
Town of Townsend

Oconto County, Wisconsin

20-Year Comprehensive Plan



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

**TOWN OF TOWNSEND
OCONTO COUNTY, WISCONSIN**

CHAIRMAN: Susan Rapp
SUPERVISOR: William Dutton
SUPERVISOR: Joseph LeMay, Jr.

CLERK: Pamela Bursek
TREASURER: Mary Statler

TOWN PLAN COMMISSION: William Dutton, Chairman
Mike Vande Walle, Vice-Chairperson
Pam Pederson, Secretary
Dawn Herlache
Matthew Marty
Susan Rapp
Jim Weyers



RESOLUTION FOR THE ADOPTION OF THE COMPREHENSIVE PLAN

**TOWN OF TOWNSEND PLAN COMMISSION
ADOPTION OF THE TOWN OF TOWNSEND
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 Townsend Plan Commission;

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

Dated this 28 day of July,

Resolution introduced by: William Dutton

Adoption moved by: *Mike Vande Walle*

Motion for adoption seconded by *Matthew Marty*

Voting Aye: 5 Nay: 0

APPROVED:

William A. Dutton
Town of Townsend Plan Commission Chair

ATTEST:

Pamela Pederson
Town of Townsend Plan Commission Secretary

TOWN OF TOWNSEND
ORDINANCE NO. 02-2008

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

WHEREAS, on June 22, 2006 Oconto County approved a contract with the Bay-Lake Regional Planning Commission to prepare a Multi-Jurisdictional Comprehensive Plan for Oconto County, to include the Town of Townsend, 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 Townsend, 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 Townsend Plan Commission held a public hearing on July 28, 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 Townsend 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 28, 2008, the Town of Townsend Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Land Use Planning Commission; and,

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

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

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

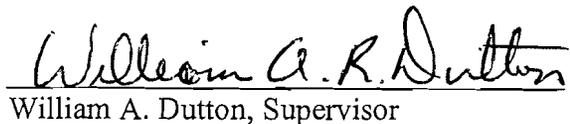
Section 3: SEVERABILITY Several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful, or unenforceable, such decision shall only apply to the specific section or portion thereof directly 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

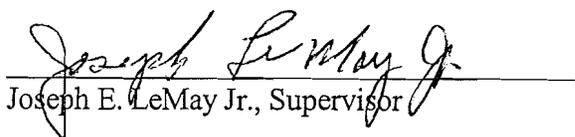
Adopted this 12th day of August 2008, by a majority vote of the members of the Town Board of the Town of Townsend.



Susan C. Rapp, Chairperson



William A. Dutton, Supervisor



Joseph E. LeMay Jr., Supervisor



Pamela J. Bursek, Town Clerk

TABLE OF CONTENTS

VOLUME I – TOWN PLAN

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

VOLUME II - COUNTY RESOURCES (ATTACHED CD)

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

Town Plan

Table of Contents

Chapter 1 - Introduction

Chapter 2 - Inventory, Trends, and Forecasts

Chapter 3 - Future Land Use Plan

Chapter 4 - Implementation

Appendix A - Public Participation Information

Appendix B - Nominal Group Results

Appendix C - Intergovernmental Cooperation Results

Appendix D - Detailed Land Use

Appendix E - Glossary of Terms

Town of Townsend 20-Year Vision Statement

“The Town of Townsend is defined by its natural character, featuring beautiful lakes and streams, vast woodlands, large open spaces, and scenic views. Future planning in the town should continue to promote preservation of these natural features and development that does not conflict with these resources, so the town can continue to provide its residents and visitors with ample recreation opportunities, clean water and air, and the rustic character to which they have become accustomed. New development and improvements are also encouraged to maintain an affordable tax base, promote local job opportunities, be supportive of cooperative efforts of surrounding communities, and provide town residents with appropriate services to fit their needs.”

LIST OF TABLES

Table 2.1: Values of Town Residents, May 2004.....	2-3
Table 2.2: Road Miles by Functional Classification, 2006.....	2-8
Table 2.3: Town of Townsend Land Use Summary, 2007	2-10
Table 2.4: Historic Population, 1920 - 2000.....	2-11
Table 2.5: Population Trends and Projections, 1970 - 2025.....	2-12
Table 2.6: Historic Housing Units, 1970 - 2000.....	2-13
Table 2.7: Housing Unit Additions and Deletions, 1990 - 2006	2-14
Table 2.8: Occupied Housing Trends and Projections, 1970 - 2025	2-15
Table 2.9: Employment by Industry Group, 2000	2-18
Table 2.10: Full Value and Total Property Tax, Town of Townsend, 2000 - 2006	2-19
Table 2.11: Five-year Incremental Residential Land Use Projections, 2005- 2025	2-21
Table 2.12: Five-year Incremental Commercial Land Use Projections, 2005 - 2025	2-22
Table 3.1: 20-Year General Plan Design Acreage Calculations.....	3-9

LIST OF FIGURES

Figure 2.1: Community Rating, May 2004.....	2-2
Figure 2.2: Quality of Public Facilities and Services, May 2004	2-3
Figure 2.3: Problems or Concerns of Town Residents, May 2004.....	2-4
Figure 2.4: Important Issues for Future Planning, May 2004.....	2-5
Figure 2.5: Population Trends and Projections, 2000 - 2025	2-13
Figure 2.6: Housing Trends and Projections, 2000 - 2025	2-16
Figure 2.7: Occupation of Employed Persons, 2000	2-17

LIST OF MAPS

Map 2.1: Location Map.....	2-25
Map 2.2: Planning Area	2-27
Map 2.3: Plan Determinants	2-29
Map 2.4: Prime Agricultural Soils.....	2-31
Map 2.5: Public and Community Facilities	2-33
Map 2.6: Town of Townsend Land Use	2-35
Map 3.1: Town of Townsend 20-Year General Plan Design.....	3-11

**CHAPTER 1:
INTRODUCTION**

TABLE OF CONTENTS

PURPOSE OF THE COMPREHENSIVE PLAN 1-1
 State Planning Legislation 1-1
HOW TO USE THIS PLAN 1-2
PLAN DEVELOPMENT PROCESS 1-3
 Public Participation Process..... 1-4
VISION STATEMENT 1-6

PURPOSE OF THE COMPREHENSIVE PLAN

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

The town's 20-year vision, which is located at the end of this chapter, is best illustrated by the General Plan Design (GPD). The General Plan Design (**Map 3.1**) designates areas of the town for preferred land use activities with a list of applicable land use classifications that are supported by detailed recommendations that define the type of development within those classifications. The GPD and is the desired goal to be achieved through the implementation of this comprehensive plan. The General Plan Design, along with the town's development strategies, shall be used in conjunction with Oconto County's zoning ordinances, local land use ordinances, supporting planning materials, and other implementation tools to make informed land use decisions in the Town of Townsend over the next 20 years.

State Planning Legislation

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

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

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

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

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

HOW TO USE THIS PLAN

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

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

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

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

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

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

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

Volume II: County Resources contains countywide inventory and demographic information that served as a basis developing the town's 20-Year vision for future development.

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

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

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

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

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

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

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

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

PLAN DEVELOPMENT PROCESS

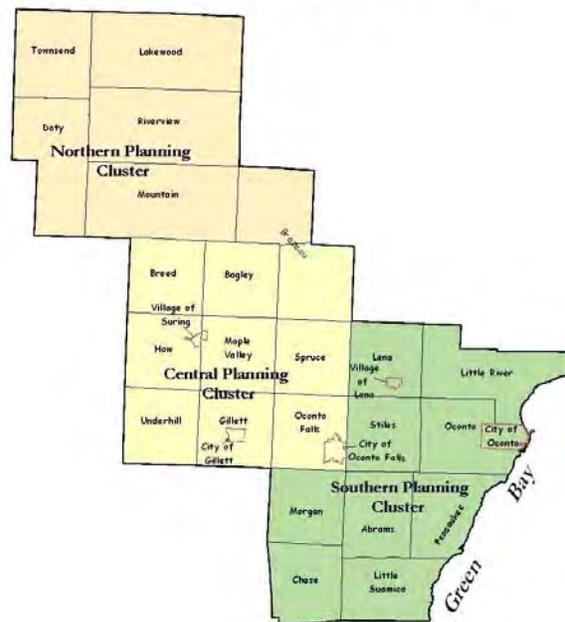
The Town of Townsend was one of sixteen communities to enter into an agreement with Oconto County to submit a multi-jurisdictional application to the Wisconsin Department of Administration in 2005 for grant funding to offset the cost of completing/or updating their comprehensive plans. The application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

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

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

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

Oconto County Planning Clusters



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

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

- Town of Townsend data was analyzed to identify existing and potential conflicts.
- 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, background data, and a community survey completed by the town in 2004.
- A preliminary General Plan Design (GPD) was prepared along with recommended land use strategies were drafted to guide future growth, development and conservation within the town over the next 20 years.
- Oconto County Planning and OCPAC finalized *Volume II: County Resources*. It was adopted by resolution by the Oconto County Board of Supervisors on August 21, 2008.
- The final public review and Open House were conducted on July 19, 2008 to present the *Town of Townsend 20-Year Comprehensive Plan* to the citizens of the community as well as nearby municipalities and government organizations for their feedback. Comments were considered and included in the town's comprehensive plan when appropriate.

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

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

Public Participation Process

Public Participation Plan

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

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

Nominal Group Exercise

In a meeting of the Northern Planning Cluster held in August 2006, members of the Town of Townsend Plan Commission members participated in a Nominal Group Exercise. The purpose of this exercise was to identify issues and concerns regarding future development in the Town of Townsend and the northern portion of Oconto County.

Relevant feedback was considered during the development of the goals, objectives, policies, and programs for the town's comprehensive plan. Top issues from the Northern Planning Cluster nominal group exercise include:

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

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

Visioning Exercise

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

Intergovernmental Cooperation Workshop

An Intergovernmental Cooperation Workshop was conducted in April 2008 with the Oconto County Northern Planning Cluster. Representatives from each of the communities within the planning cluster were invited to attend the workshop, along with neighboring municipalities, school districts, civic and recreational clubs, pertinent state and federal agencies, and other entities and departments that may be directly impacted by the implementation of the area's comprehensive plans.

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

Open Houses

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

The second open house was held exclusively for the Town of Townsend. The purpose of this public meeting was to gain input on the 2007 Town of Townsend land use inventory. Attendees

were introduced to the land use inventory process and were asked to provide any recommendations for changes to the land use inventory map.

The third open house was held exclusively for the Town of Townsend on July 19, 2008. It was conducted at the conclusion of the second phase of the planning process. The purpose of this open house was to allow residents of the town and other interested individuals the opportunity to review and comment on the town's completed draft plan.

VISION STATEMENT

The following is the Town of Townsend adopted 20-Year Vision Statement:

“The Town of Townsend is defined by its natural character, featuring beautiful lakes and streams, vast woodlands, large open spaces, and scenic views. Future planning in the town should continue to promote preservation of these natural features and development that does not conflict with these resources, so the town can continue to provide its residents and visitors with ample recreation opportunities, clean water and air, and the rustic character to which they have become accustomed. New development and improvements are also encouraged to maintain an affordable tax base, promote local job opportunities, be supportive of cooperative efforts of surrounding communities, and provide town residents with appropriate services to fit their needs.”

CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS

TABLE OF CONTENTS

INTRODUCTION	2-1
COMMUNITY INVENTORY.....	2-1
History and Description of Planning Area.....	2-1
Past Planning Efforts.....	2-1
Community Resources	2-5
Land Use Inventory.....	2-9
DEMOGRAPHIC TRENDS AND FORECASTS	2-10
Population	2-10
Housing	2-13
Economic Development.....	2-17
LAND USE TRENDS AND FORECASTS	2-19
Existing Land Use Issues and Conflicts.....	2-19
Anticipated Land Use Trends	2-19
Development Consideration.....	2-20
DESIGN YEAR LAND USE PROJECTIONS.....	2-19
Five Year Incremental Land Use Projections	2-21
PLAN IMPLEMENTATION GOALS	2-22

INTRODUCTION

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

Ultimately, the information described in this portion of the town's comprehensive plan provides the foundation for the development of the Town of Townsend 20-Year General Plan Design (Chapter 3 of *Volume I: Town Plan*).

COMMUNITY INVENTORY

History and Description of Planning Area

History of the Town of Townsend

The Town of Townsend was built along Military Road in 1864. The town was originally named Johnson Siding and later, along with Lakewood, became known as the Town of Wheeler. In addition to Johnson Siding, there were two smaller communities in the Townsend area: Coleville and Unity Center. Coleville was located in the area of Surprise Lake. Unity Center was located along McCaslin Brook in the area of what are now Unity Drive, Cassler Drive and Sawyer Lake Road. Unity Drive was part of Old County T, later called McCaslin Drive and changed in 1998 to Unity Drive.

In 1916 the Town of Wheeler was split into what is now Lakewood and Townsend. The Town was named Townsend in honor of the man who drove the first spike in the railroad here.

Town of Townsend Planning Area

The Town of Townsend is located in the northern portion of Oconto County. The town encompasses an area of approximately 43 square miles or 27,051 acres. **Map 2.1** illustrates the general location of the Town of Townsend in Wisconsin, while **Map 2.2** shows the planning area.

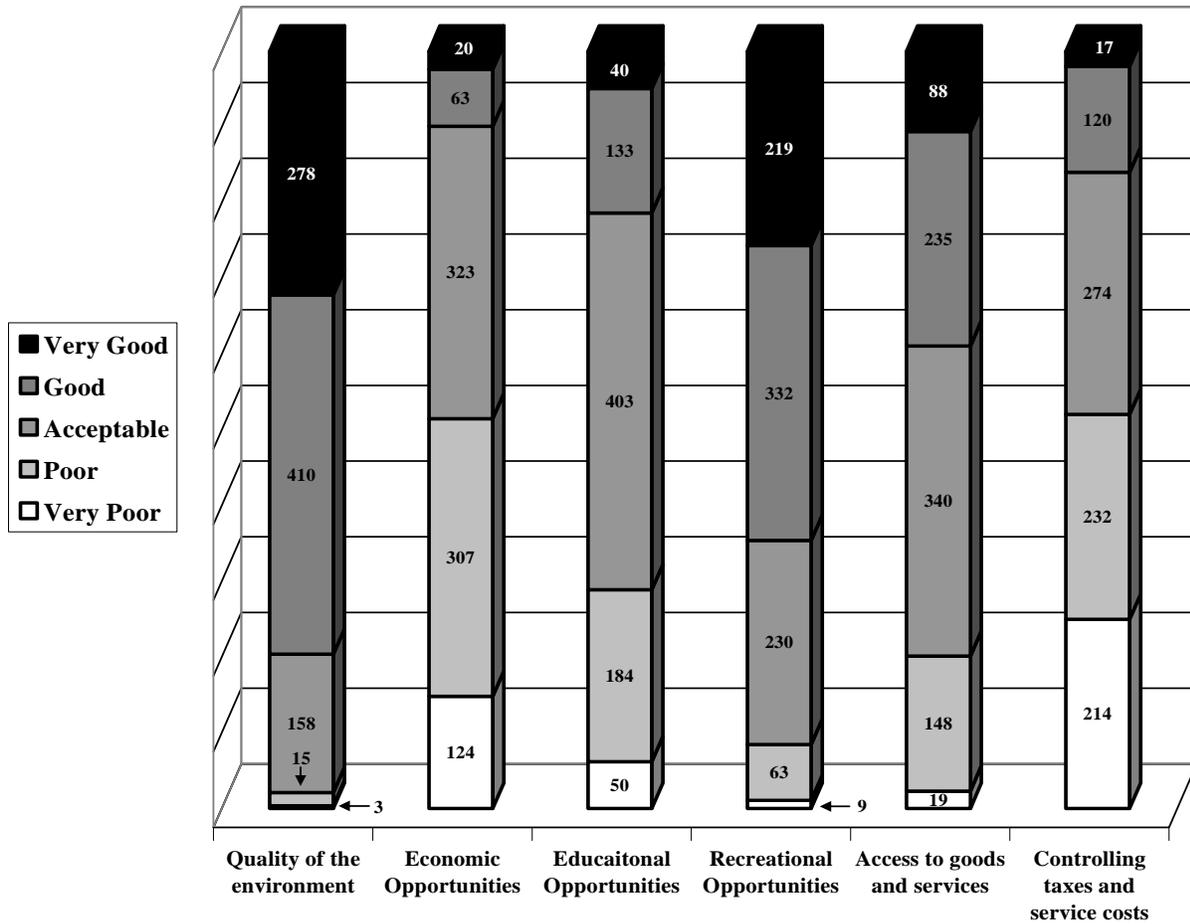
Past Planning Efforts

Town of Townsend Community Survey

In May 2004, the town completed a community survey with the assistance of Oconto County UW-Extension. The survey was mailed to all residents of the Town of Townsend, including those that are there on a part-time basis, totaling 1,802 surveys. Of these 903 were returned, which corresponds to a response rate of 50.1 percent. The survey is not a regulatory tool; however, it points to many issues that are considered important by the public that should be taken into consideration when making any future land use decision. The following information highlights the results of the survey.

