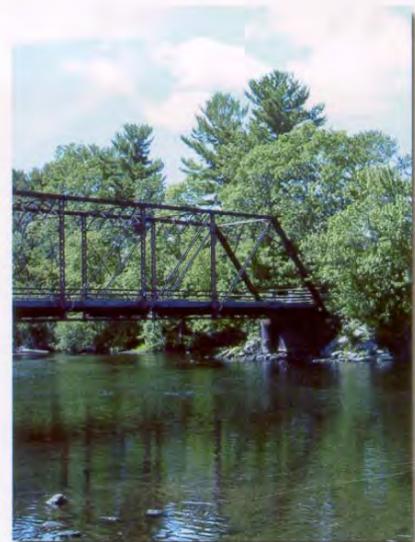


Town of Stiles

OCONTO COUNTY, WI

20-Year Comprehensive Plan



*Old Iron Bridge
Stiles, Wisconsin*



Prepared by: Bay-Lake Regional Planning Commission
September 2008

**TOWN OF STILES
OCONTO COUNTY, WISCONSIN**

CHAIRMAN: Richard Scott
SUPERVISOR: Melissa Wellens
SUPERVISOR: Al Kopczynski

CLERK: Marilyn Magnin
TREASURER: Robert Parisey

TOWN PLAN COMMISSION: Sandra Pierquet, Chairperson
Elizabeth Cody
Todd Schwantes
Larry McGray
Vicky Cunningham, Secretary



TOWN OF STILES 20-YEAR COMPREHENSIVE PLAN

Prepared by:

Bay-Lake Regional Planning Commission
441 South Jackson Street
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The preparation of this document was financed through contract #06013-07 between Oconto County, the Town of Stiles, 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. 2008-1

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

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

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

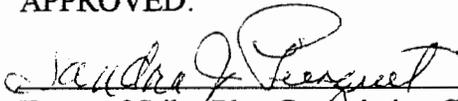
AND WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Wisconsin Statutes 66.1001 (Smart Growth);

AND WHEREAS, the Comprehensive Plan has been drafted by the Town of Stiles Plan Commission;

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

Dated this 21st day of July, 2008,
Resolution introduced and adoption moved by Elizabeth Cady
Motion for adoption seconded by Todd Schwanter
Voting Aye: 5 Nay: _____

APPROVED:


Town of Stiles Plan Commission Chair

ATTEST:


Town of Stiles Plan Commission Secretary

TOWN OF STILES
ORDINANCE NO. 2008-2

An Ordinance to Adopt a Comprehensive Plan Pursuant to
Section 66.1001 Wisconsin Statutes (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 Stiles, 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 Stiles, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the Town to respond to such comments; and,

WHEREAS, the Town of Stiles Plan Commission held a public hearing on July 21, 2008, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985 that was published at least 30 days before the hearing was held, and the notice included all of the following information:

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

WHEREAS, on July 16, 2008, the Town of Stiles Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Plan Commission; and,

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

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

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Stiles;
2. The Clerk of every local governmental unit that is adjacent to the Town of Stiles;
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 Stiles 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 10 day of September 2008, by a majority vote of the members of the Town Board of the Town of Stiles.

Richard L. Scott
Town Board Chairperson

Attest:

Marilyn A. Maguire
Town Clerk

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Volume I

Town Plan

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“The Town of Stiles is taking advantage of its location, infrastructure, and abundance of natural features to build a welcoming and accommodating community for residents, businesses, and visitors. In order to maintain the rural nature of Stiles, town officials continue to make the necessary land use decisions that have enabled Stiles to attract residents, quality businesses for employment and services, and visitors wanting to experience some of Northeast Wisconsin’s most beautiful landscapes and unique historical assets.”

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**CHAPTER 1:
INTRODUCTION**

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PURPOSE OF THE COMPREHENSIVE PLAN

This comprehensive plan for the Town of Stiles was prepared to address the varied land use issues most likely to impact the town during the next 20 years, including the dense residential development north and south of the Machickanee Flowage creating the possible need for a sanitary district or the extension of municipal services from the City of Oconto Falls. This plan is to serve as a guide to ensure consistent decisions are being made in regards to environmental protection, farmland preservation, transportation expansion, housing development, location of public services, and sound economic development. The *Town of Stiles 20-Year Comprehensive Plan* is a legal document that provides the policy framework from which town officials will base their future land use decisions.

The cornerstone of this plan is the future land use map, referred to in this document as the General Plan Design (GPD), **Map 3.1**. The GPD is ultimately the goal to be achieved through the implementation of this comprehensive plan. A thorough list of development strategies was prepared to assist officials to efficiently work toward achieving the town's desired land use map. This GPD map shall be used in conjunction with the Oconto County's zoning ordinances, local land use ordinances, supporting planning materials, and other implementation tools to guide future decisions on where and how the Town of Stiles should be developed as well as preserved during the next 20 years.

State Planning Legislation

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

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

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

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

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

HOW TO USE THIS PLAN

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Appendices: County Resources contains a countywide inventory of natural resources information; intergovernmental cooperation meeting results; economic SWOT results; a detailed list of available housing, economic development, and transportation financial and technical resources; existing countywide land use inventory; a glossary of definitions; and other relevant input and materials generated or gathered during the plan development process.

PLAN DEVELOPMENT PROCESS

The Town of Stiles was one of sixteen communities to enter into an agreement with Oconto County to submit a multi-jurisdictional application to the Wisconsin Department of Administration in 2005 for grant funding to assist in covering the cost of completing or updating their comprehensive plans. The application was successful and an award of \$263,000 was made to Oconto County in April 2006. Participating communities and the county were required to match the state grant with local dollars. Oconto County contracted the Bay-Lake Regional Planning Commission (BLRPC) to prepare each community’s comprehensive plan as well as the county’s plan.

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

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

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



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

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

- The Town of Stiles Plan Commission held its initial planning meeting with BLRPC staff in July 2007 to begin the process to update the *Town of Stiles 2015 Comprehensive Land Use Plan*.
- Public meetings were held on a monthly basis to review materials and facilitate a number of activities, such as a community survey completed in September 2008 and an Open House held in January 2008 to gather additional input from residents and landowners.
- The town's vision statement was developed along with the land use goals, objectives, policies and programs by using results from the various issue identification workshops and background data.
- A preliminary General Plan Design was created along with recommended land use strategies to guide future growth, development and conservation within the town over the next 20 years.
- The Oconto County Planning and Zoning Committee and OCPAC finalized *Volume II: County Resources* document. The resource document was distributed for the thirty-day review process and adopted by the Oconto County Board of Supervisors on August 21, 2008.
- The required thirty-day review of the town's plan was held during the month of June 2008 to allow citizens, landowners, neighboring communities, and other interested parties to review the completed draft of the *Town of Stiles 20-Year Comprehensive Plan*.
- Stiles' second Open House was held on July 12, 2008 to allow the public to review the planning materials and provide input as to the contents of the plan.
- The required Public Hearing on the *Town of Stiles 20-Year Comprehensive Plan* was held on July 21, 2008, and the Plan Commission made recommendation to the Town Board for adoption of the plan following the public hearing. Any input received during the review, open house, and public hearing was considered and included in the town's comprehensive plan as appropriate.
- The *Town of Stiles 20-Year Comprehensive Plan* was completed on September 10, 2008 with its adoption as an ordinance by the Stiles Town Board.

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

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

Public Participation Process

Public Participation Plan

The key to drafting and adopting a comprehensive plan that addresses the town's future planning needs is gathering input from residents and land owners at all plan development stages. In accordance with s. 66.1001(4), Wis. Stats., the Town of Stiles approved "Procedures for Adoption or Amendment of the Town of Stiles Comprehensive Plan" at their Town Board meeting on September 14, 2006. A copy of the resolution adopting these written procedures is included as Appendix A of *Volume I: Town Plan*.

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

Nominal Group Exercise

In September 2007, the Plan Commission members held a Nominal Group Exercise to identify issues that should be addressed during this plan development process. The following are the priority planning issues generated during the discussion. Each issue was considered during the drafting of the goals, objectives, policies, and programs for the town's comprehensive plan.

- Environmental Concerns - Larger lot sizes to prevent clustering in order to protect water resources and quality.
- Ethanol plants cause concern about water resources and industrial water use (quantity). Area should focus on residential and small commercial uses instead of industrial development.
- Focus on home based businesses along Highway 22 with a few controlled clusters of commercial development along Highway 141.
- There are only approximately five (5) larger area farms so animal numbers and farm sewage and run off are likely not to be an issue. Area will not sustain mega farms.
- Residential development for the area is likely to be 40-acre "farmettes" or smaller sized lots with some subdivisions (must meet land division lot size ordinance).
- Possible sewer district at Machickanee.
- Possible environmental concerns with paper mill discharge. Watch flowage district to keep water clean and recreational area viable.
- Maintain current roadways and enforce subdivision guidelines for new roads.
- Housing limited by lot size. Apartments and multiplex housing may not be an issue in the area because of well and septic. Possible statement or ordinance to limit such to 4 units in size. Focus on single family dwellings.
- Population governed by lot size.
- Recreational areas include one county park, county forest, and Machickanee Flowage. Problems with maintenance and patrolling.
- Stiles supports the Lena and Oconto Falls summer recreation programs by offering a reimbursement rebate of ½ the costs to residents.

Community Survey

The Town of Stiles conducted a community-wide survey in September 2007 to gather ideas and input from residents and land owners to help update the town's comprehensive plan. Approximately 800 surveys were mailed out and 100 completed surveys were returned. The common themes identified from the tabulated surveys are highlighted below. The full survey results are contained in Appendix B of *Volume I: Town Plan*.

- More and better recreational opportunities
 - Public access to water—Machickanee Flowage and Oconto River
 - Parks----camping along river
 - Flowage cleaned-up
 - Hiking and biking trails
- Well maintained roads
- Preservation of historical assets
- Preservation of natural features---open spaces, woodlands, water features
- Clean community void of junk
- Preservation of rural character
 - Single family houses
 - Larger lots
 - Smaller businesses----retail, commercial, light industrial
 - Concentrate development along corridors, town centers, and interchanges
- No changes---leave as is!

Open Houses

Two open houses were held during the planning process. The first was held close to the planning mid-point on January 21, 2008 at the Stiles Town Hall. Approximately 20 residents, landowners, and other interested parties attended the event. Several displays and informational pieces were available for review, including:

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

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

The second open house was held on July 12, 2008 at the Stiles Town Hall. It was held at the conclusion of the planning process to allow the residents and other interested persons the opportunity to review the completed draft plan and give input as to its contents and scope.

Intergovernmental Cooperation Workshop

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

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

Positive Working Relationships

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

Existing or Potential Land Use Conflicts

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

Resolutions

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

VISION STATEMENT

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

“The Town of Stiles is taking advantage of its location, infrastructure, and abundance of natural features to build a welcoming and accommodating community for residents, businesses, and visitors. In order to maintain the rural nature of Stiles, town officials continue to make the necessary land use decisions that have enabled Stiles to attract residents, quality businesses for employment and services, and visitors wanting to experience some of Northeast Wisconsin’s most beautiful landscapes and unique historical assets.”

CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS

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INTRODUCTION

This chapter inventories the unique natural features that make the Town of Stiles distinct from its neighboring communities. It also highlights the demographic, economic, and land use trends and forecasts used to create the Town of Stiles 20-Year General Plan Design, **Map 3.1**.

COMMUNITY INVENTORY

History and Description of Planning Area

Town of Stiles History

The Settlement of Stiles was surveyed in 1839 and sections were located in 1840. At the time of its organization in 1852, Oconto County contained most of northeastern Wisconsin north of Green Bay, an area from which Marinette, Forest, and Florence counties were later partitioned. At that time, the Town of Stiles included most of present Oconto County north of Suamico and Pensaukee and west of Oconto.

In 1850, Merrick Murphy and Jerusha, his wife, obtained a deed from Thomas Lindsay, who had arrived the year before. After securing a U.S. patent, Murphy started a logging operation and put a dam across the Oconto River. He became associated with Anson Eldred, a lumberman who had come into Wisconsin from Michigan in 1842 where he operated mills through partnerships with lumber yards in Milwaukee and Chicago. Merrick Murphy and his associates secured a charter to establish a dam in 1851, and with this mill and dam, began the lumber industry of Stiles. It grew in volume through the Civil War and through the 1870's and '80's, bringing fame to the valley of Oconto for the white pine timber shipped to England and Scotland.

Anson Eldred took over Murphy's interests in 1853 and built a settlement at Stiles named after his son, Howard Stiles Eldred. Operations increased in volume with an estimated 21 million feet of logs in the river or at the mill by 1855-56. In 1856, Anson Eldred, his brother Elisha and Uri Balcom of New York State formed a partnership. After a stormy relationship, Uri left for Oconto and formed another partnership of Holt and Balcom. The mills were largely staffed by Indians, and one, Chief Machickanee of the Menominees, is reputed to have pitched his tepee for hunting at the present flowage which bears his name, as does the Machickanee Forest.

The settlement at Stiles, its white houses built along the bank of the river, was a pleasant place to live. At night, it was illuminated by the flames of the huge open fireplace built on an island in the river, and the people sat by watching it. In the spring, the lumberjacks went roaring up and down the board walk when they celebrated returning from the woods. The men lived in the company houses or at one of the big boarding houses built for their use.

Lumbering stopped with the sawing of the last log in 1910, and by 1912, the yard was sold out and the planing mill shut down. Joseph Bergemeier left off the last of the steam in a long wailing blast of the whistle. Families soon moved away and the houses were torn down. A pulp mill carried on until 1924 when it, the last village industry, burned. After that, no one looked for a miracle and one by one the families moved away until there were only eight or nine families remaining. Someone set fire to the post office and general store in a failed robbery attempt in 1927. One of the lone remaining buildings was the famous hostelry erected before the Civil War for use by the mill workers. Since it was no longer needed to serve as housing for mill workers, the boarding house was converted to a "country tea room" and a summer hotel in 1928.

With cities like Milwaukee and Chicago growing noisy and congested, the resort at Stiles was not at a loss for customers as people came by car and train to enjoy the beauty and comfort of the Machickanee Forest area. The popular destination had a short-lived boon until the historic Stiles house was burned down in 1932. In spite of the frequency of fires and mass migrations from the town, two “institutions” have survived Stiles’ past—the St. Patrick’s Catholic Church and the general store, which was converted from a dance hall and tavern in 1928 and has since become a private residence.

The big business now in Stiles is real estate, as more and more “big city” people buy lots for homes and cottages. And many people, who were once seasonal residents, are now retiring permanently to their summer homes.

Town of Stiles Planning Area

The Town of Stiles is located in the southeastern portion of Oconto County encompassing an area of approximately 35 square miles, or 22,514 acres. The closest cities from the center of the town are: Oconto Falls, five miles to the west; Oconto, eight miles to the east; and Green Bay, 23 miles south. The Town of Stiles contains two unincorporated communities— Stiles and Stiles Junction. Stiles is located in the southern area of the town adjacent to USH 141 and northeast of the Machickanee Flowage. Stiles Junction can be found in the eastcentral area of the town at the intersection of STH 22 and USH 141. **Map 2.1** provides a general location of the Town of Stiles in Wisconsin, and **Map 2.2** highlights the planning area.

Past Planning Efforts

The town has prepared and adopted several local ordinances that either support or expand upon county zoning ordinances. An inventory of local ordinances is contained in Chapter 4: Implementation. These ordinances will be used to implement the comprehensive plan.

The Town of Stiles has participated in a number of planning efforts over the past few decades. The information contained in the *Town of Stiles 2015 Comprehensive Plan* adopted in September 1999 served as the basis for preparing this updated comprehensive plan. The *Town of Stiles 20-Year Comprehensive Plan* does acknowledge the following reports and integrates, as appropriate, the findings from those studies. The goal of the comprehensive planning process is to identify the key findings from these past plans in order to ensure their consistency in utilization and implementation within the context of the comprehensive plan. Any of the plans still being used should be revisited from time to time to check their relevance to current conditions and whether there is any progress being made towards implementation.

Sewer and Water Plan: The *Oconto County Sewer and Water Plan* was prepared by Max Anderson Associates to identify areas having a problem with or need for centralized utility systems, based on population, housing, density, and the age and types of individual utility systems. The plan was adopted in 1971 and reports future sewer and water needs for communities within the county.

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

Non-point Source Control Plan - Little River Watershed: This plan was prepared by the Wisconsin Department of Natural Resources (WDNR) and adopted in 1986. The purpose of the *Non-point Source Control Plan* is to assess the non-point pollutants in the Little River Watershed and guide the implementation of control measures. Non-point source control measures are needed to meet very specific water resource objectives designed to protect and enhance the surface and ground water in the watershed.

Oconto County - Green Bay West Shore Sewer Service Area Plan: This document was adopted in 1996 as part of a water pollution control planning process required by the *Federal Clean Water Act* and administered by the Wisconsin Department of Natural Resources (WDNR) under Chapter NR 121, Wisconsin Administrative Code. The plan prepared by the Bay-Lake Regional Planning Commission establishes the geographic extent of the sewer service area for the year 2015, delineates environmental corridors, defines procedures for reviewing boundary and plan amendments, and serves as a guideline for government interaction and community development.

Town of Stiles 2015 Comprehensive Plan: The town completed and adopted its first comprehensive plan in September 1999. With planning assistance from the Bay-Lake Regional Planning Commission, the Town of Stiles developed a plan to guide future development through the creation of a 20-year General Plan Design. Development strategies were prepared to more efficiently and effectively implement the plan over the course of the planning period.

Community Resources

Natural Resources

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

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

- Three soil types can be found in the Town of Stiles. Lake silt and clay covers the southeastern one-third of the town; clayey till is covering nearly the northeastern two-thirds of Stiles; and a small section in southwestern corner of the town has soils related to outwash sand and gravel. The contour of the town encompasses a number of depressions and basins and is scattered with lake and outwash plains. This combined topography and soil type limits the amount of water driven erosion that is likely to occur in the town.
- The depth to bedrock is 60 inches or greater providing natural filtration of contaminants from septic systems, farming operations, and stormwater runoff before it gets to the groundwater.
- The town is located in two watersheds-the northern area contains the Little River and the southern part of Stiles contains the Lower Oconto. These watersheds are part of the larger Lake Michigan Basin that drains directly into Green Bay of Lake Michigan.

