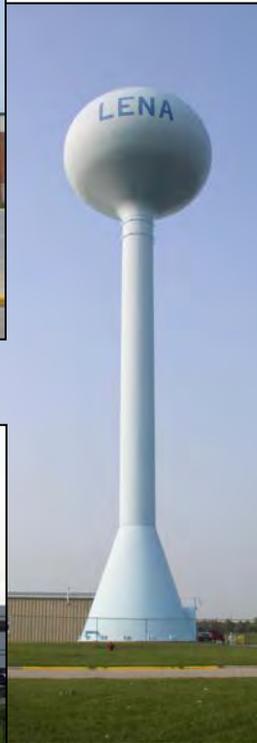


Village of Lena

20-Year Comprehensive Plan

OCONTO COUNTY, WI



Prepared by: Bay-Lake Regional Planning Commission
July 2008

VILLAGE OF LENA 20-YEAR COMPREHENSIVE PLAN

Prepared by:

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



**VILLAGE OF LENA
OCONTO COUNTY, WISCONSIN**

VILLAGE PRESIDENT: Kenneth Linzmeyer

VILLAGE BOARD: Craig LeFebre
Steve Marquardt
Richard Glime
Judy Petenaude
Wayne Shallow
Larry Belongia

CLERK/TREASURER: Amy Sobeck

PLANNING AND DEVELOPMENT COMMITTEE: Richard Glime, Chairperson
Steve Marquardt
Darrell Kushava
Jim Kugel
Chad Misco
Larry Belongia, Secretary

RESOLUTION NO.08-003

**VILLAGE OF LENA PLANNING AND DEVELOPMENT COMMITTEE
ADOPTION OF THE VILLAGE OF LENA
20-YEAR COMPREHENSIVE PLAN**

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

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 Village of Lena Planning and Development Committee;

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

Dated this 16 day of July, 2008,

Resolution introduced and adoption moved by Chad Miscio.

Motion for adoption seconded by Larry Belongia.

Voting Aye: 3 Nay: 0

APPROVED:

Danell J. Kuchera
Village of Lena Planning and Development Committee Chair

ATTEST:

Larry a. Belongia
Village of Lena Planning and Development Committee Secretary

VILLAGE OF LENA
ORDINANCE NO. 320-1

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

WHEREAS, on June 22, 2006 Oconto County approved a contract with the Bay-Lake Regional Planning Commission to prepare a Multi-Jurisdictional Comprehensive Plan for Oconto County, to include the Village of Lena, under the guidelines of Section 66.1001 Wisconsin Statutes; and,

WHEREAS, the project included a public participation plan in every stage of the process for preparation of a Comprehensive Plan for the Village of Lena, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the Village to respond to such comments; and,

WHEREAS, the Village of Lena Planning and Development Committee held a public hearing on July 16, 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 Village of Lena who may provide additional information regarding the proposed ordinance;
4. Information relating to where and when the proposed Comprehensive Plan could be inspected before the hearing, and how a copy of the plan could be obtained; and,

WHEREAS, on July 16, 2008, the Planning and Development Committee recommended to the Village Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Planning and Development Committee; and,

WHEREAS, the Village Board of the Village of Lena, having carefully reviewed the recommendations of the Village of Lena Planning and Development Committee, 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 Village of Lena, which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development.

NOW, THEREFORE, the Village Board of the Village of Lena, Oconto County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the Village of Lena Planning and Development Committee to the Lena Village Board, attached hereto as Exhibit A, is hereby adopted.

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

1. Every governmental body that is located in whole or in part within the boundaries of the Village of Lena;
2. The Clerk of every local governmental unit that is adjacent to the Village of Lena;
3. The Wisconsin Land Council;
4. The Wisconsin Department of Administration;
5. The Bay-Lake Regional Planning Commission;
6. The public library that serves the area in which the Village of Lena is located.

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

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

Adopted this 16 day of July 2008, by a majority vote of the members of the Village Board of the Village of Lena.

Kenneth Longmire
Village Board President

Attest:

Amy Sobek
Village Clerk

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Volume I

Village Plan

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“In 2025, the Village of Lena is a healthy and vibrant community lead by progressive government officials and community leaders. The village’s diverse economy is comprised of industry, commercial services, and professional occupations that offer family supportive wages. The combination of affordable residential housing for all age groups; plentiful recreational and cultural opportunities; and a school district viewed as an academic leader makes Lena attractive to families seeking a community with strong qualities.”

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**CHAPTER 1:
INTRODUCTION**

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PURPOSE OF THE COMPREHENSIVE PLAN

This comprehensive plan for the Village of Lena was prepared to address the varied land use issues facing the village during the next 20 years. The goal of the plan is to establish measures to grow the village's economic base; improve the appearance and function of the Village Center; provide housing and services for an aging population; and create a variety of recreational opportunities while maintaining the village's small-town feel. The plan is to serve as a guide to ensure consistent decisions are being made in regards to recreational enhancements, transportation improvements, housing development, public services expansion, and sound economic development. The *Village of Lena 20-Year Comprehensive Plan* is a legal document establishing the policy framework from which village officials will base their future decisions.

The cornerstone of this plan is the future land use map, referred to in this document as the General Plan Design (GPD), **Map 3.1**. To assist officials in working toward achieving the desired land uses for the village, a thorough list of development strategies provides a roadmap for officials and residents to follow as they work to implement the village's comprehensive plan. The GPD shall be used for reference and in conjunction with the Village of Lena ordinances and other planning materials such as a Tax Incremental Finance Project Plan to guide decisions on where and how the Village of Lena should be developed as well as preserved during the next 20 years.

State Planning Legislation

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

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

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

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

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

HOW TO USE THIS PLAN

The *Village of Lena 20-Year Comprehensive Plan* consists of eleven chapters presented in two volumes. **Volume I: Village Plan** contains Chapters 1 through 4, along with supporting appendices. The content of these four chapters meet all the requirements outlined in s. 66.1001, Wis. Stats. The appendix is comprised of planning materials generated during the preparation of the *Village of Lena 20-Year Comprehensive Plan*. **Volume II: County Resources** is comprised of Chapters 5 through 11. These chapters detail background information and data at the county level and a complete appendix with additional countywide resources.

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

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

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

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

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

Appendices: Village Plan – contains public participation materials; nominal group results; survey results from the joint town and village community survey conducted in 2004; student focus group results; intergovernmental cooperation workshop results; comparison of 1996 and 2007 land use inventories; and other relevant materials generated or gathered during the plan development process.

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

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

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

Chapter 7: Economic Development – highlights labor force statistics; economic composition; and provides an analysis of existing and future economic conditions for the village 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 local community and the county as a whole.

Appendices: County Resources - contains a countywide inventory of natural resource information; a county inventory of endangered and threatened species; nominal group results; economic SWOT results; visioning survey results; open house comments; current land uses; a detailed list of available housing, economic development, and transportation financial and technical resources; a glossary of acronyms and definitions; and other relevant input and materials generated or gathered during the planning process.

PLAN DEVELOPMENT PROCESS

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

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

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

- Countywide background data was collected, analyzed, and presented for review.
- Oconto County Planning Advisory Committee (OCPAC) and communities within the three planning clusters reviewed and provided input on the countywide background materials.



- Three (3) Open Houses were conducted, one in each of the county’s three Planning Clusters (Southern, Central, and Northern). These Open Houses were held in May and June 2007 to allow the public to review countywide background materials, ask questions, and provide feedback.
- A draft of *Volume II: County Resources* was prepared to be used as reference during the completion of the local and county comprehensive plans.

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

- The Village of Lena Smart Growth Committee held its initial planning meeting with BLRPC staff in August 2007.
- Public meetings were held on a monthly basis to review materials and facilitate a number of activities such as the mid-point open house on January 16, 2008 to gather additional input from residents and landowners.
- The village’s vision statement was developed along with the land use goals, objectives, policies, and programs by using results from the various issue identification workshops and background data.
- A preliminary General Plan Design was prepared along with the recommended land use strategies to guide future development and conservation of the village over the next 20 years.
- The Oconto County Planning and Zoning Committee and OCPAC finalized *Volume II: County Resources*. The resource document was then distributed for the thirty-day review process and adopted by the Oconto County Board of Supervisors on August 21, 2008.
- The required thirty-day review of the village’s plan was held during the month of June 2008 to allow citizens, landowners, neighboring communities, and other interested parties to review the completed draft of the *Village of Lena 20-Year Comprehensive Plan*.
- Lena’s second open house was held on July 16, 2008 to allow the public to review the planning materials and provide input as to the contents of the draft plan.
- The required Public Hearing on the *Village of Lena 20-Year Comprehensive Plan* was held on July 16, 2008, and the Planning and Development Committee made recommendation for adoption of the plan following the public hearing. Any input received during the review, open house, and public hearing was considered and included in the village’s comprehensive plan as appropriate.
- The *Village of Lena 20-Year Comprehensive Plan* was completed on July 16, 2008 with its adoption as an ordinance by the Lena Village Board.

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

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

Public Participation Process

Public Participation Plan

The key component in drafting and adopting a comprehensive plan that fully addresses the village's future planning needs is gathering input from residents and land owners during the plan development process. In accordance with s. 66.1001(4), Wis. Stats., the Village of Lena approved "Procedures for Adoption or Amendment of the Village of Lena Comprehensive Plan" at their village board meeting on October 11, 2006. A copy of the resolution adopting the written public participation procedures is included as Appendix A of *Volume I: Village Plan*.

Community Survey

A community survey was conducted in 2004, in conjunction with the Town of Lena, to solicit the feelings residents and landowners had toward existing village and town services and amenities and to gain their insight on what they thought the area would look like in the year 2025. The surveying process offered the basis for the creation of the vision statement; the background for drafting the goals, objectives, policies, and programs; and a general consensus on where and what type of development the area would experience in the future. A summary of the community survey's key findings are highlighted below. The complete results of the community survey can be found in Appendix B of *Volume I: Village Plan*.

Common Themes:

- Land uses governed by local ordinances
- Quite, peaceful, low crime
- Clean and neat appearance
- Endorse moderate housing development
- Promote Farmer's Right to Farm
- Desire expansion of existing farming operations
- Protect private property rights
- Protect agriculture land
- Encourage community participation in planning
- Intergovernmental cooperation
- Establishment of boundary agreements
- Desire moderate to small industry and farming operations
- Need activities for the youth

Nominal Group Exercise

On August 1, 2007, four members of the Village of Lena Smart Growth Committee participated in a Nominal Group Exercise to identify some of the most pressing issues to be addressed during this 20 year planning period. To further identify those issues most important to the village, each committee member was given three votes and asked vote for their individual top priorities. The following are the top five issues and concerns facing the village according to this issue identification process. All issues were considered during the preparation of the goals, objectives, policies, and programs listed in Chapter 4 of the village's comprehensive plan. The entire list of Nominal Group results can be found in Appendix C of *Volume I: Village Plan*.

1. Stable school
2. Office building for professionals

3. More residential
4. Commercial development along the highway
5. Industrial development
6. New government buildings
7. Main street improvements using existing infrastructure

A Nominal Group Exercise was also held during the preparation of the *Village of Lena 2015 Comprehensive Plan*. There were 18 concerned citizens participating in the exercise on **February 12, 1996**. They identified the following seven issues to be addressed during that planning process:

- Need housing
- Annex lands for future growth
- Adequacy of sewer and water for Stella Foods
- Develop stricter zoning restrictions in residential areas
- Full-time police
- Mobile home court (develop)
- Bigger library

Student Focus Group

In addition to other traditional public involvement steps, the Village of Lena Smart Growth Committee wanted to gather input from high school students on how they feel about the village today and what they think it will be like in 20 years. There were four students from each of the four high school grades participating in the discussion on December 6, 2007. The following student comments are from the question, *how do you envision the village in 10 years?* Complete results of the student focus group can be found in Appendix D of *Volume I: Village Plan*.