As shown by Figure 2.1, respondents felt that the town offered above average quality of environment and recreational opportunities and average to above average economic opportunities, educational opportunities, and access to goods and services. Responses indicate that residents do not believe the town is doing a very good job controlling taxes and service costs.

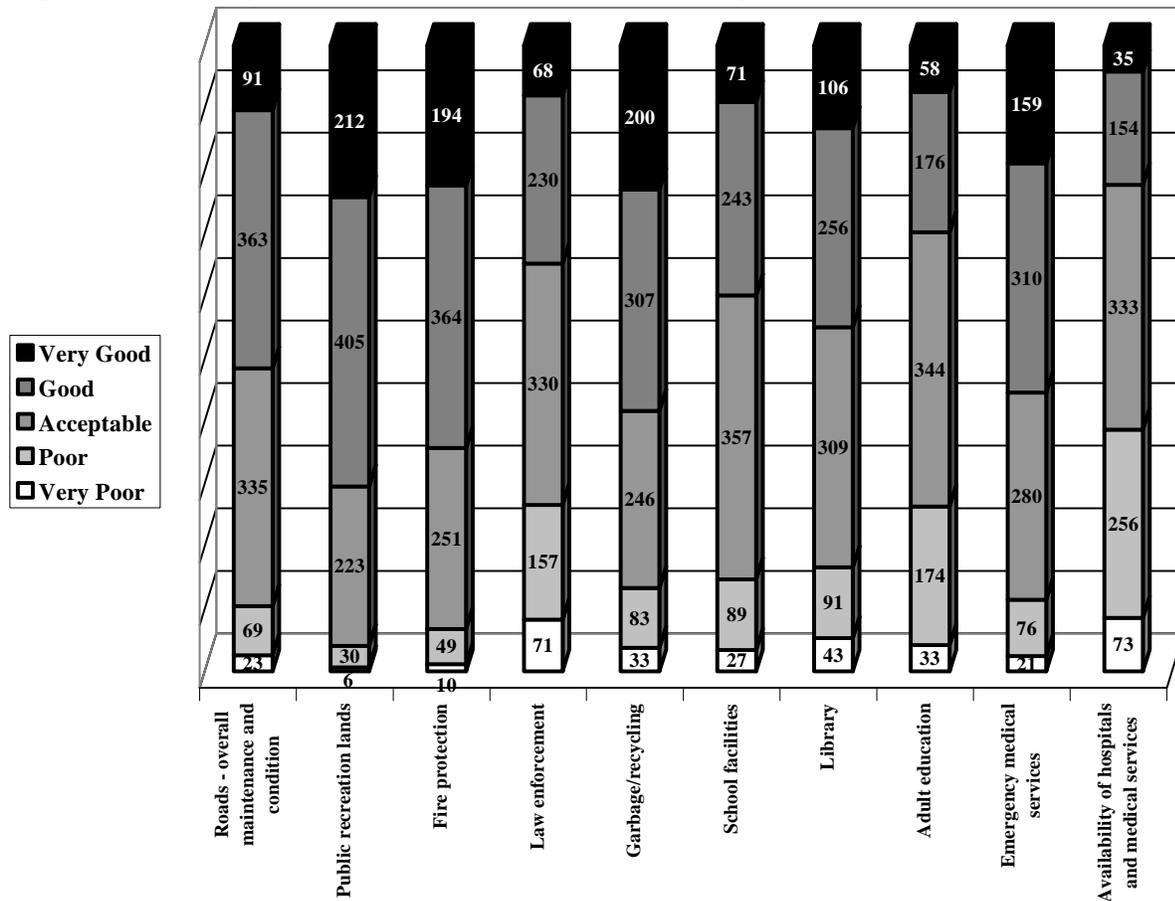
Figure 2.1: Community Rating, May 2004



Source: Town of Townsend Community Survey, May 2004; and Bay-Lake Regional Planning Commission, 2007.

Overall, the town’s residents feel that the quality of public facilities and services are average to above average, as illustrated by Figure 2.2. Some respondents did indicate displeasure with the availability of adult education opportunities in the town and their access to hospitals and medical services.

Figure 2.2: Quality of Public Facilities and Services, May 2004



Source: Town of Townsend Community Survey, May 2004; and Bay-Lake Regional Planning Commission, 2007.

As illustrated by Table 2.1 and Figure 2.3 residents of the town value its quiet and peaceful nature as well as its natural features the most. Low crime rates and cleanliness were also noted as being important. By far, the top concern noted by respondents was increasing taxes. Over 21 percent of those that responded to the survey noted this as one of the top five concerns they had with respect to the town. Other top concerns that were noted include increasing land prices, lack of job opportunities, lack of new businesses, and increasing lake usage.

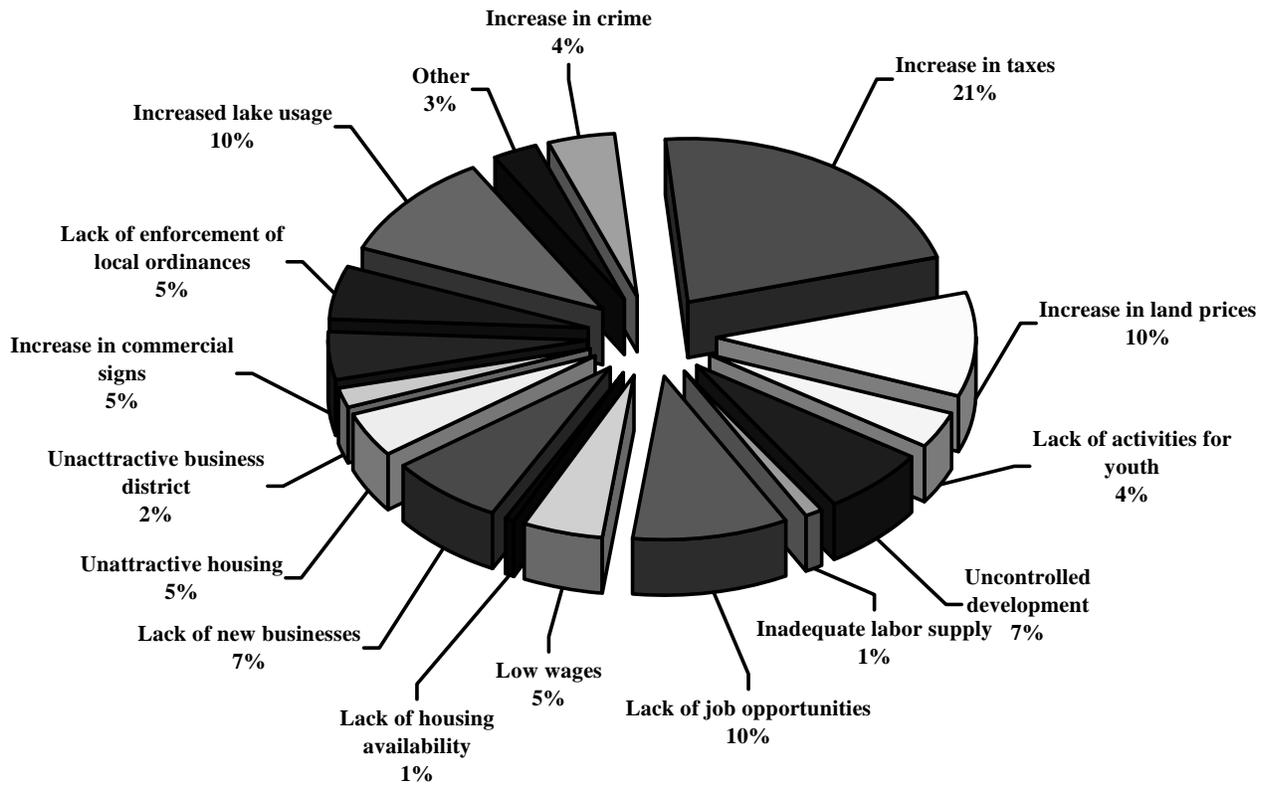
Table 2.1: Values of Town Residents, May 2004

Value	Percent
Small town living	0
Friendliness	0
Quiet and peaceful	33.5
Low Crime	11.2
Clean and neat in appearance	7.9
Surface waters, wildlife, and beautiful scenery	46.2
Other	1.3

*Note: Respondents were asked to choose up to three options

Source: Town of Townsend Community Survey, May 2004; and Bay-Lake Regional Planning Commission, 2007.

Figure 2.3: Problems or Concerns of Town Residents, May 2004



* Note: Respondents were asked to choose up to five options.

Source: Town of Townsend Community Survey, May 2004; and Bay-Lake Regional Planning Commission, 2007.

In regards to new housing development, respondents showed that they were generally opposed to any new development of duplexes, multi-unit apartments, mobile homes, and high income housing. They were neutral regarding future development of single family housing, low to moderate income housing, and assisted living structures.

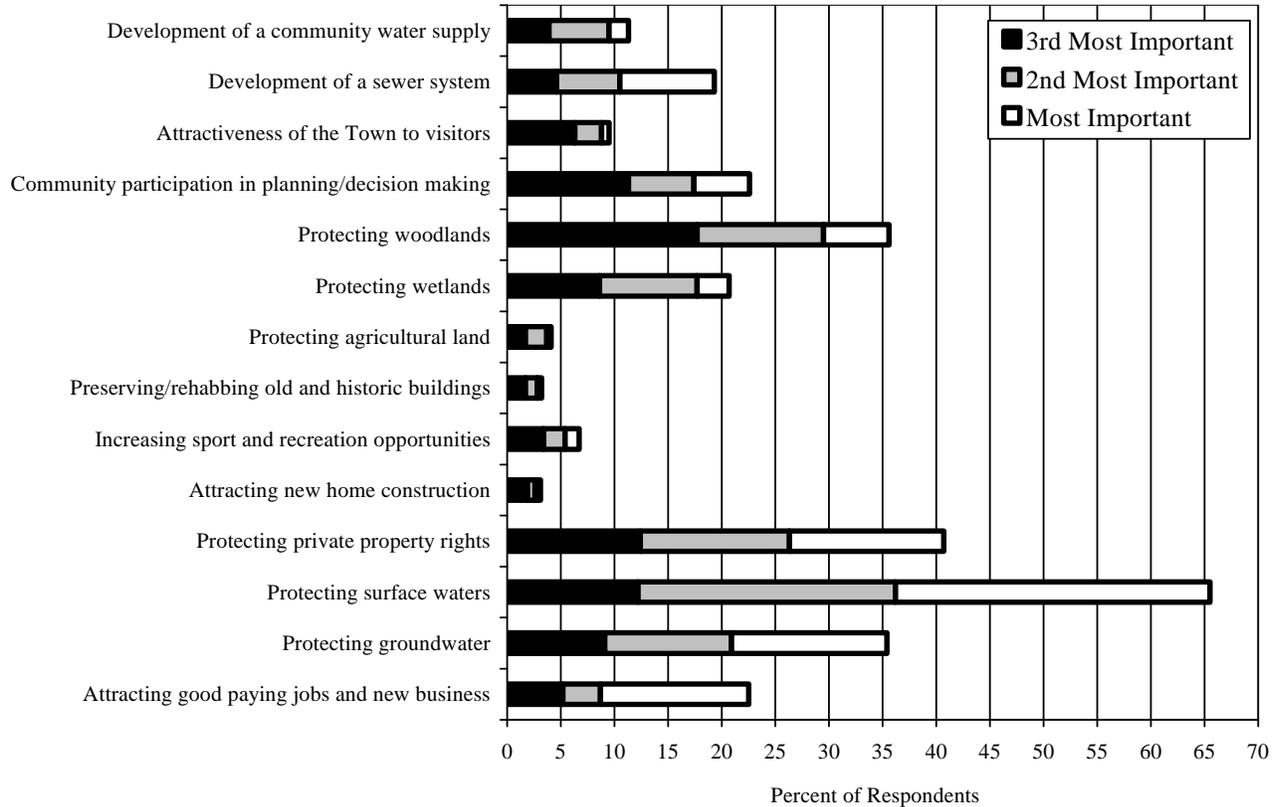
Regarding future commercial and industrial related development, respondents were opposed to large or moderate scale industrial and large scale retail related developments; neutral in terms of service and all scales of agricultural developments; and supportive of small scale industrial, tourism related, and small scale retail developments. Overall, the majority of respondents, over 82 percent, were neutral or opposed to no new development occurring in the future.

When asked about future zoning and planning activities, approximately 45 percent of respondents agreed that land use should be governed by town ordinances. Most respondents also felt that moderate to high levels of restriction should be placed on all types of development. In particular, almost 50 percent of respondents felt a high level of restriction should be placed on the location of manufacturing plants, large scale “commercial farms,” and mobile homes and lakeshore development. The majority of respondents also agreed that stricter protection of natural resources was needed and a farmer’s right to farm should be protected.

Respondents were also asked to identify the most important issues they believe should be addressed in future planning and zoning decisions. As illustrated by Figure 2.4, town residents

identified protecting surface waters, private property rights, and woodlands as the most important issues. On the other hand, preserving and/or rehabbing historic buildings and sites, attracting new home construction, and protecting agricultural land were identified as the least important issues.

Figure 2.4: Important Issues for Future Planning, May 2004



Source: Town of Townsend Community Survey, May 2004; and Bay-Lake Regional Planning Commission, 2007.

Community Resources

Natural Resources

Natural resources are often a defining feature for local communities. People depend on natural resources to provide a clean and abundant supply of groundwater; assure good air quality; and provide natural landscapes that are fundamental to a healthy and diverse biological community.

The resources that lie beneath the ground are very important when considering future development. The area of the state in which Townsend is located, known as the Northern Highlands region, was once a mountainous area. Centuries of erosion eventually removed the mountains leaving behind bedrock comprised of granite and a mixture of igneous rocks and a topography that features some of the highest elevations in the state of Wisconsin. Nearby Thunder Mountain rises 1,375 feet above sea level and McCaslin Mountain has been measured at 1,625 feet above sea level.

Watersheds represent the total land area from which water drains into a particular body of water. There are two watersheds that provide drainage to the Town of Townsend: Lower North Branch Oconto River and South Branch Oconto River. Ultimately, these watersheds drain directly into Lake Michigan via Green Bay or a major river system. Each watershed contains a number of

drainage basins. These basins serve to transport water through the watershed and into a surface water. Deposition of sediment and runoff into these drainage basins can greatly impact an area’s water resources. Therefore, it is imperative to protect these drainage basins from development in order to ensure maximum efficiency.

Protection of area watersheds leads to protection of the town’s surface waters. Surface waters are abundant in the northern portion of Oconto County and play a significant role in the everyday life of the Town of Townsend’s residents and visitors. The town contains 22 named lakes, 10 named streams, and a number of other unnamed surface waters. Major surface waters found in Townsend include Pickerel Lake, Upper Wheeler Pond, Townsend Flowage, Horn Lake, Explosion Lake, Reservoir Pond, Archibald Lake, the northern portion of Bass Lake (with the southern being in the Town of Doty), McCaslin Brook, McCaslin Creek, and a portion of the Oconto River.



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



Cathedral Pines State Natural Area

Source: <http://dnr.wi.gov/org/land/er/sna/sna496.htm>

A large portion of the Town of Townsend is made up of public forest lands. Over 13,800 acres of land in the town are part of the Nicolet National Forest. This means that over 50 percent of the town is owned and managed by the US Forest Service. The national forest is managed for a number of different uses including timber harvesting, forest preservation, and recreation. The town also contains an additional 6,600 acres of woodlands that lie outside of the National Forest. In total, the town contains over 20,000 acres of woodlands.

