FEMA; NRCS; Town of Spruce; Oconto County; Bay-Lake Regional Planning Commission, 2008.

2007 Land Use

Town of Spruce

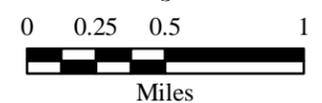
Oconto County, Wisconsin



Base Map Features

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

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



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

CHAPTER 3: FUTURE LAND USE PLAN

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INTRODUCTION

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

20-YEAR GENERAL PLAN DESIGN

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

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

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

Land Use Recommendations

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

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

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

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

Residential

The town promotes orderly and efficient residential growth patterns consistent with adjacent land uses and discourages further fragmentation of woodlands, productive agricultural areas, and open spaces. As a result, residential development in the Town of Spruce is categorized into *concentrated residential* and *rural residential*.

Concentrated Residential

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

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

Recommendations:

- Developments will continue to be concentrated adjacent to Kelly Lake. Future compact development is planned due to the accessibility of the Kelly Lake Sanitary District along with other convenient services. Consider the following issues as these areas become more developed.
 - Sanitary District capacity/expansion
 - Continue to monitor surface water quality
 - Provision of Emergency services
 - Stormwater management
 - Connectivity of Transportation system
 - Traffic control
 - Signage
 - Nuisances
 - Recruitment of commercial services
- Areas between Porcupine Lake and Goatsville Road are considered adequate for future concentrated residential growth. The town feels land between the south side of the lake and Goatsville Road provide for orderly growth with few environmental impacts.
- One and Two family residencies will be the primary development with the possibility of infill developments and rehabilitation, or redevelopment of existing structures.
- Condominium developments may be considered within the Kelly Lake sanitary district.
- New residential development types are encouraged to conform to surrounding uses. Conflicting size or type of development may detract from existing properties.
- Future residential development shall be sensitive to natural features. Environmentally sensitive areas (i.e. woodlands, wetlands, steep slopes, floodplains, etc.) in new areas of residential development should be preserved.

Rural Residential

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

Recommendations:

- If residential development is permitted, low density development should be considered as long as steps are taken to preserve agricultural and wooded areas, viewsheds, open spaces and areas deemed important for the town to keep preserved.

Commercial/Light Industrial

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

Recommendations:

- Businesses in the town should be compatible with the character of the town. Any new commercial or light industry must be consistent with the scale of the town and be environmentally friendly.
- Consider businesses that meet the demands of the growing population around Kelly Lake along with tourist businesses and specialty shops that would fit with the rural nature of the town .
- Control the appearance of commercial and light industrial businesses by reviewing designs, signage, and landscaping of future commercial establishments through building scale and appearance.

Governmental/Institutional/Utilities

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

Recommendations:

- Monitor the capacity of the Kelly Lake Sanitary District as development pressures increase. Discuss possible expansions if necessary.
- Promote the use of shared on-site wastewater treatment systems where appropriate. For cluster type developments outside of the town’s sanitary district, discuss shared on-site systems as an option with developers.
- Remain informed by the Oconto Falls School District regarding any plans or changes the district may have for the Spruce Elementary School. Consider methods to protect the safety of the occupants of this rural school from possible disturbances.
- Continue to provide safe and convenient access to the town’s public buildings.
- The Town Board will continue to monitor services provided to the town residents. Because many of the services, including fire, police and emergency services, road maintenance, disposal of solid waste, etc. are being provided by other agencies and municipalities, the Town Board should work with adjoining communities and Oconto County to help provide future services to a growing population as effectively and efficiently as reasonably possible. Consider the following:
 - Work with fire departments and county sheriffs department if population rapidly increases.
 - Recommend that developments be built a reasonable distance from a public road for adequate provision of utilities and emergency services.

- Explore renewable energy options where feasible. More homeowners are utilizing individual renewable energy systems for the power. Discuss any possible impacts to the town’s landscape prior to allowing individual systems.

Park and Recreation

Promote the existing recreational facilities, trails, parks and open spaces within and around the Town of Spruce. In addition, ensure that the public is served with adequate park facilities, ranging from passive to active recreation.