- *Smaller-However, it would be bigger if the race track were to be built.*
- *Businesses not staying.*
- *Nothing to attract new residents.*
- *The condition of Main Street will be the result of future investment or the lack of it*
- *School at risk-consolidation with neighboring districts? Most class sizes are consistently in the mid-20s. Sophomore class is the largest at 45-senior class has 27 students. The result is a decline in the quality of sports.*
- *Dairy is not as popular and there will be a continued trend towards larger and larger operations. They do not think small niche farms will have a big impact on the area.*

Intergovernmental Cooperation Workshop

An Intergovernmental Cooperation Workshop was conducted on April 16, 2008, for communities located in the southern region of Oconto County. Representatives from each of the communities within the planning cluster were invited to attend the workshop, along with neighboring municipalities, school districts, civic and recreational clubs, Oconto County staff, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, and

other entities and departments that have an interest in and/or direct impact on the implementation of the area's comprehensive plans.

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

Positive Working Relationships

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

Existing or Potential Land Use Conflicts

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

Resolutions

- Sharing of information between communities (e.g. meeting minutes)
- Informal get-togethers to share information between towns and county
- Information discussions between incorporated communities and towns re: extraterritorial planning areas
- Inter and Intra communication
- Shared planning

- Standardize ordinances – consistency with county – remove duplication and unnecessary items
- Sharing information on troubles between neighbors – local meetings
- Locate funding sources – to continue these meetings and planning processes
- Communities place own ordinances on a website so public can access
- Get town websites out to public – make people aware that they are out there – also promote county websites – utilize newspapers to promote

Open Houses

The Village of Lena held two “Open Houses” during the planning process. The first was held close to the planning mid-point on January 16, 2008 at the Lena Municipal Building. Approximately 10 residents, landowners, and other interested parties attended the event. Several displays and informational pieces were available for review, including:

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

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

The second open house was held on July 16, 2008 at the Lena Municipal Building. It was held at the conclusion of the planning process to allow the residents and other interested persons the opportunity to review the completed draft plan and give input as to its contents and scope.

VISION STATEMENT

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

“In 2025, the Village of Lena is a healthy and vibrant community lead by progressive government officials and community leaders. The village’s diverse economy is comprised of industry, commercial services, and professional occupations that offer family supportive wages. The combination of affordable residential housing for all age groups; plentiful recreational and cultural opportunities; and a school district viewed as an academic leader makes Lena attractive to families seeking a community with strong qualities”.

CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS

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INTRODUCTION

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

COMMUNITY INVENTORY

History and Description of Planning Area

Village of Lena History

As the French arrived in Northeast Wisconsin, there were three distinct settlements. The first French arrived directly from France to engage in the fur trade. The second wave came mainly from the Province of Quebec, Canada. The third settlement was comprised of both groups who stayed to farm once all the timber had been removed and the log drives ended. The French, who were a part of the third influx settlers, located near Lena along a creek then know as “Jones Creek.” The community was founded in 1872 by a Swiss immigrant named Clement Rosera; however, it would be a few years later that this clustering of homes currently called Maple Valley would be given the name of “Lena.” These early French-Canadian pioneers settled at Jones Creek in about 1877 and farther east up the branch of the Oconto River now known as Gray’s Bridge on the Little River.

The first church was built in then Maple Valley by the Seventh Day Adventists in 1880. The original building still stands, well preserved and used as a museum. Two years later in 1882, a Catholic Church was built. It was destroyed by fire in 1898 and rebuilt in another location only to burn again in 1940. Again, it was replaced and stands on exactly the site of the second building. A Methodist church was added in 1888. Ten years after the community was founded, postmaster George R. Hall gave the village its name. In 1882, he was trying to win the heart of Lena McCarthy. At this time, the cluster of homes was called Maple Valley. It was the same name as a community located nearby, which made delivering mail difficult. As a result, Hall was told to come up with a name, and what better name than that of his sweetheart, Lena, who would eventually become his wife.

Mr. Tingley drove the first stage coach from Lena to Hayes. He later became the depot agent when the railroad came through in 1882. The railroad was a boom to the area. The furs and timber could be moved by rail and farm products could be sent out and brought in by rail car. After the best logs in the area were gone, the men followed the logging industry to the north spending winters in the woods. During the summer, they cleared the land for farming all around the little settlement. They continued the many French customs and traditions as the years passed. The French had large families, usually nine to ten children and even more. Singing and dancing to the familiar tunes produced by local talent was enjoyed often. In 1895, Nicholas C. Netzer, a trail blazer in the village, was one of the first businessmen in the infant community. He built and operated the Lena Roller Mills, a 40 x 60 building four stories high. Two kinds of flour were turned out at the mill-Lena Patent and Lena Straight. Both were noted for good quality and fine flavor. Farmers from a 60 mile radius brought their grains and grist to the mill to be ground. Shortly thereafter, Nicholas built a very fine establishment called the Maple Valley House.

The community was a vibrant and exciting place to reside. Farming became the staple of the local economy built on the fertile soils decades earlier cleared of dense woods. A large milk and cheese plant was built in the village to process the growing supply of local milk. Today, Saputo Cheese is the village's largest employer. The Lena of today is still reminiscent of the old French ways and traditions. The settler's homes were noted for their natural coziness, warmth, and gaiety. Several landmarks built about 1880 still stand in the Village of Lena. The home of Theodore Wolfert was formerly the Alphonse Payant saloon. The first log school is housed within the walls of the Ed Patenaude home. Many of the well known structures noted in the history books are located on Rosera Street or on farmsteads sprinkled throughout rural Lena.

Village of Lena Planning Area

The Village of Lena is located in eastcentral Oconto County. It is completely surrounded by the Town of Lena. The village encompasses an area of approximately 566 acres or .8 square miles. **Map 2.1** provides a general location of the Village of Lena in Wisconsin, and **Map 2.2** highlights the planning area.

Past Planning Efforts

The *Village of Lena Code of Ordinances* contains several local ordinances that address conditions or issues within the village. A list of those ordinances impacting land use has been compiled in Chapter 4 of this comprehensive plan.

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

U.S. Highway 141 Land Use Study: The Wisconsin Department of Transportation completed a U.S. Highway 141 Land Use Study in 1995 in preparation of construction of the by-pass around the village

Village of Lena 2015 Comprehensive Plan: The town completed and adopted a comprehensive plan in 1997. Planning assistance was provided by the Bay-Lake Regional Planning Commission. This plan formulated strategies to guide future development through the creation of a 20-Year General Plan Design.

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

The goal of the comprehensive planning process is to inventory existing ordinances, identify the key findings from other plans, and analyze past community surveys in order to ensure their consistency in utilization and implementation within the context of the comprehensive plan.

Community Resources

Natural Resources

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

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

- The soil type is clayey till consisting of clay, sand, gravel, and boulders intermingled in any proportion. The contour of the area encompasses a number of depressions and basins and is scattered with lake and outwash plains. This combined topography and soil type limits the amount of water driven erosion that is likely to occur in the area.
- The depth to bedrock is 60 feet or greater naturally filtering contamination from septic systems, farming operations, and stormwater runoff before they get to the groundwater.
- Kelly Brook meanders from the southwest through the northwest corner of the planning area.
- The village and planning area are located in the Little River Watershed, which is part of the larger Lake Michigan Basin that drains directly into Green Bay of Lake Michigan.
- The Village of Lena and the north, west, and east sides of its planning area are within the First Drainage District.
- Topography and drainage within the village and planning area are primarily the result of glaciation. This glaciation has caused the area to be poorly drained and pocketed with marshes and wetlands. The topography varies approximately 100 feet in elevation from 670 feet above mean sea level along the Kelly Brook to 770 feet above mean sea level southwest of the village along Meyer Hill Lane.
- The remaining upland woodlands (those woodlands that are not in a wetland) are scattered throughout the planning area. The largest contiguous upland wooded area is located northeast of the village. The remaining upland woodlands are located in areas that are unsuitable for agricultural use and include places with ridges, steep slopes, and areas along Kelly Brook and bordering wetlands, which are prone to flooding.
- Village residents get their drinking water through the municipal water system supplied by two wells.
- The Plan Determinants consist of wetlands, floodplains, steep slope (12 percent or more), and the 75-foot setback from surface water features. Each of these four Plan Determinant features for the village and planning is shown on **Map 2.3**. The individual plan determinants merged together form a single feature known as “environmental corridors”.
 - There are no identified large areas of steep slope soil conditions found within the planning area.

- There is a narrow strip of designated floodplains located in the central part of the village and planning area.
- Wetlands are primarily found in the southwest corner of the planning area running along the southern boundary of the village.

Agricultural Resources

The prime agricultural soils located throughout the planning area are shown in **Map 2.4**. These soils have been determined to contain the best combination of physical and chemical characteristics for growing crops. Overall, there are 172 acres of crop and pasture land in the village.

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

Cultural Resources

Cultural Resources are typically sites, features, and/or objects of some importance to a culture or a community for scientific, aesthetic, traditional, educational, religious, archaeological, architectural, and historic reasons. The Village of Lena has a number of structures considered to be historical due to age, past usage, or architectural style. The two most prominent are:

- The Mathey Building located at 126 W. Main Street, which is on the National Register of Historic Places.
- The Lena Museum and Log Cabin is located on Maple Street one block west of old USH 141. It is noted on the Oconto County Historical Society list of historic places.

The Wisconsin Historical Society maintains a list of 23 additional historically significant features for the Village of Lena. A majority of these structures are homes located on Rosera and Main Streets. The Lena Historical Museum, located at 118 E. Maple Street, is open to the public during posted hours. A complete list of historically significant features maintained for the village, with detailed notations for each entry, can be found on the Wisconsin Historical Society's website at <http://www.wisconsinhistory.org/>

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

- a. Landmarks (reference points)-
 - Lena Municipal building
 - Schussler's Bavarian Inn
 - Lena School District
 - Saputo Cheese
- b. Pathways (roads, trails, etc.)-
 - U.S. Highway 141
 - County Highway A
 - Snowmobile Trails

- c. Edges (boundaries)-
 - U.S. Highway 141
 - Town of Lena
- d. Districts (encompass areas of commonality)-
 - Lena School District
 - NWTC
 - Lena Fire Department
 - Coleman Area Rescue
 - First Drainage District
- e. Nodes (destinations within the center of a district)-
 - Lena Historical Museum
 - Saputo Cheese Plant
 - Lena Municipal Building
 - Lena Library
 - Lena Post Office
 - Civic Club Park
 - Fire Department Park

Economic Resources

According to the 2007 Land Use Inventory, there are 18.2 acres of identified commercial land and 10 acres of industrial land use, which is primarily located in the village’s Town Center.

The village’s economy is directly connected to its agricultural heritage. The agriculture industry is supported by many other local businesses, including food production, food and tavern service, gas and convenience stores, retail, heating and cooling sales and service, equipment sales and service, home-based services, transportation, and real estate.

- Since 1980, there have been 40 incidences or sites listed as areas of concern by the Wisconsin Department of Natural Resources within the Village of Lena. At this time, each of these three sites remain open:
 1. ANR-Lena Metering Station, 7478 U.S. Highway 141
 2. The Store, 301 Rosera Street
 3. Lena Shell Service, 305 N. Rosera Street

These locations may be eligible for further redevelopment and used for a variety of improved land uses, such as new businesses, residences, or recreational facilities.

Utilities and Community Facilities

An inventory and assessment of existing facilities is made to determine whether or not there may be condition and capacity issues in meeting future development needs. Information on the Village of Lena’s community and public facilities is outlined below. The village’s parks and community facilities are shown on **Map 2.5**.

The Lena Municipal Building is located at 117 E. Main Street in the downtown area of the village. The village hall contains offices for the clerk-treasurer and police department, and village meeting room. The Village of Lena operates a municipal garage located at W. Railroad Street on the village’s northwest side, adjacent to the water tower. The Lena Public Library was built in 2006 to upgrade its services to the community. The new library is located at 200 E. Main Street, just west of the Lena Public School District buildings.



The Village of Lena is served by two municipal wells with a capacity of 1,100 gallons per minute. Current usage is 290,000 gallons per day. The village has a well-head protection plan in place but does not have an adopted well-protection ordinance. The village’s municipal sewer system covers the entire village except for the southern end of Rosera Street. Treated effluent is discharged into Jones Creek. About 95 percent of the village is served by a storm sewer system. No areas within the village have been found to have continued drainage problems.