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

Environmental Corridors

Other areas of environmental significance have been identified as falling within an environmental corridor. An environmental corridor is a portion of the landscape that contains and connects natural areas, green space, and scenic, historic, scientific, recreational, and cultural resources. In developing this comprehensive plan, the following criteria were utilized in delineating the environmental corridors in the Town of Townsend:

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

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

These environmental corridors, along with other identified areas of environmental significance, should be considered when making decisions regarding future development in Townsend. These spaces serve a vital role in protecting local water quality; serving as buffers between different land uses; controlling, moderating, and storing floodwaters; providing nutrient and sediment filtration; and providing fish and wildlife habitat and recreational opportunities.

Agricultural Resources

There are a number of areas in Townsend that can be designated as having prime agricultural soils. The USDA, Natural Resources Conservation Service defines prime agricultural soils as lands that have the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops, with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. Approximately 6,671 acres of land in the town is comprised of these soils. **Map 2.4** illustrates the location of the classified prime farmland soils in the Town of Townsend. For definitions of agricultural soil types and more information on the soils found throughout the Town of Townsend and Oconto County see Chapter 5 of *Volume II: County Resources*.

Despite the occurrence of these soils, the farming presence in the town has been declining over time. According to the 2002 U.S. Census of Agriculture, the Townsend area (zip code 54175) contains six farms* ranging from 50 to 999 acres. Ultimately, Townsend’s agricultural character is deeply rooted in the timber industry. Portions of the Nicolet National Forest are harvested every year for timber to be utilized in a number of different ways.

Economic Resources

The Town of Townsend’s economy is heavily influenced by its forest and water resources. The Nicolet National Forest and other woodlands in the town provide a number of jobs and opportunities for local businesses. The forests and lakes promote tourism and attract a number of seasonal residents which further enhances opportunities for local retailers and service providers. For more information on the county’s economy, please see Chapter 7 of *Volume II: County Resources*.

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

Transportation

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

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

According to the Wisconsin Information System for Local Roads, in 2006 the Town of Townsend contained 100.83 miles of roads. Of these, 4.84 miles are under the jurisdiction of Oconto County while 95.99 are under jurisdiction of the town. Table 2.2 lists the mileage of roads under the jurisdiction of Oconto County and the Town of Townsend by function.

Table 2.2: Road Miles by Functional Classification, 2006

Gross Miles	County Miles	Local Road/Street	County Jurisdiction			Local Jurisdiction		
			Arterial	Collector	Local	Arterial	Collector	Local
100.83	4.84	95.99	-	4.84	-	-	1.7	94.29

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

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

Facilities, Utilities, and Services

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

The Townsend Town Hall is located 16564 Elm St. The Town Hall serves as the Town Business Office and is used as a place to hold Town Board meetings, county zoning hearings, elections, and other meetings related to town and county business.

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

The town does, however, provide its own fire protection and emergency medical services. The fire department is located at 17937 Front Street and is staffed by approximately 40 volunteers. The town is responsible to provide fire protection services to its own residents and also maintains mutual aids agreements with the Brazeau, Crooked Lake, Doty, Lakewood, Mountain, Riverview, Silver Cliff, Wabeno, and Wolf River fire departments. The town's emergency medical services are provided by the Lakewood/Townsend Ambulance Service located at 16003 Village View Road in Townsend.

Residents and visitors of the Town of Townsend can seek non-emergency medical attention from the Nicolet Medical and Dental Clinic, a Federally Qualified Health Center, which provides primary and preventative care services to Medicare, Medicaid, commercially insured, uninsured, and low income patients under the general or direct supervision of a physician. The clinic is located at 15397 State Highway 32. In emergency situations, local emergency medical services generally bring patients to either Community Memorial Hospital in the City of Oconto Falls or Langlade Memorial Hospital in the City of Antigo in Langlade County. There are no adult care facilities located in the town. Survey response indicated this is an issue as there is a significant elderly population in the town as well as surrounding areas.

The Town of Townsend Waste Disposal facility, located on Village View Road, provides residents of the town with a place to dispose of refuse. This facility also serves as the recycling facility. The town does not offer curbside pick up of trash or recyclables. Some town residents choose to contract with a private hauler for waste pick-up services. There is one federally owned and four locally owned park and recreation areas located in the town. These facilities are illustrated on **Map 2.5**.

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

Land Use Inventory

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

A breakdown of the town's land uses and acreages is shown on Table 2.3, while **Map 2.6** illustrates the current land use. Appendix D of *Volume I: Town Plan* contains the town's detailed land use calculations.

Table 2.3: Town of Townsend Land Use Summary, 2007

Land Use Type	Total Acres	Percent of Public Land	Percent of Total Land
NATIONAL FOREST			
Nicolet National Forest	13,846	100.00%	51.19%
<i>Total Public Lands</i>	13,846	100.00%	51.19%
Land Use Type	Total Acres	Percent of Developed Land	Percent of Total Land
DEVELOPED LAND			
Residential	1,666	72.81%	6.16%
Single Family	1,541	67.35%	5.70%
Two-Family	0	0.00%	0.00%
Multi-Family	0	0.00%	0.00%
Mobile Homes	121	5.29%	0.45%
Vacant Residential	4	0.17%	0.01%
Commercial	177	7.74%	0.66%
Industrial	17	0.73%	0.06%
Extractive	16	0.70%	0.06%
Transportation	301	13.14%	1.11%
Communications/Utilities	8	0.33%	0.03%
Institutional/Governmental	56	2.43%	0.21%
Recreational	42	1.84%	0.16%
Agricultural Structures	22	0.98%	0.08%
<i>Total Developed Acres</i>	2,288	100.00%	8.46%
Land Use Type	Total Acres	Percent of Developable	Percent of Total Land
UNDEVELOPED LAND			
Croplands/Pasture	702.9	6.44%	2.60%
Woodlands (private)	6,623.0	60.69%	24.49%
Other Natural Areas	1,254.4	11.50%	4.64%
Water Features	2,332.0	21.37%	8.62%
<i>Total Undeveloped Acres</i>	10,912.3	100.00%	40.35%
<i>Total Land Area (acres)</i>		27,046.63	

Source: Bay-Lake Regional Planning Commission, 2007

DEMOGRAPHIC TRENDS AND FORECASTS

Population

Historic Population Trends

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

As illustrated by Table 2.4, the Town of Townsend has experienced almost a 200 percent increase in population since 1920. The town’s population increased in almost every decade between 1920 and 2000, with the exception of the periods between 1940 and 1950 and 1980 and 1990 when minor decreases were observed. The largest increase in population was recorded

between 1970 and 1980. According to the 2000 U.S. Census, the town had a population of 963 in that year.

Of the 963 people inhabiting the Town of Townsend in 2000, 254, or 26 percent, were at or above retirement age (65 and older). Additionally, the median age of the town’s residents rose from 45.7 in 1990 to 52.6 in 2000. This is a reflection of a trend in aging population that has been observed throughout Oconto County and the State of Wisconsin. From this data it would also be reasonable to assume that the majority of new residents arriving in the Town of Townsend are at or around retirement age. This could be a result of seasonal residents moving to their seasonal homes permanently as they retire.

<i>Town of Townsend Year 2000 Population Characteristics</i>	
Population:	963
Median Age:	52.6
Age Groups:	
5-17:	15%
18-64:	57%
65+:	26%

Table 2.4: Historic Population, 1920 - 2000

Year	Town of Townsend Population	% Change From Previous Decade
1920	323	-
1930	386	19.5
1940	409	6.0
1950	380	-7.1
1960	383	0.8
1970	463	20.9
1980	735	58.7
1990	715	-2.7
2000	963	34.7

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

As previously noted, the Town of Townsend has a significant seasonal population. The seasonal residents of Townsend come primarily in the summer months; however, a significant number also visit in the winter to take advantage of the numerous winter-related outdoor recreation activities that are available in the town. The Town of Townsend’s seasonal population can be estimated by multiplying the number of seasonal housing units present in the town in 2000 by the town’s 2000 average number of persons per household.

By doing this calculation it can be estimated that the 2000 seasonal population of Townsend was 2,064 resulting in a year 2000 total population of 3,027 people.

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

Population Projections

By inventorying past population trends it is possible to project future trends. These projections will allow the Town of Townsend to determine how much land will be necessary to meet future development needs as well as what type of development will be prudent in order to meet the needs of their population. Population projections allow the Town of Townsend to realize the

area’s future needs for housing, utilities, transportation, recreation, and a number of other population influenced services.

For this plan, the town utilized three different projection methods to evaluate a range of possibilities: 1) projections developed by WDOA based on previous years; 2) a growth projection; and 3) a linear projection. More information on these methods can be found in Chapter 6 of *Volume II: County Resources*. Table 2.5 illustrates these projections.

Table 2.5: Population Trends and Projections, 1970 - 2025

	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	463	735	715	963					
2004 WDOA Projections				963	1,043	1,119	1,188	1,253	1,310
BLRPC Projections - Growth Trend				963	1,080	1,197	1,342	1,487	1,667
BLRPC Projections - Linear Trend				963	1,026	1,089	1,163	1,237	1,311

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

Seasonal Population Projections

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

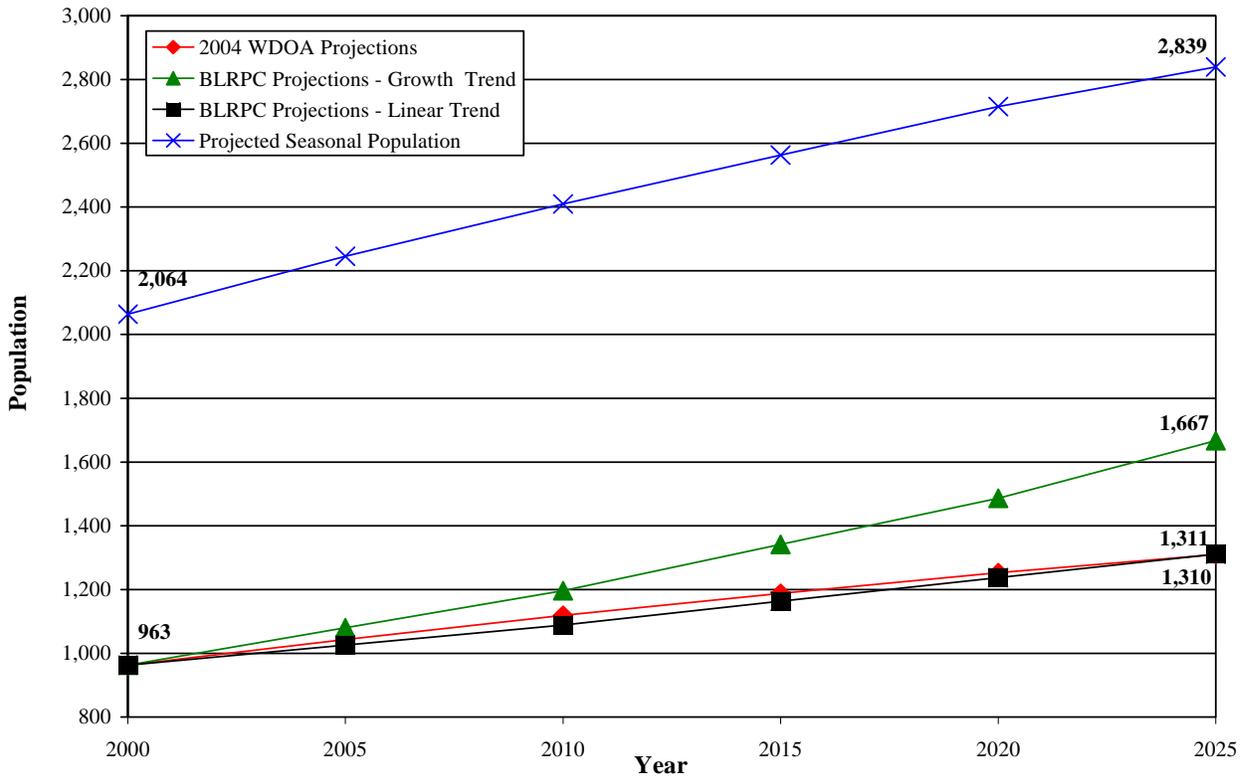
By doing this calculation, it can be estimated that the seasonal population in Townsend will rise from approximately 2,064 in 2000 to 2,839 in 2025.

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

Based on these projections the town could expect to increase its total population, which includes year-round and seasonal residents, to somewhere between 4,149 and 4,506 people by the year 2025.



Figure 2.5: Population Trends and Projections, 2000 - 2025



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

Housing

Housing Trends and Characteristics

As reported by the U.S. Census, and illustrated by Table 2.6, between 1970 and 2000, the number of housing units in the Town of Townsend increased by 64 percent, or by 564 units. The town experienced its largest increase in housing units, almost 50 percent, between 1970 and 1980. This reflects similar trends observed throughout Oconto County, particularly in the northern section, in which fewer housing units have been constructed each decade since 1970.

Table 2.6: Historic Housing Units, 1970 - 2000

Year	Town of Townsend Housing Units	% Change From Previous Decade
1970	886	-
1980	1,318	48.8
1990	1,489	13.0
2000	1,450	-2.6

Source: U.S. Bureau of the Census, 1970 - 2000; WDOA Revised Census Counts, 2000 and 2003; and Bay-Lake Regional Planning Commission, 2006.

It should be not that, according to the U.S. Census, the Town of Townsend lost 39 housing units between 1990 and 2000. However, data collected by the State of Wisconsin Demographic Services Center indicates that 276 housing unit additions were reported in the town between 1990 and 2000. This includes 187 single family homes and 89 mobile homes. During this same time, only two deletions were reported, making the net increase of housing units 274 over the decade.

Considering this information, it is likely that a more realistic housing count for the year 2000 could potentially be around 1,763 housing units. This figure includes both units occupied on a full-time basis and those that are used only occasionally.

This would mean there was a 22 percent increase in housing units between 1990 and 2000, as opposed to the 3 percent decrease reported by the 2000 U.S. Census. Table 2.7 illustrates housing unit additions and deletions, as reported to the State of Wisconsin Demographic Services Center, between 1990 and 2006.