Recommendations:

- Continue to maintain Holt Park and the existing boat landings located within the town.
- Consider charging a fee to launch watercraft on Kelly Lake.
- Be involved in updates to the Oconto County Comprehensive Outdoor Recreation Plan.
- Cooperate with the surrounding towns, Oconto County, etc. to promote connectivity of recreational uses such as trails.

Agricultural

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

Recommendations:

- Encourage the preservation of agricultural lands and the farmer’s right to farm.
- Future residential developments are encouraged to be directed toward areas in the *Residential* classification. In an effort to create orderly and efficient development patterns, in addition to providing efficient services, the town should encourage residential developments to the areas indicated on the General Plan Design Map (**Map 3.1**).
- Where appropriate, encourage new development techniques and programs which will preserve as much farmland as possible. Utilize various development techniques such as conservation/cluster subdivisions to help protect the farmlands within the town.
- As development pressure increases, the town will need to weigh the cost of converting farmland into other intensive uses. A preferred approach is to encourage property owners thinking about developing subdivisions to plan for development on lands that are least productive based upon the Natural Resources Conservation Services map data (**Map 2.4**).
- Encourage natural buffers for development. Adequate buffers are encouraged between farming and future non-farming operations in these areas in order to lessen conflict between land uses.
- Advocate that agricultural lands are under adequate farming practices. It is important for these lands to continue to be under the best management practices for agricultural activities.
- Work with Oconto County to address the issue of large-scale farming operations. Large-scale farming operations are recommended to be located in areas of the town that avoid environmental corridors and surface water features.

Woodlands/Open Space

The Woodlands/Open Space classification is intended to achieve the goal of encouraging the preservation of woodlands and valuable open spaces within the Town of Spruce.

Recommendations:

- Utilize existing natural areas to enhance the character of the town. Preserve large natural areas and/or features to enhance/retain buffers between incompatible uses while maintaining scenic views of the town.
- Maintain the town's private woodland areas. Woodlands should not be developed with great densities. Utilizing unique development options such as conservation subdivision designs or clustering can help maintain the continuity of woodlands.
- Encourage the replacement of woodlands (reforestation). Efforts to replenish the woodlands that are removed would be beneficial to the natural makeup of the area and the community as a whole. Benefits include maintaining/improving wildlife habitat and recreation opportunities, restoration of clean water resources, erosion prevention, etc.

Transportation

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

Recommendations:

- Preserve town views along transportation routes. Limiting driveways and recommending landscaping/buffers along major transportation corridors assists in preserving the rural atmosphere that the town currently maintains.
- Ensure a cost effective road system management plan. Utilize the PASER (Pavement Surface Evaluation and Rating) program to assist in maintaining the roads in the future.
- Roads should be constructed to handle a variety of traffic flow, recreational vehicles farm equipment, and bicycle traffic.
- Consider adopting an Official Map to delineate future road extensions. Areas of increasing development, especially around Kelly Lake, an official map will assist with orderly growth patterns.

Environmental Corridors

Environmental corridors contain four elements including; 100-year floodplain as defined by the Federal Emergency Management Agency (FEMA), WDNR wetlands with a 50-foot setback, steep slopes of 12 percent or greater, and setback from all navigable waterways as defined by the Oconto County Shoreland Zoning Ordinance. The preservation and protection of natural areas within the Town of Spruce will become increasingly important as population and development pressures increase.

Recommendations:

- Environmental corridors represent the areas of the town that are most sensitive to development and are intended to be preserved. These areas are either unsuitable for development, enhance the appearance of the town, or improve natural processes such as

flood control, water retention or groundwater recharge. The corridors are an overlay to the recommended plan (**Map 3.1**) and should be utilized as a reference when reviewing proposed developments.

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.”

During the planning process the Town of Spruce identified lands located in and adjacent to the Kelly Lake sanitary district as a “smart growth area”.

- Locating areas of new growth adjacent to lands of existing development and existing infrastructure allows for more orderly and efficient development patterns.
- Assists the Town of Spruce in maintaining its rural character by preserving the many valuable agricultural lands, open spaces, and woodlands that make up much of the town’s landscape.