Police protection is provided by the village police department consisting of an officer in charge and four part-time patrol officers. The village has a mutual aid agreement with the Oconto County sheriff’s Department. Fire protection is provided to the village and planning area by the Lena Village Fire Department. The fire station is located at 220 Second Street. The department is served by 25 volunteer firefighters and maintains an ISO rating of 7. The fire department maintains mutual aid agreements with surrounding districts. **Map 9.2** in Chapter 9 of *Volume II: County Resources* illustrates the fire districts in Oconto County. The Coleman Area Rescue Squad, located in the Village of Coleman, provides emergency services to Lena residents. EMS/Ambulance districts are shown on **Map 9.3** in Chapter 9 of *Volume II: County Resources*.



The Lena Public School District, located at 304 E. Main Street, serves children pre-kindergarten thru 12th grade. The total enrollment is approximately 447 students. See **Map 9.4** in Chapter 9 of *Volume II: County Resources* for additional information on the school districts serving Oconto County. The Post Office is located at 133 E. Railroad Street and constructed in 1985. All cemeteries within the village are privately owned by churches or other organizations. The village is not responsible for any maintenance / upkeep to these facilities.

Along with satellite services, Charter Telecommunications provides cable TV service to village residents. High speed internet is available to village residents and businesses through Packerland Broadband. Wisconsin Public Service provides both electric and gas service to the village. The Community Memorial Hospital has a clinic located at 200 S. Rosera Street.

Parks and Recreation

There are three park areas within the village-Civic Club Park located on the corner of W. Main Street and W. Railroad Street; Fire Department Park on the south end of Second Street; and the small park with pavilion behind the municipal building. The parks located in the village are

noted on **Map 2.5**. Please see **Map 9.5** in Chapter 9 of *Volume II: County Resources* for a detailed inventory of park and recreational areas within Oconto County.

Transportation

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

- U.S. Highway 141 (USH 141) is a principal arterial route. The function of an arterial highway is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. USH 141 from Green Bay to approximately six miles south of the Village of Crivitz has been incrementally upgraded to freeway and expressway standards.
- County Highway A (CTH A) is classified as a collector road. The primary function of the county roads classified as “collectors” is to provide general "area to area" routes for local traffic. CTH A begins on the east side of the county crosses USH 41 and travels west to USH 141 and the Village of Lena. From Lena, the county highway travels west and north connecting to State Highway 32 (STH 32) just east of the Village of Suring.



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

Table 2.1: Road Miles by Functional Classification, Village and Town of Lena, 2006

Geographic Location	Gross Miles	County Miles	Local Road/Street	County Jurisdiction			Local Jurisdiction		
				Arterial	Collector	Local	Arterial	Collector	Local
Town of Lena	55.18	8.35	46.83		8.35		0.5	46.33	
Village of Lena	5.08	1.18	3.9		1.18				3.9

Source: Wisconsin Department of Transportation, 2006.

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



Land Use Inventory

A detailed field inventory of land uses in the Village of Lena was completed by the Bay-Lake Regional Planning Commission in 2007. A Standard Land Use Classification methodology was used to determine existing land uses. Please see Chapter 11 of *Volume II: County Resources* for a description of these categories.

A breakdown of the village’s general land uses with acreages is shown on Table 2.2. **Map 2.7** displays the 2007 Village of Lena land uses. Appendix F of *Volume I: Village Plan* illustrates a comparison of detailed land uses from 1996 and 2007.

Table 2.2: 2007 Land Use

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
DEVELOPED			
<i>Single Family</i>	92.9	16.4	44.5
<i>Two Family</i>	0.3	0.1	0.1
<i>Multi-Family</i>	4.7	0.8	2.3
<i>Vacant Residential</i>	0.0	0.0	0.0
Residential	97.9	17.3	46.9
Commercial	18.2	3.2	8.7
Industrial	10.0	1.8	4.8
Transportation	25.5	4.5	12.2
Communications/Utilities	14.1	2.5	6.8
Institutional/Governmental	23.0	4.1	11.0
Recreational	16.7	2.9	8.0
Agricultural Structures	3.4	0.6	1.6
Total Developed Acres	208.9	36.8	100.0

		Percentage Undeveloped Land	
UNDEVELOPED			
Croplands/Pasture	172.4	30.4	48.1
Woodlands	50.7	8.9	14.2
Other Natural Areas	131.3	23.2	36.7
Water Features	3.7	0.7	1.0
Total Undeveloped Acres	358.0	63.2	100.0
Total Land Area	566.9	100.0	

Source: Bay-Lake Regional Planning Commission, 2007.

DEMOGRAPHIC TRENDS AND FORECASTS

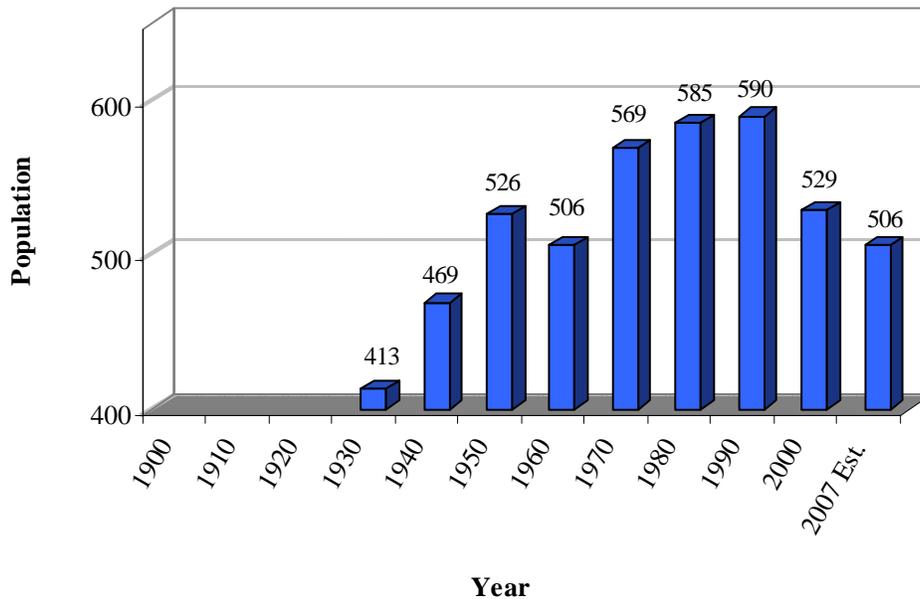
Population

Historic Population Trends

Analyzing the change in population and housing trends and characteristics over time is important to help understand the needs of a community's current and future populations.

As illustrated by Figure 2.1, the Village of Lena has generally experienced a fluctuating population since its incorporation in 1921. However, within the past 20 years, the village has lost 56 residents, equating to a 10.5 percent decrease. Based on populations estimates tabulated by the Wisconsin Department of Administration (WDOA), the village continues to lose population with an estimated 506 residents in 2007, a decline of 23 people or 4.3 percent from the 2000 U.S. Census figure of 529.

Figure 2.1: Historic Population 1930 – 2000 and WDOA 2007 Estimate



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

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

Population Projections

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

- 1) WDOA projections developed in 2003;
- 2) Growth Projection; and
- 3) Linear Projection.

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

**Village of Lena
Year 2000 Population
Characteristics**

Population: **529**

Median Age: **35.2**

Age Groups:

- 5-11: 9.8%**
- 12-17: 12.7%**
- 18-64: 61.2%**
- 65+: 13.1%**

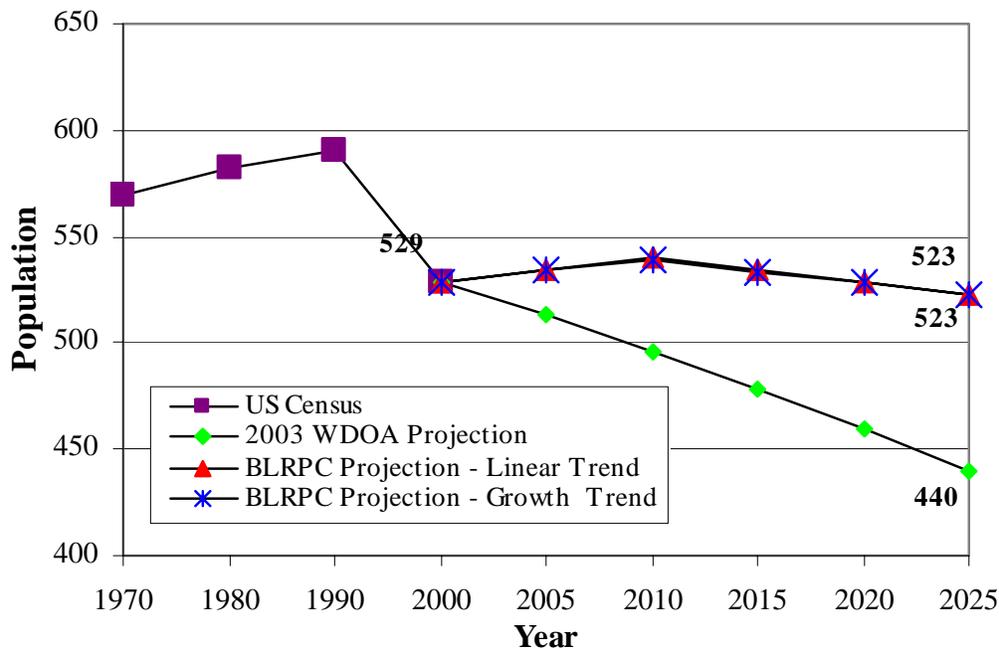
Based on these three forecasting methods, the Village of Lena can anticipate the total number of residents to decline over the next 20 years. In 2000, the village had 529 residents and by 2025 that number is expected to decline by six to 89 people during this time period. Table 2.3 and Figure 2.2 illustrate these projections. The projected loss of population will greatly influence the type and scope of the development strategies prepared to implement the comprehensive plan. The loss of population combined with the significant aging of the village’s population will have a direct impact on the local school, the need for services demanded by older residents, the lack of new revenue to invest in infrastructure and services, and the ability to recruit new businesses to the area because of the declining labor force.

Table 2.3: Population Trends and Projections, 1970 - 2025

Village of Lena	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	569	582	590	529					
2003 WDOA Projection				529	513	496	478	460	440
BLRPC Projection - Growth Trend				529	534	539	534	528	523
BLRPC Projection - Linear Trend				529	535	540	534	528	523

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

Figure 2.2: Population Trends and Projections, 1970 - 2025



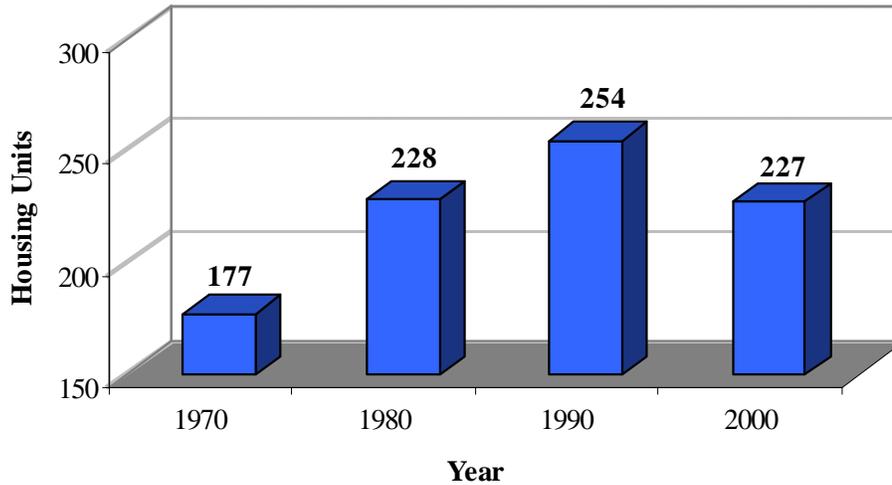
Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2000; Wisconsin Department of Administration, Official Population Projections, 2004; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties,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

Housing

Housing Trends and Characteristics

As reported by the U.S. Census and illustrated by Figure 2.3, the Village of Lena’s total number of housing units decreased by 27 units between 1990 and 2000, or 12 percent.