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

Year	Additions				Deletions				Total Addition	Total Deletion	Net Change
	1 Fam	2 Fam	3+ Fam	Mobile	1 Fam	2 Fam	3+ Fam	Mobile			
1990	0	0	0	0	0	0	0	0	0	0	0
1991	0	0	0	0	0	0	0	0	0	0	0
1992	12	0	0	10	1	0	0	0	22	1	21
1993	24	0	0	11	0	0	0	0	35	0	35
1994	28	0	0	12	0	0	0	0	40	0	40
1995	25	0	0	12	1	0	0	0	37	1	36
1996	23	0	0	9	0	0	0	0	32	0	32
1997	27	0	0	14	0	0	0	0	41	0	41
1998	31	0	0	12	0	0	0	0	43	0	43
1999	17	0	0	9	0	0	0	0	26	0	26
2000	25	0	0	3	1	0	0	0	28	1	27
2001	30	0	0	5	1	0	0	0	35	1	34
2002	36	0	0	2	3	0	0	3	38	6	32
2003	27	0	0	6	3	0	0	2	33	5	28
2004	26	0	0	10	2	0	0	4	36	6	30
2005	26	0	0	7	3	0	0	3	33	6	27
2006	24	0	0	3	1	0	0	3	27	4	23
Total	381	0	0	125	16	0	0	15	506	31	475
Average	22	0	0	7	1	0	0	1	30	2	28

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

Housing Projections

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

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

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

	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	161	296	312	436					
2004 WDOA Projections				436	480	530	578	623	660
BLRPC Projections - Growth Trend				436	521	607	715	823	969
BLRPC Projections - Linear Trend				436	474	512	554	596	638
Persons per Household				2.21	2.18	2.12	2.07	2.03	2.01

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

Seasonal Housing Projections

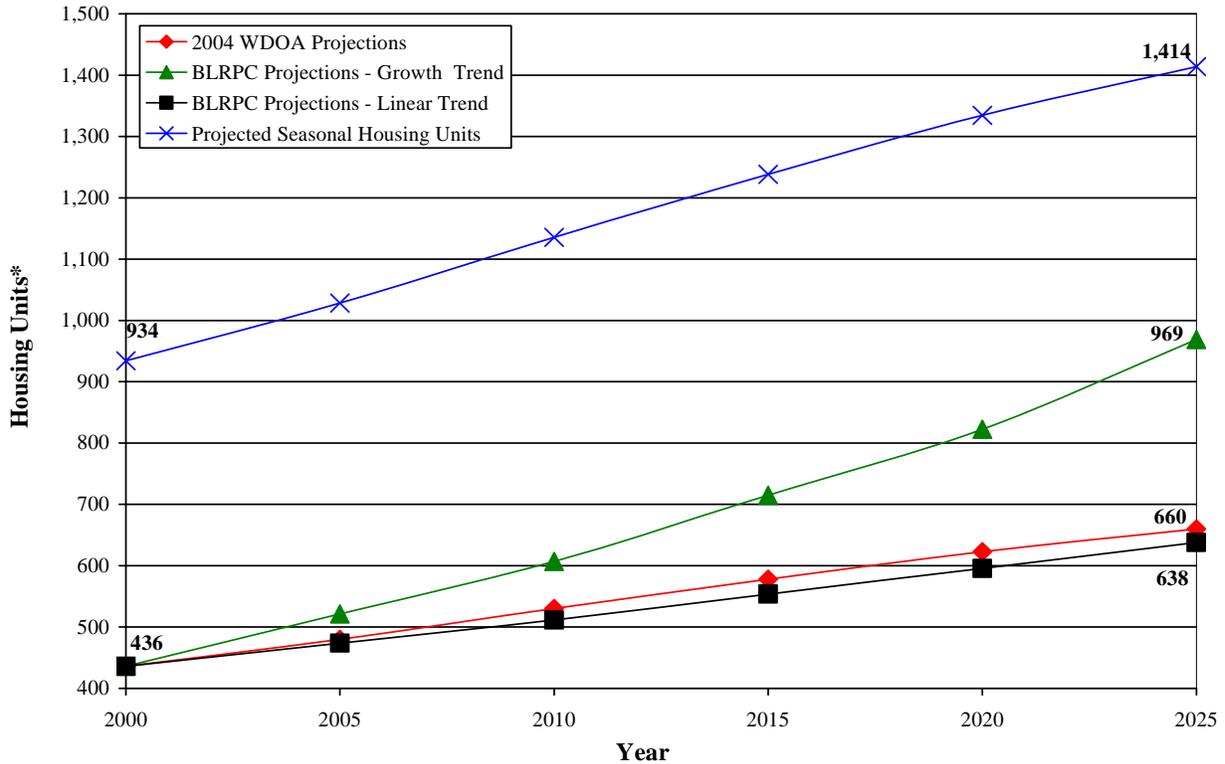
Due to the number of seasonal housing units currently located in the Town of Townsend, it is important to consider the number of additional housing units that may potentially be built for seasonal, recreational, or occasional use in the future. By utilizing WDOA’s final household projections for Wisconsin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

By doing this calculation, it can be anticipated that the number of seasonal housing units will rise from approximately 934 in 2000 to 1,414 in 2025.

For five-year incremental projections see Table 6.22 in Chapter 6 of *Volume II: County Resources*. Figure 2.6 illustrates the housing projections displayed in Table 2.8 and the seasonal projections discussed above.

Based on these projections the town could expect to contain between 2,052 and 2,383 total housing units, which includes year-round and seasonal residences, by the year 2025.

Figure 2.6: Housing Trends and Projections, 2000 - 2025



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

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

It is important to recognize, however, that these projections are based on 2000 U.S. Census information. As noted previously, the housing unit data for the Town of Townsend may be inaccurate, based on a comparison with data collected by the Wisconsin Demographic Services Center. According to this data between 1990 and 1999 the town had a net increase of 274 new housing units. Considering this, as noted previously, it is likely that a more realistic housing count for the year 2000 could potentially be around 1,763 housing units. Additionally, between 1990 and 2006, on average, 28 net housing units were added in the town on an annual basis.

Taking this into account it is more likely that the town will contain around 2,463 housing units, including those being used on a seasonal basis, by the year 2025.

The town should consider this when making decisions regarding future land use allocation for residential space.

Economic Development

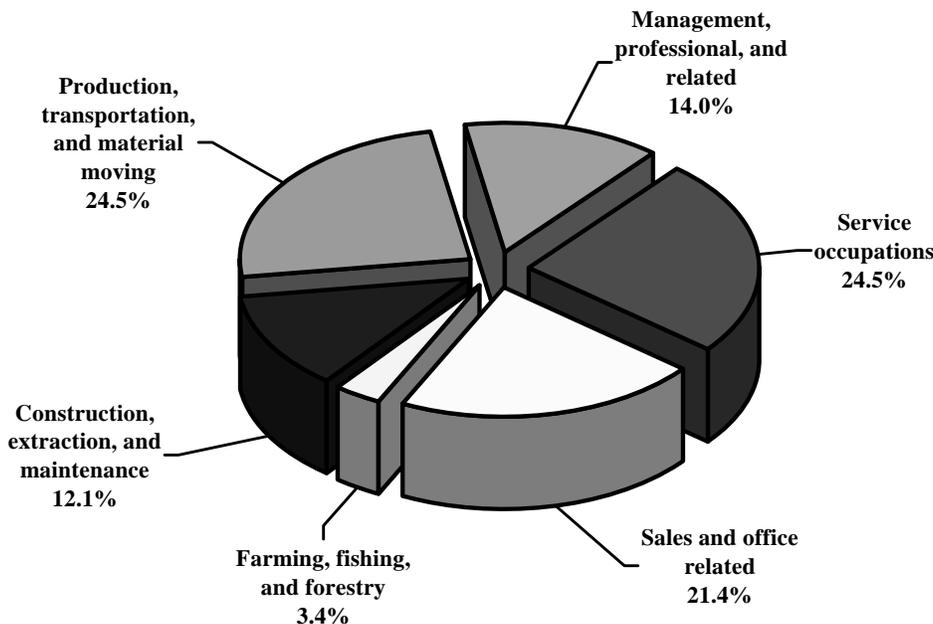
The Town of Townsend’s economy is heavily influenced by its forest and water resources. The Nicolet National Forest and other woodlands in the town provide a number of jobs and opportunities for local businesses. The forests and lakes promote tourism and attract a number of seasonal residents which further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

Labor Force Characteristics

Just less than half of the residents of Townsend are part of the civilian labor force, which includes persons sixteen years of age or older who are employed or seeking employment. Of these, only about three percent are unemployed. Almost half of the town is out of the work force. This can be attributed to the elevated number of retired age individuals living in the town. Of those that are employed, the majority, 24.5 percent, is employed in production, transportation, and material moving or service related occupations. A large percent, 21.4, are employed in sales and office related occupations. Figure 2.7 illustrates the occupation of employed persons living in the Town of Townsend in 2000.

<i>Town of Townsend Year 2000 Economic Characteristics</i>	
1999 Median Household Income:	\$28,456
1999 Median Family Income:	\$36,875
Employment Status:	
Employed:	47.5%
Unemployed:	3.1%
Out of Working Force:	49.4%
Mean Commute-to-Work Time:	28.7 minutes
Education Levels:	
Without High School Diploma:	22.7%
High School Graduate:	47.1%
Associate Degree:	4.7%
Bachelor’s Degree:	5.7%
Graduate or Professional Degree:	2.8%

Figure 2.7: Occupation of Employed Persons, 2000



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

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

Table 2.9: Employment by Industry Group, 2000

Industry	Number	Percent
Arts, entertainment, recreation, accommodation, and food services	91	23.5
Manufacturing	76	19.6
Retail trade	50	12.9
Educational, health, and social services	45	11.6
Construction	35	9.0
Agriculture, forestry, fishing and hunting, and mining	18	4.7
Finance, insurance, real estate, and rental and leasing	16	4.1
Transportation and warehousing, and utilities	12	3.1
Public administration	12	3.1
Professional, scientific, management, administrative, and waste management services	11	2.8
Other services (except public administration)	11	2.8
Wholesale trade	8	2.1
Information	2	0.5

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

Commuting Patterns

Town of Townsend residents, including those that work in the town, reported their average commute time to be approximately 29 minutes in getting to and from work. In 2000, approximately 65 percent of the employed residents in Townsend worked outside of the town. Of those, the majority commute to the Town of Wabeno in Forest County and the Town of Lakewood in Oconto County. In that same year 79 people commuted from other areas to work in Townsend. Of these, the majority came from the Town of Lakewood in Oconto County.

Economic Base

Full value can be defined as the actual taxable valuation of real property on tax rolls. A community’s full value is often used by states to appropriate state aid and to limit locally imposed taxes. As shown in Table 2.10, the Town of Townsend’s full value increased over 75 percent between 2000 and 2006. The town’s total property tax also increased almost \$1.3 million, or 47 percent. This is a good indication that the town’s economy is growing at a steady, healthy rate. The Town of Townsend’s debt as of December 31, 2005 was \$30,228. This is less than one percent of the town’s allowed debt limit, which is five percent of the town’s full value. The town’s existing debt has dropped over \$41,000 since 2002. This reduction in debt corresponds to 32 percent. Overall, the town has access to considerable financing for future projects and has a history of good financial standing.

Table 2.10: Full Value and Total Property Tax, Town of Townsend, 2000 - 2006

Year	Full Value	% Full Value Increase from Previous Year	Total Property Tax	% Property Tax Increase from Previous Year
2000	\$162,528,500	-	\$2,786,274	-
2001	\$179,738,900	10.6%	\$3,238,406	16.2%
2002	\$202,768,200	12.8%	\$3,487,636	7.7%
2003	\$226,756,500	11.8%	\$3,761,061	7.8%
2004	\$235,393,100	3.8%	\$3,668,277	-2.5%
2005	\$248,305,300	5.5%	\$3,802,128	3.6%
2006	\$285,384,500	14.9%	\$4,082,292	7.4%

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

Sites for Redevelopment

By utilizing the WDNR Bureau for Remediation and Redevelopment Tracking System (BRRTS) it is possible to inventory all of the environmentally contaminated sites that may be used for commercial or industrial uses. According to this tracking system, there have been eight environmental incidences that have occurred in the Town of Townsend. Of these, six are closed and two required no action, meaning all eight are eligible for redevelopment.

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

LAND USE TRENDS AND FORECASTS

Existing Land Use Issues and Conflicts

- An average of 28 new housing units per year have been built in the town since 1992 according to State Demographic Services Center Annual Housing Unit Surveys.
- Over 50 percent of land within town is under public ownership, leaving only 13,200 acres in which to plan.
- Development pressures on natural features, primarily surface waters and forest. Very few areas available for development around lakes without impeding on environmental corridors and existing water quality.
- No sanitary and water services available to promote commercial development or provide protection to the town’s surface waters. Increased development could lead to negative impacts on groundwater supply if all new residential development has to rely on individual wells and private onsite treatment systems.
- Lack of defined areas for future recreational use. Continued loss of public access to surface waters. Need for more recreational trails for all modes of transportation.
- Difficult to anticipate trends in future seasonal populations. Housing market and increasing fuel costs could have major impacts on future development of seasonal units. It is also unknown how many seasonal units will be converted to year-round residences.

Anticipated Land Use Trends

- Push for more lake development causing pressure to begin secondary and tertiary development. May be additional pressure to develop other natural areas such as woodlands as lakeshore property becomes scarce.
- Need for more commercial and light industrial development to promote economic development in the town and provide more job opportunities to residents of the town and surrounding communities. Business development to be focused primarily along STH 32 and County T.
- Further development of “town center.” Enhance current recreation and government areas and new commercial development that will compliment this type of multi-purpose land use.
- Increasing number of residential sub-divisions.
- Need for additional municipal services including water, sanitary, emergency services, storm-water management, etc.
- Fragmentation of woodlands and other large areas of contiguous open space.
- Development pressure adjacent to public lands.
- Need for additional recreational opportunities, such as trails and parks.

Development Considerations

- There is approximately 8,500 acres of undeveloped land available for future planning discussions (includes all undeveloped categories minus water features).
- Approximately 1,122 to 1,479 new residents to provide services to (seasonal and full-time) by 2025.
- Supply of lakeshore properties is decreasing. This may impact the number of seasonal residents coming to Townsend.
- Ample land and area for commercial/light industrial development. Increased development of these uses may be another way to attract potential residents with the decrease in lakeshore properties. However, potential for this type of development may be limited by lack of municipal water and sanitary sewer services.
- Land prices will likely continue to increase, particularly around lakes and in wooded areas.
- Address the amount of impervious surfaces constructed in the town in order to maintain/improve water quality.
- Ability to alert residents of emergencies and the limit options for appropriate shelters.
- As population increases continue to monitor possibility of adding a school to better serve town residents.
- Acknowledge local fire risk by controlling the wildland urban interface, maintaining appropriate vegetation, and promoting use of fire resistant building and landscape materials.
- Consider which roads are currently capable of handling increased traffic flows and those that may need to be upgraded to accommodate future growth.

- Bringing high speed internet and cable television to Townsend. The town should also consider future development of cell towers and other utilities including those associated with renewable energies (wind turbines, geothermal plants, etc.).

DESIGN YEAR LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Wisconsin State Statues require Comprehensive Plans to include projections in five-year increments for future residential, commercial, industrial and agricultural land uses in the community over the 20-year planning period.

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.

Residential Projections

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

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

As shown in Table 2.11, the Town of Townsend should anticipate approximately 700 housing units being added by the year 2025, which translates to approximately 2,450 acres of land that should be dedicated for residential development.

Table 2.11: Five-year Incremental Residential Land Use Projections, 2005- 2025

Year	Acres Needed
2005	350.0
2010	420.0
2015	490.0
2020	560.0
2025	630.0
<i>Total New Housing Units</i>	700
<i>Total Net Acreage</i>	2,450.0

Source: Bay-Lake Regional Planning Commission, 2007.

Commercial Projections

To calculate commercial land use projections, the current ratio of residential acreage to commercial can be calculated based on the 2007 land use inventory. According to the inventory, the Town of Townsend contains approximately 177 acres of commercial land. This represents a ratio of approximately nine acres of residential development for every one acre of commercial development. Assuming this ratio was to stay the same, the town should anticipate allocating an additional 272 acres for commercial development over the next 20 years. This projection is illustrated by Table 2.12.

Table 2.12: Five-year Incremental Commercial Land Use Projections, 2005 - 2025

Year	Residential Acres Needed	Commercial Acres Needed
2005	350.0	38.9
2010	420.0	46.7
2015	490.0	54.4
2020	560.0	62.2
2025	630.0	70.0
<i>Total Net Commercial Acreage</i>		<i>272.2</i>

Source: Bay-Lake Regional Planning Commission, 2007.

Industrial Projections

The amount of industrial land in the Town of Townsend is very limited, and therefore, projections were not completed to determine a need for future industrial development. Instead light industrial development would be included with commercial allocation.

Agricultural Projections

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

PLAN IMPLEMENTATION GOALS

The following statements describe the town’s overall philosophy regarding future growth and development expected to occur within Townsend during the next 20 years. These goals describe the desired outcomes toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.

COMMUNITY PLANNING: To implement this 20-year comprehensive plan that will serve as a guide for assisting local officials in making land use decisions that reflect Townsend’s vision of balanced orderly development and preservation of its natural environment.

NATURAL RESOURCES: To protect the natural environment for Townsend residents by promoting appropriate development.

AGRICULTURAL AND FORESTRY RESOURCES: To utilize agricultural and timber harvesting practices that are appropriate to protect air, soil, water and wildlife resources.

HISTORICAL, ARCHEOLOGICAL, AND CULTURAL RESOURCES: To promote the identification and preservation of its historic, archeological, and cultural locations and structures.

RESIDENTIAL DEVELOPMENT: To provide for a variety of quality housing opportunities for all segments of the town's population in such a way that will minimize the adverse impacts on the environment and preserve the town's rural character.

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

TRANSPORTATION: To establish a safe and efficient transportation system for motor vehicles, pedestrians, and recreational vehicles that is compatible with the town's adopted 20 Year Comprehensive Plan.