- Two of the county’s main water features can be found in the Town of Stiles-the Machickanee Flowage located along the southern boundary with the Town of Abrams and the Oconto River meandering west to east through the southern part of the town.
- Town residents get their drinking water through individual wells tapping the groundwater below. Groundwater, lakes, and rivers are all connected as water commonly flows between them. Groundwater is also connected to the surface of the land by rain and melting snow which carry substances from the surface down to the groundwater below.
- Glaciation has caused a majority of the town to be poorly drained and pocketed with marshes and wetlands. The topography within the Town of Stiles reflects this glaciation with landscapes fluctuating from level to rolling.
- Elevations vary by approximately 160 feet. The highest elevations, 750 feet above mean sea level, are in the northwest area of the town. The lowest elevations, approximately 590 feet above mean sea level, are on the banks of the Oconto River in the southeast area of the town. A majority of the town maintains elevations of approximately 700 feet above sea level.
- The upland woodlands (those woodlands that are not in a wetland) are located throughout the town. These woodlands are primarily found in areas that are unsuitable for agricultural use; mixed in with ridges and steep slopes; adjacent to primary water features such as the Machickanee Flowage and the Oconto River; and bordering wetlands which are prone to flooding.
- The Plan Determinants consist of wetlands, floodplains, steep slope (12 percent or more), and the 75-foot setback from surface water features. Each of these four Plan Determinant features for the town is shown on Map 2.3. The individual plan determinants merged together forms a single feature known as “environmental corridors”, which is displayed on the town’s General Plan Design (**Map 3.1**).
 - Several areas of steep slopes are present within the town. Primary locations are along the Oconto River, the Machickanee Flowage, and smaller tracts in the central area of the town. Areas of steep slope based on soils characteristics within the Town of Stiles can be seen as a constraint to development due to increased runoff and soil erosion.
 - The floodplains are located adjacent to the Oconto River, Machickanee Flowage and Splinter Creek in the southern portion of the town, and the Little River and its tributaries in the eastern half of the town.
 - The town has a large, contiguous wetland complex located in the northwest quarter of the town providing vital wildlife habitat. This area is known locally as the Lena Swamp.

Agricultural Resources

The town’s prime agricultural soils are shown in **Map 2.4**. These soils have been determined to contain the best combination of physical and chemical characteristics for growing crops for human and animal consumption. There are 6,521 acres of croplands and pastures in several non-contiguous tracts primarily located in the northern and western parts of the town.

There are five operating farms in the town including goat farms.

The Town of Stiles is part of Oconto’s First Drainage District covering portions of the Town of Lena and the Village of Lena.

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

Cultural Resources

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

- The Wisconsin Historical Society maintains a list of 37 historically significant structures located in the Town of Stiles. A majority of these listings are homes, businesses, and agriculture related structures. Some of the more prominent entries on the historical society’s site are the former Stiles Town Hall, Stiles General Store, Stiles School, and St. Patrick’s Church and Fellowship Hall.

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

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

A. Landmarks: (reference points)

- Oconto River
- Machickanee Flowage
- Stiles Junction
- Pioneer County Park
- Town of Stiles Cemetery
- Lena Swamp

B. Pathways: (roads and trails)

- U.S. Highway 141
- State Highway 22
- County Highway I
- Stiles Road
- Bike Trail beginning near USH 141 (end of Military Road) to City of Oconto

C. Edges: (boundaries)

- Machickanee Flowage

D. Districts: (encompass areas of commonality)

- Lena School District
- Oconto Falls School District
- NWTC

- West Shore Sewer Service Area
- City of Oconto Falls’ Planning Area
- Drainage District

E. Nodes: (destinations within the center of a community)

- Town Hall
- Former Town Hall
- St. Patrick’s Church
- Stiles School
- Train Depot

Economic Resources

Being a rural community, the town’s local economy is connected to its vast amount of natural resources such as water features, forestlands, and open space that promote recreational opportunities and attract seasonal residents and tourism. The town’s location, along with the good transportation system that includes State Highway 22, U.S. Highway 141, and operating rail line, make it an ideal location for future economic opportunities.

Other employment types found in the Town of Stiles include food and tavern service, gas and convenience stations, sporting goods, auto salvage, auto restoration, building contractors, and a pallet company. According to the 2007 land use inventory, there are nearly 60 acres of land dedicated to commercial uses and approximately 28 acres used for industrial operations. The town’s industrial land use consists of three non-metallic mines-sand and gravel extraction.

Utilities and Community Facilities

An inventory and assessment of existing facilities is made to determine whether or not there may be condition and capacity issues in meeting future development needs. Information on the Town of Stiles’ community and public facilities is outlined below. The town’s parks and community facilities are shown on **Map 2.5**. A countywide inventory of all public facilities with maps depicting their location can be found in Chapter 9 of *Volume II: County Resources*.

The Town of Stiles municipal building was recently renovated to add office space. The town hall, garage, and recycling facility are located at 5718 Watercrest Road. The Town Hall serves as space for town meetings, town’s polling place, and eventual location of town administration. Residents have two options for disposing of their solid waste and recyclables. Waste Management collects garbage once per week. Residents may also dispose of their refuse at the Stiles Waste and Recycling Center at 5718 Watercrest Road. The town has a recycling program where residents can bring their recyclables. Town residents maintain their own wells for drinking water. A portion of the town is within the West Shore Sewer Service Area that includes the towns of Little Suamico, Abrams, Pensaukee, and Little River and the City of Oconto.



The Oconto County Sheriff’s Department provides primary police protection for the town. Fire protection is provided through aid agreements with the City of Oconto Falls and the Village of

Lena. **Map 9.2** in Chapter 9 of *Volume II: County Resources* illustrates the fire districts in Oconto County. The Oconto Falls Area Ambulance Service located in the City of Oconto Falls provides emergency services to town residents. The EMS/Ambulance districts are shown on **Map 9.3** in Chapter 9 of *Volume II: County Resources*.

The northeastern two-thirds of the town is served by the Lena School District while the southwestern third is within the Oconto Falls School. See Map 9.4 in Chapter 9 of *Volume II: County Resources* for public school districts located in Oconto County. In addition, there are two private schools serving town residents - St. Anthony’s Congregation School at 253 N. Franklin in Oconto Falls and Marantha Seventh Day Adventist School located on 5100 McCarthy Road in the Town of Stiles.

There is no public library located in the Town of Stiles. Residents of the town can utilize the Oconto Public Library, Oconto Falls Community Library, or the Lena Public Library. Town residents are served by the United States Post Offices located in the cities of Oconto and Oconto Falls and the Village of Lena. Portions of the town can access both local and satellite TV services. Cable service is provided by Time Warner Cable. Oconto Electric Cooperative provides electric service to the town. Natural gas service is not available in the Town of Stiles at this time. There are two telecommunications towers located in the town. One tower is on Landing Lane next to the hydro-plant owned by the Oconto Electric Cooperative. The second is at 6842 State Highway 22.

The Oconto Falls Community Memorial Hospital located at 835 S. Main Street, Oconto Falls and the Bond Community Center located at 820 Arbutus Avenue, Oconto are the primary medical facilities utilized by the town’s residents. The Town of Stiles has two cemeteries-St. Patrick’s/St. Louis and Stiles Town Cemetery. There is ample space still available within each cemetery.

Parks and Recreation

Pioneer County Park can be found on Pioneer Park Road. Two boat landings are accessible on Landing Lane, about one-quarter mile west of USH 141. These three recreation areas are noted on **Map 2.5**. Please see **Map 9.5** in Chapter 9 of *Volume II: County Resources* for a detailed inventory of park and recreational areas within Oconto County.



Transportation

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

- U.S. Highway (USH) 141 is a principal arterial route. The function of an arterial highway is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. USH 141, from Green Bay to six miles south of the Village of Crivitz, has been upgraded to a four-lane divided freeway.
- State Highway (STH) 22 is also an arterial highway. It originates in the south central part of the state near the Wisconsin and Illinois border. From there, STH 22 travels north through the City of Shawano. From Central Shawano County, the highway travels in a northeasterly direction to the City of Oconto Falls, through the Town of Stiles intersecting with USH 141. STH 22 ends on the eastern side of Oconto County in the City of Oconto at the intersection with USH 41.

- County Highway (CTH) I is classified as a collector road. The primary function of county roads classified as “collectors” is to provide general "area to area" routes for local traffic. CTH I originates at USH141 in the southern part of the town and extends west to the City of Oconto Falls and ends at State Highway 22.

Table 2.1 lists the mileage of roads under the jurisdiction of the Town of Stiles by function. **Map 2.6** provides the location of the roads by function for the Town of Stiles.

Table 2.1: Road Miles by Functional Classification, 2006

Geographic Location	Gross Miles	County Miles	Local Road/Street	County Jurisdiction			Local Jurisdiction		
				Arterial	Collector	Local	Arterial	Collector	Local
Town of Stiles	55.11	4.76	50.35		4.76			3.89	46.46

Source: Wisconsin Department of Transportation, 2006.

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



Land Use Inventory

A detailed field inventory of land uses in the Town of Stiles was completed by the Bay-Lake Regional Planning Commission in 2007. A Standard Land Use Classification methodology was used to determine existing land uses. Please see Chapter 11 of *Volume II: County Resources* for a description of these categories. A breakdown of the town’s land uses and acreages is shown on Table 2.2. Appendix D of *Volume II: Town Plan* contains the town’s detailed land uses for 1997 and 2007. **Map 2.7** displays the 2007 Town of Stiles land use.



Table 2.2: 2007 Land Use

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
DEVELOPED			
<i>Single Family</i>	656.8	2.9	49.6
<i>Mobile Homes</i>	45.4	0.2	3.4
<i>Vacant Residential</i>	3.2	0.0	0.2
Total Residential	705.5	3.1	53.3
Commercial	60.9	0.3	4.6
Industrial	27.5	0.1	2.1
Transportation	265.8	1.2	20.1
Communications/Utilities	32.1	0.1	2.4
Institutional/Governmental	17.4	0.1	1.3
Recreational	82.3	0.4	6.2
Agricultural Structures	131.8	0.6	10.0
Total Developed Acres	1,323.1	5.9	100.0
UNDEVELOPED			
			Percentage Undeveloped Land
Croplands/Pasture	6,554.5	29.1	30.9
Woodlands	12,980.6	57.7	61.3
Other Natural Areas	1,048.7	4.7	4.9
Water Features	606.5	2.7	2.9
Total Undeveloped Acres	21,190.3	94.1	100.0
Total Land Area	22,513.4	100.0	

Source: Bay-Lake Regional Planning Commission, 2007.

DEMOGRAPHIC TRENDS AND FORECASTS

Population

Historic Population Trends

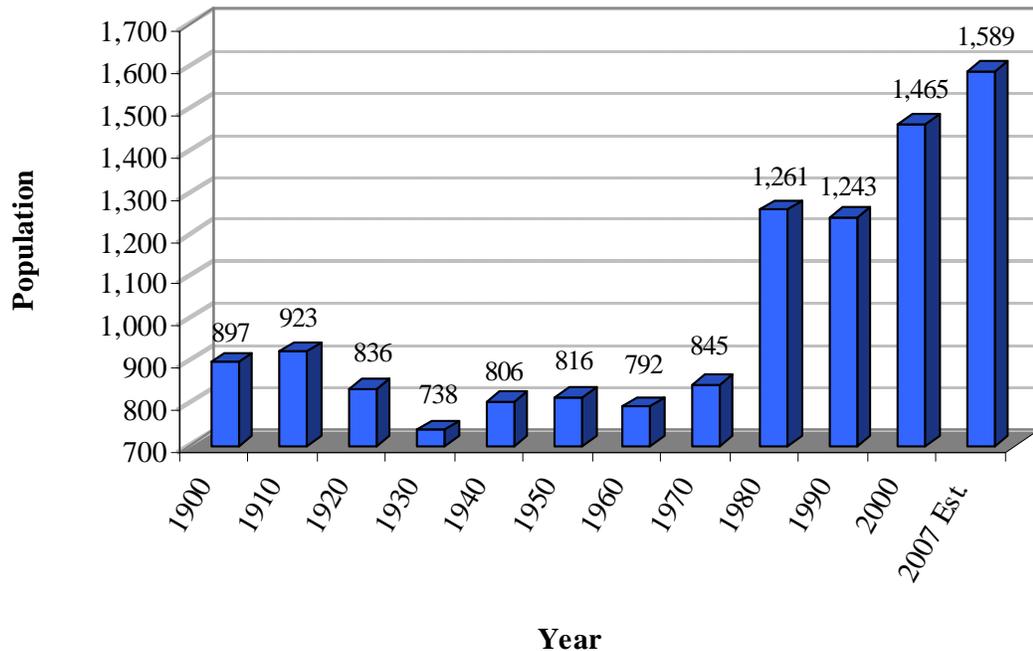
Analyzing changes in the trends and characteristics of a community's population and housing is important in understanding the needs of its current and future populations.

As illustrated by Figure 2.1, the Town of Stiles experienced a fluctuation in population from 1910 to 1970 due to the loss of the lumbering industry in the 1920's and the lack of comparable businesses to attract new residents to the area. The town's population increased dramatically during the past 30 years with the addition of 620 new residents from 1970 to 2000. According to WDOA's population estimated for 2007, Stiles is continuing to add new residents with an increase in population of 124 people since 2000. The expansion of U.S. Highway 141 and the desirable Machickanee Flowage and Forest area is a draw for individuals seeking a comfortable location to live not too far from larger city amenities.

Town of Stiles
Year 2000 Population
Characteristics

Population: **1,465**
Median Age: **38.6**
Age Groups:
5-11: 10.6%
12-17: 10.6%
18-64: 62.9%
65+: 10.6%

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



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

Population Projections

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

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

The Wisconsin of Administration's projections are based on past and current population trends, and are intended as a base-line guide for users. The Linear Trend projects numbers fit a straight trend line, while a Growth Trend projects numbers fit an exponential curve. More information on these methods can be found in Chapter 6 of *Volume II: County Resources*. Table 2.3 and Figure 2.2 illustrate these projections.

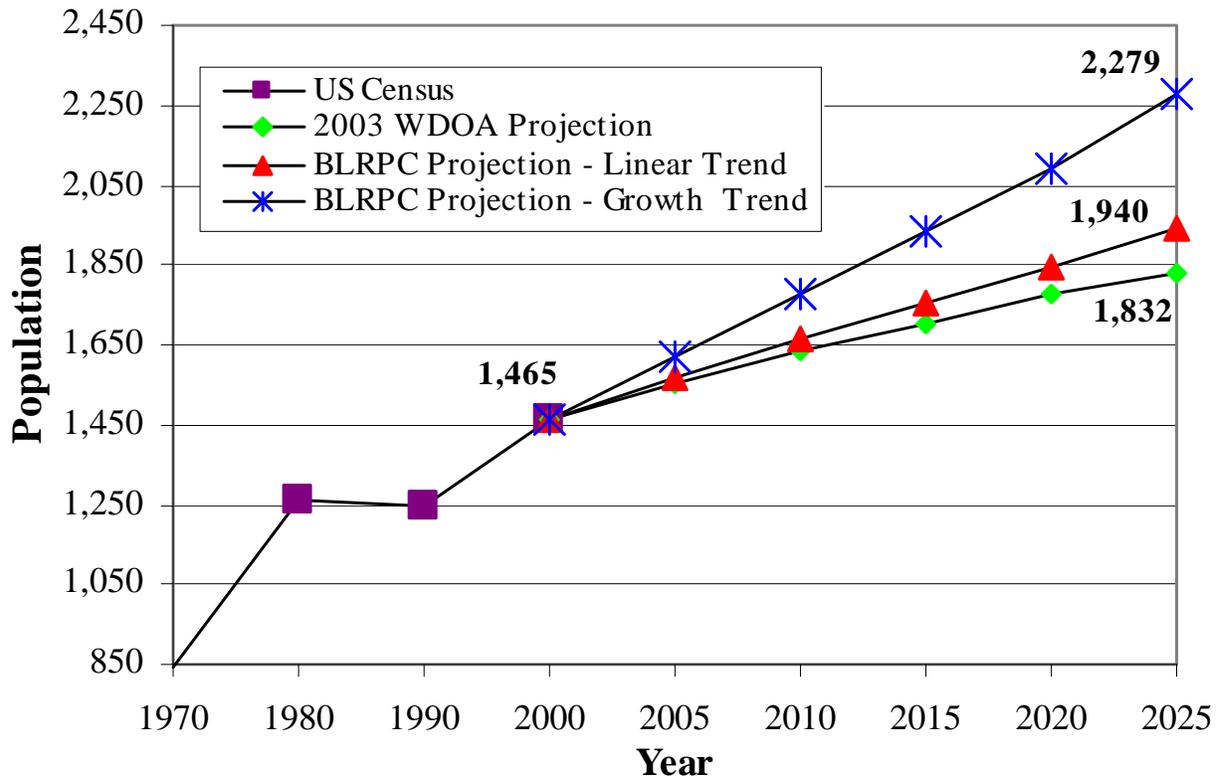
Based on these three forecasting methods, the Town of Stiles can anticipate new resident growth ranging from 367 to 815 people by 2025 from the 2000 U.S Census figure of 1,465. Table 2.3 and Figure 2.2 illustrate these projections.