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

Table 3.1: 20-Year General Plan Design Acreage Calculations

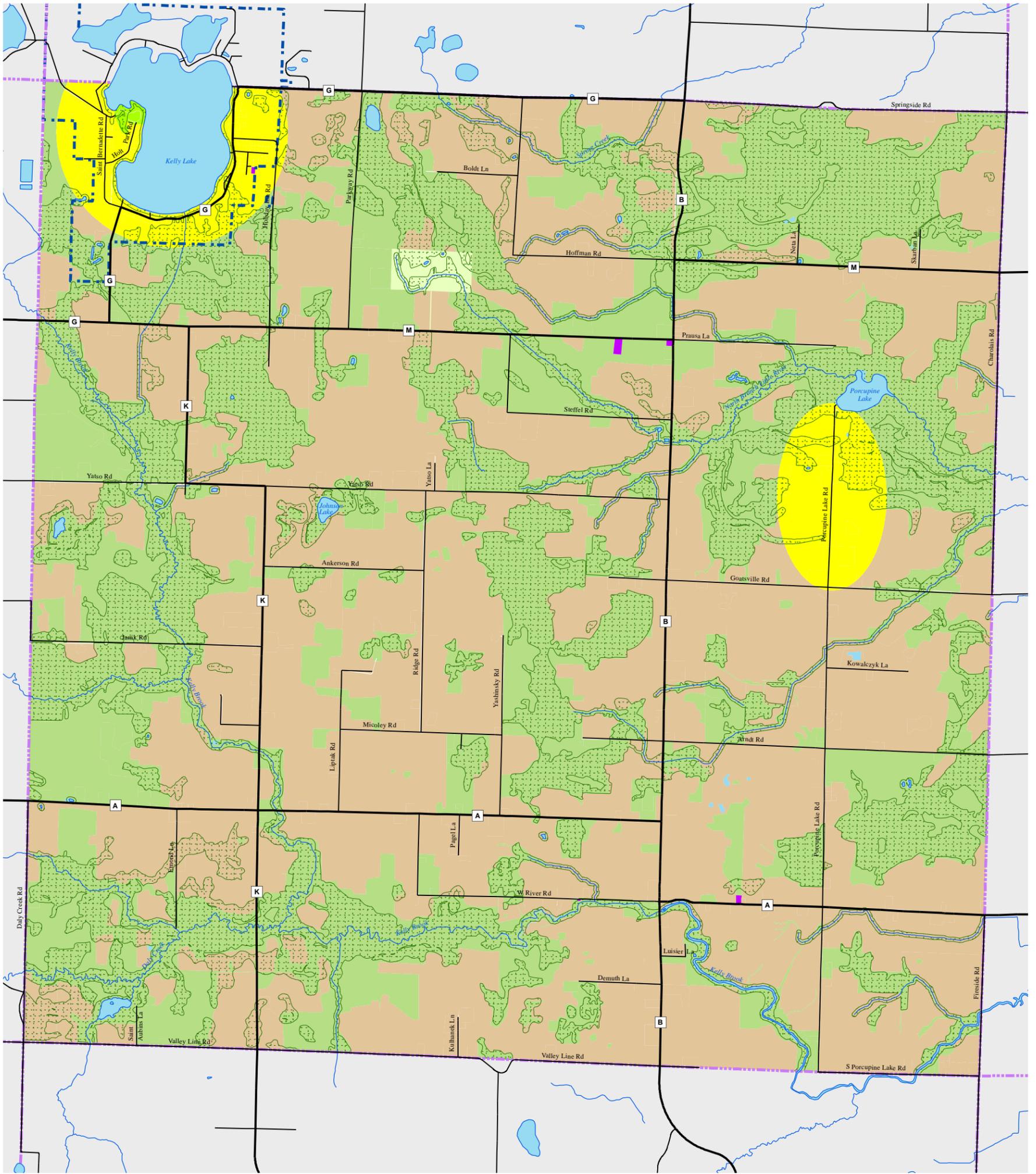
General Plan Design Category	Year 2030 Acres
Residential	868
Governmental/Institutional//Utilities	6
Woodlands	9,417
Agricultural	11,989
Parks and Recreation	13
Transportation	171
Water Features	391
Total	22,855

Source: Bay-Lake Regional Planning Commission, 2008.