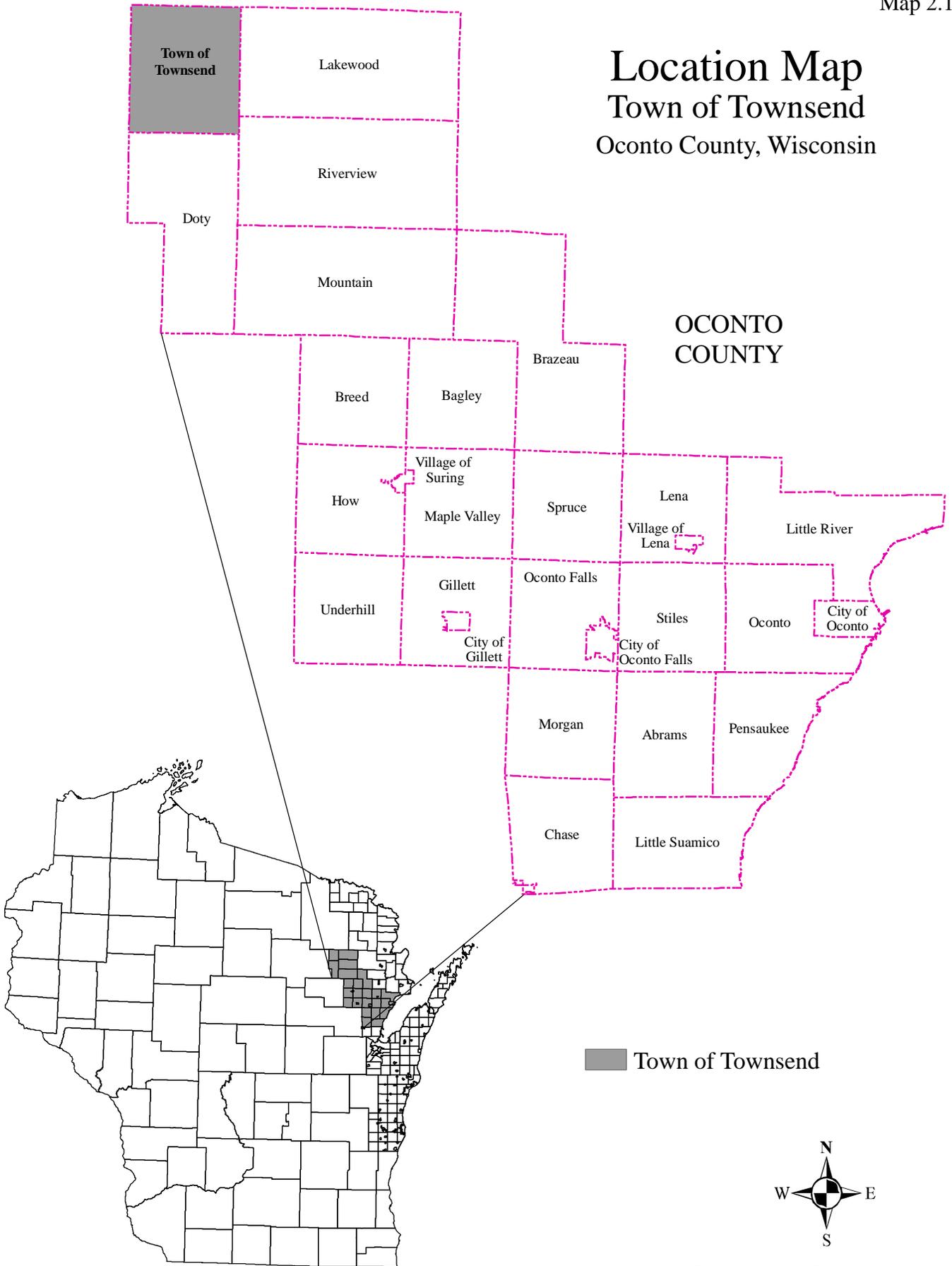
UTILITIES AND COMMUNITY FACILITIES: To provide quality community services to residents of the Town of Townsend and to provide for orderly development of the town through the planned development of public and community facilities.

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

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

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

Location Map Town of Townsend Oconto County, Wisconsin



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

Planning Area

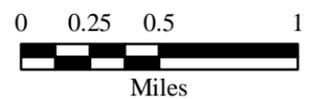
Town of Townsend

Oconto County, Wisconsin



Base Map Features

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



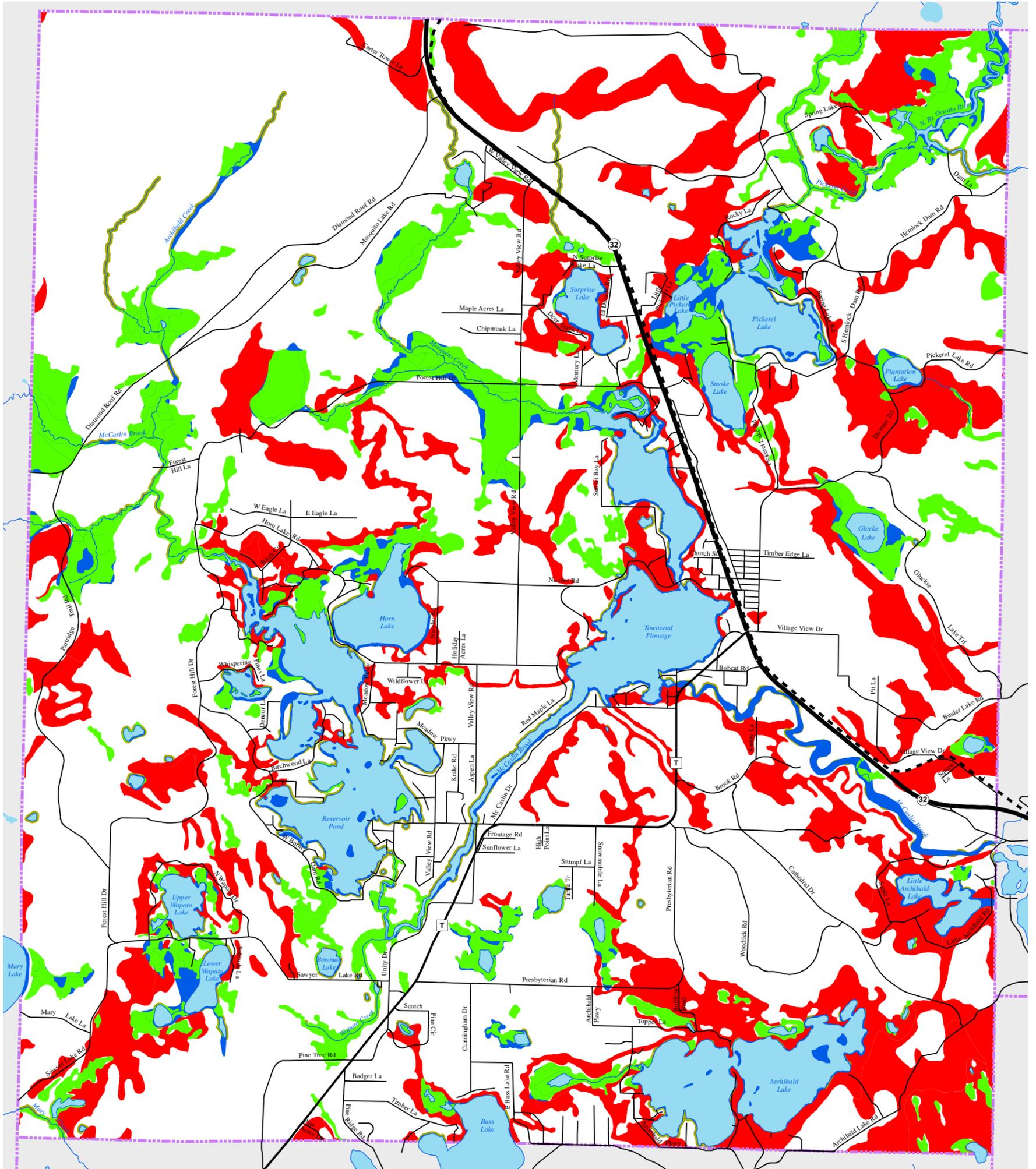
This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.

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

Plan Determinants

Town of Townsend

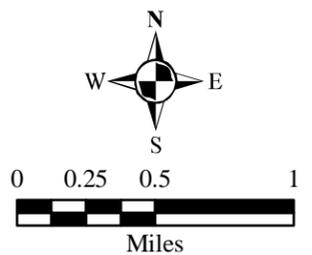
Oconto County, Wisconsin



Base Map Features

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

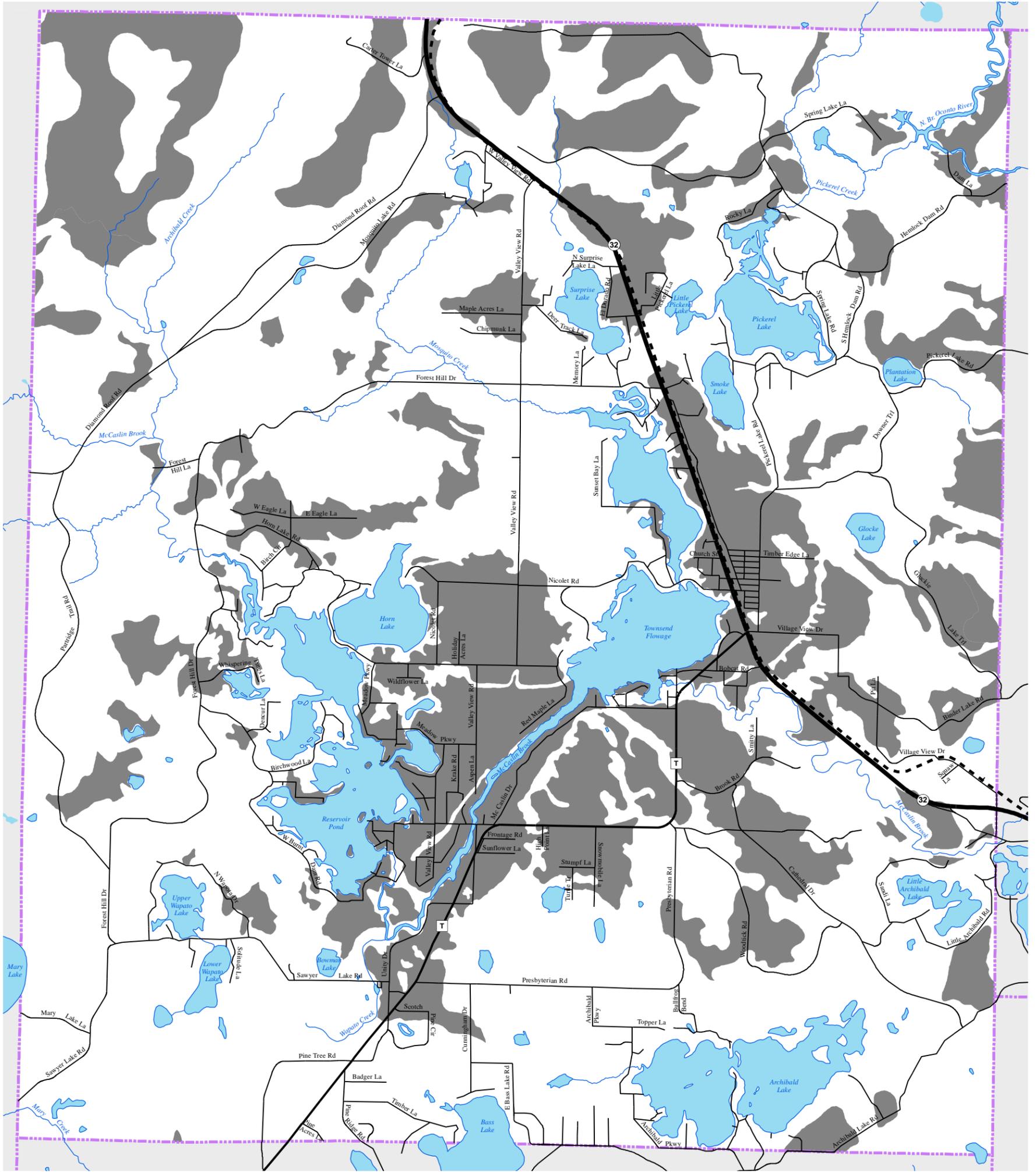
This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained. Source: WDNR; FEMA; NRCS; Town of Townsend; Oconto County; Bay-Lake Regional Planning Commission, 2008.



Prime Agricultural Soils

Town of Townsend

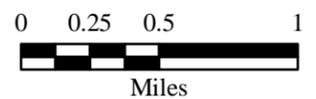
Oconto County, Wisconsin



Base Map Features

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

Prime Agricultural Soils



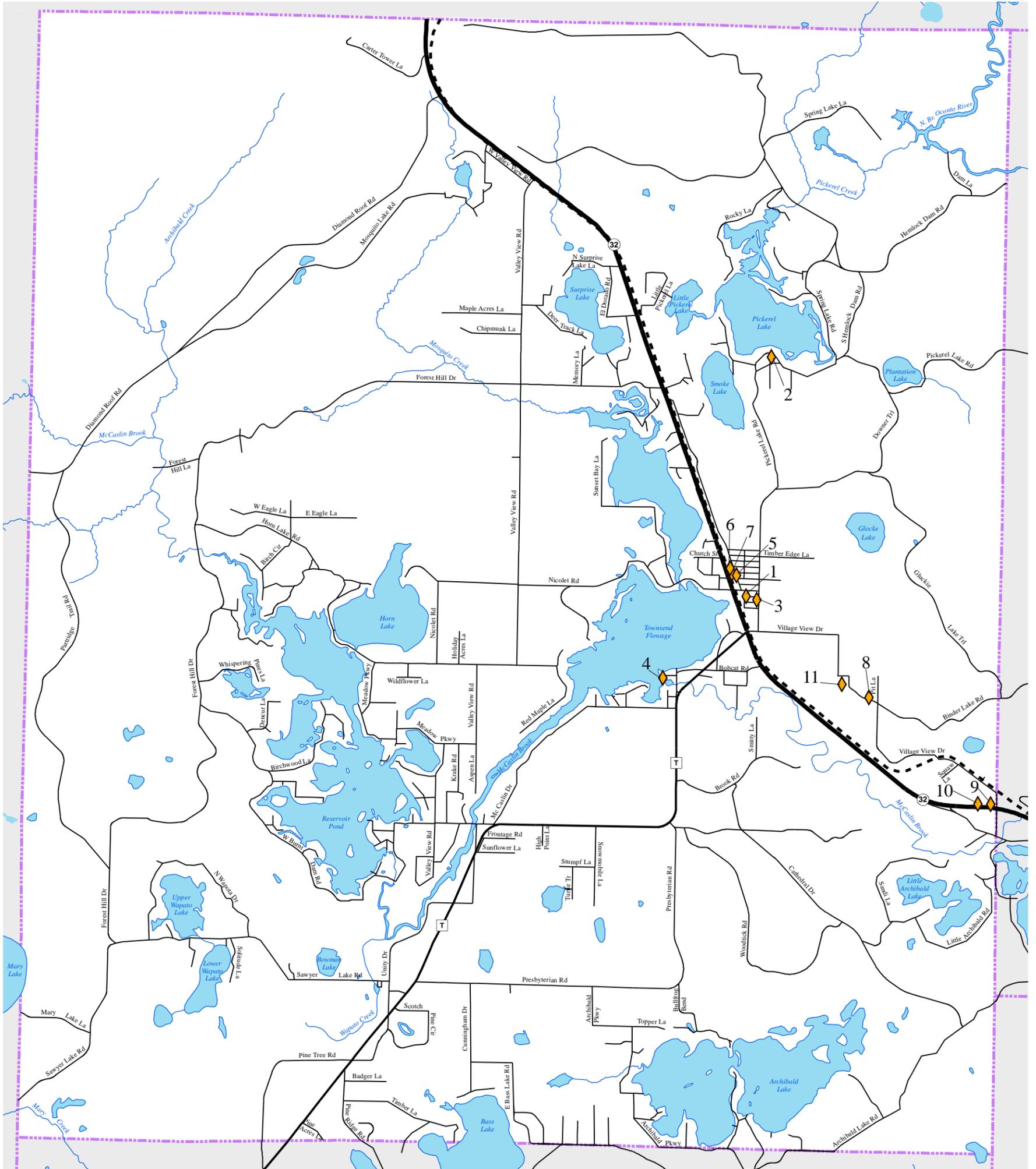
This map is neither a legally recorded map nor a survey, and is not intended to be used as either. It is a compilation of records, information and data to be used for reference purposes only. Oconto County and the Bay-Lake RPC are not responsible for any inaccuracies herein contained.