Table 2.3: Population Trends and Projections, 1970 - 2025

Town of Stiles	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	845	1,261	1,243	1,465					
2003 WDOA Projection				1,465	1,552	1,634	1,706	1,775	1,832
BLRPC Projection - Growth Trend				1,465	1,621	1,777	1,935	2,093	2,279
BLRPC Projection - Linear Trend				1,465	1,565	1,664	1,756	1,848	1,940

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

Figure 2.2: Population Trends and Projections, 1970 - 2025



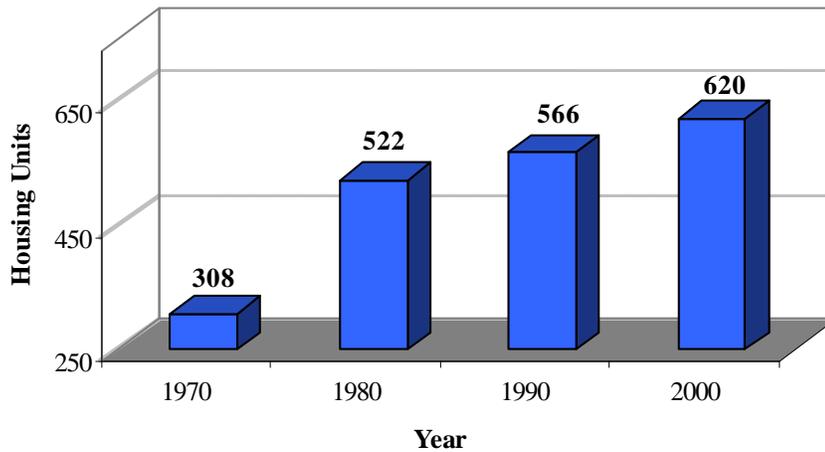
Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2000; Wisconsin Department of Administration, Official Population Projections, 2004; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties,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

Housing

Housing Trends and Characteristics

As reported by the U.S. Census and illustrated by Figure 2.3, the Town of Stiles’ total number of housing units doubled by 312 units between 1970 and 2000. The town experienced its largest increase in housing units, almost 69 percent, between 1970 and 1980.

Figure 2.3: Historic Housing Units, 1970 - 2000



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

Housing Projections

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

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

These projections reflect future occupied housing units only, which means vacant housing units are not included. Table 2.4 and Figure 2.4 illustrate the occupied housing unit projections. The town can anticipate an increase in housing units anywhere from 226 to 638 based on the 2000 U.S. Census count of 578. The table also notes a continued decline in persons per household of 2.53 in 2000 to 2.30 by 2025. The declining number of people residing in each home corresponds to the combined national trend of an aging population and families having fewer children. This trend must certainly be accounted for as the Town of Stiles allocates land for future developed purposes and the services that accompany an older population.

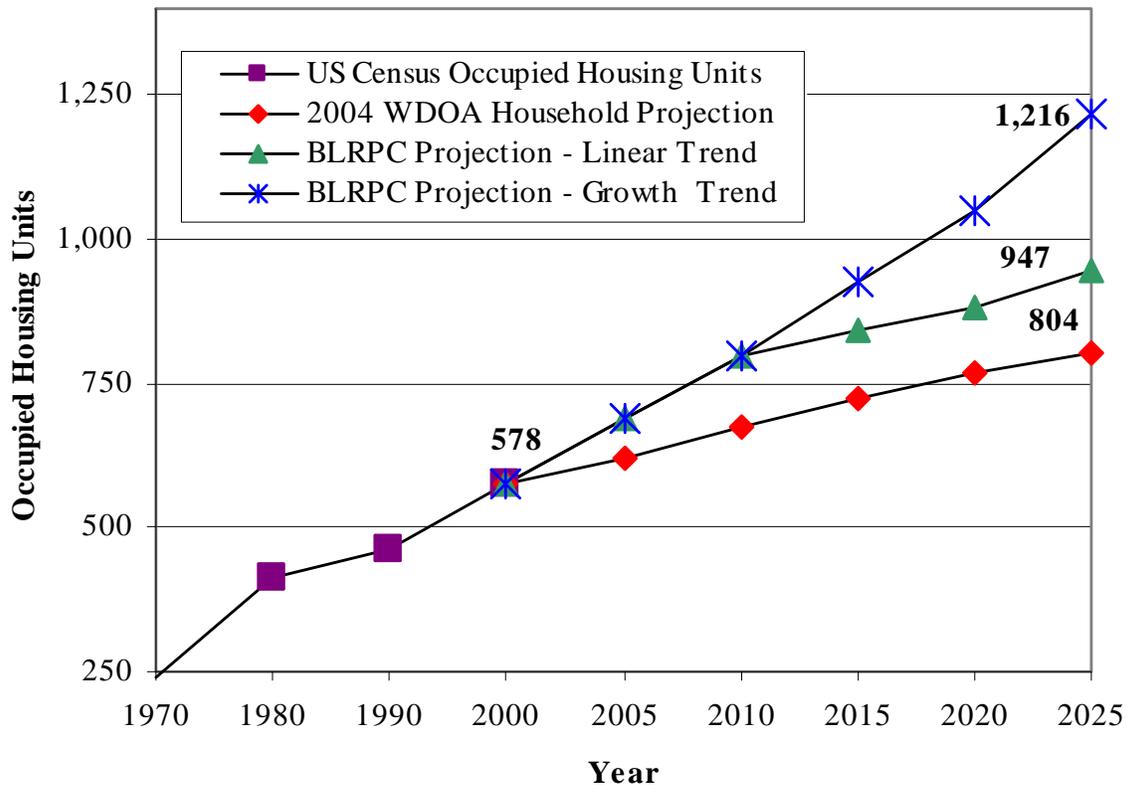
More information on housing characteristics, as well as projection methods for Oconto County and all of its municipalities can be found in Chapter 6 of *Volume II: County Resources*.

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

Town of Stiles	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	241	413	461	578					
BLRPC Projection - Growth Trend				578	689	799	925	1,051	1,216
BLRPC Projection - Linear Trend				578	689	799	841	883	947
2004 WDOA Household Projection				578	622	675	724	769	804
Household Size				2.53	2.50	2.43	2.37	2.33	2.30

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

Figure 2.4: Housing Trends and Projections, 2000 - 2025



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

Economic Development

The Town of Stiles’ economy is heavily influenced by its natural resources, primarily the Machickanee Forest and Flowage and the Oconto River. Agriculture and farming operations also continue to be key elements of the local economy. The county forest, flowage, and rivers promote tourism and attract a number of seasonal residents which further enhances opportunities for local retailers and service providers.

- Just over 71 percent of the residents of Stiles are part of the civilian labor force (i.e., persons sixteen years of age or older who are employed or seeking employment).

Town of Stiles
Year 2000 Economic Characteristics

1999 Median Household Income: **\$43,882**

Employment Status:

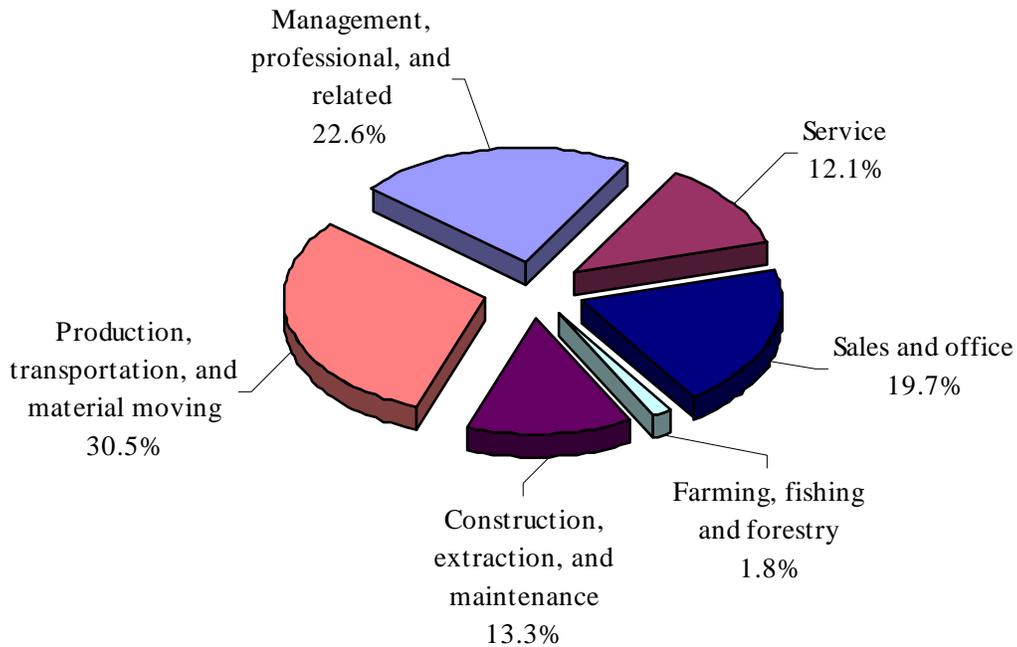
- Employed: 68.1%**
- Unemployed: 3%**
- Out of Working Force: 28.7%**

Education Levels (Ages 25 & over):

- High School Graduate: 46.4%**
- Associate Degree: 6.6%**
- Bachelor’s Degree: 6.9%**
- Graduate or Professional Degree: 3.1%**

Of town’s residents in the labor force, the majority, 26 percent, are employed in manufacturing; 15.4 percent are employed in educational, health, and social services; and 8.6 percent earn their living in retail trade. Figure 2.5 and Table 2.5 reflect the occupation of employed persons living in the Town of Stiles in 2000.

Figure 2.5: Occupation of Employed Persons, 2000



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

Table 2.5: Employment by Industry Group, 2000

Industry	Town of Stiles	
	Number	Percent of Total
Agriculture, forestry, fishing and hunting and mining	33	6.3
Construction	70	7.6
Manufacturing	245	29.0
Wholesale trade	25	2.6
Retail trade	51	8.6
Transportation and warehousing, and utilities	62	7.1
Information	16	1.2
Finance, insurance, real estate and rental and leasing	34	4.1
Professional, scientific, mgt., admin and waste mgt. service	39	4.1
Educational, health and social services	119	15.4
Arts, entertainment, recreation, accommodation & food services	41	7.3
Other services (except public administration)	27	3.6
Public administration	5	3.0
Total	452	100.0

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

Commuting Patterns

In 2000, Residents of the Town of Stiles, including those that work in the town, reported their average commute time to be 28 minutes each way in getting to and from work. In addition:

- Approximately 95 percent or 682 of 801 employed residents of the town worked outside of the Town of Stiles. Of those, the majority commute to the City of Green Bay (138), City of Oconto Falls (125), and Village of Ashwaubenon (80).
- 82 of the town’s residents lived and worked in the Town of Stiles.
- Of those that lived outside of the town but worked in Stiles, 14 were residents of the City of Oconto Falls, 13 each reside in the Town of Little Suamico and City of Oconto.

Economic Base

The Town of Stiles has grown at a healthy rate over the past seven years as seen in Table 2.6. The town’s full value increased over \$45 million or 64 percent between 2000 and 2006.

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

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
2000	70,119,300	83.93	1,315,489	91,212	0.01876	0.01745	709,922	97,532	379,012	115,000	14,024
2001	78,414,000	98.35	1,441,558	99,480	0.01838	0.01711	718,303	127,115	450,458	129,999	15,683
2002	86,838,200	90.69	1,635,473	106,932	0.01883	0.01760	841,497	104,417	496,863	139,329	17,368
2003	95,610,000	82.96	1,635,254	115,478	0.01710	0.01589	794,949	149,425	530,758	141,000	19,122
2004	98,023,700	82.08	1,814,341	114,321	0.01850	0.01734	965,685	149,905	534,146	145,000	19,065
2005	102,096,900	79.44	1,788,198	119,619	0.01751	0.01634	929,923	153,016	538,208	147,900	19,151
2006	115,381,000	93.60	1,929,710	150,358	0.01672	0.01542	1,017,049	169,234	569,946	153,218	20,262

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 47 percent during the same time period.
- The mill rate per \$1,000 of value decreased from \$17.45 to \$15.42 during the past six years.
- The local tax share increased by 33 percent to \$153,218 by 2006.

The Town of Stiles’ debt as of December 31, 2005 was \$53,432 which is considerably below the allowable debt of \$5.1 million or five percent of the town’s total value. This means the town has access to considerable financing for future projects such as road maintenance or a Sanitary District in the Machickanee Flowage area where development is occurring at a consistent pace.

Table 2.7: Public Indebtedness, 2000 - 2006

Year	Full Value	Debt Limit	Existing Debt	Debt Margin
2000	70,119,300	3,505,965	0	3,505,965
2001	78,414,000	3,920,700	113,772	3,806,928
2002	86,838,200	4,341,910	77,857	4,264,053
2003	95,610,000	4,780,500	39,967	4,740,533
2004	98,023,700	4,901,185	67,598	4,833,587
2005	102,096,900	5,104,845	53,432	5,051,413
2006	NA			

Source: Wisconsin Department of Revenue and Bay-Lake Regional Planning Commission, 2007.

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

LAND USE TRENDS AND FORECASTS

Land Use Issues and Conflicts

According to the land use inventories conducted in 1997 and 2007, there were 225 acres of new residential and 41 acres of commercial development noted to have occurred within the past 10 years. This continued development is impacting the town through the following land use issues and conflicts. The planning process should address these concerns through the establishment of sound land use recommendations and development strategies.

- There is anticipated to be steady residential development in the central and southern areas of the town during this planning period.
- The lay-out of concentrated residential developments, primarily along the Machickanee Flowage, have single entrance and exit roads that do not allow for trail or recreation connectivity.
- The continued residential development will lead to ongoing fragmentation of natural areas (woodlands, open space) and agriculture land limiting the ability to implement and sustain management plans.
- There are multiple driveways along main transportation routes such as State Highway 22 and County Highway I only serving single residences and businesses.
- The town has limited recreational trails. The abandoned rail line from Stiles to the City of Oconto is underutilized due to the lack of signage.
- There will be continued development pressures on environmental corridors and natural areas.
- It is anticipated there will be continued loss of agriculture land and open space mainly north of State Highway 22.
- As commercial activity grows along the highway corridor, access points and the appearance of the area is important, including the U.S. Highway 141 and State Highway 22 interchange.
- The second tier development along Machickanee Flowage will necessitate the need for additional transportation, recreation, stormwater management, and sanitary sewer planning.
- As residential lots are developed in the southern section of the town, there will be a decline in public access points to the Machickanee Flowage and Oconto River.
- Much of the town's residential growth is expected to occur within the City of Oconto Falls' one and one-half mile extraterritorial boundary. It is important to develop a boundary agreement between the town and the city to ensure the area is being developed efficiently and municipal services can be provided more cost effectively at a later date.



Anticipated Land Use Trends

The continued increase in fuel prices will be a major consideration as to where people chose to live and work. The Town of Stiles has been and continues to be an ideal location for those who want to reside in the country yet within a short driving distance of shopping, schools, and amenities. The Machickanee Flowage offers recreational and development opportunities unique to the area.

- It is anticipated there will be continued steady residential growth throughout the central and southern areas of the town with an anticipated 367 new residents residing in the town by 2025.
- There will be less dense residential development occurring north of State Highway 22.
- Denser residential will occur within the southwestern corner of the town concentrated within the City of Oconto Falls' extraterritorial boundary and the Machickanee Flowage area because of the desire to reside adjacent to Oconto County Forest Land, Oconto River, and Machickanee Flowage.
- Commercial, retail, and light manufacturing businesses are expected to continue locating along the highway corridor and the State Highway 22 and U.S. Highway 141 interchange.
- With land available, there will be continued in-fill development of existing residential and commercial areas.
- With a limited number of existing agriculture operations, there is an expected trend toward continued consolidation of farming operations into larger animal units and the creation of smaller agricultural operations focusing on organic crops and animals.
- The concentration of residential and commercial development may necessitate the need for additional municipal services such as a stormwater management program.
- With the towns' abundance of natural resources and growing population, town officials will need to review the ongoing need for additional recreational facilities, such as trails, public access roads, parks, and campgrounds.
- Development causes the continued fragmentation and parceling of land into smaller lots.
- The strong demand for crops may influence farmers to begin tilling marginal crop land and land set aside for traditional open spaces.

Development Considerations

Land Supply

The town has room for properly planned residential, commercial, and industrial development without greatly compromising natural features. There is sufficient land designated for commercial and light industrial development along highway corridor and at the USH 141 and State Highway 22 Interchange. Stiles' location will continue to make the town increasingly desirable, especially as communities to the south become increasingly developed. The quality of the Oconto Falls School District will make it a draw to young families. However, there are limited development opportunities for some types of land uses due to the lack of utilities, primarily water and sewer. Demand will remain high for residential development on and adjacent to the Machickanee Flowage and Oconto River for both year-round and seasonal housing.

Land Price

Land prices within the Town of Stiles are expected to follow the regional trend of increasing land prices for development. Rural areas within the 30 mile radius of the Green Bay Metro area are very desirable. The remaining agriculture land will increase in price as demand for alternative fuels climb, which are becoming a strong incentive to continue farming and to crop more marginal land. Land within desirable business locations such as along the highway corridor will maintain at a very high value due to the access to traffic. There are limited development opportunities for some types of land uses due to the lack of utilities, primarily water and sewer. The value for limited natural resources land (wooded and open space) will continue to be desired for hunting/recreational purposes. First and second tier development Machickanee Flowage and Oconto River will continue to increase values for these limited locations.

LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Comprehensive Planning legislation s. 66.1001, Wis. Stats. requires plans to include projections in five-year increments for future residential, commercial, industrial, and agricultural land uses over the 20-year planning period. Three population and housing projections methods were used to determine anticipated future growth within the town. They were the Wisconsin Department of Administration (WDOA) projections, a Linear Projection Model, and Growth Forecast. Based on recent new housing numbers influenced by the town’s minimum lot size limits, it was determined the Wisconsin Department of Administration projections illustrated earlier in this chapter was the most accurate projection method. It is anticipated using the WDOA projections; the town will experience an influx of 367 new residents corresponding to an additional 226 new occupied homes by 2025.

It is **not** the intent of this comprehensive plan to see an entire area within a land use classification noted on the General Plan Design to be developed. The specified uses should be allowed if consistent with the type, location, and density of existing development. Some of the land within the land use classification is not developable due to natural features, easements, setbacks, existing preferred land uses, or availability of supporting infrastructure. Within developing areas, these additional considerations and land uses generally account for approximately 25 percent of the gross land area. Given these considerations, the gross land use needs for residential, commercial, and industrial development for the Town of Stiles by 2025 is **2,047 acres**. The net acreage total for each of the illustrated land uses in Table 2.8 is **1,535 acres**.

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

Year	Residential		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2010	192.5		16.6		7.9	
2015	278.3	470.8	24.0	40.6	11.5	19.4
2020	300.1	770.9	25.9	66.5	12.4	31.7
2025	315.0	1085.9	27.2	93.6	13.0	44.7
2030	275.6	1361.5	23.8	117.4	11.3	56.0

Source: Bay-Lake Regional Planning Commission, 2008.