Figure 2.3: Historic Housing Units, 1970 - 2000



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

Housing Projections

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

- 1) WDOA projections developed in 2004;
- 2) Growth Projection; and
- 3) Linear Projection.

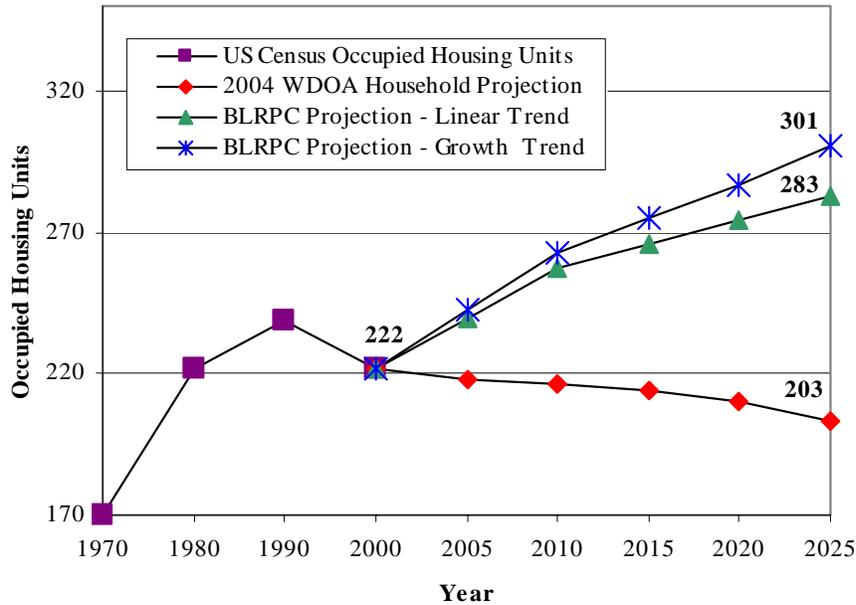
These projections reflect future occupied housing units only, which means vacant housing units are not included. Table 2.4 and Figure 2.4 illustrate the range in occupied housing unit projections. The village could experience a loss in occupied housing units of 19 to an increase of 79 units over the next 20 years. Also shown in the table is the continued anticipated decline in the number of persons residing in each home from 2.36 in 2000 to 2.14 by 2025. This illustrates the village will experience a growing older population combined with a limited number of new families with children moving into the community.

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

Village of Lena	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	170	222	239	222					
BLRPC Projection - Growth Trend				222	243	263	275	287	301
BLRPC Projection - Linear Trend				222	240	257	266	274	283
2004 WDOA Household Projection				222	218	216	214	210	203
Household Size				2.36	2.33	2.27	2.21	2.17	2.14

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

Figure 2.4: Housing Trends and Projections, 2000 - 2025



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

Economic Development

The Village of Lena’s economy is heavily dependent upon agriculture, sales and service, manufacturing, and food and beverage sales.

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

Of the village’s residents in the labor force, the majority, 25.5 percent are employed in production, transportation, and material moving; 22.1 percent are employed in management, professional, and related; and 19.9 percent earn their living in the service industry. Figure 2.5 and Table 2.5 reflect the occupation of employed persons living in the Village of Lena in 2000.

***Village of Lena
Year 2000 Economic Characteristics***

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

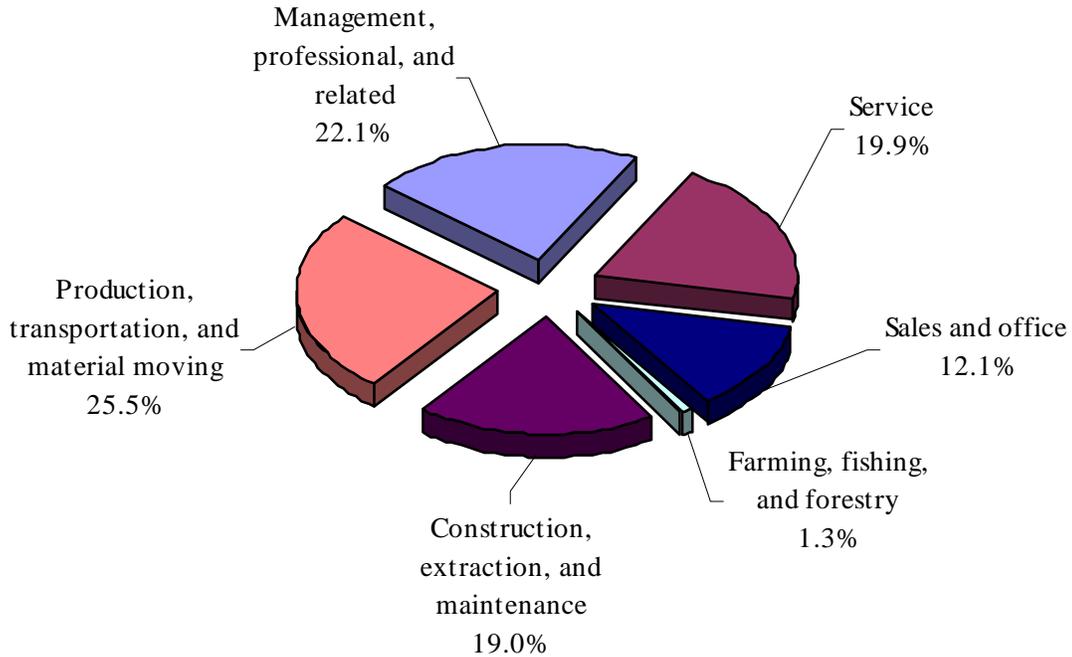
Employment Status:

- Employed: 65.4%**
- Unemployed: 2.8%**
- Out of Working Force: 31.7%**

Education Levels (Ages 25 & over):

- High School Graduate: 41.1%**
- Associate Degree: 10.2%**
- Bachelor’s Degree: 7.6%**
- Graduate or Professional Degree: 4.3%**

Figure 2.5: Occupation of Employed Persons, 2000



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

Table 2.5: Employment by Industry Group, 2000

Industry	Village of Lena	
	Number	Percent of Total
Agriculture, forestry, fishing and hunting and mining	2	0.9
Construction	19	8.2
Manufacturing	66	28.6
Wholesale trade	7	3.0
Retail trade	15	6.5
Transportation and warehousing, and utilities	14	6.1
Information	0	0.0
Finance, insurance, real estate and rental and leasing	0	0.0
Professional, scientific, mgt., admin and waste mgt. service	9	3.9
Educational, health and social services	57	24.7
Arts, entertainment, recreation, accommodation & food services	21	9.1
Other services (except public administration)	6	2.6
Public administration	15	6.5
Total	231	100.0

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

Commuting Patterns

Village of Lena residents, including those that work in the village, reported their average commute time to be 22 minutes each way in getting to and from work. In 2000:



- Approximately 77 percent, or 179 of 231 of the employed residents of the village, worked outside of the Village of Lena. Of those, the majority commute to the City of Oconto (31), City of Oconto Falls (22), and City of Green Bay (18).
- 50 individuals live and work in the Village of Lena.
- 187 individuals commute to the Village of Lena to work. The top communities are the City of Oconto (28), City of Green Bay (26), and Town of Stiles (19).

Economic Base

The Village of Lena has experienced a rather stagnate rate of growth over the past seven years as seen in Table 2.6. The village’s full value increased over \$5.5 million or 22 percent between 2000 and 2006. However, the village saw a slight decrease in value from 2005 to 2006.

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

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
2000	24,841,800	104.66	529,363	40,847	0.0213	0.01966	220,133	34,554	133,708	136,000	4,968
2001	25,930,000	100.09	546,145	37,886	0.0106	0.01960	210,672	42,034	147,909	140,343	5,186
2002	27,184,600	94.95	581,747	36,032	0.02139	0.02007	232,676	43,957	154,682	144,995	5,437
2003	29,934,700	88.31	577,404	33,756	0.01928	0.01816	215,503	46,784	164,930	144,200	5,987
2004	29,645,600	88.06	666,187	31,987	0.02247	0.02139	295,338	45,336	160,583	159,000	5,929
2005	31,018,700	80.98	657,599	34,179	0.02120	0.02009	281,374	46,489	161,738	162,180	5,818
2006	30,429,400	77.51	655,906	44,272	0.02155	0.02010	291,022	44,632	149,487	165,422	5,344

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

- The town’s total property tax also increased by 24 percent during the same time period.
- The mill rate per \$1,000 of value increased from \$19.66 to \$20.10 during the past six years.

The Village of Lena had over \$600,000 in debt as of December 31, 2005. This means the village will have to be careful in investing in future projects such as improvements to infrastructure, development of recreational facilities, or the establishment of a tax incremental financing district.

Table 2.7: Public Indebtedness, 2000 - 2006

Year	Full Value	Debt Limit	Existing Debt	Debt Margin
2000	24,841,800	1,242,090	610,000	632,090
2001	25,930,000	1,296,500	674,675	621,825
2002	27,184,600	1,359,230	619,957	739,273
2003	29,934,700	1,496,735	621,486	875,252
2004	29,645,600	1,482,280	581,330	900,950
2005	31,018,700	1,550,935	606,187	944,748
2006	NA			

Source: Wisconsin Department of Revenue, 2007.

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

LAND USE TRENDS AND FORECASTS

Existing Land Use Issues and Conflicts

The Village of Lena will experience a number of varied land use decisions within the next 20 years. The village has recently annexed property on the east and west sides of USH 141 for the purposes of future business development; there is steady residential development in the southwestern corner of the village’s planning area that may create the eventual need for annexation and the extension of municipal services; and the lack of past investment within the Village Center has depleted the community of its central business district with the conversion of buildings previously used for commercial and retail activities to multi-family housing. Other current and future land use issues and conflicts may include:



- The development plans for the concentrated residential developments being built just outside the village boundary do not include trails for multi-modal transportation options.
- It is important that the planned mixed used development on the east and west sides of USH 141 contains quality business and structures and that the area is developed in an orderly manner because it is the primary entrance to the village.



- The blighted fertilizer and feedmill properties are underutilized and affords the opportunity for a better use.
- The village will need to monitor future expansion plans of Saputo Cheese to ensure there are sufficient municipal services such as water, sewer, and emergency services.
- There is a lack of developed recreational sites within the village, such as parks, trails, and campgrounds.

The redevelopment of village dump into a recreational site is in the very early planning stages.

- The First Drainage district, encompassing a large portion of the village and planning area, does potentially limit where new development can occur.

Anticipated Land Use Trends

Each of the three forecasting methods indicates a continued population decline throughout the 20-year planning period with an anticipated loss of 34 residents by 2025 as seen with the modest estimation proposed by the Linear Projection Method. There were 529 residents of the village according to the 2000 Census.

The diversity of the business community; the high quality of municipal services; local public school; and location are major considerations as to where people choose to live and work. The Village of Lena is an ideal location for those individuals wanting to reside in a small community with good municipal services and school. Redevelopment of the Village Center and the attraction of quality development along the USH 141 corridor and in the designated business areas on the

north and south sides of the village could reverse the trend of declining values and population growth by adding jobs and creating an influx of new investment into Lena. Proper planning done by the village can certainly influence any anticipated future economic and demographic trends.

- Commercial and light manufacturing businesses are anticipated to locate along USH 141 corridor and Rosera Street.
- There is a potential for multi-family development on the property south of the school.
- There are plans for further development of subdivisions predominately in the southwestern corner of the village’s planning area and the northwest area of the village.
- Within the traditional village neighborhoods, there are opportunities for infill development and older homes provide an affordable housing option.
- With the village’s rich history, there are ample opportunities for rehabilitation of existing older residential structures because of their unique features, location, and good value.
- To meet the growing expectations of residents, the village should evaluate the need for additional recreational facilities.
- There is growing cooperation amongst the school, town, and village to create a multi-purpose recreational facility with trails to the old dump site on the west side of USH 141 and north of the school. This would be an ideal redevelopment project that could serve both residents and visitors, plus be an attraction for those individuals living in the area.
- In the recent past, there has been marginal investment in the central business district due to the conversion of former retail and commercial buildings to multi-family housing, the deteriorating condition of existing buildings, and the focus of development along the USH corridor. The establishment redevelopment plan will help uniform the look of the area, improve the use and function of existing buildings, and provide investment opportunities for those seeking to locate a business in Lena.