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

Public and Community Facilities

Town of Townsend

Oconto County, Wisconsin



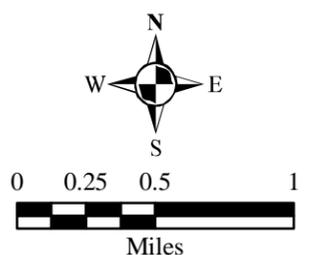
Base Map Features

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

- 1 - Festival Field
- 2 - Oughton Park
- 3 - Ice Rink
- 4 - Townsend Dam Park
- 5 - Townsend Town Hall
- 6 - Townsend Fire Department/
Town Garage
- 7 - Townsend Post Office
- 8 - Townsend Waste Drop-Off
- 9 - Lakewood/Townsend Ambulance
- 10 - Oconto County Satellite Office
- 11 - Forest Home Cemetary

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.

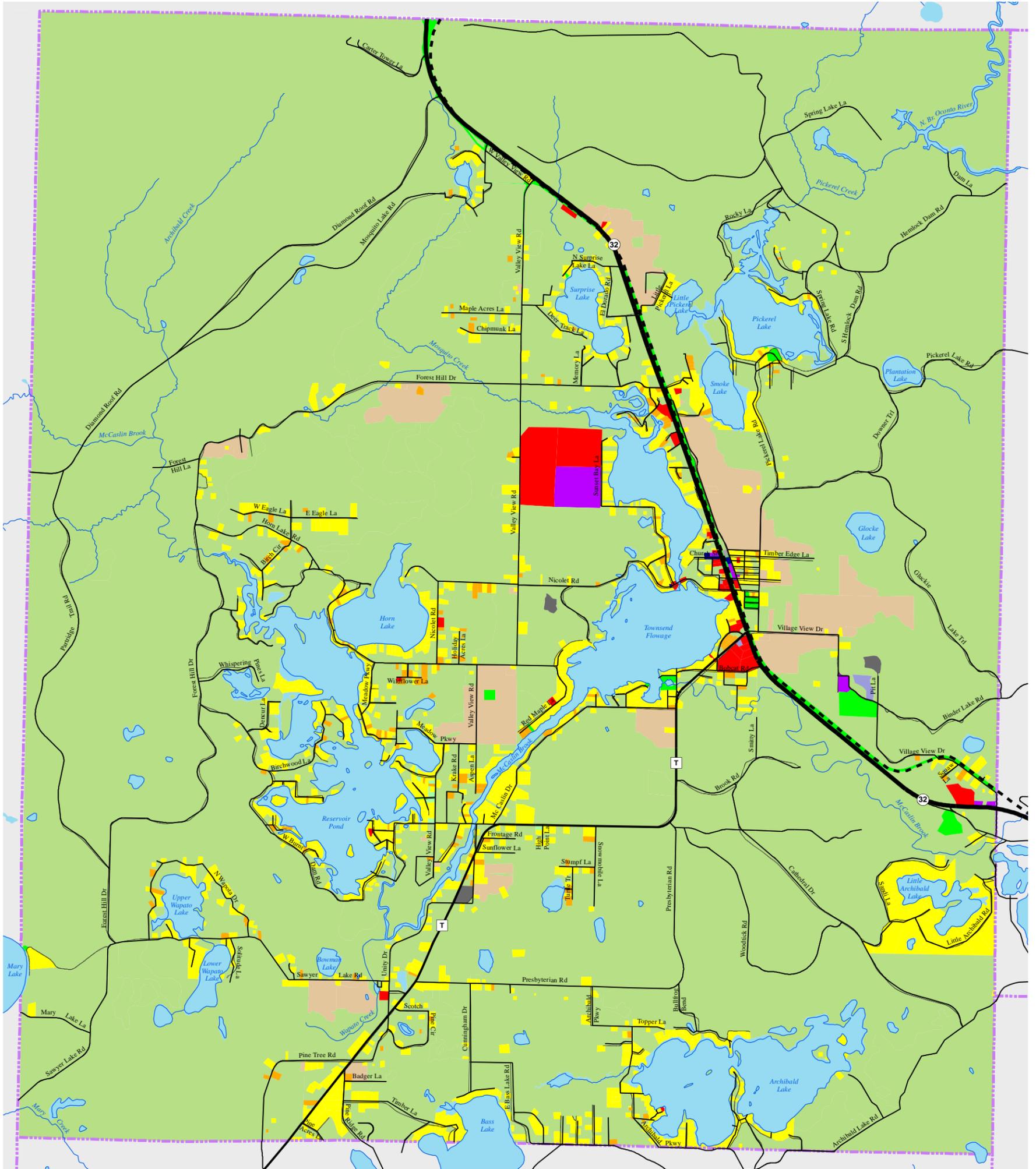
Source: Town of Townsend; Oconto County; Bay-Lake Regional Planning Commission, 2008.



2007 Land Use

Town of Townsend

Oconto County, Wisconsin



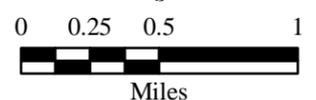
Base Map Features

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

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

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

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



CHAPTER 3: FUTURE LAND USE PLAN

TABLE OF CONTENTS

INTRODUCTION	3-1
20-YEAR GENERAL PLAN DESIGN	3-1
Land Use Recommendations	3-1
IDENTIFIED SMART GROWTH AREAS	3-8

INTRODUCTION

This chapter of the *Town of Townsend 20-Year Comprehensive Plan* provides detailed discussion on the town’s 20-Year General Plan Design (**Map 3.1**). The GPD is intended to guide the location and density of future development, while preserving various natural resources, over the next 20 years in the Town of Townsend.

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

1. *Volume II: County Resources*; and
2. the detailed community information found in Chapter 2 (Inventory, Trends, and Forecasts) of *Volume I: Town Plan*.

Land Use Recommendations

The following land use classifications most appropriately represent the town’s rural, natural character and are in the best interest of the town’s future growth

Please note all categories shown below are not necessarily represented on the Town of Townsend 20- Year General Plan Design; however, future development strategies for each are discussed in this chapter. The town’s future land use classifications include:

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

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

Residential

It is the intent of this classification to promote orderly and efficient growth patterns that are consistent with adjacent land uses. As a result, residential development in the Town of Townsend is categorized into four categories *concentrated residential, rural residential, shoreland residential, and multi-family residential*.

Concentrated Residential

The concentrated residential category is illustrated as “*residential*” on the town’s 20-Year General Plan Design. This residential classification is designated for portions of the town that contain large concentrations of development, are capable of providing adequate infrastructure, and will allow for future growth with similar residential types and densities.

Recommendations:

- **Future concentrated residential development in the town will be directed to the southern portion of the town in the areas along County Highway T, McCaslin Drive, Presbyterian Road, and Pine Tree Road.** Density of development in this area should be driven by the presence of a sanitary district. The town will recommend lower density development in all areas as long as a sanitary district is not present. Upon development of a sanitary district, the town will consider allowing higher density development in these areas.

Development occurring prior to the installation of a sanitary district should be done in a manner that will be consistent with development that will occur if sanitary services become available. Other things to consider as development densities increase in these areas include:

- Existing infrastructure and accessibility to future development
 - Provision of emergency services
 - Maintaining ground and surface water quality
 - Availability of groundwater
 - Traffic control
 - Nuisances
- **Concentrated development will continue as planned along Maple Acres and Chipmunk Lanes.** Currently, access and infrastructure in this area is adequate to serve the planned development. However, the town should continue to monitor this and make any upgrades and adjustments as necessary.
 - **One and two family residencies will be the primary development** with the possibility of infill developments and rehabilitation, or redevelopment of existing structures.
 - **Multi-family housing in these concentrated residential areas will be given consideration on a case-by-case basis based on the needs of the town’s residents.** For purposes of this comprehensive plan, multi-family housing is defined as those structures containing three or more households.

Residents throughout the northern portion of Oconto County have expressed some demand for multi-family and elderly housing options. Multi-family housing development in concentrated residential areas will be given consideration by the town Plan Commission on a case-by-case basis in order to ensure conflicts with existing structures surrounding the proposed development do not occur. Additionally, 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 can access 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.

- **Infill should be maximized in concentrated residential areas that have existing development whenever possible.** Utilizing infill development will result in limiting the costs to extend infrastructure, minimizing the loss of open space and productive woodlands, and decreasing the travel distance between residences and existing services. 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.
- **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 residential 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 natural features.** Natural features located in areas of proposed residential development should be preserved.
- **New residential development types are encouraged to minimize the co-location or adjacent location of incompatible uses.** Conflicting size, type, design or location of development may detract from existing properties.

Rural Residential

The “Rural Residential” category is illustrated as “*Woodlands and Agricultural*” on the town’s 20-Year General Plan Design and encompasses single-family residences. It is highly encouraged that any future residential development takes place in areas designated as *residential* on the town’s 20-Year General Plan Design. However, the town does recognize that existing open space will be desirable to some property owners for future development. This classification is designed for single-family residences located within a natural forested or agricultural setting and would include any residential development taking place in the woodlands and/or agricultural designations. Expansion of this classification shall not negatively impact adjacent or nearby uses.

Recommendations:

- **Low density development will be promoted to help maintain the town’s visual and environmental integrity.** Future development permitted in these areas should be done in a manner which has the least amount of impact on the natural environment and limits the amount of fragmentation to larger tracts of agriculture, woodlands, and open space.
- **New residential development will conform to surrounding uses** in order not to detract from or conflict with existing properties.
- **Encourage new development techniques which maintain a balance between agricultural or woodland areas and new development.** Utilize various development techniques such as conservation subdivisions and open space preservation ordinances in an effort to protect the surrounding environmental features.

Shoreland Residential

Many of the town’s surface waters are already heavily developed along their shorelands. However, additional development around these areas can place stress on the natural environment leading to poor water quality and loss of wildlife habitat. As a result, a large portion of the town’s shorelands are not designated for future concentrated residential development on the town’s 20-Year General Plan Design Map.

Despite this, the town does recognize that existing open space along shorelands will be desirable to some property owners for future development. Therefore, any additional residential development in these areas needs special consideration in order to ensure protection of these resources. The town ***recommends*** the following for any future development taking place in shoreland areas:

- **Increased building setbacks and vegetated shoreline buffers should be implemented whenever possible.** This will help to maintain, or improve, the water quality and habitat potential of the town’s surface water features.
- **Increased lot dimensions for all new shoreland properties** beyond those already required by the Oconto County Shoreland Zoning Ordinance.

- **Any new plans for expansion or alteration of existing structures in shoreland areas should account for and mitigate, if necessary, the increased impacts of that development.** Plans for the expansion or alteration of an existing structure should investigate methods to mitigate any increase in negative impacts on the town’s surface waters such as septic system upgrades/alterations or shoreline restoration.

Multi-Family Residential

For purposes of this comprehensive plan, multi-family housing is defined as those structures containing three or more households. Therefore, this residential classification is reserved for those developments that would accommodate three or more families. This would include residential spaces such as apartment complexes, condominiums, and long-term care facilities. Areas designated for multi-family residential development should be exclusive to these types of development. However, proposals for multi-family development will also be considered on a case-by-case basis in areas designated for concentrated residential development.

Recommendations

- **Multi-family residential development should be directed primarily to the areas designated for such development.** This would include a small area located along the southeastern shore of the Townsend Flowage which currently accommodates a mobile home park and motel. This area has been designated as such because a large septic tank already exists here. Because the town identified this area as appropriate for multi-family housing development as a result of the existing infrastructure, the town recognizes that it would also be appropriate for this area to continue to be used as commercial space.

Additionally, multi-family development will be allowed around the southern most area designated for a future business park. The purpose of this development is to serve as a buffer for the commercial and light industrial development that will be allowed in the business park.

- **Proposals for new multi-family development should consider the adequacy of existing infrastructure to accommodate the needs of that development.** This type of development should only be allowed when appropriate infrastructure exists to accommodate the development or plans are in place to construct new facilities or update existing infrastructure. 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 can access 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.

Commercial and Light Industrial

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

Recommendations:

- **Concentrated areas of commercial and light industrial uses are planned along the corridors of State Highway 32 and County Highway T north of McCaslin Drive** rather than dispersed throughout the town. This location is envisioned to contain commercial, retail and service related businesses that will be widely used by the town’s residents and visitors. New development in this area will be allowed only when appropriate infrastructure is in place or can be reasonably added.
- **Two additional areas of concentrated commercial and light industrial uses are planned to extend east of the commercial and light industrial development along State Highway 32.** These areas are meant to be developed as business parks and would accommodate future businesses in the light manufacturing, service and professional business sectors. New development in this area will be allowed only when appropriate infrastructure is in place or can be reasonably added.
- **Designated future commercial and light industrial development surrounding the Town Hall and Park should be done in a manner that will lead to the development of a “town center.”** Commercial businesses in this area should be retail and commercial in nature and be done in a manner that compliments the surrounding land uses.
- **Businesses in the town should be compatible with the character of the town.** The town encourages new businesses to feature attractive, well-maintained buildings that include appropriate signage and lighting in order not to detract from the rural, natural character of the town.
- **New commercial and light industrial development should be located away from Environmental Corridors** as shown as an overlay on **Map 3.1.**
- **Development of new commercial and light industrial spaces should be carefully planned in order to minimize the impacts on existing infrastructure.** Proposals for new development should consider the adequacy of existing infrastructure to accommodate the needs of that development. New development should minimize the costs of utility and road extension. Additionally, the presence of truck traffic, noise, and other impacts of commercial and light industrial activity should be minimized when located near residential areas. When necessary, buffers should be created to minimize impacts on residential and retail users.
- **Mining operations should be located or operate with little negative impact** on the neighboring properties or have adverse affects on groundwater and significant wear on local roads.
- **Ensure mining operations are properly closed.** The town should work with Oconto County, and state agencies to ensure that mining sites are reclaimed to a natural setting.

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:

- This classification is **limited to the existing area of the Town Hall, Town Extractive Mining Operation, town owned and operated waste disposal site, and Oconto County Administrative Offices** which are located throughout the town. There is no expansion or development planned for any of the areas that lie within this classification.
- The town should **continue to monitor the necessity of a sanitary district** based on a variety of criteria including ground and surface water quality and public health and safety.
- **Future municipal development should be located in a manner that maximizes safety and minimizes negative impacts.** It should be ensured that safe access into and out of municipal buildings is available for all emergency services, such as fire and rescue, town officials, and town residents.

Park and Recreation

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

Recommendations:

- **Work with Oconto County to create and update the County Outdoor Recreation Plan.**
- **Cooperation in planning park and recreational facilities.** If future recreational development were to occur in or around the town, it is recommended that the town cooperate with the surrounding towns, Oconto County, WDNR, US Forest Service and other pertinent agencies to promote connectivity of recreational uses such as trails.
- **Develop a long-term plan for establishing permanent trail systems** that will accommodate a variety of recreation activities.
- **Continue to monitor public access to the town's water features.** As development pressures continue to mount along the town's surface water features, the amount of access the public has to the town's surface waters could be jeopardized. It is important the town continue to monitor the amount of access available to the town's residents and visitors along popular surface waters used for recreation purposes. The town may want to consider developing a long-term plan for acquiring lands that will continue to provide the public access to these waters.
- **The town should consider adopting an official map** which can be used to designate areas for future recreation-related development.

Agricultural

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

Recommendations:

- **If residential development is permitted in these areas, low density development should be considered.** Future development in these areas should be done in a fashion which is least

impactful to the natural environment and ensures fragmentation of agriculture land does not occur.

- **Develop a long-term vision for lands being converted from agricultural use to non-agricultural uses.** The town should ensure that lands converted from agricultural to non-agricultural uses are done in a way that is compatible with surrounding land uses.
- **Advocate that agricultural lands are under adequate farming practices.** It is important for these lands to continue to be under the best management practices for agricultural activities. Inappropriate agricultural practices can have an adverse impact on the quality of surface water and groundwater unless properly managed.
- **Work with Oconto County to address the issue of large-scale farming operations.** Large-scale farming operations are recommended to be located in areas of the town that avoid environmental corridors and surface water features.

Woodlands and Open Space

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

Recommendations:

- **If residential development is permitted in these areas, low density development should be considered.** Future development in these areas should be done in a fashion which is least impactful to the natural environment and does not fragment large, contiguous areas of woodlands and open spaces.
- **Maintain the town’s private woodland areas.** Woodlands should not be developed with higher densities in order to preserve open space and the economic vitality of the community and its residents.
- **Utilize existing natural areas to enhance the character of the town.** Preserve large natural areas and features to enhance and retain buffers between incompatible uses while maintaining scenic views of the town.
- **Protect the town’s many natural features and open space areas** to enhance the recreational opportunities in the community.