Residential Projections

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

- Using the Wisconsin Department of Administration projections;
- A per residential lot average of three and one-half acre; and
- A multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility and to further account for the continued decline in persons per household of 2.53 in 2000 to 2.30 by 2025.

Using this projection model illustrated in Table 2.9, the Town of Stiles can anticipate the construction of 226 new homes by 2025, which averages approximately 11 homes per year. The land needed for these new homes equates to 1,362 net acres and 1,853 gross acres. A majority of this new housing development is anticipated to occur in the Machickanee Flowage area and within the extraterritorial planning area for the City of Oconto Falls.

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

Year	New Housing Units	Acres/DU	Market Value	Net Acres Needed
2005	44	3 1/2	1.25	192.5
2010	53	3 1/2	1.5	278.3
2015	49	3 1/2	1.75	300.1
2020	45	3 1/2	2	315.0
2025	35	3 1/2	2.25	275.6
Total	226			1361.5

Source: Bay-Lake Regional Planning Commission, 2008.

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

Commercial Projections

To calculate commercial land use projections, the ratio between residential acreage and commercial land use acreage is determined based on the 2007 land use inventory. That ratio was one acre of residential land to nearly 12 acres of commercial land for an 11.6:1 ratio. Based on this ratio, the town can anticipate allocating some 117 net acres for new commercial development equating to 157 gross acres during this planning period. This calculation is shown in Table 2.10 below. Large commercial areas have been designated along the USH 141 corridor that will be suitable for both local and transient traffic. The corridor will also allow light industrial operations, if they fit the size and scale of the surrounding land uses and compliment the existing business community.

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

Year	Residential Acreage	Ratio	Net Acres Needed
2005	192.5	11.6	16.6
2010	278.3	11.6	24.0
2015	300.1	11.6	25.9
2020	315.0	11.6	27.2
2025	275.6	11.6	23.8
Total			117.4

Source: Bay-Lake Regional Planning Commission, 2008.

Industrial Projections

The ratio between residential acreage and industrial land use acreage is also determined based on the 2007 land use inventory. That ratio was one acre of residential land to approximately 24 acres of industrial land for a 24.3:1 ratio. The industrial land noted on the land use inventory is comprised of three existing non-metallic mining operations. At this time, town officials do not feel there are any future mining operations planning to open within the next several years. The As reflected in Table 2.11, the Town of Stiles has allocated 56 net acres for future light industrial development equating to 75 gross acres that will be most likely be included within the designated commercial areas shown on the General Plan Design, **Map 3.1**.

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

Year	Residential Acreage	Ratio	Net Acres Needed
2005	192.5	24.3	7.9
2010	278.3	24.3	11.5
2015	300.1	24.3	12.4
2020	315.0	24.3	13.0
2025	275.6	24.3	11.3
Total			56.0

Source: Bay-Lake Regional Planning Commission, 2008.

Agricultural Projections

With a projected 2,047 gross acres of land needed for residential, commercial, and industrial development during the 20 year planning period, a percentage of that land will be taken out of existing agricultural operations. With over 6,554 acres of agricultural and pasture lands identified during the town’s 2007 land use inventory, it is the intention of the town to preserve as much of these remaining open spaces as possible. The Town of Stiles has instituted a five acre minimum residential lot size requirement north of State Highway 22, a three acre minimum lot size south of the highway, and a one and one-half minimum lot size within the City of Oconto Falls’ mile and one-half planning area. These larger residential lot sizes are designed to protect the rural nature of the town without compromising the existing agriculture land. The smaller lots adjacent to the city are to better transition between the urban and rural areas. There has been and will continue to be denser residential development taking place in within the City of Oconto Falls’ planning area north and south of the Machickanee Flowage. Commercial with some limited light industrial is being directed along the U.S. Highway 141 corridor and State Highway 22 interchange.

In 1990, the persons per square mile was approximately 5.5. By 2025, the Town of Stiles density is expected to increase to 8 persons per square mile putting additional pressure on existing agriculture and open space land to be developed for other land uses.

SUMMARY OF IMPLEMENTATION GOALS

During the planning process, (11) eleven goals were developed that illustrate how the Town of Stiles will approach overall growth and development within its municipal boundaries over the next 20 years. These goals are also listed by topic with applicable objectives, policies, and programs in Chapter 4 of this document. By achieving these more defined policies and programs, the Town of Stiles will be able to systematically work toward implementation of this Comprehensive Plan over the next 20 years.

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

COMMUNITY PLANNING: To provide a development pattern which meets the needs of the citizens through a coordinated mix of land uses that minimize conflicts while enhancing the quality of life for town residents.

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

NATURAL RESOURCES: To maintain a healthy environment for both residents and visitors to enjoy and utilize.

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

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

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

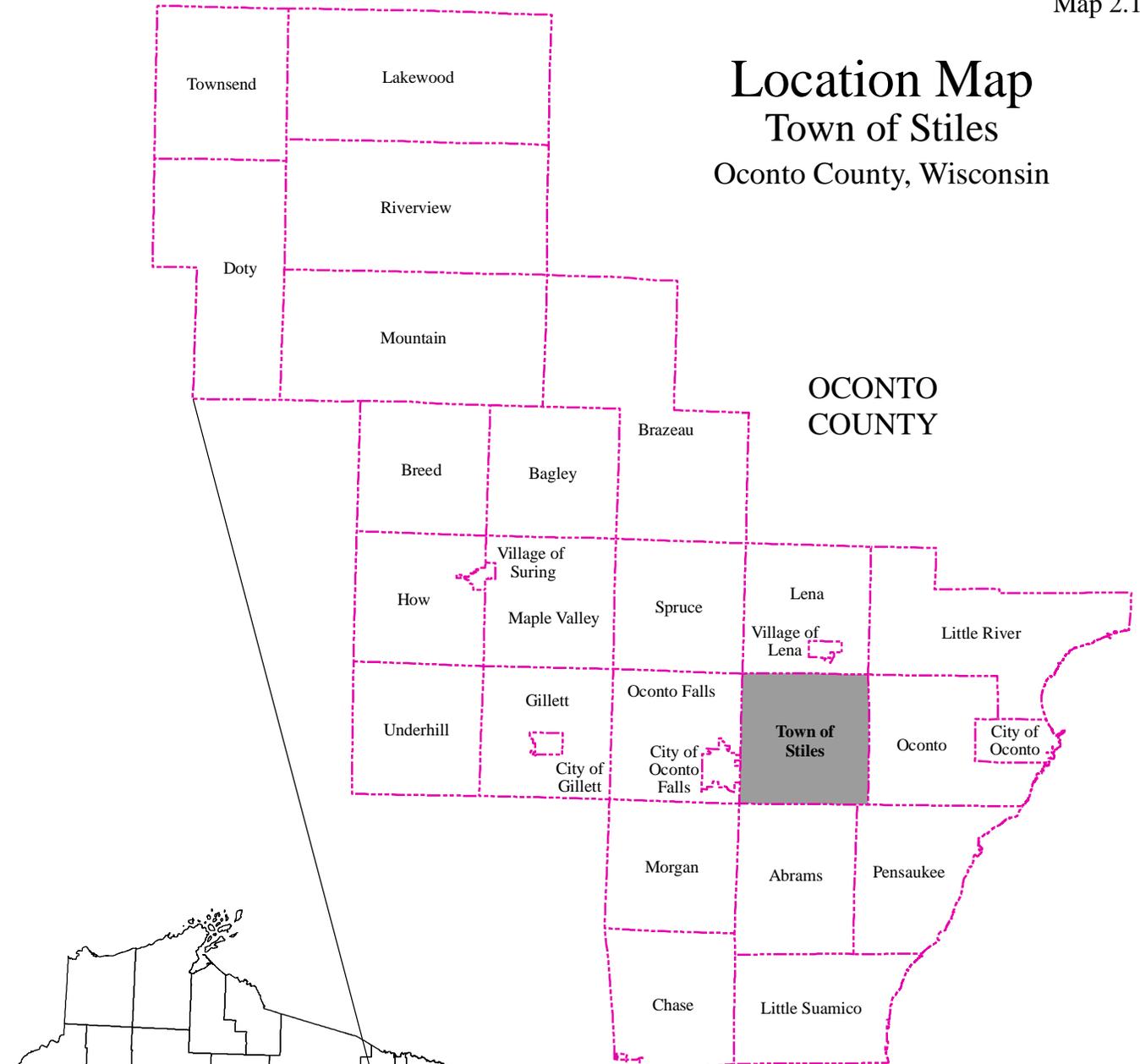
ECONOMIC DEVELOPMENT: To encourage small scale economic development that does not compromise the town's rural atmosphere.

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

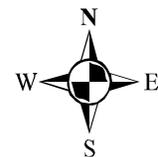
UTILITIES/COMMUNITY FACILITIES: To ensure future community facilities and public utilities adequately serve the residents of the town.

PARKS AND RECREATION: To advocate for a variety of recreational opportunities for town residents and visitors to use and enjoy.

Location Map Town of Stiles Oconto County, Wisconsin



■ Town of Stiles



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.

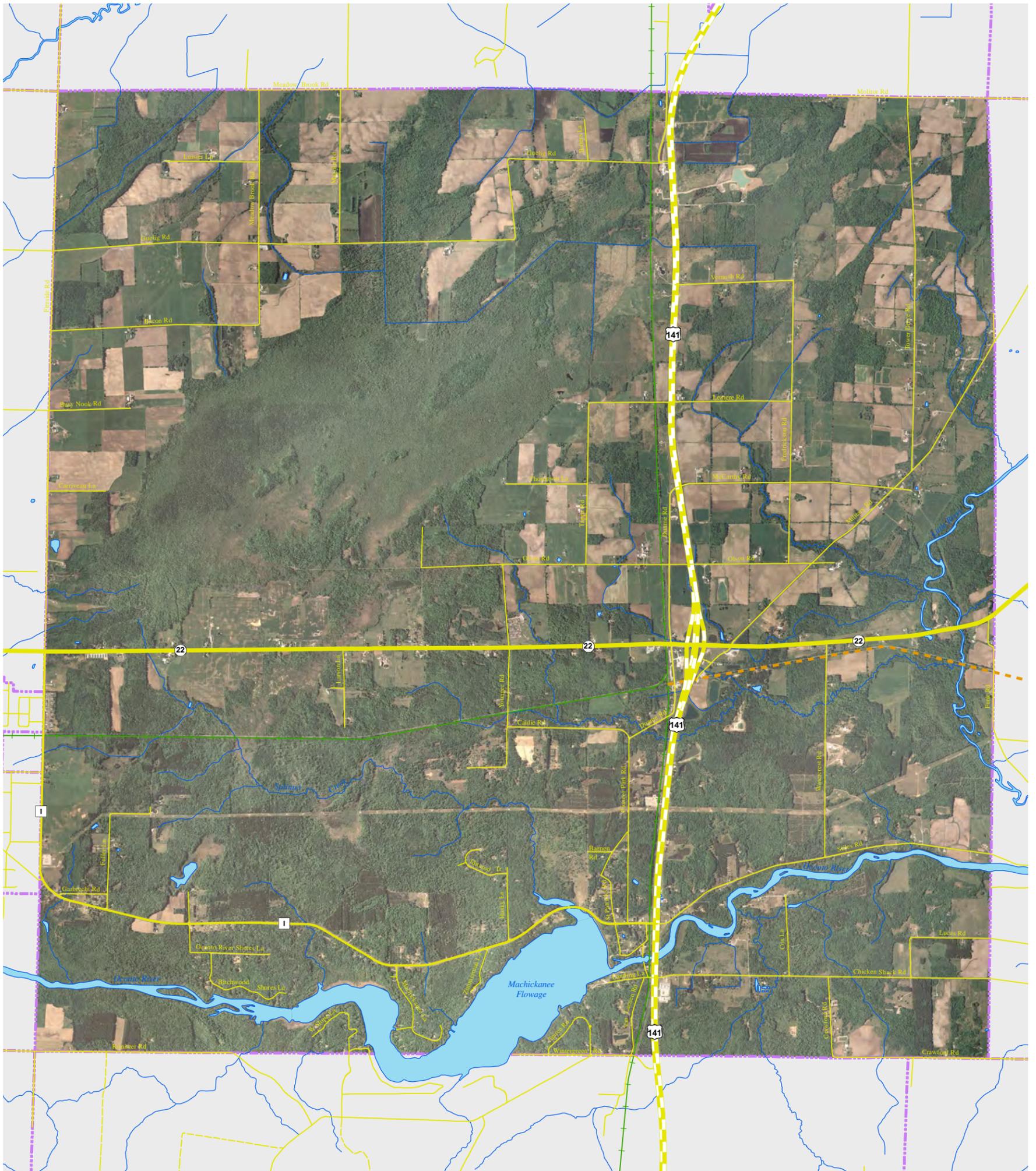
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Source: Town of Stiles; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Planning Area

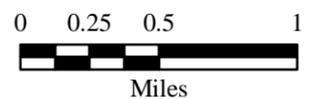
Town of Stiles

Oconto County, Wisconsin



Base Map Features

-  Town Boundary
-  US Highway
-  State Highway
-  County Highway
-  Local Roads
-  Railroad
-  Oconto River State Trail
-  Surface Water



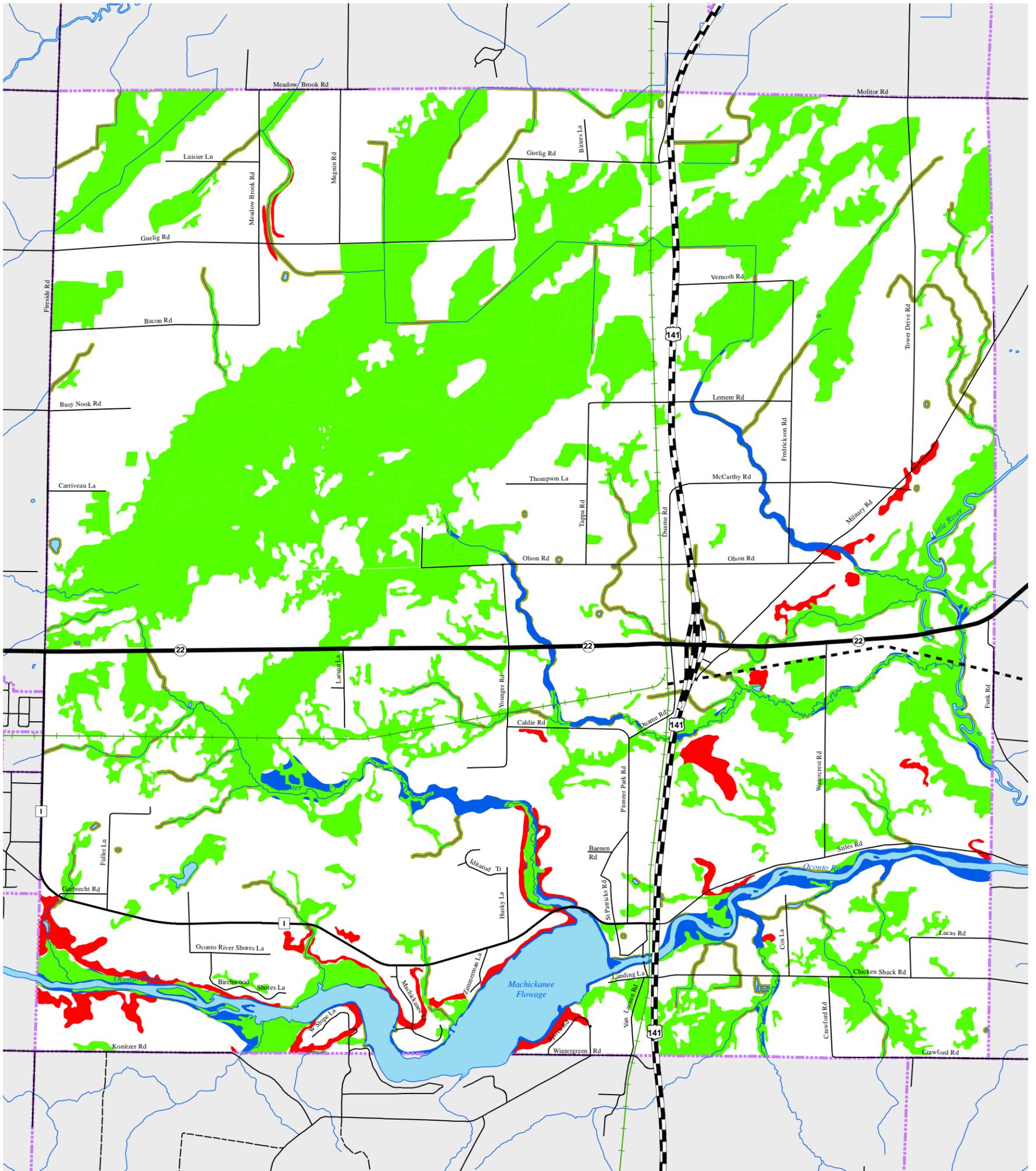
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Source: FSA, 2005; Town of Stiles; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Plan Determinants