20-Year General Plan Design

Town of Spruce

Oconto County, Wisconsin

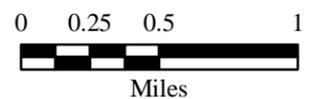


Base Map Features

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

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

*Note: Identifies Parcels within Kelly Lake Sanitary District



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

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

**CHAPTER 4:
IMPLEMENTATION**

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INTRODUCTION

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

RESPONSIBILITIES OF LOCAL OFFICIALS

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

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

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

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

UPDATING THE COMPREHENSIVE PLAN

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

- **Annually**
 - Review the vision statement and future development strategies;
 - Identify updates to the Wisconsin Department of Administration (WDOA) population and housing estimates, and U.S. Census data;
 - Review implementation priorities and relevance of the development strategies;
 - Update any changes to General Plan Design text or map;
 - Ensure consistency with new or revised ordinances proposed by Oconto County

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

IMPLEMENTATION OF LOCAL LAND USE CONTROLS

Zoning

Oconto County General Zoning Ordinance

Oconto County has zoning jurisdiction within all unincorporated communities of the county. Oconto County maintains and administers the general zoning ordinance to achieve community goals such as promoting public health, safety, and welfare; protection of natural resources; and to maintain community character. General zoning utilizes a system of districts designated for different uses based on land suitability, infrastructure, avoidance of conflict with nearby uses, protection of environmental features, economic factors, and other local factors. Refer to the general zoning ordinance of Oconto County for detailed information on zoning districts, regulations, restrictions, permitted uses, and zoning maps.

- The comprehensive plan’s preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Town Plan Commission and Town Board should work closely with Oconto County to decide when re-zoning will occur, for it is not the intent of the zoning map to become a direct reflection of the comprehensive plan’s 20-Year General Plan Design Map (**Map 3.1**). The comprehensive plan is a vision for the future while zoning represents current use.
- Cooperate with Oconto County to develop/amend ordinances that encourage the protection of the town’s natural features and aesthetic views.
- Additional ordinances may be developed by the town or Oconto County in order to meet the town’s “vision statement” listed in Chapter 1 of *Volume I: Town Plan*.

Official Mapping

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

The official map serves several important functions:

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

Floodplain Ordinance

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

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

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

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

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

Shoreland Ordinance

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

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

The Oconto County Zoning Ordinance also establishes minimum lot sizes for parcels within the shoreland zone, setbacks of buildings and structures from the water, standards for the alteration of surface vegetation and land surfaces, and a permit process for work taking place in waterways.

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

Land Division / Subdivision Ordinance

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

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

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

Other Ordinances and Regulations

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

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

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The Town of Spruce Plan Commission, with cooperation from Oconto County, will be directly responsible for, or oversee the implementation of most of the development strategies (goals, objectives, policies, and programs) with the Town Board ensuring the plan is being implemented in a timely manner. In total, there are eleven general goals for the town, each followed by a detailed list of objectives, policies, and programs. Since many planning issues are interrelated, the objectives, policies, and programs related to one goal may be similar to those stated in other areas.

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

Goals, Objectives, Policies, and Programs

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

LAND USE

GOAL: To ensure the town’s land use is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 3 of this document).

COMMUNITY PLANNING

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

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

Policies:

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

Programs:

- Continue Plan Commission quarterly meetings to encourage community planning related efforts. Meet with adjacent communities, media and/or private organizations to publicize ongoing planning projects and plan implementation projects found within this comprehensive plan.
- Encourage Plan Commission and Town Board to reference goals of this document prior to making decisions concerning land use.

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

Policies:

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

NATURAL RESOURCES

GOAL: To preserve the role and attractiveness of the town’s rural landscape.

Objective 1: Identify and maintain the features of the town that help promote a sustainable natural environment.

Policies:

- A. Protect landscape features such as woodlands, wetlands, floodplains, streams, and lakes.
- B. Carefully plan development that may be considered adjacent to rivers, lakes, streams, and wetlands and steep slopes.
- C. Encourage sound management practices of the town’s woodlands and wetlands.
- D. Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in new and existing developments.

Objective 2: Encourage protection of water resources (surface and ground).

Policies:

- A. Preserve and restore surface water quality (wetlands, lakes, rivers, and streams).
- B. Carefully plan development adjacent to Kelly Lake and the town’s rivers, streams and wetlands.
- C. Promote the use of sound agricultural and soil conservation methods that minimize groundwater contamination.
- D. Consider techniques for erosion control (e.g., buffer strips, easements, land use controls, flood controls, etc.).