Nicolet National Forest

The Public Land classification encompasses primarily the Nicolet National Forest. The town envisions the existing lands remain in public ownership throughout this planning period. Preservation of public forests encourages the continuation of large tracts of forested lands that maintain diverse vegetative and biological communities. These lands are to continue to provide recreational opportunities such as hunting, fishing, hiking, cross-country skiing, camping and snowmobiling.

Transportation

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

Recommendations:

- **Maintain a cost effective road system management plan.** Continue to utilize the PASER (Pavement Surface Evaluation and Rating) program to assist in maintaining the roads in the future.
- **Consider adopting an Official Map** to delineate future road extensions.
- **Work with Oconto County and Wisconsin Department of Transportation to ensure adequate maintenance** of all county and state highways; particularly State Highway 32.
- **Ensure adequate off-street parking in areas of commercial/light industrial development.**
- **Develop a long-term vision for providing multi-modal transportation options** for a variety of transportation modes.

Environmental Corridors

Environmental corridors contain four elements including: the 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 through the implementation of this comprehensive plan.

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 have been added as an overlay to the 20-Year General Plan Design and should be utilized as a reference when reviewing future development plans.
- **Recommend developments should locate away from environmental corridors as much as possible** to help minimize the negative effects on water resources, wildlife habitats and the overall character of the town.
- **Maintain environmental corridors.** Development near environmental corridors in the town should be carefully reviewed in order to maintain ample open space and wildlife corridors and reduce the impact on the town’s natural features.

IDENTIFIED SMART GROWTH AREAS

According to Wisconsin State Statute 16.965 a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that

are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.”

- The Town of Townsend identified lands containing *existing* concentrated development and those that would likely be serviced by a sanitary district if one were to be built in the future, along with the State Highway 32 corridor as the town’s “smart growth areas.”
- Concentrating future commercial and light industrial development along the corridor of State Highway 32 will assist in meeting the needs of the town’s existing and future businesses, residents, and tourists while taking advantage of the excellent exposure and ease of access to the highway.

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

Table 3.1: 20-Year General Plan Design Acreage Calculations

General Plan Design Classification	20-Year Plan Design Acres
Agricultural	314.9
Commercial	498.1
Institutional	59.0
Park	20.1
Residential*	2,002.2
Roads	297.3
Water	2,332.0
Woodlands and Open Space	21,525.7
Grand Total	27,049.3

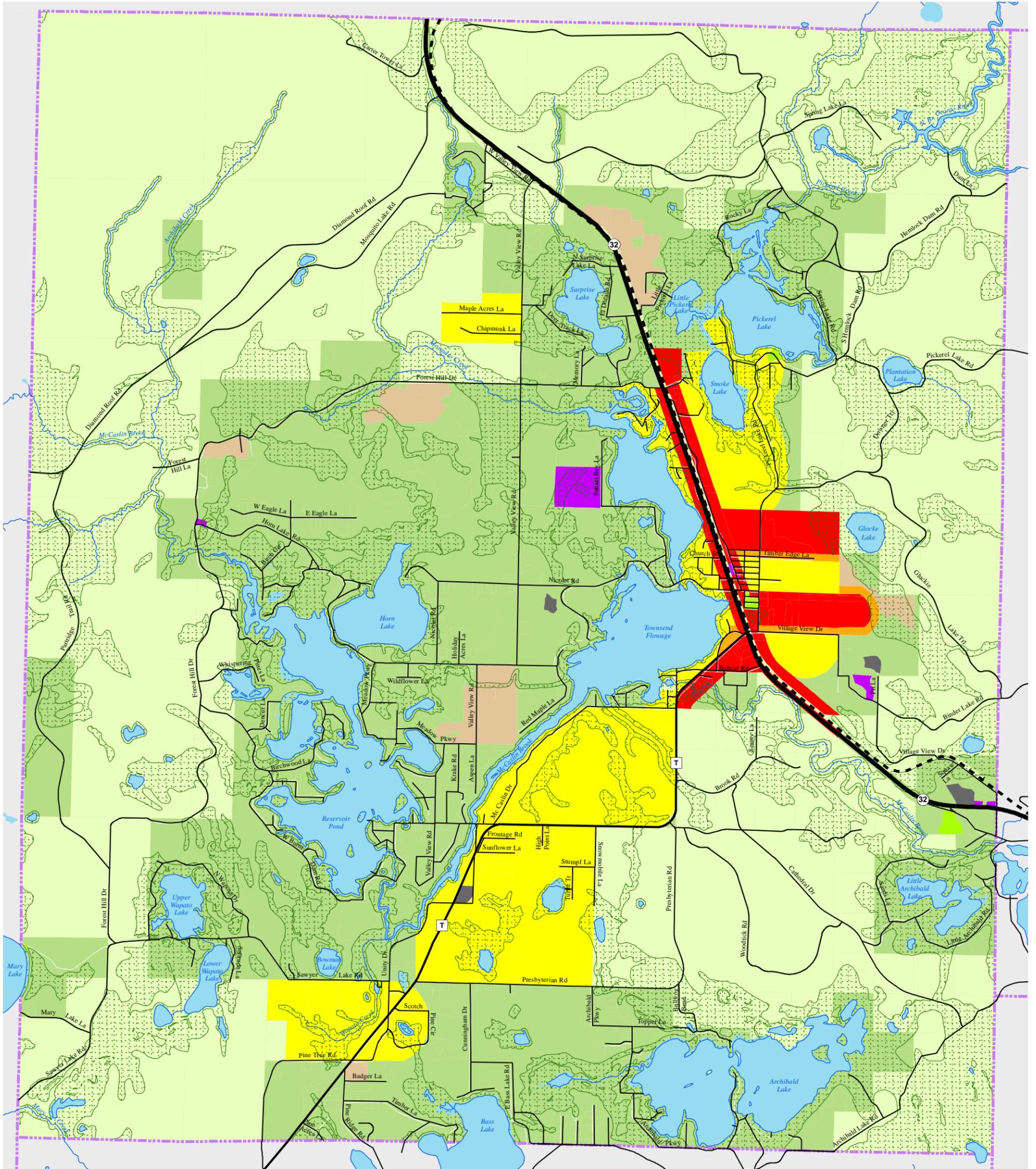
*Includes multi-family residential

Source: Bay-Lake Regional Planning Commission, 2008.

20-Year General Plan Design

Town of Townsend

Oconto County, Wisconsin



Base Map Features

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

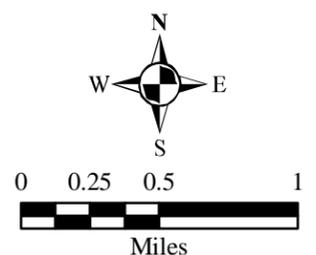
- Residential
- Multiple Family Residential
- Commercial
- Park and Recreation
- Governmental/Institutional/Utilities

- Woodlands/Natural Areas
- Agricultural
- Public Lands
- Extractive Mining
- Environmental Corridors Overlay

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

Note: This map represents a vision for future development in the Town of Townsend over the next 20 years. It will be used to guide future land use decisions regarding development of the town.

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



CHAPTER 4: IMPLEMENTATION

TABLE OF CONTENTS

INTRODUCTION	4-1
RESPONSIBILITIES OF LOCAL OFFICIALS	4-1
CONSISTENCY WITH EXISTING PLANS, REPORTS, AND STUDIES	4-1
UPDATING THE COMPREHENSIVE PLAN	4-1
IMPLEMENTATION OF LOCAL LAND USE CONTROLS	4-1
Zoning	4-2
Official Mapping	4-3
Floodplain Ordinance	4-4
Shoreland Ordinance	4-4
Subdivision Ordinance	4-5
Other Ordinances and Regulations	4-5
IMPLEMENTATION OF DEVELOPMENT STRATEGIES	4-5
Goals, Objectives, Policies, and Programs	4-5
Implementation Steps	4-15
Stakeholders	4-16
Priorities	4-16

INTRODUCTION

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

RESPONSIBILITIES OF LOCAL OFFICIALS

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

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

CONSISTENCY WITH EXISTING PLANS, REPORTS, AND STUDIES

This plan was created in a manner to promote consistency between all the elements and their respective development strategies. As such, the town's Plan Commission and elected officials should conduct periodic reviews of the town's vision statement and development strategies, along with the General Plan Design text and mapping. Any town ordinances and regulations that are not maintained and enforced by Oconto County need to be periodically reviewed for consistency with the *Town of Townsend 20-Year Comprehensive Plan*. In addition, the town should continue to work cooperatively with Oconto County to ensure all land use ordinances and maps are consistent with the town's Comprehensive Plan. A glossary of Planning and Zoning Terms is provided as Appendix E of *Volume I: Town Plan*.

UPDATING THE COMPREHENSIVE PLAN

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

ANNUALLY

- Review the Town of Townsend 20-Year vision statement and future development strategies and update as necessary to accommodate changing conditions;
- Identify and consider any updates to the housing and population projections based on Wisconsin Department of Administration (WDOA) population and housing estimates, and U.S. Census data;
- Review implementation priorities and update based on the completion of or reprioritization of tasks;
- Consider the relevance of the development strategies and update to accommodate changing conditions;
- Continue to update GPD and land use recommendations; and
- Ensure consistency with new or revised ordinances proposed by the town or Oconto County.

FIVE YEARS

- Review U.S. Census data, WDOA population and housing projections. Work with Oconto County to update *Volume II: County Resources* as needed;
- Identify any substantial changes in the town’s development patterns over the past five years and what potential impacts that development will have in the near future. This helps monitor outcomes of implemented development strategies and identifies any possible needs for the 10-year update; and
- Be aware of updates or completion of other local, county, or regional plans and make necessary changes to ensure consistency when appropriate.

TEN YEARS

- REQUIRED UPDATE per Wisconsin Statute 66.1001(2)(i).
- Amend the plan as needed based on changing conditions;
 - Conduct a review of the town’s vision statement, General Plan Design development strategies and map, land use recommendations and work with Oconto County to update the town’s population, housing, and economic data, along with other relevant planning information inventoried in *Volume II: County Resources*;
 - Conduct public participation workshops to educate the town’s residents about the *Town of Townsend 20-Year Comprehensive Plan* and to gain input regarding its update; and
 - Review ordinances and other controls for consistency.

IMPLEMENTATION OF LOCAL LAND USE CONTROLS

The following section contains a description of existing and potential land use controls that can be utilized by the Town of Townsend Plan Commission to ensure the town’s 20-Year General Plan Design and its Vision Statement (Chapter 1 of *Volume I: Town Plan*) are carried out. The text that follows contains descriptions of a number of land use control mechanisms which are directly followed by recommendations for utilization of that tool by the town.

Zoning

Oconto County Zoning Ordinance

Oconto County 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 factors, 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.

Recommendations:

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

Official Mapping

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

The official map serves several important functions:

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

Recommendation:

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

Floodplain Ordinance

Oconto County recognizes that uncontrolled development and use of floodplains, rivers or streams can adversely affect the public health, safety, convenience and general welfare of its residents and also impair the tax base of the County. The Oconto County Zoning Ordinance regulates development in flood hazard areas to protect life, health and property and to provide a uniform basis for the preparation, implementation and administration of sound floodplain regulations for all county floodplains.

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

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

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

Recommendation:

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

Shoreland Ordinance

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

1. In unincorporated communities of Oconto County that lie within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages; and
2. Within 300 feet of the ordinary high water mark of all navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater.

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

Recommendations:

- Further development in the Town of Townsend should remain consistent with the Oconto County Shoreland Zoning Ordinance.

Land Division/Subdivision Ordinance

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

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

Recommendations:

- The Town should work cooperatively with Oconto County in any efforts to update the Oconto County Land Division Ordinance.

Other Ordinances and Regulations

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

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

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The Town of Townsend Plan Commission, with cooperation from Oconto County, will be directly responsible for, or oversee the implementation of most of the development strategies (goals, objectives, policies, and programs) with the Town Board ensuring the plan is being implemented in a timely manner.

Goals, Objectives, Policies, and Programs

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 other elements.

Goals, Objectives, Policies, and Programs

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

COMMUNITY PLANNING

GOAL: To develop a 20-year comprehensive plan that will serve as a guide for assisting local officials in making land use decisions that reflect Townsend’s vision of balanced orderly development and preservation of its natural environment.

Objective 1: Develop a 20-year comprehensive plan that best reflects the interests of the town’s residents; follow an orderly and cost efficient method when developing; and preserve significant features of the community.

Policies:

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

Program:

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

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

Policies:

- A. Review and update the plan, according to the schedule provided earlier in this chapter or as the town sees fit, in order to provide for the greatest possible benefits regarding future developments.
- B. Review existing Oconto County and Town of Townsend ordinances as they relate to the implementation of this plan.
- C. Hold Plan Commission meetings to review the adopted 20-year comprehensive plan and make amendments to accommodate changing conditions, when necessary.
- D. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town’s comprehensive plan.

NATURAL RESOURCES

GOAL: To protect the natural environment for Townsend residents by promoting appropriate development.

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

Policies:

- A. Require enforcement of existing regulations (federal, state, county, town) in natural areas.
- B. Direct growth and development away from environmentally corridors and account for the protection of air, land, and water resources.
- C. Conserve and enhance the town's distinctive natural amenities by recognizing the special attractiveness of the town's natural landscape.
- D. Coordinate the town's efforts with adjoining municipalities and state agencies.
- E. Development adjacent to rivers, lakes, streams, and wetlands needs to be carefully planned in order to keep from negatively impacting these areas.

Programs:

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

Objective 2: Preserve and restore surface water quality***Policies:***

- A. Support efforts related to surface water quality degradation through the use of protection, restoration, and improvement tools.
- B. Investigate and consider tools for erosion control such as buffer strips, easements, land use controls, and flood control measures.
- C. Participate in efforts to maintain the natural beauty and integrity of the towns many water surface water features.
- D. Identify and preserve groundwater recharge sites (wetlands, lakes and ponds) and areas of shallow soils that play an essential role in protecting surface water quantity and quality.
- E. Reduce the impacts of human-influenced actions, such as agriculture and residential development, which can degrade the town's lakes, rivers and streams, wetlands, and groundwater reserves.
- F. Work cooperatively with surrounding jurisdictions, Oconto County, and state and federal agencies to protect groundwater resources.

Programs:

- Support the use of indigenous flora and sound conservation methods to protect shorelands from erosion particularly within the riparian zone.
- Support and propose alternate zoning and land use policies that would decrease pollutant loading to the town's surface waters.

Objective 3: Encourage the protection of all groundwater resources.

Policies:

- A. Identify and preserve groundwater recharge sites (wetlands, lakes and ponds) and areas of shallow soils that play an essential role in protecting ground water quantity and quality.
- B. Reduce the impacts of human-influenced actions, such as agriculture and residential development, which can degrade the town's lakes, rivers and streams, wetlands, and groundwater reserves, that are the sole provider of drinking water in the town.
- C. Work cooperatively with surrounding jurisdictions, Oconto County, and state and federal agencies to protect groundwater resources.

Programs:

- Consider establishing long-term plans to address potential recharge areas and their threats.
- Consider a buffer area (a zone of no buildings) around delineated wetlands.
- Encourage residents to follow any adopted stormwater management plans and erosion control ordinances.
- Landowners should follow "Best Management Practices" to preserve water quality.
- Promote wetland restoration projects.

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

Policies:

- A. Encourage the location of mining operations where scenic views and the health of the natural environment will not be compromised.
- B. Consider preserving potential mineral resources within the town for future mining consideration.
- C. Work with the surrounding communities and Oconto County to ensure that incompatible uses do not develop adjacent to potential or existing mining sites.
- D. Discourage nonmetallic mining in environmental corridors.

- E. Work with surrounding communities and Oconto County to ensure all abandoned, present and future mining operations will someday be reclaimed to a natural setting subject to the requirements of NR 135.

AGRICULTURAL AND FORESTRY RESOURCES

GOAL: To utilize agricultural and timber harvesting practices that are appropriate to protect air, soil, water and wildlife resources.

Objective 1: Protect and preserve the productive forest resources of Townsend.

Policies:

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

Programs:

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

Objective 2: Provide for the orderly development of land that is currently considered productive farmland for non-farm development.

Policies:

- A. Have an orderly changeover of less productive agricultural lands to other uses.
- B. Identify alternative uses for the remaining agricultural lands within the town.