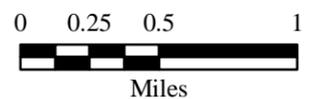
Town of Stiles

Oconto County, Wisconsin



Base Map Features

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

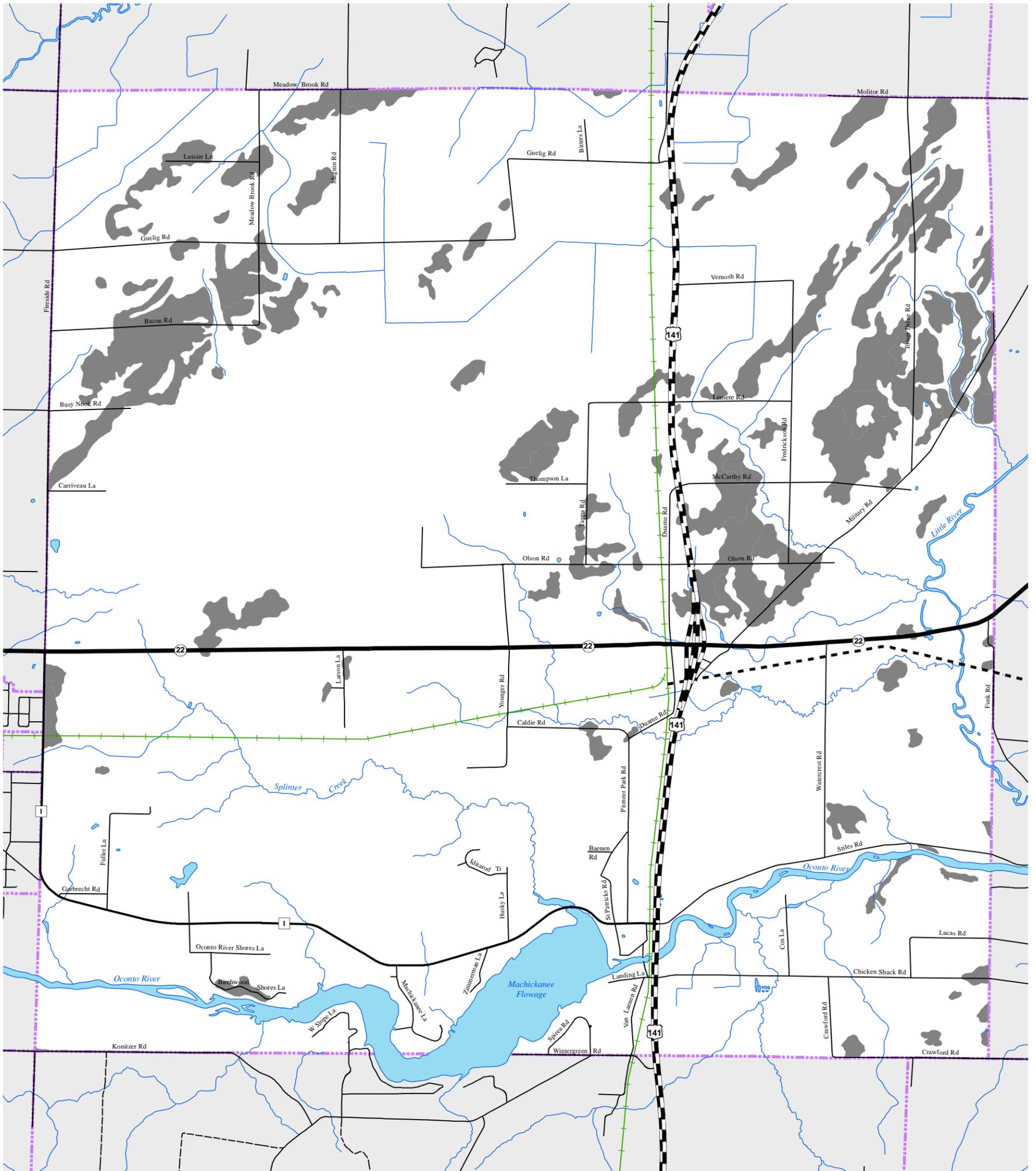


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Source: WDNR; FEMA; NRCS; Town of Stiles; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Prime Agricultural Soils

Town of Stiles

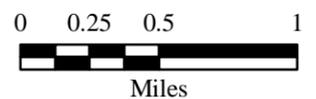
Oconto County, Wisconsin



Base Map Features

- Town Boundary
- US Highway
- State Highway
- County Highway
- Local Roads
- Railroad
- Oconto River State Trail
- Surface Water

Prime Agricultural Soils



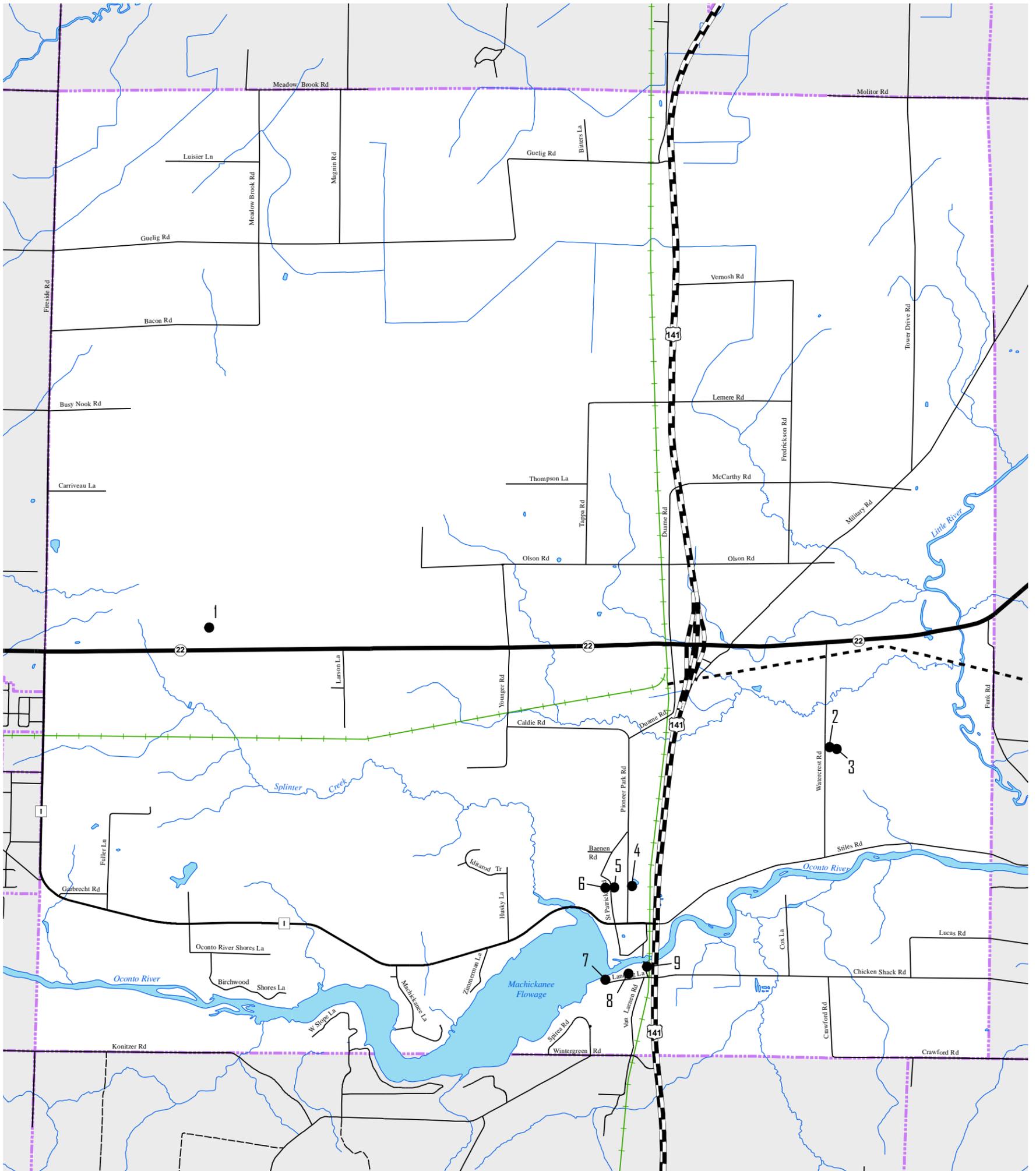
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Source: NRCS; Town of Stiles; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Public & Community Facilities

Town of Stiles

Oconto County, Wisconsin

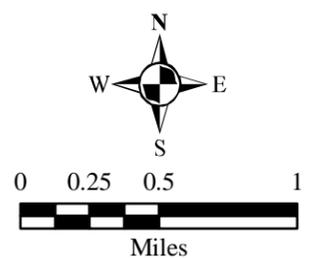


Base Map Features

- Town Boundary
- US Highway
- State Highway
- County Highway
- Local Roads
- Railroad
- Oconto River State Trail
- Surface Water

- 1 - Telecommunication Tower
- 2 - Stiles Town Hall
- 3 - Stiles Waste and Recycling Center
- 4 - Pioneer County Park
- 5 - Town of Stiles Cemetery
- 6 - St. Patrick's Cemetery
- 7 - Public Boat Landing
- 8 - Telecommunication Tower
- 9 - Public Boat Landing

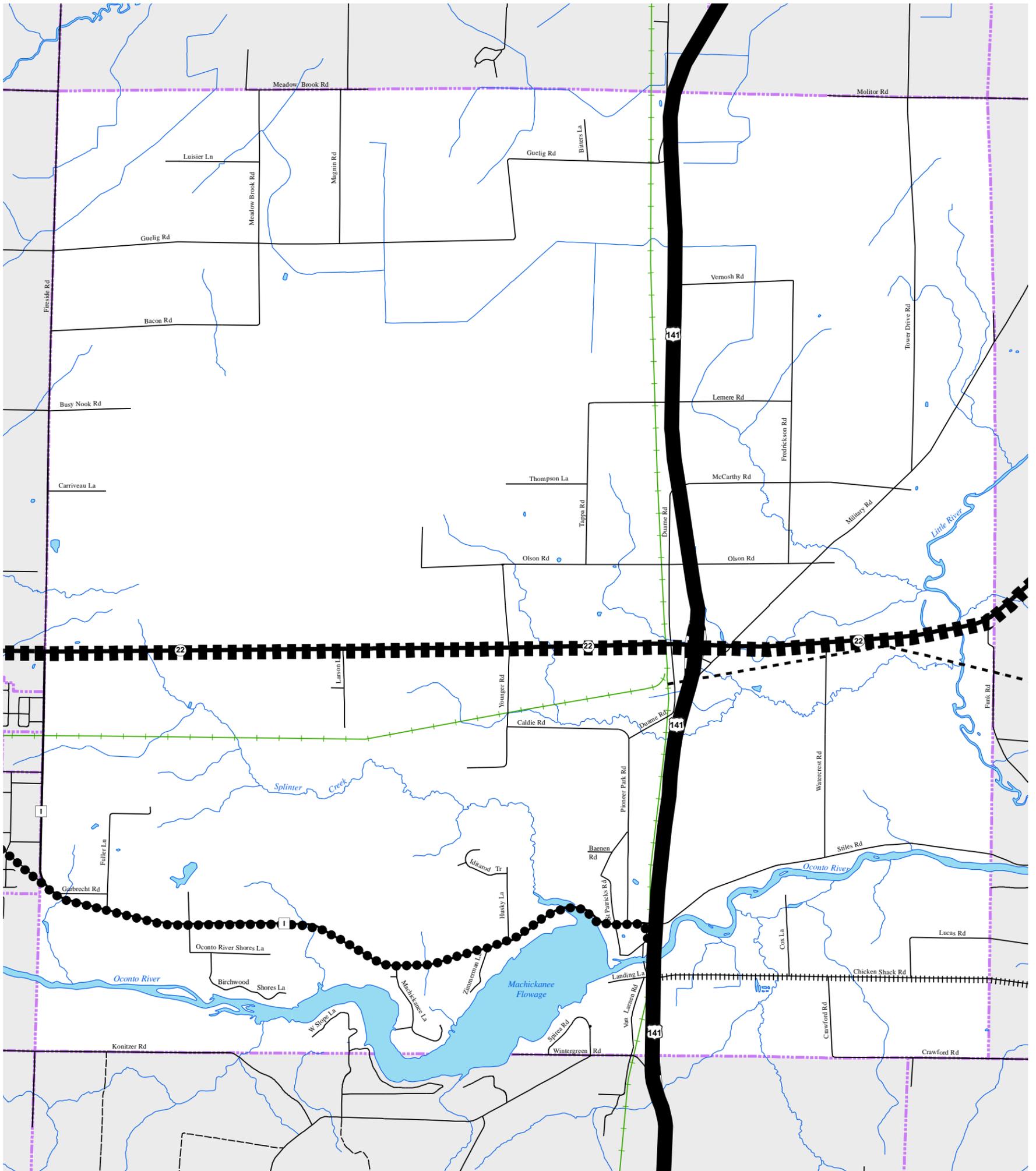
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Source: Town of Stiles; Oconto County; Bay-Lake Regional Planning Commission, 2008.



Functional Classification

Town of Stiles

Oconto County, Wisconsin

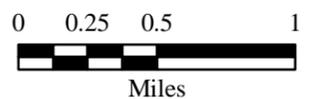


Base Map Features

- Town Boundary
- US Highway
- State Highway
- County Highway
- Local Roads
- Railroad
- Oconto River State Trail
- Surface Water

Road Categories

- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector



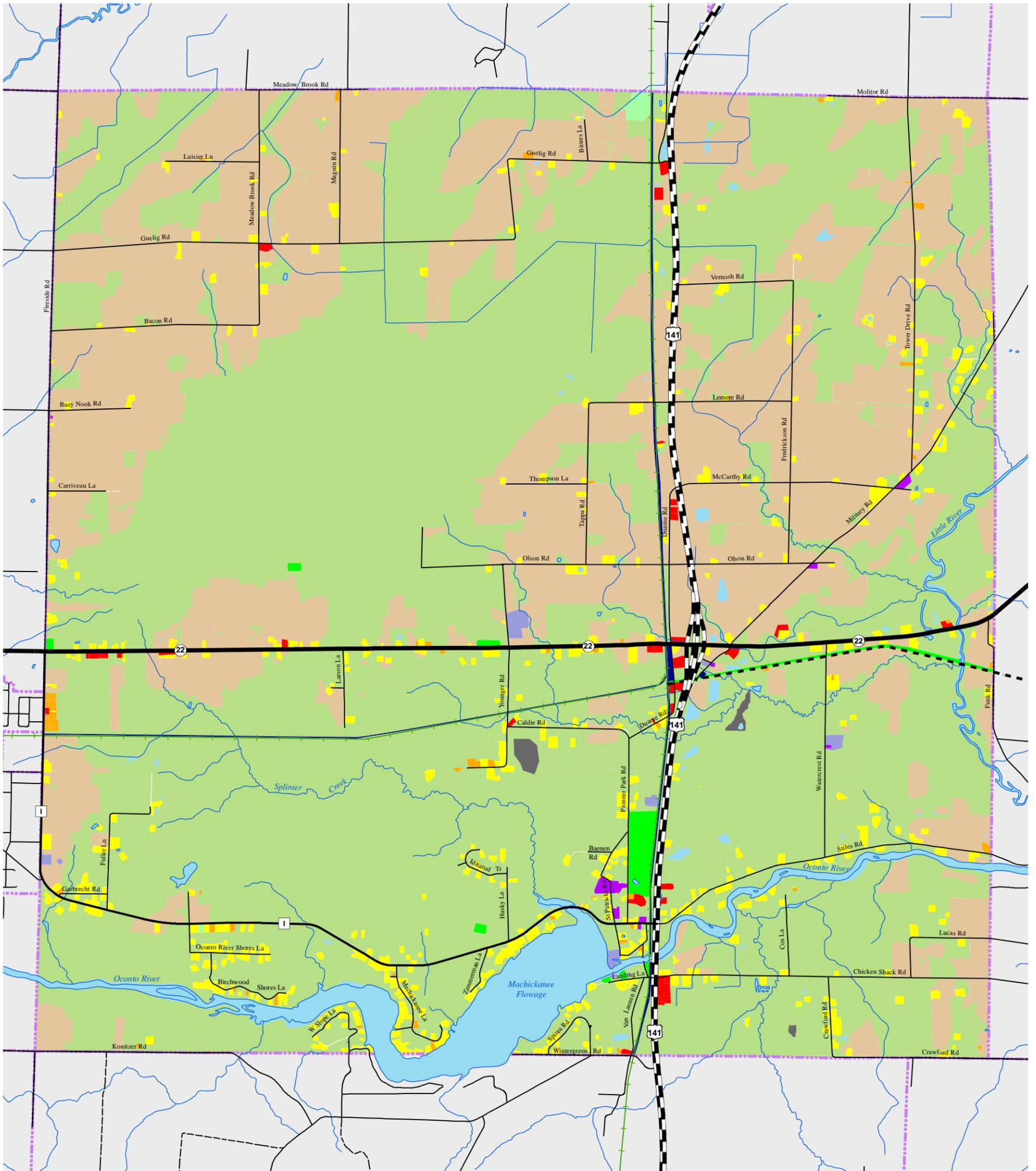
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Source: Town of Stiles; Oconto County; Bay-Lake Regional Planning Commission, 2008.

2007 Land Use

Town of Stiles

Oconto County, Wisconsin

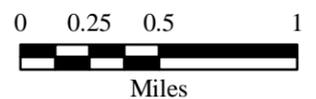


Base Map Features

- | | | |
|--------------------------|-------------------|----------------------------|
| Town Boundary | Residential | Communications/Utilities |
| US Highway | Mobile Homes | Governmental/Institutional |
| State Highway | Commercial | Parks and Recreation |
| County Highway | Industrial | Open Space/Fallow Fields |
| Local Roads | Extractive Mining | Agricultural |
| Railroad | Roads | Water Features |
| Oconto River State Trail | Transportation | Woodlands/Natural Areas |
| Surface Water | | |

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



**CHAPTER 3:
FUTURE LAND USE PLAN**

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INTRODUCTION

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

20-YEAR GENERAL PLAN DESIGN

Land Use Classifications

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

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

Land Use Recommendations

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

Residential

The Residential land use classification is designed to promote orderly and efficient growth patterns that are consistent with adjacent land uses. With Stiles’ diversity in land uses and natural features, residential development in the Town of Stiles is categorized into three categories *concentrated residential, rural residential, and shoreland residential*.