Programs:

- Support the restriction of winter manure spreading in limited environmental buffers adjacent to surface waters with other governmental entities.
- Protect key natural resources through the use of the Environmental Corridors designation on the General Plan Design Map (**Map 3.1**).

AGRICULTURAL RESOURCES

GOAL: To maintain the town’s agricultural attributes.

Objective 1: Preserve the farmland in the town for continued agricultural use.

Policies:

- A. Advocate that the county’s Zoning Ordinance has regulatory language that assures a strong future for agriculture.

Programs:

- Encourage Nutrient Management Planning, Land Buffer Programs, etc.

- Support the restriction of winter manure spreading in limited environmental buffers adjacent to surface waters with other governmental entities.
- B. Have an orderly changeover of less productive agricultural lands to other uses.
- C. Work with the county and state agencies to promote innovative programs which ensure the protection of farmlands - such as PDR (Purchase of Development Rights) and Transfer of Development Rights (TDR).
- D. Minimize the potential for conflicts between landowners.

Programs:

- Recommend buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints regarding agricultural lands.
 - Consider a form to be signed by new residences explaining to homebuyers what they should expect when moving into an agricultural community (e.g., odors, hours of operation, slow moving vehicles, etc.).
 - Work with Oconto County Zoning to have better county control regarding animal size by zoning district.
- E. Large-scale farming facilities shall avoid the town’s environmental corridors.
- F. Support studies that evaluate the impacts of agricultural operations on the environment.

CULTURAL RESOURCES

GOAL: To preserve and enhance the town’s cultural resources.

Objective: Encourage the preservation of the town’s historic and cultural locations.

Policies:

- A. Identify historically significant buildings (churches, historic homes and buildings), sites and other landscape features (cemeteries, fence lines, etc.).
- B. Encourage cultural events that support the area’s history.
- C. Consider combining historical assets with low impact recreational activities.

HOUSING

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

Objective 1: Use and support existing policies and programs that help citizens obtain housing.

Policies:

- A. Support housing developments for all persons including low and moderate income, elderly and residents with special needs.
- B. Encourage the maintenance, preservation and rehabilitation of the existing housing stock within the town when appropriate.

- C. Support housing/living accommodations for migrant workers in the area.
- D. The Town Board may work with the state, Oconto County, and Bay-Lake RPC to monitor the town’s population characteristics to stay informed of changing demographics/characteristics within the town.

Objective 2: Promote housing development that is environmentally conscious and cost effective.

Policies:

- A. Encourage new housing in areas that can be adequately served by infrastructure (e.g., Kelly Lake Sanitary District) and community services.
- B. Situate higher density residential development in areas that minimize impacts upon low density residential development.
- C. Encourage the infill of existing vacant residential property where appropriate.
- D. Maintain a common green space/open space area during consideration of housing development design for subdivisions.
- E. Work with neighboring communities, to establish innovative development guidelines for future consideration within the town.

Program:

- Consider conservation by design developments as well as cluster type developments to provide for open space/agriculture preservation and a variety in housing choices.

ECONOMIC DEVELOPMENT

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

Objective 1: Future businesses should be directed to areas which will enhance and promote the rural atmosphere of the Town of Spruce.

Policies:

- A. Direct large commercial and industrial development to communities better served by existing infrastructure.
- B. Allow home occupations to locate within the town until they outgrow the existing property.

Objective 2: Preserve and enhance the town’s environmental, agricultural and recreational assets.

Policies:

- A. Consider the value of agricultural lands and the rural and scenic nature of the town before changing converting to non-agricultural uses.
- B. Encourage conservation practices that minimize non-point source pollution of the town’s surface water and contamination of groundwater.
- C. Promote the town’s many natural resources as recreational opportunities.

TRANSPORTATION

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

Objective 1: Promote an efficient road system that ensures the highest degree of mobility and accessibility while protecting the safety of its users and is able to adapt to changes in transportation demand and technology.

Policies:

- A. Maintain the functional integrity of existing and future roadways through appropriate land use controls and design standards.
- B. Protect existing investments in the road network with proper maintenance.
- C. Work with Oconto County to support transportation needs for the elderly and special needs populations.