Program:

- Develop large tracts of farmlands in a planned unit development approach as opposed to a piece by piece method.

Objective 3: Protect existing and future development from conflicts with existing farmlands.

Policies:

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

Programs:

- Encourage Nutrient Management Planning, land buffer programs, and other activities that will protect farmlands, public health and safety, and the environment from negative impacts.
- Encourage buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints.

HISTORIC, ARCHEOLOGICAL, AND CULTURAL RESOURCES

GOAL: To promote the identification and preservation of its historic, archeological, and cultural locations and structures.

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

Policies:

- A. The town should promote the preservation of buildings, structures, and other landscape features that represent the town's cultural history.
- B. Information of these historical resources and their significance will be identified for the town residents for their continued knowledge of the history of the town.
- C. Tie these significant locations into recreational/tourist sites while further enhancing them and there access, where appropriate.

RESIDENTIAL DEVELOPMENT

GOAL: To provide for a variety of quality housing opportunities for all segments of the town's population in such a way that will minimize the adverse impacts on the environment and preserve the town's rural character.

Objective 1: To develop and enforce policies and programs to assist citizens to obtain affordable, quality housing.

Policies:

- A. Support housing developments for all persons including low and moderate income, elderly, and residents with special needs.
- B. Work with Oconto County to apply for grants and become involved in programs to address the town's housing needs.
- C. Encourage the maintenance, preservation and rehabilitation of the existing housing stock within the town.

Programs:

- The town may direct residents to Oconto County to obtain educational materials and information on financial programs, home repairs, weatherization and how to obtain affordable housing.
- The Town Board may work with the state, county and Bay-Lake Regional Planning Commission to monitor the town's population characteristics to stay informed of changing demographics/characteristics within the town.

Objective 2: Encourage development that is done in an environmentally conscious and cost effective manner and be located in areas that will preserve the rural nature of the town.

Policies:

- A. Situate higher density residential development in areas that minimize impacts upon low density residential development.

- B. Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural or unique areas.
- C. Work with Oconto County and neighboring communities to establish innovative development guidelines for future consideration within the town.

Programs:

- Review existing regulations on lands adjacent to water features in the town in an effort to protect/improve these valuable resources.
- Consider conservation by design developments as well as cluster type developments, where appropriate, as an alternative to conventional zoning methods in order to provide for a variety in housing choices.

ECONOMIC DEVELOPMENT

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

Objective 1: Attract, retain and expand quality business and industries in areas designated for industrial, commercial, and retail growth to improve the employment and personal income base of the town.

Policies:

- A. Have a well planned, interconnected business, civic, governmental and industrial area that fits the scale and preferred character of the town.
- B. Utilize all available resources to improve the economic base of the town as well as the commercial center.
- C. Commercial and industrial growth should be consolidated in areas where needed services exist or can be readily extended.
- D. Evaluate the capacity of existing infrastructure, roads, electricity, public safety services, and other facilities to accommodate any new economic development.
- E. Locate highway dependent businesses along State Highway 32 and County Highway T (to a certain point) in order to provide commercial service to local and through traffic.
- F. Control the signage, lighting, landscaping and access of business sites located in the town.
- G. Work with Oconto County to promote the many recreational opportunities in the Townsend area.

Programs:

- Promote development of a marketing strategy which will guide the town on economic development.
- Direct large commercial and industrial development to areas deemed fit for that type of development and where adequate municipal services can be provided.

- Work with the US National Forest Service to maintain federally owned Forestlands
- Investigate the feasibility of developing one or more business and light industrial parks in the Town of Townsend.

TRANSPORTATION

GOAL: To establish a safe and efficient transportation system for motor vehicles, pedestrians, and recreational vehicles that is compatible with the towns adopted 20-Year Comprehensive Plan.

Objective 1: Promote efficient road and trail systems that ensure the highest degree of mobility and accessibility while protecting the safety of its users.

Policies:

- A. Promote a transportation system that is consistent with surrounding land uses and can readily adapt to changes in transportation demand and technology.
- B. Transportation systems should reduce accident exposure and provide travel safety.
- C. Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.
- D. Offer a safe system of multi-modal transportation routes throughout the town.
- E. Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.
- F. Protect existing investments in the road network with proper maintenance.
- G. Provide for convenient and efficient vehicular movement near all commercial, industrial, and public facility locations.

Programs:

- Consider transportation needs of the elderly and special needs populations.
- Bicyclists and pedestrians should be afforded a comfortable margin of safety on streets and roads by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.
- Continue conducting an annual assessment of road pavement conditions; road drainage and ditch maintenance needs; adequacy of existing driveways and culverts relative to safe access; and adequacy of sight triangles at road intersections.
- Provide for adequate traffic controls (i.e., turning lanes, frontage roads) near businesses located along major highway corridors.
- Consider developing a long-term plan for establishing permanent multi-modal trails.

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

Policies:

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

Programs:

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

UTILITIES AND COMMUNITY FACILITIES

GOAL: To provide quality community services to residents of the Town of Townsend and to provide for orderly development of the town through the planned development of public and community facilities.

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

Policies:

- A. Continue to coordinate, consolidate and share community facilities and services where possible.
- B. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.

Programs:

- Designate a pedestrian friendly “town center” that will serve as the major node for civic, governmental and commercial activities.

Objective: Build in new utility services to promote economic development and maintain current services at a high level.

Policies:

- A. Encourage concentrated development in areas where appropriate utilities, community facilities, and public services are readily available.
- B. Monitor resident satisfaction regarding services and remain informed upon any of the service providers’ needs to re-locate/upgrade their services.
- C. Work cooperatively with municipalities and select service providers to upgrade telecommunication and electrical services when needed.
- D. Explore the use of shared on-site wastewater treatment systems to allow for the consolidation of development and preservation of land resources.

Programs:

- Continue to encourage the concept of “mutual aid agreements” for all public services being provided.
- Work with adjacent communities, Oconto County, and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.

PARKS AND RECREATIONAL FACILITIES

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

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

Policies:

- A. Cooperate with Oconto County, Wisconsin Department of Natural Resources and US Forest Service on the maintenance and enhancement of existing parks and in developing future recreational lands within the town and county.
- B. Consider access for the disabled, elderly and very young when planning, designing, and constructing all new recreation projects, including parking, trails, etc.
- C. Provide input into the updates to the Oconto County Comprehensive Outdoor Recreation Plan.
- D. Future recreational areas should be interconnected with the existing trail system.
- E. Consider utilizing identified environmental corridors for public parks and recreational use, when appropriate.

Programs:

- The town should continue to work with Oconto County, Wisconsin Department of Natural Resources and US Forest Service to promote the various recreational facilities in the Town of Townsend.
- Explore available resources and contact appropriate agencies that can help to further enhance the quality of the town’s recreational systems.
- Utilize the town's official mapping powers to preserve areas designated for future park and recreational uses.
- Increase the number of recreational trails for multiple uses (i.e., snowmobiling, ATVing, hiking, bike riding and horse riding).

INTERGOVERNMENTAL COOPERATION

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

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

Policies:

- A. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.
- C. Promote cooperation and communication with the Wabeno school district to collectively support quality educational opportunities.
- D. Utilize the Wisconsin Towns Association (WTA) for publications and participation in cooperative training programs to assist the town and its officials.

Programs:

- Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.
- The Town Board or its representative (as the responsible party) is encouraged to meet annually and work with Oconto County, the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
- Work with Oconto County, neighboring communities, and agencies regarding any natural resource related issues and other land uses which lie across town lines.
- Continue the concept of “mutual aid agreements” for public services.

LAND USE

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

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

Implementation Steps

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

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

4. The priority policies and programs should be separated based on topic such as housing, economic development, transportation, parks and recreation. The separation of policies and programs by topic will allow for the delegation of projects to other entities.
5. The Town of Townsend has many tools available for the implementation of the stated development strategies over the 20-year planning period. Within the appendices of *Volume II: County Resources*, there are comprehensive lists of financial and technical resources to implement many of the strategies listed for the housing, economic development, and transportation elements of the plan.
6. The implementation schedule should be evaluated and revised on an annual basis. Town officials will need to monitor the Inventory and Trends highlighted in Chapter 2 to ensure the development strategies address the changing conditions of the Town of Townsend.

Stakeholders

Bay-Lake Regional Planning Commission
 Forest County
 Marinette County
 Langlade County
 Oconto County
 Oconto County Highway Department
 Oconto County Land Conservation Department
 Oconto County Planning/Zoning/Solid Waste Department
 Oconto County UW-Extension
 Towns of Townsend, Lakewood, Riverview, and Mountain
 United States Department of Agriculture, Natural Resources Conservation Service
 United States Forest Service
 Wabeno School District
 Wisconsin Department of Commerce
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation
 Wisconsin Housing and Economic Development Authority
 Wisconsin Department of Administration

Priorities

1. The Town should continue to work cooperatively with Oconto County to update the Oconto County General Zoning Ordinance in order to ensure the vision of the *Town of Townsend 20-Year Comprehensive Plan* can be achieved.
2. The town, in cooperation with Oconto County, should continue to review and update ordinances that will ensure the protection of the town’s natural resources. The town may want to consider adopting ordinances that are more protective than those currently being enforced by the County in order to provide additional protection to its natural features when appropriate.

Further, the town, with the assistance of Oconto County, may want to explore developing plans and processes aimed at protecting the quality and quantity of the town’s water resources. This could include, but is not limited to projects such as: 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.

3. The town should continue to monitor the feasibility and necessity of providing sanitary services in order to protect the health and safety of its residents and the town's water resources.
4. The town should consider establishing an official map that is consistent with the comprehensive plan. The town should utilize the Official Map to ensure areas of existing and planned development will have adequate infrastructure and that there is enough recreation space reserved to serve the town's residents and visitors.
5. The Town may explore developing and adopting a subdivision ordinance to supplement the current lack of a county-wide subdivision ordinance if the town feels there is a need to do so. It is recommended that any ordinance be developed by working cooperatively with Oconto County.
6. 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.
7. Work with Oconto County and other local, state and federal agencies to minimize the impact of agriculture on the town's residents and natural features.

VOLUME I - APPENDIX A
PUBLIC PARTICIPATION RESOLUTION

Town of Townsend
Oconto County, Wisconsin
Resolution No. 3-2004

RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION PROCEDURES

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

WHEREAS, the Town of Townsend 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 or amendment of a comprehensive plan and;

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

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

Adopted this 13th day of SEPT. 2004

Approved:



(Town Chairperson)

Attest:



(Town Clerk)

VOLUME I - APPENDIX B
NOMINAL GROUP RESULTS

“Northern Cluster”

Nominal Group Results – August 22, 2006

Group 1

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

Group 2

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

“OCPAC”

Nominal Group Results – July 19, 2006

Group 1

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

Group 2

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

Group 3

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

Group 4

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

Group 5

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

VOLUME I - APPENDIX C
INTERGOVERNMENTAL COOPERATION RESULTS

“Northern Cluster”

Intergovernmental Cooperation Workshop
April 30, 2008, Mountain Community Center

Land Use Issues and Conflicts/Positive Working Relationships

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

Potential Resolutions

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

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

VOLUME I - APPENDIX D
LAND USE INVENTORY

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	
110	Single Family Residential	1541.1
130	Two-Family	0.0
150	Multi-Family	0.0
180	Mobile Homes	121.1
199	Vacant Residence	3.9
200	COMMERCIAL	
210	Retail Sales	145.3
250	Retail Services	31.3
299	Vacant Commerical	0.6
300	INDUSTRIAL	
360	Extractive	16.0
381	Open Storage	0.3
382	Enclosed Storage	0.3
400	TRANSPORTATION	
410	Motor Vehicle Related	297.3
417	Off-Street Parking	3.3
500	COMMUNICATION/UTILITIES	
521	Nateral Gas Terminals/Plants	0.6
580	Waste Processing/Disposal/Recycling	7.0
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	
600	Institutional/Governmental Facilities	45.8
611	Administrative Building	2.0
612	Post Offices	0.2
630	Safety Institutions/Governmental Facilities	1.8
631	Police/Fire Stations/Offices	0.7
691	Churches/Temples/Synagogues	0.9
694	Cemeteries	4.4
700	OUTDOOR RECREATION	
731	Campgrounds	10.3
736	Parks/Parkways/Forest-Related Picnic Areas	5.0
741	Playfields/Ball Diamonds/Volleyball Courts	2.1
766	Archery/Gun/Skeet Ranges	22.0
781	Boat Launching Sites/Areas	2.7
800	AGRICULTURE/SILVICULTURE	
805	Open Space	5.5
810	Croplands/Pastures	702.9
870	Farm Buildings/Accessories	20.4
899	Vacant Agriculture	2.0
900	NATURAL AREAS	
910	Water	9.4
911	Lakes	677.0
912	Reservoirs and Ponds	1601.5
913	Rivers and Streams	44.0
950	Other Natural Areas, including Open Space	1248.9
951	Woodlands	20469.8
TOTAL ACRES		27047.4

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

- Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA):** a federal transportation act that authorized the first 23 “high priority corridors” of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.
- Intelligent Transportation System (ITS):** a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.
- Interim Zone of Influence:** a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.
- Interim Zone/ Development Controls:** *See “moratorium”.*
- Judicial Appeal:** the review of a local zoning decision by the state judicial system.
- Land:** soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.
- Land Banking:** the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.
- Land Exchange:** a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.
- Land use Intensity System (LUI):** a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.
- Land use Inventory:** a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.
- Land use Plan:** the element of a comprehensive plan that designates and justifies the future use or reuse of land. *See s.66.1001, Wis. Stats.*
- Landfill:** a disposal facility for solid wastes. *See ch.289, Wis. Stats.*
- Land Trust:** a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.
- Large- Lot Zoning:** a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.
- Leapfrog Development:** new development separated from existing development by substantial vacant land.
- Leaseback:** *See “purchase/ leaseback”.*
- Level of Service (LOS):** a measurement of the quantity and quality of public facilities.
- Light Industry:** the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. *See also “heavy industry”.*
- Limited Development:** the development of one portion of a property to finance the protection of another portion.
- Linear Trend Series:** In a linear series, the step value, or the difference between the first and next value in the series, is added to the starting value and then added to each subsequent value.
- Lot:** a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. *See also “through lot”.*
- Lot Area:** the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.
- Lot Averaging:** the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.
- Lot- by- Lot Development:** a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.
- Lot Coverage:** the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.
- Lot Depth:** the average horizontal distance between the front and rear lot lines.
- Lot Line:** the property lines at the perimeter of a lot.
- Lot Width:** the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.
- LULU:** a locally unwanted land use. *See also “NIMBY,” “NIABY,” and “NIMTOO”.*
- Main Street Program:** a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

NIABY: Not in anyone’s backyard. *See also “LULU,” “NIMBY,” and “NIMTOO”.*

NIMBY: Not in my backyard. *See also “LULU,” “NIABY,” and “NIMTOO”.*

NIMTOO: Not in my term of office. *See also “LULU,” “NIMBY,” and “NIABY”.*

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

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

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

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

Owner property rights include:

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

Government property rights include:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Special Exception: See “conditional use”.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Bay-Lake Regional Planning Commission

Commission Members

Brown County

William Clancy
Toni M. Loch
Chris Swan

Door County

Paul DeWitt
Mariah K. Goode
Nomination Pending

Florence County

Edwin Kelley
Bruce Osterberg
Yvonne Van Pembrook

Kewaunee County

Mary Hanrahan
Brian Paplham
Charles R. Wagner

Manitowoc County

Donald C. Markwardt
Valerie Mellon
NyaLong Yang

Marinette County

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

Oconto County

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

Sheboygan County

James E. Gilligan, Chairperson
Mike Hotz
Ron McDonald

Wisconsin Department of Commerce

Sec., Richard Leinenkugel

Staff

Mark A. Walter

Executive Director

Jeffrey C. Agee-Aguayo, AICP

Transportation Planner III

Tony D. Bellovary

GIS Coordinator

Richard L. Heath

Assistant Director/Principal Planner

Richard J. Malone

Office Accounts Coordinator

Angela M. Pierce

Natural Resources Planner II

Brenda L. Rehberg

Administrative Assistant

Brandon G. Robinson

Community Assistance Planner III

Luann Rudolph

Community Planner

Joshua W. Schedler

GIS Specialist

James J. Van Laanen

Transportation Planner III

Ker Vang

Community Planner