Development Considerations

Land Supply

There is sufficient room for development opportunities-recreational, residential, retail, commercial, and light industrial land uses within the existing village limits already served by municipal services. Lena’s small rural community feel may be a catalyst for those people looking for those attributes in which to build a home or locate a business. The Lena School District will also be a draw for those families seeking a quality school offering a variety of extracurricular activities. There is an abundance of affordable homes to draw to both young people and older adults to the community. During the planning process, village officials have designated land for recreational, commercial, and light industrial land uses along USH 141 and Rosera Street. As an older community, there are redevelopment opportunities within the village’s central business district, including the railroad property which can be redeveloped into a more productive land use. The First Drainage District may impact where future development can occur in the village and within the planning area due to setbacks and ditch maintenance.

Land Price

Land prices in and adjacent to the village will follow the regional trends. However, the village has experienced a decline in land values with a valuation decrease from 2004-2005. There is land available within desirable business locations, such as along the USH 141 corridor and Rosera Street. Parcels along high traffic volume transportation routes will continue to follow the trend for increasing land values. Plans are underway to extend municipal services to these parcels along USH 141 through the development of a tax incremental financing plan. The cost of residential lots within existing subdivisions will remain competitive with surrounding communities. Any agriculture land in the village and planning area will continue to increase in value due to the rise in crop prices. The central business district will see land values remain flat unless future investments are made.

LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Comprehensive Planning legislation s. 66.1001, Wis. Stats. requires Comprehensive Plans to include projections in five-year increments for future residential, commercial, industrial, and agricultural land uses over the 20-year planning period. Three population and housing projections methods were used to determine anticipated future growth within the village. They are the Wisconsin Department of Administration (WDOA) projections, a Linear Projection Model, and Growth Forecast. Based on past population and housing projection numbers, it was determined the Linear Projection Model was the best alternative as illustrated earlier in this chapter to the more conservative WDoA projections and the aggressive Growth Projection. Using the Linear Projection method and the 2000 Census figures; it is anticipated the village will experience a slight loss of six residents but have an additional 61 occupied housing units by 2025.

It is **not** the intent of this comprehensive plan to see an entire area within each of the developed land use classifications illustrated on the General Plan Design be developed. The specified uses should be allowed if consistent with the type, location, and density of existing development. Some of the land within the land use classification is not developable due to natural features, easements, setbacks, existing preferred land uses, or availability of supporting infrastructure. Within developing areas, these additional considerations and land uses generally account for approximately 25 percent of the gross land area. Given these considerations, the gross land use needs for residential, commercial, and industrial development for the Village of Lena by 2025 is 85 acres. The net acreage total for each of the illustrated land uses in Table 2.8 is 64 acres.



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

Year	Residential		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2050	11.3		2.1		1.1	
2010	12.8	24.0	2.4	4.4	1.3	2.4
2015	7.9	31.9	1.5	5.9	0.8	3.3
2020	8.0	39.9	1.5	7.4	0.8	4.1
2025	10.1	50.0	1.9	9.3	1.0	5.1

Source: Bay-Lake Regional Planning Commission, 2008.

Residential Projections

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

- The village’s future housing needs were based on the Linear Projection Model,
- A per residential lot average of one-third acre; and
- A multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility and to further account for the continued decline in persons per household of 2.36 in 2000 to 2.14 by 2025.

Using this projection model illustrated in Table 2.9, the Village of Lena can anticipate the construction or adaptive reuse of existing structures for an increase of 61 new homes by 2025, which averages approximately three new homes per year. The land needed for these new residents equates to 67 gross acres and 50 net acres.

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

Year	New Housing Units	Average Lot Size	Market Value	Net Acres Needed
2005	18	1/2	1.25	11.3
2010	17	1/2	1.5	12.8
2015	9	1/2	1.75	7.9
2020	8	1/2	2	8.0
2025	9	1/2	2.25	10.1
Total	61			50.0

Source: Bay-Lake Regional Planning Commission, 2008.

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

Commercial Projections

To calculate future commercial land use needs, the ratio between residential acreage and commercial land use acreage is determined based on the 2007 land use inventory. That ratio is 5.4 acres of residential land to every one acre of commercial land for a 5.4:1 ratio. Based on this ratio and reflected in Table 2.10, the village can anticipate allocating some 12 gross acres and nine net acres for future development. A majority of the commercial development is anticipated to take place during this planning period will be in designated locations around the USH 141 and County Highway A interchange.



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

Year	Residential Acreage	Ratio	Net Acres Needed
2005	11.3	5.4	2.1
2010	12.8	5.4	2.4
2015	7.9	5.4	1.5
2020	8.0	5.4	1.5
2025	10.1	5.4	1.9
Total			9.3

Source: Bay-Lake Regional Planning Commission, 2008.

Industrial Projections

In Table 2.11, the ratio between residential acreage and industrial land use acreage was also determined based on the 2007 land use inventory. That ratio was 9.8 acres of residential land to every one acre of industrial land for a 9.8:1 ratio. The industrial land use shown on the inventory is primarily the Saputo Cheese plant. The Village of Lena has allocated approximately seven acres for future light industrial operations. The village would like industrial business to locate within the two designated areas shown on the General Plan Design, **Map 3.1**.

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

Year	Residential Acreage	Ratio	Acres Needed
2005	11.3	9.8	1.1
2010	12.8	9.8	1.3
2015	7.9	9.8	0.8
2020	8.0	9.8	0.8
2025	10.1	9.8	1.0
Total			5.1

Source: Bay-Lake Regional Planning Commission, 2008.

Agricultural Projections

With a projected 85 acres of land needed for residential, commercial, and industrial development and another 60 dedicated to recreational land use, such as the racetrack, during the 20-year planning period, a large percentage of that 145 total acres will be taken out of current agriculture production. Some of the projected development will also utilize existing open space and woodlands. With over 172 acres of agricultural and pasture lands identified within the current village boundaries during the 2007 land use inventory, the intention is to preserve as much of these remaining open spaces as possible over the next 20 years by developing areas where existing infrastructure is available or economically provided and adjacent to compatible land uses. To ensure existing and future agriculture operations have the ability and incentive to continue, the Town and Village of Lena plan to preserve the more productive and larger tracts of agriculture land located throughout the entire area by promoting wise and condensed development patterns along the USH 141 corridor, planning area, and within the village.



SUMMARY OF IMPLEMENTATION GOALS

During the planning process, eleven goals were developed that illustrate how the Village of Lena will approach overall growth and development within its municipal boundaries and extraterritorial boundary over the next 20 years. These goals are also listed by topic with applicable objectives, policies, and programs further detailed in Chapter 4. By utilizing these policies and programs, the Village of Lena will be able to systematically work toward implementation of this Comprehensive Plan over the next 20 years.

LAND USE: To ensure the village and the planning area is developed/preserved according to the land use recommendations formed as the basis for creation of the General Plan Design.

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

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

NATURAL RESOURCES: To maintain a healthy natural environment for the residents of the Village of Lena to enjoy.

AGRICULTURAL RESOURCES: To protect valuable farmland within the planning area by directing orderly development to other land uses.

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

HOUSING: To promote quality housing options for all segments of the village's current and future population.

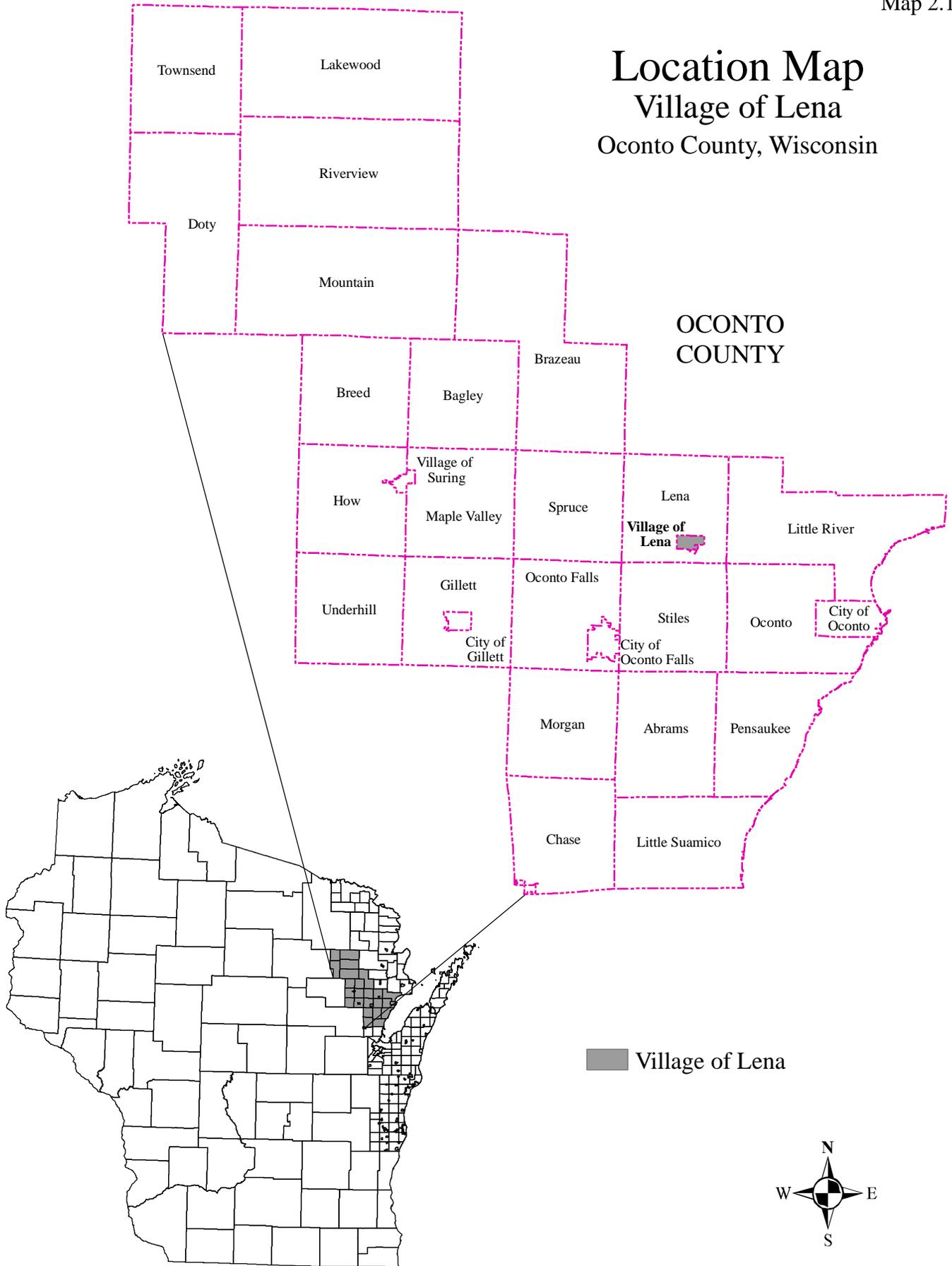
ECONOMIC DEVELOPMENT: To encourage small scale economic development that is compatible with the size and infrastructure capabilities of the village.

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

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

PARKS AND RECREATION: To advocate for a wide variety of recreational opportunities for village residents.