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

Policies:

- A. Advocate for transportation projects that contribute to the protection of the town’s natural resources, scenic views, open space and agricultural land.
- B. Support transportation investments that encourage sustainable land use practices.

UTILITIES/COMMUNITY FACILITIES

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

Objective 1: Promote quality community facilities and public services that are well maintained, efficient and cost-effective for residents.

Policies:

- A. Encourage concentrated development in areas where appropriate utilities (e.g., Kelly Lake Sanitary District), community facilities, and public services are readily available.
- B. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
- C. Continue to coordinate, consolidate and share governmental facilities and services where possible.
- D. Work with county and state agencies to remain informed about sex offenders relocating to the town and surrounding area, keeping in mind the safety of the occupants of Spruce Elementary School and other public sites.
- E. Promote cooperation and communication with the Oconto Falls, Lena, and Suring school districts to collectively support quality educational opportunities.

Programs:

- Continue the concept of “mutual aid agreements” for public services.
- Advocate that the community is served by adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.
- Work with adjacent communities, Oconto County, school district and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.

Objective 2: Consider environmental and resource sustainability opportunities when making land use decisions.

Policies:

- A. Consider the possible impacts to the groundwater sources when evaluating future developments.
- B. Promote the use of shared on-site wastewater treatment systems where appropriate.
- C. Utilize the town’s environmental corridors (i.e., wetland areas, floodplains, steep slope, areas of poor soils for development, etc.), as areas that the town may want to prohibit all sewage system uses to protect groundwater quality.
- D. Consider developing/revising controls for telecommunication and electrical services (e.g., telecommunication towers and wind farms) to limit negative impacts.
- E. Encourage sustainability planning for development proposals.
- F. Promote energy conservation measures.

PARKS AND RECREATION

GOAL: To offer a variety of park and recreational activities.

Objective: Advocate safe parks and recreational sites that provide a number of activities for all town residents and visitors.

Policies:

- A. Cooperate with Oconto County and private recreation organizations on the maintenance and enhancements to the various recreation facilities located within the town.

Program:

- Consider charging a fee to launch watercraft on Kelly Lake to maintain the launch sites, parking areas and surrounding grounds.
- B. Work with town residents, Oconto County, and other adjacent communities, when planning for the development of additional recreational parks and trails within and surrounding the town.

- C. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

Programs:

- Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the town’s recreational systems.
- Provide input into the updates to the Oconto County Comprehensive Outdoor Recreation Plan.

INTERGOVERNMENTAL COOPERATION

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

Objective: Promote cooperation between the Town of Spruce 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.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.
- C. Promote cooperation and communication with the Oconto Falls, Lena, and Suring school districts to collectively support quality educational opportunities.

Programs:

- Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.
- Work with neighboring communities and agencies regarding Kelly Lake and other water features or land uses which lie across town lines.
- Continue the concept of “mutual aid agreements” for public services.

Implementation Steps

Town officials should establish a general process and timetable for addressing the development strategies that will ultimately lead to implementing the *Town of Spruce 20-Year Comprehensive Plan*. Steps to address the development strategies could include the following:

1. To ensure the comprehensive plan remains current, review of the plan should be a standing agenda item for at least two (2) Plan Commission meetings and a minimum of one (1) Town Board meeting per year. The review of the comprehensive plan should also include assessment of the town’s land use control tools (e.g., ordinances and regulations) previously listed in this chapter.
2. The Plan Commission and Town Board should identify priority policies and programs that need to be addressed within the first 12-24 months. These priority strategies will lead to the implementation of additional policies and programs in subsequent years.

3. Town officials should identify key stakeholders and collaborators to assist in the implementation of the development strategies. A list of some of those entities is provided at the end of this chapter.
4. The priority policies and programs should be separated based on topic such as agricultural preservation, natural resources, housing, economic development, transportation, parks and recreation. The separation of policies and programs by topic will allow for the delegation of projects to other entities.
5. The Town of Spruce has many tools available for the implementation of the community development strategies over the 20-year planning period. Within the appendices of *Volume II: County Resources*, there are comprehensive lists of financial and technical resources to implement many of the strategies listed for the housing, economic development, and transportation elements of the plan.
6. The implementation schedule should be evaluated and revised on an annual basis. Town officials will need to monitor the Inventory and Trends highlighted in Chapter 2 to ensure the development strategies address the changing conditions of the Town of Spruce.