Concentrated Residential

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

Recommendations:

- **Future concentrated residential development will be directed to designated areas in the southern portion and in the southwest corner of the town within the City of Oconto Falls' extraterritorial planning area.** This residential classification consists only of single-family residents within areas of the town already experiencing concentrated residential development. Other issues to consider as residential densities increase and expand in these areas of the town include:
 - Integration of varying residential design standards such as conservation by design subdivisions
 - Potential for development of a Sanitary District
 - Location and content of the existing environmental features
 - Existing infrastructure and accessibility to future development
 - Provision of emergency services
 - Preservation of ground and surface water quality (stormwater management plan)
 - Availability of groundwater
 - Location and quality of recreational facilities
 - County and local land Use regulations
- **Concentrated residential development will continue as planned along County Highway I, State Highway 22, and Stiles Road** at the current size and density.
- **Infill should be maximized within concentrated residential areas whenever possible.** Utilizing infill development will result in limiting the costs to extend infrastructure, minimizing the loss of open space and productive agriculture and woodlands, and decreasing the travel distance between residences and existing services. However, due to the town's lack of sanitary and stormwater services, it is important that infill development be done in a manner that will continue to protect the town's surface water features.
- **The rehabilitation of homes** will offer an affordable housing option while adding to the appearance and function of the town.
- **Multi-family housing will be directed to the neighboring incorporated communities and the Abrams Town Center where services and infrastructure are present.** The town will consider multi-family housing development only if adequate infrastructure, including a sanitary district, is available. If a sanitary district is developed in the town, multi-family housing will only be allowed in areas that lie within the boundary of that district. The town will make exceptions for smaller multi-family developments, such as town homes, if proof can be provided that the development will be adequately serviced by existing infrastructure. In such situations, it is recommended that these developments occur on larger lots within areas of designated concentrated residential development.
- **New residential development types are encouraged to minimize the co-location or adjacent location of incompatible uses.** Conflicting size or type of development may detract from existing properties.
- **Encourage development techniques which maintain a balance between the natural environment and new development.** It is recommended that various development

techniques such as conservation subdivisions are utilized in these areas in an effort to protect surrounding environmental features, preserve open space throughout residential areas, and protect woodlands and wildlife habitats within the town.

- **Future residential development should maximize the protection of environmentally sensitive areas.** Environmentally sensitive areas (i.e. woodlands, wetlands, steep slopes, floodplains, etc.) located in areas of proposed residential development should be preserved in order to minimize soil erosion and damage to surface waters.

Rural Residential

The “Rural Residential” category is illustrated as “*woodlands and agricultural*” on the town’s 20-Year General Plan Design (**Map 3.1**) and encompasses single-family residences located in areas predicted not to experience concentrated residential development. This category focuses on individual single-family residences built on predominately larger lots within agricultural, wooded, and open space land use designations. The town’s vision is to protect productive farmland and existing natural areas (vegetated areas and/or open space views) from development that will cause fragmentation of such features.

Recommendations:

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

Shoreland Residential

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

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

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

Commercial/Light Industrial

The Commercial/Light Industrial land use classification also includes retail, professional, and service sector businesses. Town of Stiles has a variety of businesses within these categories that provide a number of local services and jobs. There are several in-home businesses operating throughout the town, and more such businesses are expected to become established in the future. The town is directing most of its commercial business growth to areas along the highway corridor. The highway intersection at USH 141 and State Highway 22 have experienced a considerable amount of new business activity over the past five years. In-fill and expansion of commercial development is anticipated to occur in these areas and along the access roads during this 20 year planning period and beyond.

Recommendations:

- **Existing businesses should maintain a crisp appearance,** while new commercial and light industrial developments should contain similar scale and not detract from the character of the surrounding properties.
- **It is expected that a mix of future commercial and light industrial development will locate along the USH 141 highway corridor in a linear pattern.** The intent is to locate these developments in areas that will give future commercial developments the most exposure and allow for easy traffic access.
- **Future business sites should allow for essential uses that accommodate current residents along with transient demands,** allowing ample room for parking and drive-thru services.
- **The maintenance and implementation of the detailed corridor development plan will include consistent design standards** and address signage, transportation, land use, and design issues for businesses locating along the corridor.
- **The establishment of a TIF (Tax Incremental Finance) District may be an opportunity to generate revenue to attract businesses.** Currently, the legislation limits the type of businesses activities eligible for TIF assistance.
- **The town should continually monitor the capacities of the existing infrastructure and community facilities needed to accommodate new industrial development.** If the infrastructure in a particular area requires expensive improvement to accommodate new growth, the town should carefully study and compare costs of these improvements to their overall benefit to the community.
- **The establishment of buffers is recommended to prevent incompatibilities with existing land uses.**

- **The location of future development should not be detrimental to the surrounding area** by reason of dust, smoke, odor, degradation of groundwater, or other nuisance factors.
- **Home-based businesses are envisioned to remain a segment of the town’s economic development base.** The town should continually monitor the operations of approved in-home business to ensure they are not comprising or conflicting with adjacent land uses.

Governmental/Institutional/Utilities

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

Recommendations:

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



Park and Recreation

The Park and Recreation land use classification discusses existing facilities such as the archery range, two public boat landings, and trail to the City of Oconto, as well as future recreational facilities, trails, parks, and open spaces within the town.

Recommendations:

- **Future town recreational facilities should be located in areas that can be easily accessed** by either motorized or non-motorized means.
- **Town officials should review subdivision proposals for the inclusion of parks and open space** to serve residents within these more concentrated residential developments.
- **Future town recreational facilities should be built to accommodate all age groups, levels of disabilities, and skills.**

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

Agricultural

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

Recommendations:

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

Woodlands/Open Space

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

Recommendations:

- **If residential development is permitted in these areas, low density development should be considered.** Future development in these areas should be done in a fashion which is least impactful to the natural environment and ensures fragmentation of quality open space does not occur.
- **The utilization of existing natural areas will help to enhance the character of the town.** The Preservation of large tracts of natural areas and/or features is essential to enhance/retain buffers between incompatible uses while maintaining scenic views of the town.

- **Private woodlands should not be developed with higher densities.** The utilizing of unique development options such as conservation subdivision designs or clustering can help maintain the continuity of woodlands.
- **The application of best management practices will help protect the town’s many natural features and open space areas** that can be better utilized to enhance the town’s recreational opportunities and facilities.

Public Land

The Public Land designation encompasses three parcels of the Oconto County Forest. This land is located in the southwestern section of the town adjacent to the growing residential developments in that area. The Oconto County Forest will be a valuable resource for future recreational facilities to serve the town residents and visitors to Stiles.

Transportation

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

Recommendations:

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

Mineral Resources Overlay

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

- **The town should work with Oconto County Officials to monitor existing mining operations.** Any issues involving the mining operation should be brought to the attention of the county officials in a timely manner.

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

Environmental Corridors

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



Recommendations:

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

IDENTIFIED SMART GROWTH AREAS

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

- Redevelopment and investment within Stiles
- Concentrated development within Stiles Junction (USH 141 and State Highway 22 Interchange)
- Quality commercial development along the highway corridor
- Quality residential and business development within the City of Oconto Falls’ extraterritorial planning area



Table 3.1 contains a summary of the year 2025 land uses, along with their approximate acreage totals, which have been generated from the preparation of the Town of Stiles General Plan Design (**Map 3.1**). It is important to note that the acres are by general location and not by individual parcels or existing land uses.

Table 3.1: 20-Year General Plan Design Acreage Calculations

General Plan Design Category	2030 Acres
Residential	3,038
Commercial	511
Industrial	1,592
Governmental/Institutional/Utilities	178
Agricultural/Open Space	5,795
Parks and Recreation	1,736
Transportation	1,087
Water Features	314
Totals	14,251

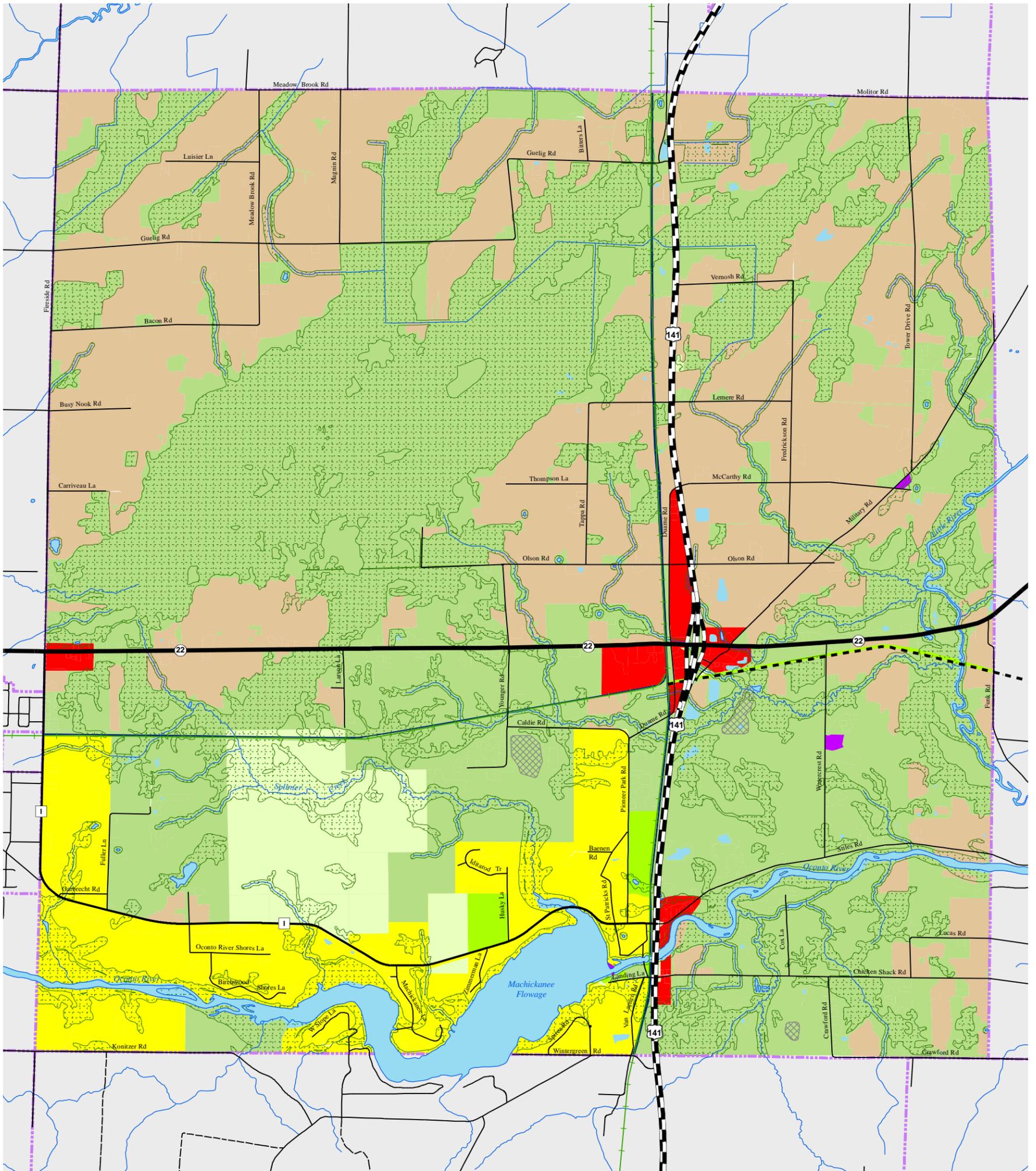
Source: Bay-Lake Regional Planning Commission, 2008.

In comparison to the future land use allocations noted in the above table, the 2007 Land Use inventory indicated the Town of Stiles has 705 acres of residential land use, 61 acres in commercial land use, and another 28 acres determined to be used for industrial land use, which consists of some small non-metallic mining operations. For a complete list of current land uses, please see Table 2.2 in Chapter 2.

20-Year General Plan Design

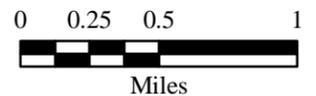
Town of Stiles

Oconto County, Wisconsin



Base Map Features

- | | | |
|--------------------------|--------------------------------------|---------------------------------|
| Town Boundary | Residential | Woodlands/Natural Areas |
| US Highway | Commercial | Agricultural |
| State Highway | Park and Recreation | Public Lands |
| County Highway | Governmental/Institutional/Utilities | Mineral Resources Overlay |
| Local Roads | Transportation | Environmental Corridors Overlay |
| Railroad | | |
| Oconto River State Trail | | |
| Surface Water | | |



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

**CHAPTER 4:
IMPLEMENTATION**

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INTRODUCTION

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

RESPONSIBILITIES OF LOCAL OFFICIALS

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

CONSISTENCY WITH EXISTING PLANS, REPORTS, AND STUDIES

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

UPDATING THE COMPREHENSIVE PLAN

The Plan Commission is the lead entity in amending/updating the *Town of Stiles 20-Year Comprehensive Plan*. Any changes to the comprehensive plan should follow s. 66.1001 (4)(b), Wis. Stats. and the procedures for fostering public participation approved by the town. It is recommended that the town's comprehensive plan be reviewed/updated by the Town Plan Commission based on the following schedule:

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

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

IMPLEMENTATION OF LOCAL LAND USE CONTROLS IN CONJUNCTION WITH COUNTY ZONING

Zoning

Oconto County Zoning Ordinance

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

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

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

Official Mapping

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

The official map serves several important functions:

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

Floodplain Ordinance

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

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

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

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

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

Shoreland Ordinance

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

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

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

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

- Further development in the Town of Stiles will comply with the Oconto County Shoreland Zoning Ordinance.

Land Division/Subdivision Ordinance

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

Local Town Ordinances

The Town of Stiles has adopted a Subdivision Ordinance in 2003 under the authority granted by secs. 60.22(3), 61.34(1), and 236.45, Wis. Stats. The ordinance is intended to regulate the division of land within the town in order to promote the public health, safety, aesthetics and general welfare of the community. In part, the ordinance seeks to promote planned and orderly layout and appropriate use of land and supplement the Oconto County land division, zoning, and land use controls to help implement the town’s comprehensive plan and other town codes and ordinances. Please see ordinances for further information and details.

A Land Division Ordinance was adopted by the Town of Stiles in 2000 to set a more restrictive buildable lot size for residential development than set by the Oconto County Board of Supervisors and set forth in the Oconto County Zoning Ordinance and Oconto County Land Division Ordinance. For more information on this ordinance, please contact the Town of Stiles. In all instances where land located within the Town of Stiles is to be divided for residential development (RR, R-1, R-2, or R-3), the following shall apply as minimum lot sizes:

- A. If the land is located north of State Highway 22, the minimum lot size per residential dwelling shall be five (5) acres.
- B. If the land is located south of State Highway 22, the minimum lot size per residential dwelling shall be three (3) acres.
- C. If the land is located within the extraterritorial review jurisdiction of the City of Oconto Falls, the minimum lot size per residential dwelling shall be no smaller than three (3) acres.

The Town of Stiles has adopted the following local land use ordinances that will be referenced during the implementation of the town's comprehensive plan:

- Town Road Construction and Acceptance Standards
- Mobile Homes
- Regulation of Junk Yards
- Comprehensive Zoning Ordinance
- Signs
- Wisconsin Uniform Dwelling Code

Other Ordinances and Regulations

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

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

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

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

The following statements specifically describe the steps the Town of Stiles intends to take in order to efficiently develop over the next 20 years. A majority of the strategies were taken from the town's current land use plan adopted in 1999 and revised to reflect the responses of the Nominal Group discussion and other public involvement steps.

Goals, Objectives, Policies and Programs

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

- **Goals** - describe desired situations toward which planning efforts should be directed. They are broad 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 rule(s) or course(s) of action used to ensure plan implementation.
- **Programs** – an action or a coordinated series of actions to accomplish a specific policy.

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

LAND USE

GOAL: *To ensure the town is developed/preserved according to the land use recommendations developed as the basis of the General Plan Design (Chapter 3 of this document).*

COMMUNITY PLANNING

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

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

Policies:

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

Programs:

- Continue to review existing town ordinances to ensure they are consistent with the land use recommendations and development strategies.
 - Evaluate the need to adopt additional ordinances that supplement county ordinances to address issues specific to the town.
 - Adopt new or revised ordinances that address issues as they arise to enable the town to implement this comprehensive plan.
- C. Encourage cooperation and communication between the town, neighboring municipalities, and Oconto County in implementing this 20-year plan.

Programs:

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

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

Policies:

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

NATURAL RESOURCES

GOAL: *To maintain a healthy environment for both residents and visitors to enjoy and utilize.*

Objective 1: Maintain a working knowledge of the comprehensive plan and use it as an educational reference document when making future land use decisions impacting the town's natural resources.

Policies:

- A. Work with residents to better educate them on the types and locations of the town's natural features.

Programs:

- Maintain and display a current map of the town's natural features-wetlands; floodplains; lakes, rivers, and streams; woodlands; prime soils; and soils that comprise areas of steep slope.
 - Continue to monitor proceedings with the Drainage District that could impact future land use decisions within the town.
- B. Carefully review all development proposed for areas adjacent to rivers, streams, wetlands, woodlands, and on soils types noted as steep slopes.

Programs:

- Continue to explore the option of establishing a sanitary district around the Machickanee Flowage area.
- Maintain familiarity with Oconto County's Zoning Ordinances and state regulations that directly address development in and around the town's natural features such as the Machickanee Flowage and Oconto River.
- Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in any future residential and commercial development.

- Encourage the development of larger residential lots through local ordinances to prevent clustering as a means to protect water resources and quality.
- C. Work with Oconto County and Wisconsin Department of Natural Resource officials any county or regional initiatives to further explore ways to best utilize or preserve natural features within the town
- D. Support the efforts of civic and recreational groups on the preservation and appropriate use of the town's significant natural areas.

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

Policies:

- A. Work cooperatively with surrounding municipalities, Oconto County, Wisconsin Department of Natural Resources, and other stakeholders to identify opportunities to further protect surface and groundwater resources.
- B. Support studies that monitor the number of wells being constructed, closed, and measure the level of general water quality within the town.
- C. Promote the use of sound agricultural and soil conservation methods that minimize groundwater contamination and erosion of topsoil.
- D. Work with officials to monitor the paper mill discharge and its impact on the flowage.

AGRICULTURAL RESOURCES

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

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

Policies:

- A. Establish and maintain guidelines, in conjunction with Oconto County, to protect existing agricultural operations and rural character.
- B. Encourage residential and small commercial development to locate in designated areas along USH 141, State Highway 22, and to smaller, less productive agriculture tracts.

Program:

- Consider establishing a development agreement with the City of Oconto Falls to promote more orderly and efficient development within the city's extraterritorial boundary.
- C. Work with Oconto County officials to update the county's farmland preservation plan.
- D. Maintain communication with county officials on farming legislation at both the state and federal levels that would impact the town's farming community.