Location Map Village of Lena Oconto County, Wisconsin



WISCONSIN

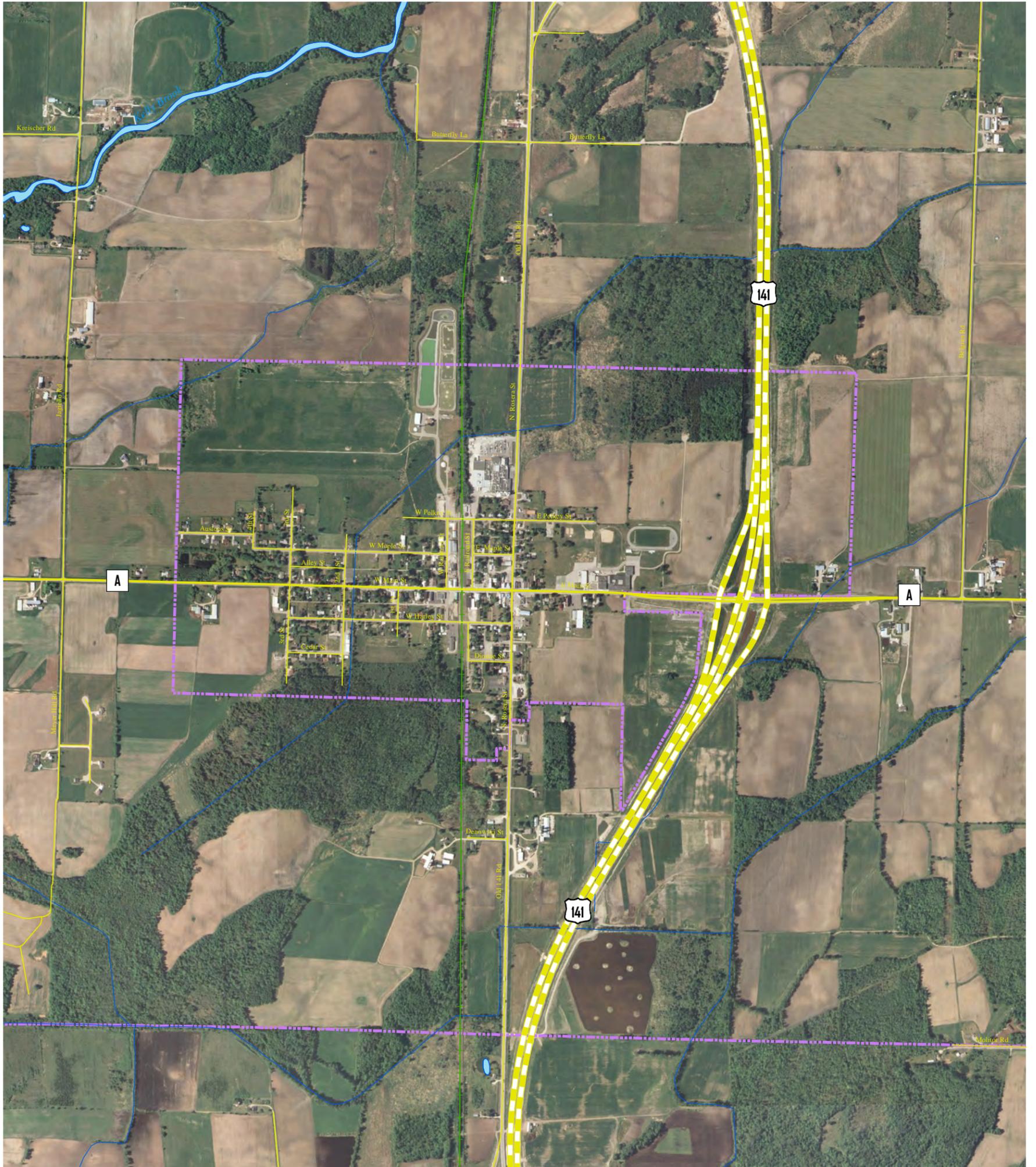
Source: Village of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008.

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

Planning Area

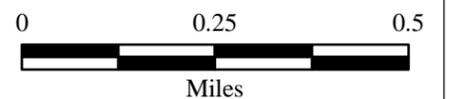
Village of Lena

Oconto County, Wisconsin



Base Map Features

-  Village Boundary
-  US Highway
-  County Highway
-  Railroad
-  Surface Water



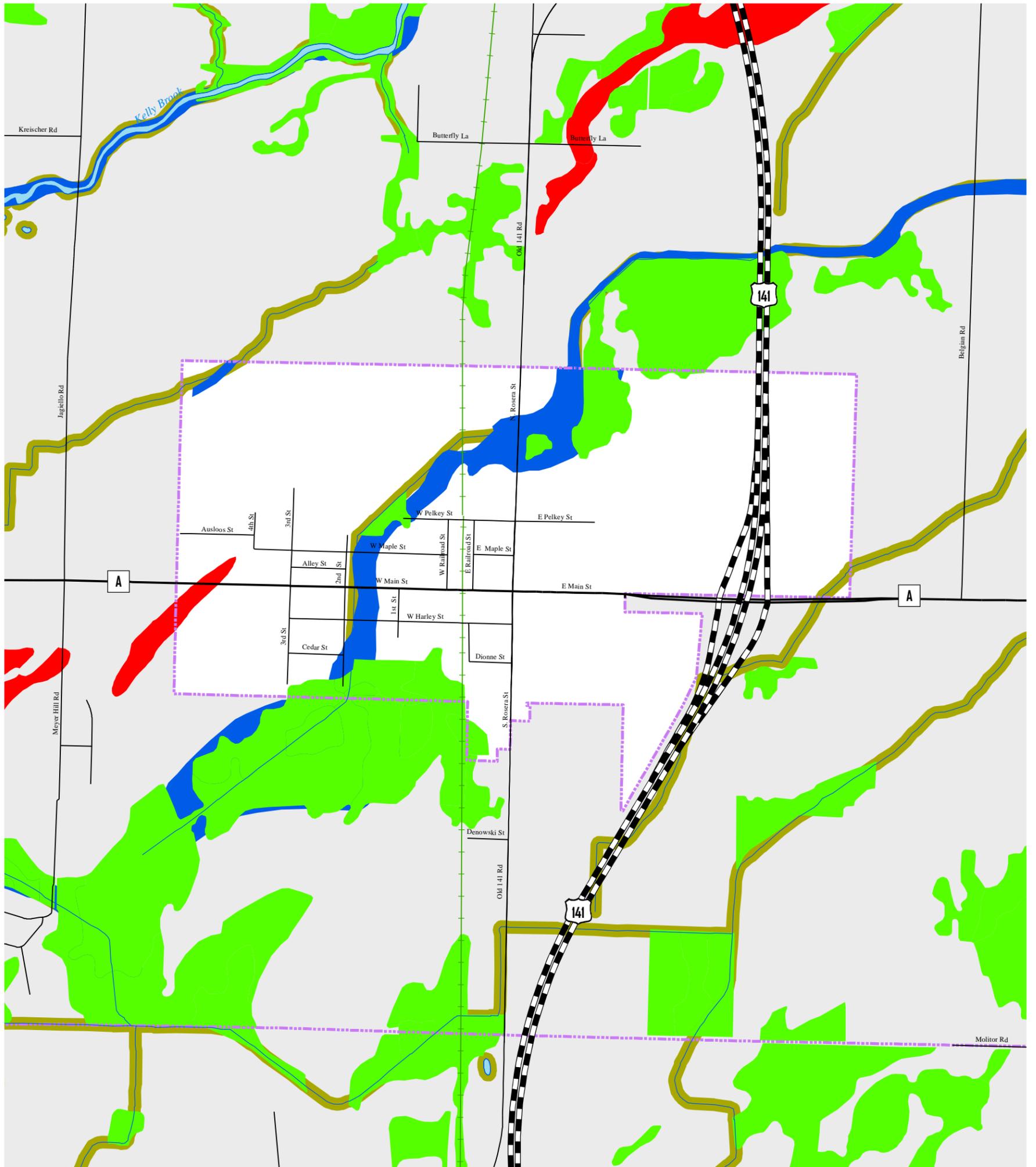
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Source: FSA, 2005; Village of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Plan Determinants

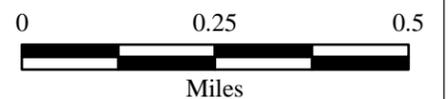
Village of Lena

Oconto County, Wisconsin



Base Map Features

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



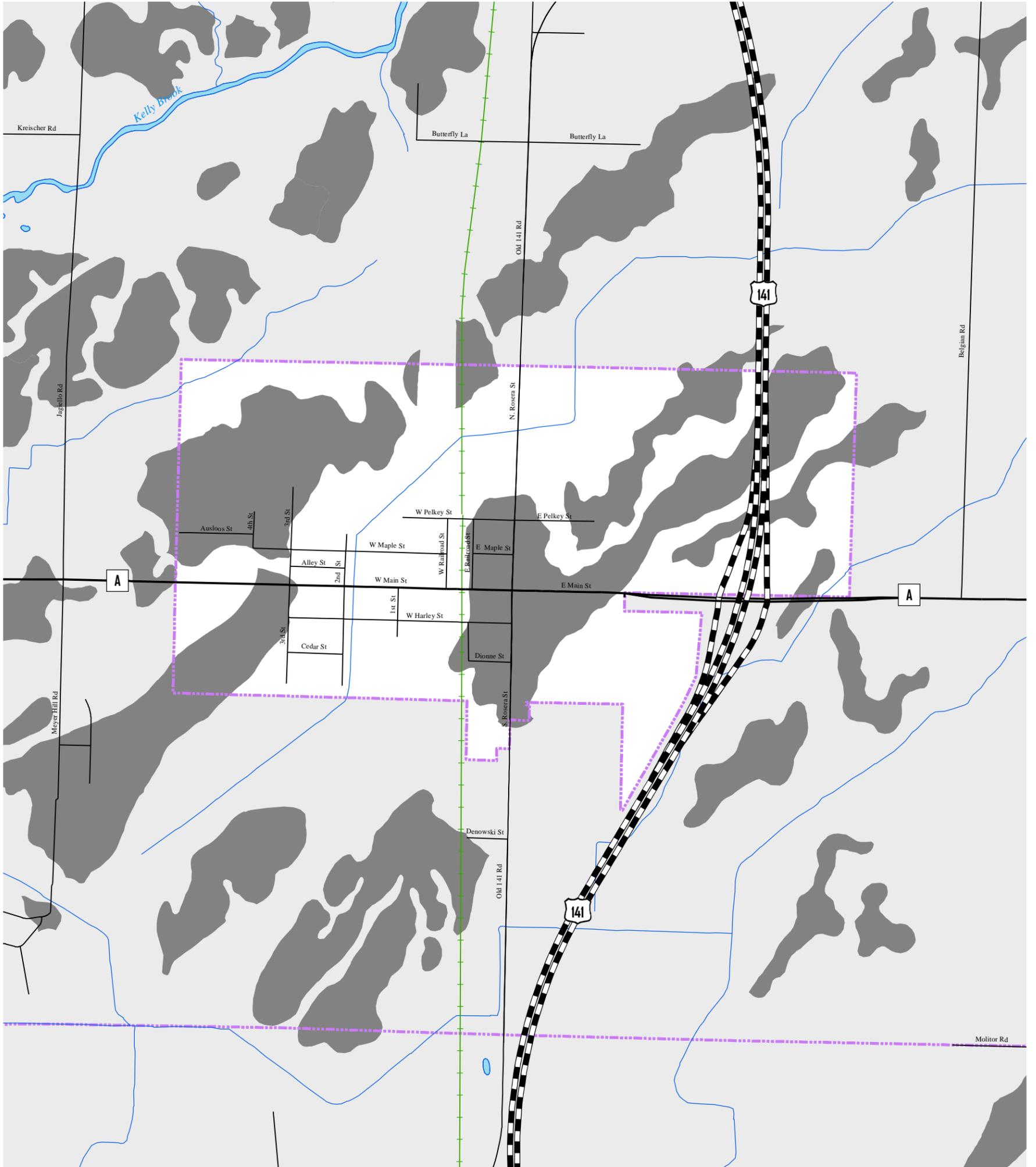
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Source: WDNR; FEMA; NRCS; Village of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Prime Agricultural Soils