Stakeholders

Bay-Lake Regional Planning Commission
 Kelly Lake Sanitary District
 Marinette County
 Oconto County
 Oconto County Highway Department
 Oconto County Land Conservation Department
 Oconto County Planning/Zoning/Solid Waste Department
 Oconto County UW-Extension
 Gillett School District
 Lena School District
 Oconto Falls School District
 Suring School District
 Town of Bagley
 Town of Brazeau
 Town of Gillett
 Town of Lena
 Town of Maple Valley
 Town of Oconto Falls
 Town of Stiles
 Town of Pound
 United States Department of Agriculture, Natural Resources Conservation Service
 Wisconsin Department of Commerce
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation
 Wisconsin Housing and Economic Development Authority (WHEDA)
 Wisconsin Department of Administration

Priorities

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

Furthermore, work with the county to explore developing plans and processes aimed at protecting the quality and quantity of the town's water resources. This could include, but is not limited to, projects such as stormwater management planning; identifying and developing a plan to protect vital groundwater recharge areas; developing and enforcing erosion control measures; and restoration of wetlands.

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

VOLUME I - APPENDIX A
PROCEDURES FOR PUBLIC PARTICIPATION

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

Introduction

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

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

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

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

Posting/Notification of all Plan Commission Meetings

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

- Town Hall
- Other locations specific to the Town

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

Meetings

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

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

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

Open Houses

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

Notices

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

Public Comments

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

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

Distribution of the Adopted Plan

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

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

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

Adoption of Comprehensive Plan by Town Board

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

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

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

Additional Steps for Public Participation

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

State Statutes

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

Amendments

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

VOLUME I - APPENDIX B
NOMINAL GROUP RESULTS

Oconto County Central Planning Cluster

Nominal Group Results

August 29, 2006

Group 1

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

Group 2

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

Group 3

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

VOLUME I - APPENDIX C
INTERGOVERNMENTAL COOPERATION RESULTS

Intergovernmental Cooperation Central Cluster

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

Land Use Issues and Conflicts/Positive Working Relationships

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

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

Potential Resolutions:

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

VOLUME I - APPENDIX D
LAND USE INVENTORY CODES

Land Use Inventory Codes

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

APPENDIX D – LAND USE INVENTORY CODES

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

VOLUME I - APPENDIX E
DETAILED LAND USE TABULATION

2007 TOWN OF SPRUCE DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	852.65
110	Single Family Residential	835.48
130	Two-Family	0.59
180	Mobile Homes	13.40
199	Vacant Residence	3.19
200	COMMERCIAL	5.57
210	Retail Sales	2.11
250	Retail Services	3.45
300	INDUSTRIAL	2.29
340	Wholesaling	2.29
400	TRANSPORTATION	171.10
414	Local Streets and Roads	170.39
417	Off-Street Parking	0.70
500	COMMUNICATION/UTILITIES	3.65
580	Waste Processing/Disposal/Recycling	3.04
583	Sewage Treatment Plant	0.61
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	13.48
611	Administrative Buildings	0.88
631	Police/Fire Stations/Offices	0.01
642	Primary Schools	1.09
694	Cemeteries	11.51
700	OUTDOOR RECREATION	20.17
731	Campgrounds	15.79
766	Archery/Gun/Skeet Ranges	3.99
781	Boat Launching Sites/Areas	0.38
800	AGRICULTURE/SILVICULTURE	11,831.86
810	Croplands/Pastures	11,738.97
870	Farm Buildings/Accessories	92.28
899	Vacant Agriculture	0.60
900	NATURAL AREAS	9,954.31
911	Lakes	318.29
912	Reservoirs and Ponds	53.57
913	Rivers and Streams	17.57
950	Other Natural Areas, including Open Space	530.03
951	Woodlands	9,034.86
TOTAL		22,855.07

VOLUME I - APPENDIX F
GLOSSARY OF TERMS

Planning and Zoning Definitions

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

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

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

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

See ch. 62, Wis. Stats.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Owner property rights include:

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

Government property rights include:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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