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

Policies:

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

CULTURAL RESOURCES

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

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

Policy:

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

Programs:

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

HOUSING

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

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

Policies:

- A. Follow the land use recommendations established for housing that promote orderly development, with higher densities adjacent to the City of Oconto Falls and the Machickanee Flowage.
- B. Support housing developments in and near the area's incorporated communities for all persons including low and moderate income, elderly, and residents with special needs.
- C. Adopt a subdivision ordinance that matches the expectations of a majority of town residents.

- D. Advocate for the maintenance, preservation and rehabilitation of the existing housing stock.

Programs:

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

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

Policies:

- A. Direct higher density residential development to areas that minimize impacts upon low density areas, natural features, viewsheds, and farming operations.
- B. Maintain the existing rural nature of the town through promotion of larger residential lot sizes.
- C. Use the town's General Plan Design to locate future residential development in areas that have been identified as suitable for housing and will not negatively impact natural resources and other land uses.
- D. The construction of new homes and the remodeling of existing residences should be regulated by county building codes and ordinances.
- E. Encourage residential development along the Machickanee Flowage and Oconto River that is in scale with the existing developments.

ECONOMIC DEVELOPMENT

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

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

Policies:

- A. Direct commercial and light industrial development to designated areas along USH 141, State Highway 22, and at the intersection of USH 141 and STH 22 where it can be served by existing infrastructure and compatible zoning.
- B. Work with the City of Oconto Falls to consolidate commercial and industrial development and professional buildings along STH 22 where needed services exist or can be readily extended.
- C. Work with county and city officials to control the location and amount of signage, lighting, landscaping, buffering, and access of business sites located in the town along USH 141 and STH 22.

- D. Work with Oconto County and local municipalities to prepare and adopt a design standards ordinance for businesses locating along the USH 141 corridor.
- E. Allow “at home” businesses to locate within the town until such time a zoning change is needed.
- F. Partner with county and regional economic development professionals and City of Oconto Falls officials to attract businesses that support the area’s local economy.

TRANSPORTATION

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

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

Policies:

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

Program:

- Work with the Oconto County Highway Commission, the Wisconsin Department of Transportation, and the Bay-Lake Regional Planning Commission to develop a long-range maintenance and improvement program for town roads.
- B. Work with the City of Oconto Falls and the Wisconsin Department of Transportation to establish safe efficient multi-modal movement within the city’s extraterritorial boundary that will likely encompass commercial, industrial, and public facility land uses.

Program:

- Monitor the need for construction of adequate traffic controls (e.g., turning lanes, signage, pedestrian lanes, frontage roads) near businesses located along the USH 141 corridor and along the city border.
- C. Work with local clubs to properly mark and sign town trails for snowmobile and ATVs.

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

Policies:

- A. Advocate for well maintain transportation corridors that allow for safe travel of residents and visitors.
- B. Evaluate the need for update of the town’s local sign ordinance to maintain aesthetically pleasing transportation corridors.
- C. Ensure town roads can be safely traveled by farmers utilizing equipment and transporting equipment, feed, and livestock.
- D. Promote a transportation system that facilitates energy conservation.

- E. Encourage transportation corridor preservation techniques to minimize the negative impacts caused by future development.
- F. Work with Oconto County officials on the extension of trails through the county owned property within the town.

UTILITIES/COMMUNITY FACILITIES

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

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

Policies:

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

Program:

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

Programs:

- Ensure all community facilities meet Americans with Disabilities Act requirements and have the capability to be upgraded to handle future technology driven equipment.
- Replace equipment on an as needed basis.
- C. Work with the City of Oconto Falls to address the need for joint planning of future services such as long term care facilities for older adults.

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

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

PARKS AND RECREATION

GOAL: *To advocate for a variety of recreational opportunities for town residents and visitors to use and enjoy.*

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

Policies:

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

Programs:

- Provide input for the *Oconto County Comprehensive Outdoor Recreation Plan*.
 - Identify cultural resources that can be jointly utilized for marketing of the area.
- B. Explore the opportunity to better utilize the town’s natural features to enhance and/or expand on existing recreational opportunities.
- C. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

INTERGOVERNMENTAL COOPERATION

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

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

Policies:

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

Programs:

- Encourage neighboring communities to participate in meetings, workshops, mutual planning activities, etc.
 - Meet annually with Oconto County officials to discuss zoning issues impacting the town.
 - Work with neighboring communities and agencies regarding any water issues and other land uses which lie across town lines such as Oconto River and the Machickanee Flowage.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

Programs:

- Continue to utilize “mutual aid agreements” as a cost effective means to provide services.
 - Continue to support the Oconto Falls Public Library, museum, and other local community and cultural facilities.
- C. Promote cooperation and communication with the each of the local school districts to collectively support quality educational and recreational opportunities.
- D. Work with county officials to implement and maintain the *Oconto County Multi-Hazards Mitigation Plan*.

- E. Utilize the Wisconsin Towns Association (WTA) as a means to assist the town and its officials in developing and interpreting ordinances impacting land use decisions.

Implementation Steps

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

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

Stakeholders

Bay-Lake Regional Planning Commission
 Civic and Recreation Clubs
 City of Oconto Falls
 Lena School District
 Oconto County
 Oconto County Highway Department
 Oconto County Land Conservation Department
 Oconto County Planning/Zoning/Solid Waste Department
 Oconto County UW-Extension
 Oconto Falls School District
 Wisconsin Department of Administration
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation

Implementation Timetable

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

Ongoing

1. The town, in cooperation with Oconto County, should continue to maintain ordinances that address particular issues impacting the town. The town may want to consider adopting additional ordinances that are more protective than those currently being enforced by Oconto County in order to provide additional protection to its natural features when appropriate. Note: The preparation and adoption of some local ordinances may take one to two years to be completed.
2. There should be continued discussion between the City of Oconto Falls and the Town of Stiles regarding all development options within the extraterritorial planning area to include the Machickanee Flowage residential developments: commercial development along State Highway 22; parks and recreation; access to the flowage, county forest, and Oconto River; and siting of future utilities and infrastructure.
3. Town officials should work with Oconto County, Oconto Falls School District, and recreation clubs to investigate the location and types of recreational facilities needed in the future for all entities.
4. The town should continue to work with surrounding communities and Oconto County to ensure that public services provided are efficient, done so at a high level, and are cost-effective. As part of this, the town should continue to evaluate all mutual-aid agreements that are in place and evaluate any other potential opportunities.
5. The town should work with Oconto County and other local, state and federal agencies to minimize the impact of future development on agriculture land and natural features.
6. There should be continued monitoring of proceedings taking place with the Drainage District that could impact future land use decisions within the town.

Annual

1. Town officials should review on an annual basis the comprehensive plan, including land use trends, changes in demographics, and new county and state regulations and ordinances that impact the town’s ability to implement their plan.
2. The town should continue to work cooperatively with Oconto County to update the Oconto County General Zoning Ordinance in order to help work toward the vision statement established in the *Town of Stiles 20-Year Comprehensive Plan*.

3. The town should participate in meetings with adjacent communities to discuss implementation of comprehensive plans.
4. For reference and information purposes, Stiles should maintain and display a current map of the town's natural features-wetlands; floodplains; lakes, rivers, and streams; woodlands; prime soils; and soils that comprise areas of steep slope.

Schedule 0 to 5 Years

1. Town officials should assess the need for a design plan for current and future business locating along the USH 141 corridor that would include traffic flow, connectivity, signage, structures, landscaping, parking, and storage.
2. With the continued concentration of residential develop on both the north and south sides of the Machickanee flowage, their should be some planning done for a possible sanitary district in that area or the feasibility of connecting all or part of the residents to municipal sewer and water provided by the City of Oconto Falls. Services provided by the city may be cause for annexation of those properties to Oconto Falls.
3. The town, with the assistance of Oconto County, may want to explore developing plans and processes aimed at protecting the quality and quantity of the town's water resources. This could include, but is not limited to projects such as: developing a stormwater management plan; identifying and developing a plan to protect vital groundwater recharge areas; developing and enforcing erosion control measures; and the restoration of wetlands.
4. Stiles should work with Oconto County on the updating of the county's Farmland Preservation Plan, Outdoor Recreation Plan, and the implementation and maintenance of the Multi-Hazards Plan.
5. The Town of Stiles has several historic resources that may be valuable in the preservation and promotion of the town's history. The town is encouraged to inventory and map those resources and work with county and state staff to identify tools to preserve and promote those assets.
6. With limited municipal services and an aging population, the town should be working with City of Oconto Falls officials and adjacent municipalities on the future need for long term care facilities to service the people of that area.

VOLUME I - APPENDIX A
PUBLIC PARTICIPATION RESOLUTION

TOWN OF STILES

RESOLUTION NO. 110

RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION PROCEDURES

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

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

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

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

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

Adopted this 14 day of September, 2006

Approved:

Richard L. Scott
Town Chairperson

Attest:

Marilyn A. Maguire
Town Clerk

VOLUME I - APPENDIX B
COMMUNITY SURVEY RESULTS

**TOWN OF STILES - COMPREHENSIVE PLAN SURVEY
SEPTEMBER 2007**

1. Which age category do you fall into?

18-25 0
 26-35 19
 36-45 30
 46-60 36
 61 + 54

2. Are you a resident of the Town of Stiles? If so, for how long?

NO, PROPERTY OWNER 33

YES

<2 YEARS 4
 2-5 YEARS 17
 6-10 YEARS 19
 11-20 YEARS 22
 20-30 YEARS 8
 +30 YEARS 39

3. In what quarter of the town do you live?

NW OF STH 141 – 22 INTERSECTION 14
 NE OF STH 141 – 22 INTERSECTION 19
 SW OF STH 141 – 22 INTERSECTION 54
 SE OF STH 141 – 22 INTERSECTION 32

4. Is your place of employment located within the Town of Stiles?

NOT EMPLOYED/RETIRED 44
 YES 12
 NO, WHAT COMMUNITY? 77

What Community?	Number
Abrams	1
Appleton	2
Ashwaubenon	1
Brown County	3
De Pere	2
Fond du Lac	1
Gillett	1
Green Bay	18
Horicon	1

Howard	1
Kaukauna	1
Lena	4
Little Suamico	2
Manitowoc	1
Marinette	1
Multiple Communities	1
Oconto	8
Oconto Falls	12
Oshkosh	1
Self-employed	1
Seymour	1
Sheboygan Co.	1
Spruce	1
Watertown	1

5. Should the Town of Stiles encourage new development?

NO, DEVELOPMENT SHOULD NOT BE ENCOURAGED. 43
 YES, THE FOLLOWING TYPES OF DEVELOPMENT SHOULD BE ENCOURAGED: 80
 (CHECK ALL THAT APPLY)

SINGLE-FAMILY RESIDENTIAL	62
MULTI-FAMILY RESIDENTIAL (DUPLEXES)	9
MULTI-FAMILY RESIDENTIAL (APARTMENTS)	3
MANUFACTURED (MOBILE) HOMES	14
RETAIL BUSINESSES AND SERVICES	60
OFFICE-TYPE BUSINESSES	35
LIGHT INDUSTRY	44
HEAVY INDUSTRY	6

Other	Number
Agricultural production, agribusiness support industries and services	1
Assisted Living / Nursing Facility	1
Eco-tourism	1
Home-based Businesses	1
Mixed Use Industrial Park	1
New Religious Catholic Parish & School	1
No Subdivisions – 5 acre parcels only	1
Tourism – Woods / Water Use Parks	1

6. Future residential development within the town should be concentrated together.

STRONGLY AGREE	9
AGREE	42
DISAGREE	38
STRONGLY DISAGREE	36

**7. Where should new development be encouraged?
(CHECK ALL THAT APPLY)**

AROUND STILES	33
AROUND STILES JUNCTION	53
NORTHWEST OF THE 141-22 INTERSECTION	11
NORTHEAST OF THE 141-22 INTERSECTION	8
SOUTHEAST OF THE 141-22 INTERSECTION	10
SOUTHWEST OF THE 141-22 INTERSECTION	18
RANDOMLY SCATTERED THROUGHOUT THE TOWNSHIP	31
NO NEW DEVELOPMENT SHOULD BE ENCOURAGED	29

OTHER:

Other	Number
Anywhere	1
Needs to be Comprehensive & in consideration of Neighboring Communities	1
Single Family Houses Only	1

8. Businesses that need to come into the town include: (CHECK ALL THAT APPLY)

HIGHWAY COMMERCIAL (GAS STATIONS AND FAST FOOD)	34
LARGE COMMERCIAL CHAINS (WAL-MART / KMART)	25
SMALLER NEIGHBORHOOD BUSINESS (HARDWARE, AUTO, SPECIALTY SHOPS)	53
FOOD STORES (PIGGLY WIGGLY/PICK‘N SAVE)	43
NONE	41

OTHER:

Other	Count
Aldi's	1
Bed & Breakfast	1
Festival Foods	2
Gift Shops	1
Home-based Business	1
Ice Cream / Dairy Queen	2
Light Manufacturing	3
Lumber Yard	1
Small Retail & Service Business	2
Subway	1
Restaurant	3
Taverns	1
Wal-Mart	3

9. Are you satisfied with the current land use ordinances in the Town of Stiles?

YES 84
 NO, WHAT ASPECT? 26

No, What Aspect	Count
1996 Plan was to be guidelines, not laws.	2
5+ acres for homesteads.	2
Designated commercial areas should include County I.	1
I am not informed enough.	1
Junk – moved houses not completed.	1
Land Control	1
Pollution ordinance.	2
Required lot size too large.	1
Required lot size too small.	2
Subdivisions need to be dealt with.	2
Too many conditional use permits given out.	1
Too many residences are not kept up & have a junky appearance.	1
Want larger lot sizes.	3
Yearly surveys should be conducted.	1

10. What residential lot size should be encouraged in the Town of Stiles?

LESS THAN ONE ACRE 7
 BETWEEN TWO AND FIVE ACRES 54
 BETWEEN ONE AND TWO ACRES 24
 GREATER THAN FIVE ACRES 47

11. Developers should be required to set aside lands for recreational use and/or “green space” (open/natural areas) when subdivisions are developed.

STRONGLY AGREE 97
 AGREE 24
 DISAGREE 6
 STRONGLY DISAGREE 6

12. The benefits from protecting the environment and its natural resources are important to the health and welfare of the town and its residents.

STRONGLY AGREE 105
 AGREE 31
 DISAGREE 3
 STRONGLY DISAGREE 3

13. Development of areas adjacent to rivers, lakes, streams and wetlands should be carefully planned so as to minimize negative effects on these resources and our watersheds.

STRONGLY AGREE	99
AGREE	31
DISAGREE	2
STRONGLY DISAGREE	2

14. Large stands of trees act as a natural shelter for wildlife and also add to the look and feel of the community. Should woodlands be protected from large development? (i.e., commercial center, residential subdivision of five homes or more, industrial, multi-family apartments)

NO, WOODLANDS SHOULD NOT BE PROTECTED	11
YES, WOODLANDS ONE ACRE OR MORE SHOULD BE PROTECTED	5
YES, WOODLANDS FIVE ACRES OR MORE SHOULD BE PROTECTED	27
YES, WOODLANDS TEN ACRES OR MORE SHOULD BE PROTECTED	19
YES, WOODLANDS TWENTY ACRES + SHOULD BE PROTECTED	15
YES, ALL WOODLANDS SHOULD BE PROTECTED	58

15. Preserving prime farmlands within the town is important to you?

STRONGLY AGREE	52
AGREE	43
DISAGREE	20
STRONGLY DISAGREE	4

16. The existing parks and county forest lands in the town are adequate.

STRONGLY AGREE	21
AGREE	61
DISAGREE	26
STRONGLY DISAGREE	18

**17. What do you like most about the Town of Stiles?
(CHECK ALL THAT APPLY)**

PEOPLE	38
RURAL NATURE OF THE TOWN	85
QUIETNESS	62
RECREATIONAL OPPORTUNITIES	16
SAFETY	7
GOVERNMENT/SERVICES	4
LOCATION	44

Other	Count
Close to what we need, to the city and northern recreation.	1
The feeling of living in the country without a lot of homes read close to you.	1
Woodlands	2

18. What do you like least about the Town of Stiles?

Like least	Count least
Allowing messy properties, junked cars, & mobile homes scattered amongst regular	3
Barking dogs, screeching farm fowl, & braying donkeys	1
Better road maintenance---better, reliable snow removal service and salting in winter	1
Current land use plan.	1
Development	1
Ditch management – mow the ditches more often.	4
Few services included in the taxes.	1
Have never in 10 yrs. Received anything from the town government.	1
High Taxes	4
Highway 141. Highway 141 noise.	4
Like it the way it is.	2
Machickanee River tree stumps and weeds.	2
Mosquitoes.	1
New development moving in – nothing will be this nice again.	1
No high speed internet.	1
No skirting or proper zoning for the Hunting Archery Club.	1
No walking / bike paths.	1
Not enough development.	1
Not enough jobs.	1
Not allowing businesses on County I.	1
People.	1
People jogging opening day of deer hunting without blaze orange.	1
Railroad.	1
Required lot size too large.	1
Roads need repair.	12

19. Comments:

See Attached List

**TOWN OF STILES - COMPREHENSIVE PLAN SURVEY
SEPTEMBER 2007**

The following are responses for the question, “If you left the Town of Stiles and returned 20 years from now (Year 2030), what would you hope to see?” Individual responses for each of the following topics are listed below.