Village of Lena

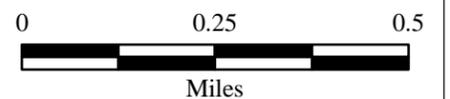
Oconto County, Wisconsin



Base Map Features

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

 Prime Agricultural Soils



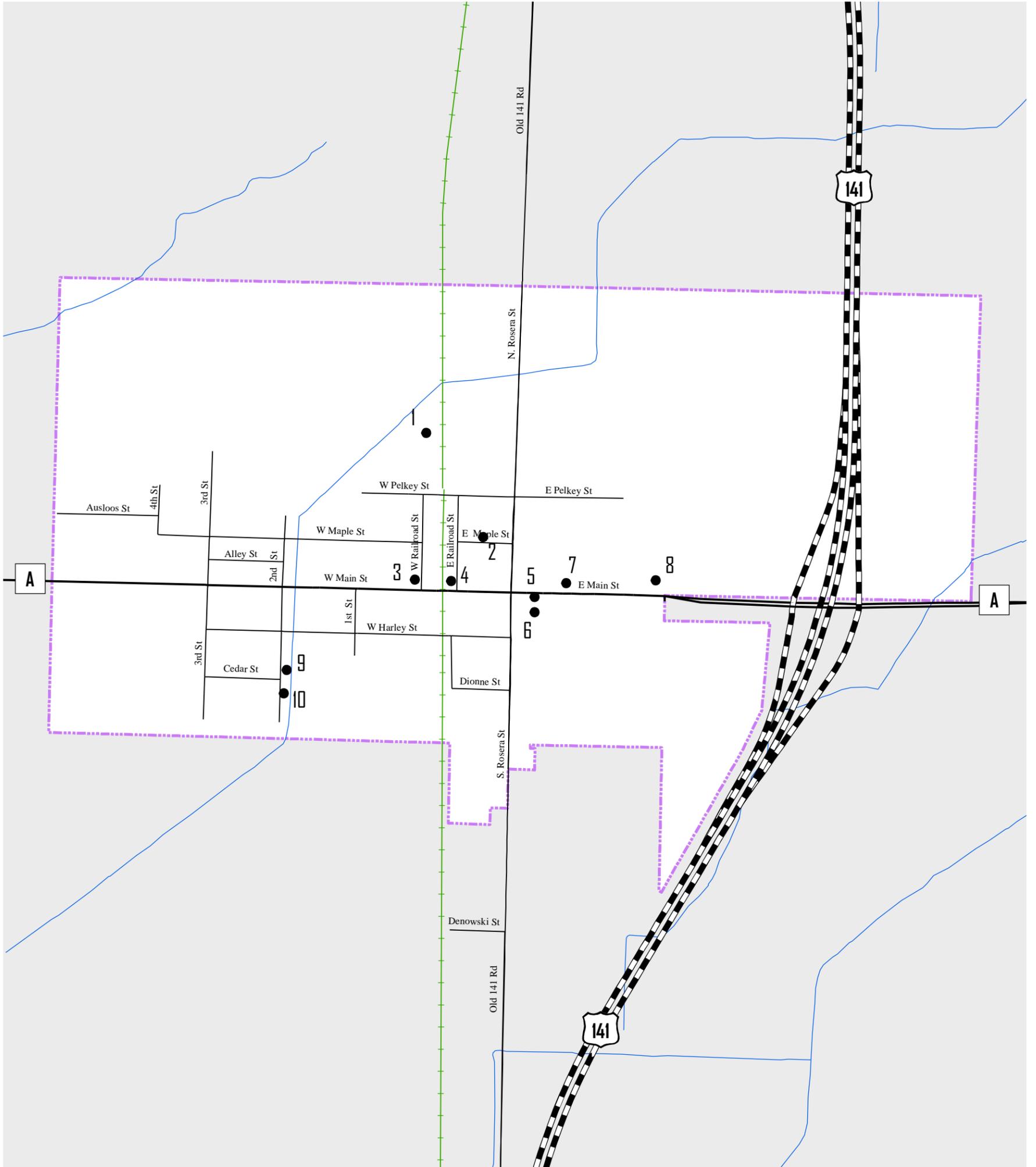
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Source: NRCS; Village of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Public & Community Facilities

Village of Lena

Oconto County, Wisconsin



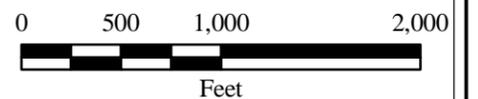
Base Map Features

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

- 1 - Municipal Garage
- 2 - Lena Historical Museum
- 3 - Civic Club Park
- 4 - Post Office
- 5 - Village of Lena Municipal Building
- 6 - Municipal Park
- 7 - Lena Public Library
- 8 - Lena Public Schools
- 9 - Lena Village Fire Department
- 10 - Fire Department Park

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.

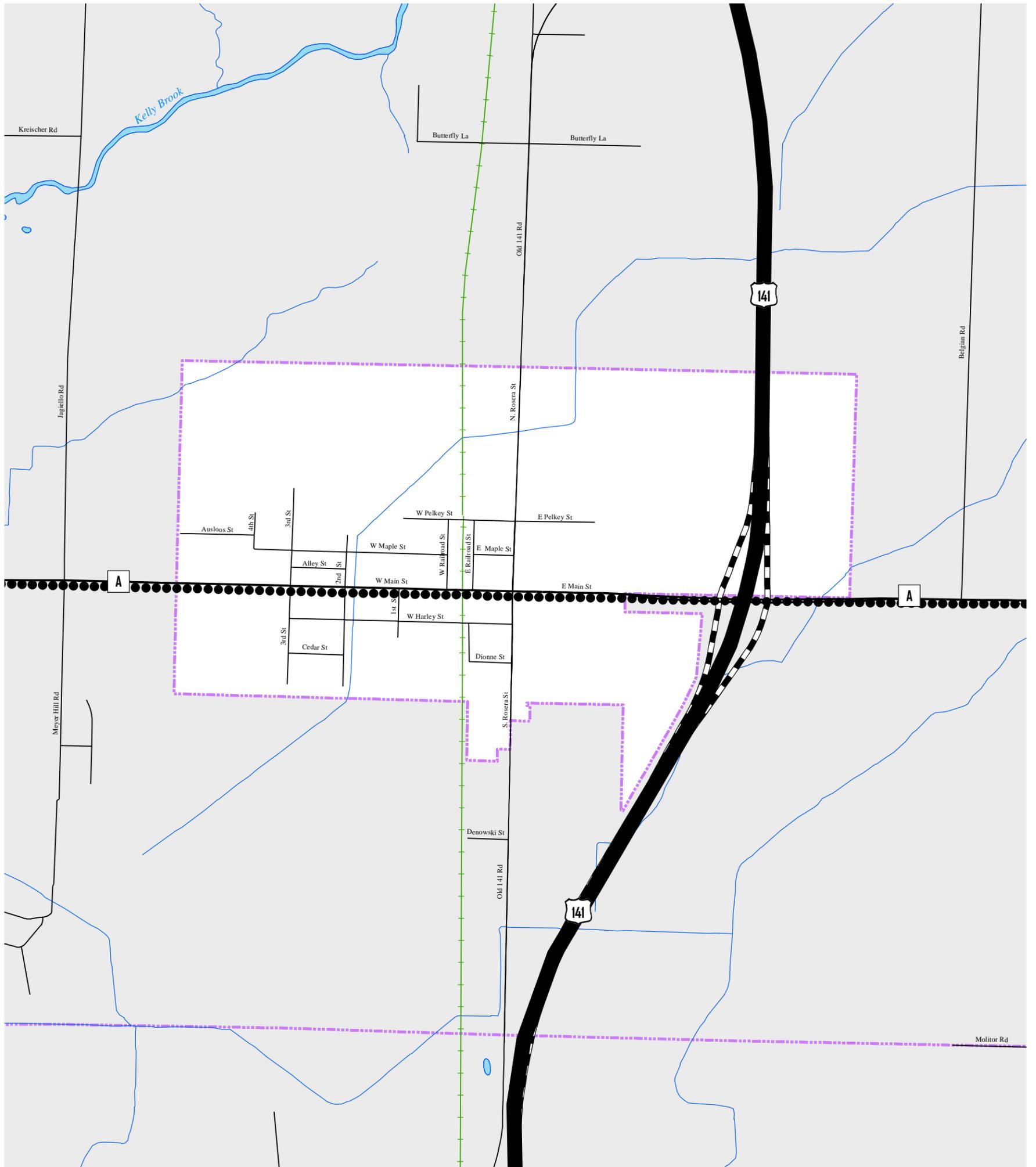
Source: Village of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008.



Functional Classification

Village of Lena

Oconto County, Wisconsin

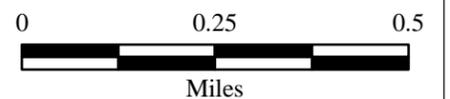


Base Map Features

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

Road Categories

- Principal Arterial
- Major Collector



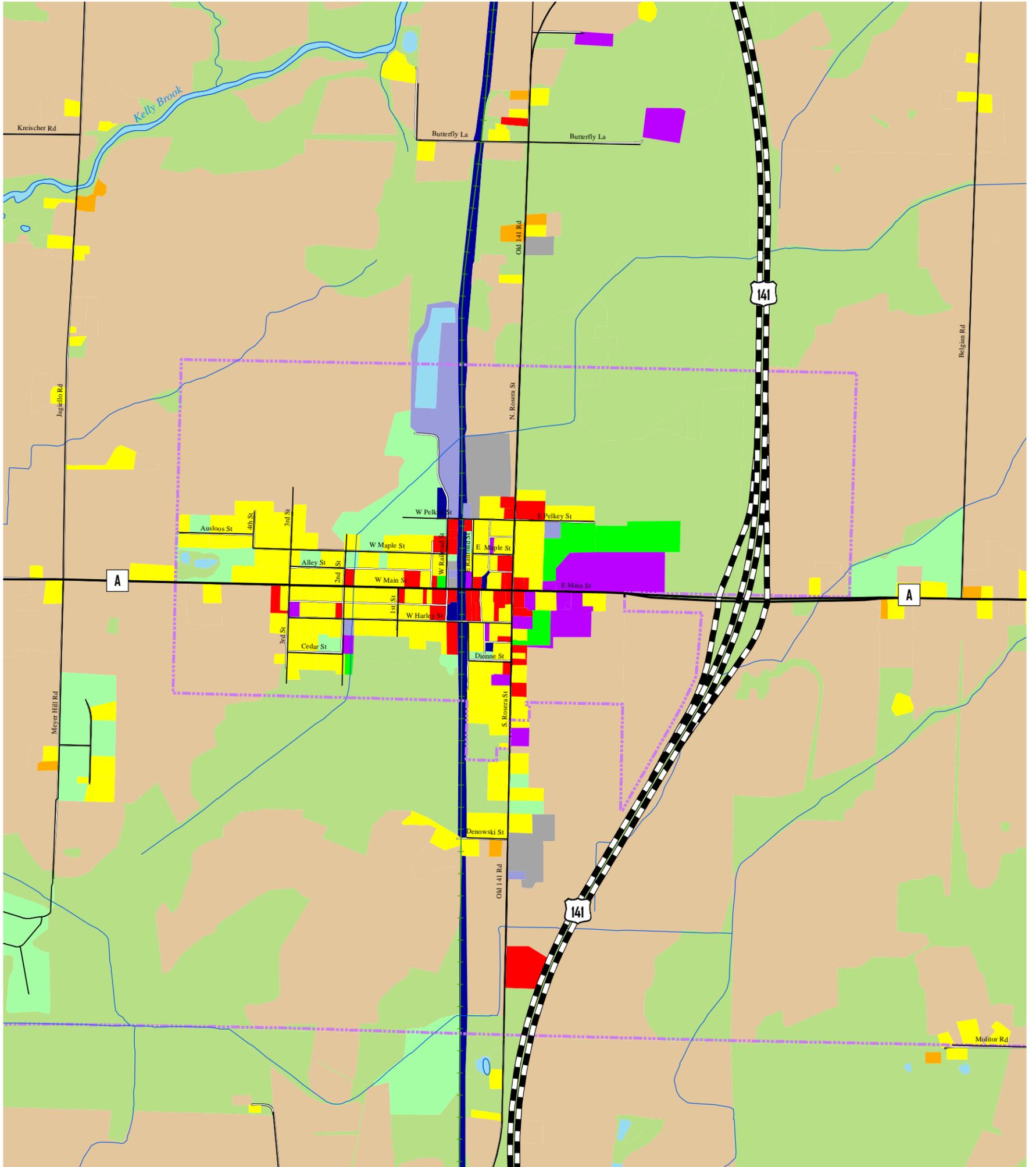
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Source: WDOT; Village of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008.