NATIONAL RESOURCES / CULTURAL & HISTORIC RESOURCES

Campgrounds on flowage. Pavilions, park tables & cookers. Fish cleaning station. Flowers & shrubs.	1
Cleaning up the Machickanee River and letting owner to cut down cattails and clearing the shoreline.	5
Clean flowage bottom.	3
County forest usable for all – i.e. walking paths, ATV’s.	1
Dam maintained – improved.	1
Develop comprehensive strict pollution standard laws.	1
Encourage mining.	1
Environment friendly policies.	1
Extensive wild areas with public access.	4
Fishing & swimming in streams & rivers.	5
Good roads.	4
Green zones along remaining river frontage.	1
Hiking trails & bike paths.	2
Historic park or museum.	4
Historic plays.	1
Improve pier/ docks and boat landings.	2
Keep County I wooded as it is now.	1
Keeping / retain woodlands & forests.	11
Leave as is / remain the same.	7
Less development.	1
Lots of land preserves.	4
More cohesive “village” feeling.	1
More than just hunting, fishing, & snowmobile.	1
Natural resources are protected and preserved.	5
New city / town parks.	2
No bear, mountain lion, or other life threatening wildlife.	1
Parks well maintained.	3
Places to hunt & fish.	1
Preserve old existing buildings.	7
Protect Oconto River for public use.	3
Protect Stiles Junction School.	2
Protect wetlands – stop draining.	2
Protect Machickanee Flowage- do not allow overlay development.	1
Protect Machickanee Forest.	2
Restore Train Depot at Stiles Junction.	7

Rural nature.	2
Save old bridge in Stiles	1
Save old general store in Stiles	1
Wooded areas.	1
Woodland trails with rest stations.	1

LAND PLANNING & DEVELOPMENT

Affordable housing in planned neighborhoods.	3
Allow light industry.	1
Bigger homes	1
Business zoning & residential zoning.	1
Clustered communities with adequate sewer and water.	1
Commercial development should be allowed on County I.	1
Community center.	1
Community water & wastewater systems / utilities.	1
Continue land planning.	2
Definite zoning.	1
Development along Hwy and frontage road corridors.	1
Don't allow crappy houses moved on lots & never finished as on Hwy 22.	1
Downtown Stiles should allow development for businesses.	1
Green zones / areas.	3
Improve access to river and flowage.	1
Keep industrial parks and commercial development away from residential areas.	1
Large lots / low-density development.	2
Larger lot sizes.	6
Leave the same – no change.	4
Less development.	2
Lot sizes 1-2 acres.	1
Lots only 1.5 acres or larger.	1
Lot sizes 2-3 acres.	3
Lot sizes 3+ acres.	1
Lot sizes minimum of 3-5 acres.	3
Lot sizes 5+ acres.	6
Lot sizes 2 acres at Oconto Falls.	1
Maintain farmland.	2
Maintain rural nature.	3
Maintain forests / woodlands.	3
More development.	1
More home-based businesses.	1
Maintain nature & environment.	1
No apartments.	3
No big developments.	3
No commercial development.	1
No more fast food places.	1

No large homes.	1
No industry on Oconto River.	1
No mobile home parks.	3
No new development	1
No residential subdivisions.	3
Preserve wildlife.	1
Recreation areas.	1
Safe community.	1
Same lot size for the entire town.	1
Sense of ownership & pride.	2
Small amount of apartments per housing numbers.	1
Small subdivisions only.	4
Smaller lot sizes.	4
Smaller residential lots north of Hwy 22.	1
Tear down old, build new.	1
There will be growth; would like to see growth of a community not sporadic construction throughout.	3
Town government like a dead man walking. I have never seen anything from the town except this survey & tax bill.	1
Tougher laws on junky yards & junk cars & trucks.	1
Wooded park with hiking and bike trails	1
Yearly surveys.	1

COMMERCE & INDUSTRY

Bring the Stiles / Stiles Junction area to life, make area a bedroom community of Green Bay.	1
Bring more jobs to the Town of Stiles	7
Definite zoning – eliminate spot zoning.	4
Development at main intersections.	1
Green / eco-friendly businesses.	2
Grocery stores.	5
Industrial park along Hwy 141.	1
Large commercial chains like Wal-Mart, Kmart, etc.	3
Light industry.	7
Light industry in Stiles Junction area.	3
Leave the same – no change.	7
Motels.	1
More home-based and small business.	10
More business along Hwy 141 Corridor.	4
More stores.	3
No metal buildings.	1
No industry.	3
No industrial parks.	1
No more / new development.	3
No polluting businesses / industry.	1

No retail businesses.	2
No strip malls.	1
No trailer parks.	1
Office buildings.	1
Promote fishing & recreation trade.	1
Protect farmland.	1
Recreation stores.	3
Restaurants	6
Roads need repair.	1
Store for household goods and clothing.	1
Taverns	1
We have towns within 10 miles. We don't need to have stores / gas in the country too. If we do, we should just live in town.	1

COMMUNITY SERVICES

All power lines underground.	1
As needed for local community.	2
Banquet hall.	1
Better power service offered, more than REA	1
Better schools	1
Better telephone lines.	1
Better voting facilities	1
Cable service.	3
Churches	1
Community center.	3
Community theater.	1
Computerized voting	1
Continue to have recycling hazardous waste drop off 1 or 2 times per year.	1
Convert old school into a town hall with rental space.	1
Dependable utilities.	2
Fire station	1
Good schools.	2
Health center.	1
High speed internet.	2
I do not want drug dealers moving into the town.	1
Improve county police coverage / response.	2
Indoor hockey rink.	1
Leave the same – no change.	10
Less elaborate public buildings.	1
Library & community center at Stiles Junction.	1
Limit the number of terms town officials can serve consecutively.	1
Lower school taxes.	1
Maintain roads.	1
Medical clinic at Stiles Junction.	1

More diverse schools.	1
More natural and homeopathic resources.	1
Natural gas service.	2
No need for schools.	1
No need – too many towns close by.	1
No REA, no Spruce School, no more new schools.	1
Parks	3
Parks & Recreation Dept.	1
Post office if growth demands.	1
Recreational facilities to include indoor swimming, basketball, racquetball courts.	1
Recreation	1
Responsible use of taxes.	1
Restaurant	1
Retirement apartments.	1
Running / biking trails – public use.	1
Rural trash and recycling pick-up.	1
School bus pick up for parents, choice of schools	1
Schools oriented to students needs.	1
Senior center.	2
Shelter in Pioneer Park	1
Sports field & activities for kids.	1
Tech or university school outlets.	1
Upgrade to new technologies	1

HOUSING

2-5 acre home lots.	1
3+ acre lots.	2
5+ acre lots.	2
All old mobile homes removed / torn down.	1
Affordable, safe, sense of community.	2
Allow apts. & Condos.	2
Building inspectors and basic regulations needed.	1
Don't allow homes over what our tax structure can support.	1
Don't allow our shores to be built up with homes.	1
Eco. & environmentally friendly housing.	1
Green spaces	2
House trailers in trailer parks only.	3
I believe there should be.	1
Implement housing management plan.	1
Keep rural nature.	1
Implement land use restriction and covenants i.e. trailer house next to brick homes.	1
Leave the same – no change.	6
Large lots.	1
Limited rental units i.e. apartment complexes.	1

Lower taxes.	1
Maintain / up keep of homes – i.e. no old vehicles – junk etc. surrounding property.	4
Minimal residential expansion.	1
Multi-family elderly complex.	2
No apartments.	1
No large subdivision without house size requirements (not less than 1500-sq. ft.).	1
No large subdivision without significant green space.	1
No mobile home parks.	1
No mobile homes.	2
No multi-family homes.	1
No new homes.	1
No new trailer parks.	1
No pre-built / manufactured homes.	2
No suburban development.	1
No trailer courts.	1
Not over-populated.	1
Old buildings repaired or town down.	1
Protect natural resources by utilizing smart growth.	1
Sewer system for a group of more than 20 homes in one area.	1
Single family.	12
Single residential or duplex.	3
Smaller homes	1
Smaller lot sizes.	1
Stiles / Stiles Junction could be a housing place for all those who work in Green Bay but don't want to live there.	1
Upgrade	1

TRANSPORTATION / ROADS & HIGHWAYS

Access roads off of Hwy 141	2
Better roads.	3
Better snow removal, trees on roadsides causing icy conditions.	1
Close access to Hwy 141 from east Stiles Rd.	1
Cloverleaf access to Hwy 141 from Cty. I	1
Fix McCarty Rd. – dangerous.	2
Highways on outskirts only.	1
Leave the same – no change.	7
Limit construction of new roads.	1
Limited strip malls.	1
Local bus service for the elderly.	1
Maintain road system – good roads.	24
Maintain restrictions on Billboard advertising.	1
Maintain smaller lanes as well as longer roads.	4
Mow ditches and cut brush.	5
Paint centerlines on side roads.	1

Post truck weight limits.	1
Taxi service.	1
Town roads are well maintained and safe.	3
Safe bike lanes on town & county roads.	2
Safe roads and intersections.	5
Speed limit enforcement – need to enforce.	3

AGRICULTURE / FARMING

Cash cropping encouraged.	1
Corn dryers should be further away from neighbors’ homes - causing corn dust.	1
Dairy farms	1
Family farms are a welcome and vital part of the community.	1
Farmers held to strict rules on dumping manure waste so it does not enter watershed.	3
Fishing ponds.	1
In 20 years there will be no small farmers left.	1
Large dairy or hog farms need waste management plans.	1
Leave the same - no change.	6
Limit large dairy farms.	1
Limit subdivisions.	2
Minimize soil erosion	1
More agriculture.	5
Most prime farmland still active.	1
No junk piles of old farming equipment.	1
No mega farms.	1
Petting zoos.	1
Preserve / encouraging / protect.	20
Promote organic farming.	3
Public / community gardens	2
Renovate old farms	1
Still some around.	2
Sustainable agriculture.	5
Tougher laws or regulations to stop changing agriculture land to residential.	5
Tractor & semi noise all night.	1

RECREATION

ATV trails	2
Bike trails.	9
Bird watching	1
Camping	1
Clean up flowage of sediment / weeds.	4
Educational farm	1
Extensive park and trail system.	2

Fishing	5
Green space.	1
Handicapped accessibility, public access to rivers & streams.	1
Hiking trails.	6
Hunting.	4
On the Machickanee Flowage problems with duck hunters BBs hitting the house.	2
Keep good snowmobile trails.	4
Keep hunting / fishing programs for kids.	1
Leave the same – no change.	7
Limit trails and protect home owners	1
Limit use of off road vehicle.	3
Maintain Machickanee Forest for public use.	4
More recreational trails.	3
More volunteer opportunities.	1
Movie theater.	1
No wake	1
Parks / play grounds	8
Parks & swimming beach such as in Oconto Falls.	3
Promote and market the area’s natural resources.	1
Protect river.	2
Protect wildlife and fishing	3
Public access for Oconto River.	2
Recreational areas.	7
Remove dam	1
Restaurants.	1
Ski trails	2
Stocked fish (walleye & perch) at Stiles.	1
Stop poaching of the deer / wildlife.	1
Trout fishing in Splinter Creek improved.	1
Walking trails.	3
We have a river through our town why don’t we have a park on this wonderful resource.	1
Wider streets to accommodate bikers and walkers.	1
Upgraded park / beach.	5

VOLUME I - APPENDIX C
INTERGOVERNMENTAL COOPERATION RESULTS

“Southern Cluster”

Intergovernmental Cooperation Workshop
April 16, 2008, County Courthouse

Land Use Issues and Conflicts/Positive Working Relationships

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

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

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

- Need for more dynamic county zoning ordinance to meet the town’s site planning and design review needs

Potential Resolutions

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

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

VOLUME I - APPENDIX D
LAND USE COMPARISONS 1997 & 2007

2007 TOWN OF STILES DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	
110	Single Family Residential	656.8
180	Mobile Homes	45.4
199	Vacant Residence	3.2
200	COMMERCIAL	
210	Retail Sales	44.0
250	Retail Services	14.7
299	Vacant Commercial	1.1
300	INDUSTRIAL	
360	Extractive	27.5
400	TRANSPORTATION	
410	Roadways	183.9
417	Off-Street Parking	5.1
440	Rail Related	76.7
500	COMMUNICATION/UTILITIES	
511	Electric Power Plants	5.3
542	Electric Power Substations	6.8
546	Radio/Television Transmission Towers/Antennas	1.8
586	Auto salvage/Recycling/Disposals	12.3
591	Solid Waste Separation/Recycling	5.8
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	
611	Administrative Buildings	0.5
642	Primary Schools	2.8
690	Religious and Related Facilities	1.8
691	Churches/Temples/Synagogues	1.7
694	Fraternal Organizations/Clubhouses	8.8
699	Vacant Facilities	1.8
700	OUTDOOR RECREATION	
736	Parks/Parkways/Forest-Related Picnic Areas	54.2
747	Trails	14.5
766	Archery/Gun/Skeet Ranges	9.6
768	Hunting Preserves	2.3
781	Boat Launching Sites/Areas	1.4
782	Other Water Access Sites/Areas	1.3
800	AGRICULTURE/SILVICULTURE	
805	Open Space	17.0
810	Croplands/Pastures	6,521.1
830	Long-Term Specialty Crops	12.0
870	Farm Buildings/Accessories	131.8
880	Commercial Forests	4.0
899	Vacant Agriculture	0.7
900	NATURAL AREAS	
911	Lakes	288.3
912	Reservoirs and Ponds	156.6
913	Rivers and Streams	161.5
950	Other Natural Areas	1,048.7
951	Woodlands	12,980.6
TOTAL ACREAGE		22,513.7

1997 TOWN OF STILES DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	Acres
100	RESIDENTIAL	
110	Single Family Residential	411.2
180	Mobile Homes	67.6
199	Vacant Residence	1.0
200	COMMERCIAL	
210	Retail Sales	17.4
250	Retail Services	2.6
300	INDUSTRIAL	
360	Extractive	13.0
380	Storage	
381	Open	3.6
382	Enclosed	14.3
400	TRANSPORTATION	
414	Local Streets and Roads	610.9
417	Off-Street Parking	0.6
440	Rail Related	148.2
490	Non-Motorized Related	1.23
500	COMMUNICATION/UTILITIES	
511	Electric Power Plants	0.3
542	Electric Power Substations	7.2
546	Radio/Television Transmission Towers/Antennae	1.7
586	Auto Salvage/Recycling/Disposals	4.7
591	Solid Waste Separation/Recycling Plants	30.6
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	
611	Administrative Buildings	1.4
642	Primary Schools	1.67
690	Religious and Related Facilities	2.9
691	Churches/Temples/Synagogues	1.3
694	Cemeteries	7.4
700	OUTDOOR RECREATION	
731	Campgrounds	3.6
736	Parks/Parkways/Forest-Related Picnic Areas	0.72
766	Archery/Gun/Skeet Ranges	13.0
781	Boat Launching Sites/Areas	2.1
782	Other Water Access Sites/Areas	6.1
800	AGRICULTURE/SILVICULTURE	
810	Croplands/Pastures	7,134.8
870	Farm Buildings/Accessories	175.3
880	Commercial Forests	99.7
900	NATURAL AREAS	
912	Reservoirs and Ponds	24.3
913	Rivers and Streams	533.9
950	Other Natural Areas	577.7
951	Woodlands	12,633.9
990	Land Under Development	2.9
TOTAL		22,558.5

VOLUME I - APPENDIX E
GLOSSARY OF TERMS

Planning and Zoning Definitions

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

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

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

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

See ch. 62, Wis. Stats.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- Main Street Program:** a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.
- Managed Forest Law:** a law enacted in 1985, replacing the Forest Crop Law and Woodland Tax Law, that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to pay an annual acreage payment, a state contribution, a yield tax, or a withdrawal penalty. Landowners have the option to choose a 25 or 50 year contract period. Enrollment is open to all private landowners owning ten or more acres of woodlands. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law (FCL), Woodland Tax Law (WTL), and Managed Forest Law (MFL). *See ch. 70, Wis. Stats.*
- Manufactured Housing:** a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See 42 USC 5401 to 5425 and ch.409, Wis. Stats.*
- Map:** a drawing or other representation that portrays the spatial distribution of the geographic, topographic, or other physical features of an area.
- Median age:** The midpoint age that separates the younger half of a population from the older half.
- Metropolitan Statistical Area (MSA):** a statistical area defined by the U.S. Census; a freestanding metropolitan area (i.e. an area with a minimum population of 50,000 and adjacent communities with a high degree of economic and social integration) or a Census Bureau defined urbanized area with a population of 100,000 or greater (75,000 in New England), not closely associated with other metropolitan areas. Nonmetropolitan counties surround these areas typically. *See also “consolidated metropolitan statistical area” and “primary metropolitan statistical area”.*
- Mini- Lot Development:** a development containing lots that do not meet the minimum size or other requirements.
- Mitigation:** the process of compensating for the damages or adverse impacts of a development.
- Mitigation Plan:** imposed development conditions intended to compensate for the adverse impacts of the development.
- Mixed- Use Development:** a development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.
- Modernization:** the upgrading of existing facilities to increase the input or output, update technology, or lower the unit cost of the operation.
- Moratorium:** a temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.
- Multifamily Dwelling:** a building or portion occupied by three or more families living independently of each other.
- Multimodal Transportation:** an integrated network of various transportation modes, including pedestrian, bicycle, automobile, mass transit, railroads, harbors, and airports.
- Municipality:** a city, village, town, or other unit of local government. The application of this term varies and it often has specific legal meanings.
- National Environmental Policy Act (NEPA):** a congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision- making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law. The act also established the Council on Environmental Quality. *See P.L. 91- 190, 42 U.S.C. 4321- 4347. See also “environmental impact statement” and “Wisconsin Environmental Policy Act (WEPA)”.*
- National Register of Historic Places in Wisconsin:** places in Wisconsin that are listed on the national register of historic places maintained by the U.S. Department of the Interior, National Park Service.
- Neighborhood Plan:** a plan that provides specific design or property- use regulations in a particular neighborhood or district.
- Neighborhood Unit:** the model for American suburban development after World War II based around the elementary school with other community facilities located at its center and arterial streets at its perimeter.
- Neotraditional Development:** a land- use approach that promotes neighborhoods with a variety of housing and architectural types, a central gathering point, and interconnecting streets, alleys, and boulevards edged with greenbelts.* *See also “New Urbanism” and “smart growth”.*
- Net Acre:** an acre of land excluding street rights- of- way* and other publicly dedicated improvements such as parks, open space, and stormwater detention and retention facilities.
- New Urbanism:** an approach to development that includes the reintegration of components such as housing, employment, retail, and public facilities into compact, pedestrian- friendly neighborhoods linked by mass transit. *See also “Neotraditional development” and “smart growth”.*
- NIABY:** Not in anyone’s backyard. *See also “LULU,” “NIMBY,” and “NIMTOO”.*

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

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

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

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

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

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

Owner property rights include:

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

Government property rights include:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Special Exception: See “conditional use”.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Bay-Lake Regional Planning Commission

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