2007 Land Use

Village of Lena

Oconto County, Wisconsin



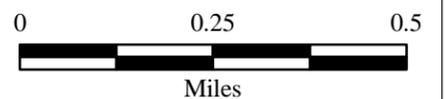
Base Map Features

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

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

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



CHAPTER 3: FUTURE LAND USE PLAN

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INTRODUCTION

This chapter discusses in detail the land use recommendations that support the village's 20-Year General Plan Design. The background information and data provided in *Volume II: County Resources* was referenced by the Smart Growth Committee members during the year-long preparation of the village's preferred future land use map. From these monthly meetings and presentations to the public, the Village of Lena 20-Year General Plan Design (**Map 3.1**) was drafted and approved. The land use inventory conducted in 2007, a detailed list of development strategies, and a series of implementation tools will assist village officials in achieving the 20-Year General Plan Design.

20-YEAR GENERAL PLAN DESIGN

Land Use Classifications

The following land use classifications are illustrated on the Village of Lena future land use plan. Utilizing these land use classifications, this chapter details the suggested type, location and density of development illustrated on the 20-Year General Plan Design, **Map 3.1**. The classifications define those vital land use characteristics that will assist in creating a diverse economic environment while promoting efficient and orderly growth. The village's future land use classifications are:

- Neighborhood Residential
- Open Space Residential
- Village Center
- Commercial
- Industrial
- Governmental/Institutional/Utilities
- Parks and Recreation
- Agricultural
- Transportation
- Environmental Corridors Overlay

Land Use Recommendations

Neighborhood Residential

The Neighborhood Residential land use classification allows for higher density residential development within and adjacent to the village where infrastructure can support the additional traffic and utilities are available. Infill development of the vacant land within the traditional neighborhoods and subdivisions within the northern and southern sections of the village will promote a variety of housing options for current and future residents.

Recommendations:

- **Existing residential neighborhoods will remain** during the 20 year planning period with the likelihood of infill developments and rehabilitation or redevelopment of existing structures taking place whenever possible.
- **New residential development within existing neighborhoods should follow the village’s current zoning standards.** Future developments should correspond to surrounding land uses according to scale and density, especially on a variety of infill lots.
- **New development should correspond with the existing neighborhood residential types** to avoid incompatibilities, compromising of the area’s visual appearance, and set uniform design standards for use and appearance of the neighborhood. Duplexes, single-family homes, and multi-family complexes could share the same neighborhood. This is done through careful planning and design resulting in higher densities without any noticeable change in the neighborhood character.
- **Future residential developments shall be sensitive to natural features** by preserving wildlife habitat, through conformance of set back requirements, incorporating natural features into the landscape, and planting trees along streets to maintain road edges and control erosion run off.



- **Traffic and circulation standards** will require streets to link neighborhoods, allow for parallel parking, slow traffic, and include sidewalks where pedestrian traffic demands them.
- **The inclusion of shared open spaces and natural features** in this classification could be used for either passive or active recreational activities.
- **Infill should be maximized in concentrated residential whenever possible** to limit the costs to extend infrastructure; minimizing the loss of open space and valuable agriculture land; and decreasing the travel distance between residences and existing services.
- **The rehabilitation or redevelopment of existing structures** will be encouraged to offer a more affordable housing option for residents and to improve the general look and housing conditions within the village.
- **The construction of additional multi-family housing** will be given consideration based on the changing needs of the village’s residents during this planning period.
- **Future residential development should maximize protection of environmentally sensitive areas** (i.e. woodlands, wetlands, steep slopes, floodplains, etc.) in order to minimize soil erosion and damage to surface waters.

Open Space Residential

The Open Space Residential classification is illustrated as “*woodlands and agricultural*” on the village’s 20-Year General Plan Design (**Map 3.1**). It includes single-family residences located primarily in the northwest and southwestern areas of the village and planning area being built predominately within agricultural, wooded, and open space land use designations. The village’s intent is to protect productive farmland and existing natural areas (vegetated areas and/or open space views) from further development that will cause fragmentation of such features.

Recommendations:

- **Houses should be located around open spaces that include natural environmental areas such as fields, woodlands, pastures, or farmland** by grouping them together in ways that create large, clear naturally landscaped areas between those clusters.
- **New residential development should conform to surrounding uses** in order not detract from or conflict with existing properties.
- **The incorporation of various development techniques helps maintain a balance between the natural environment and new development.** It is recommended that various development techniques such as conservation subdivisions are utilized in these areas in an effort to protect surrounding environmental features; preserve open space and agriculture land throughout residential areas; and protect woodlands and wildlife habitats.
- **For any new subdivisions proposed within the village or planning area, an Area Development Plan should be provided.** This requirement will allow the village to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the village’s future maintenance costs or be disruptive for fire, police, or rescue services.
- **Each new home or cluster of houses will conform to the watershed and water quality regulations** by following set backs for environmental corridors and other natural features.
- **Traffic patterns and flow will involve the integration of linked trail systems; an efficient street design plan; a limited number of cul-de-sacs; and the use of landscaping to provide a visual connection between homes and clusters of homes.**
- **Shared open spaces are designed to incorporate the natural features** of the landscape that will provide a variety of quiet recreational opportunities.
- **Residential lots are recommended to have edges as a natural feature.** Developers should design residential developments with as many lots as possible having at least one significant edge bordering a natural feature.
- **Land management and controls should include zoning, deed restrictions, covenants, and easements that guarantee land control and management of natural areas.**
- **It is important to designate open space or common areas during the initial development stages to minimize their future use as developable parcels.**



Village Center

The Village Center classification incorporates a mix of municipal, commercial, and residential uses in the heart of Lena, primarily at or near the Rosera and Main Street intersection. This mix of land uses should be maintained to best serve the residents of village and the Town of Lena.

Recommendations:

- **A strong visual image is created** by requiring front façades to face public spaces or streets and by maintaining a distinctive architectural style through the use of size, materials, colors, texture, and composition.
- **The village should recommend that the lower level of Village Center buildings be converted back from residential to commercial and retail use.**
- **The rehabilitation and utilization of existing buildings** is critical to the long-term viability, appearance, and function of this area.
- **This important area of the village should encourage a balance of pedestrian and vehicular movement.**
- **The utilization of appropriate zoning and design regulations will ensure the area maintains a healthy business appearance.** The siting of parking lots and garages in non-prominent locations and the inclusion of proper landscaping, fencing and vegetation to buffer mixed land uses will help create an inviting Village Center feel.
- **A revitalization plan** will contain a vision for the future Village Center redevelopment, supported by selective planning and marketing strategies, the acquisition of financial resources such as CDBG grants, and attainment of Commerce’s Main Street Program designation and similar enhancement programs.
- **The Village Center will contain mixed commercial and retail businesses to promote the ‘small town’ image** stated in the vision statement. These businesses will include specialty shops, governmental services, personal services, financial services, etc. to accommodate the needs of the current and future residents.
- **It will be important to incorporate housing units** into the design of any new commercial structures designed within the Village Center.
- **The redevelopment of the former rail road and feedmill properties** to other land uses to support Village Center activities.
- **Community interaction should be encouraged** through the planning of cultural, institutional, and other public activities.



Commercial

The Commercial land use classification also includes retail, professional, and service sector businesses. This classification identifies the elements associated with growth in designated locations adjacent to USH 141 and within the Village Center in an effort to maintain an identifiable commercial core while avoiding scattered commercial development.

Recommendations:

- **Existing businesses should maintain a crisp appearance**, while new commercial developments within the Village Center should contain similar scale in order not detract from the character of the surrounding properties.
- **It is expected that a mix of future commercial development will locate along the USH 141 highway corridor in a linear pattern.** The intent is to locate commercial developments in areas that will give future commercial developments the most exposure and allow for easy traffic access.
- **Future highway commercial sites within the village should allow for essential uses that accommodate current residents along with transient demands**, allowing ample room for parking and drive-thru services.
- **The creation and implementation of a detailed corridor development plan will include consistent design standards** to address transportation, land use, and design issues in the highway commercial areas along USH 141.
- **The establishment of a TIF (Tax Incremental Finance) District is a priority.** It is recommended that any major developments be directed to happen within the village’s recently annexed properties on the east and west sides of USH 141.
- **The enhancement of the village’s major primary entryway** off USH 141 through signage, landscaping, etc. will serve as an important first impression of the village.
- **The village should review and possibly strengthen its sign controls under general zoning** in order to eliminate the possibility of clutter and confusion.
- **Home-based businesses are envisioned to remain and be a part of the village’s economic development strategy.**

Industrial

The Industrial classification focuses on existing operations such as Saputo Cheese and new businesses locating in and near the village during the planning period. In order not to cause land use conflicts, the 20-Year General Plan Design designates areas within the village and adjacent to USH 141 for future industrial development. The pace at which industrial land is developed will determine the need to annex the designated industrial property on the southeast corner of the USH 141 and CTH A interchange and extend municipal services to those properties.

Recommendations:

- **Existing industrial land use areas** are expected to remain throughout the planning period. These industrial sites are located along Rosera Street and near rail service.
- **The village should steer new industrial developments to the areas within the village designated for industrial uses and in the future to the business park** being planned for on the east side of USH 141 and south of County Highway A.
- **The development of the established TIF (Tax Incremental Finance) District is a priority.** It is recommended the industrial areas of the village’s TIF district be developed prior to recommending any major developments to occur within the village’s extraterritorial area.

- **The village should continually monitor the capacities of the existing infrastructure and community facilities to accommodate new industrial development.** If the infrastructure in a particular area requires expensive improvement to accommodate new growth, the village should carefully study and compare costs of these improvements to their overall benefit to the community.
- **Industrial sites should be managed in such a way that enhances the aesthetics of the village.** It is important for the village to control the design of industrial uses in order to maintain/enhance the aesthetics of the village. It is recommended that the village develop a set of standards for industries regarding landscaping, building design, lighting, parking, etc. This is especially important for areas on the village’s edge and along USH 141 that serves as a primary entryway to the community.
- **The establishment of buffers is recommended to prevent incompatibilities with existing land uses.**
- **The location of future industrial development should not be detrimental to the surrounding area** by reason of dust, smoke, odor, degradation of groundwater, or other nuisance factors.

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 village residents.

Recommendations:

- **Village officials should monitor the services provided to village residents and businesses** as development pressures increase to ensure the municipal services meet their needs and are cost efficient.
- **Any existing governmental/institutional facilities** will maintain their safety, functionality, visual appearance, and stature within the village.
- **The Village Board should continue its involvement in the long-range plans of the Lena School District** as they plan for construction of new facilities, improvements to existing structures, curriculum/program changes, etc. Joint planning is important to avoid duplication of efforts and the better utilization of resources. The redevelopment of the village dump site for additional recreational opportunities is one example of joint planning.
- **Telecommunication towers and antennas** should be installed on available structures (e.g. water tower) rather than erecting new towers randomly throughout the planning area.
- **There should be ongoing consultation with gas, cable, internet, and electric providers on their expansion plans in and near the village.**
- **Village officials should continually monitor the efficiency and effectiveness of all village provided services** to identify the need for improvement, change in policy, establishment of mutual aid agreements, or future capital investments.



- **Future municipal development should be located and signed in a manner to ensure safe access into and out of all public buildings and facilities.**
- **Village officials should remain aware of changing issues on telecommunication towers and antennas** and the siting of such facilities within the planning area.

Park and Recreation

The Park and Recreation land use classification comprises recreational facilities, trails, parks and open spaces within and around the Village of Lena.

Recommendations:

- **The village should prepare and then annually update an Outdoor Recreation Plan** to guide creation of new recreation areas or expansion and improvement of existing recreational facilities. An updated plan will make the village eligible for public and private grant funds to finance the stated projects.
- **Plans for future residential developments should be reviewed** to determine the need for additional recreational facilities within these areas.
- **The village should work with the Town of Lena, Lena School District, and Oconto County** to discuss their future plans for new and existing recreational facilities and explore the option of sharing facilities.
- **The village is recommended communicate with the Town of Lena** in planning of future park and recreational facilities to promote connectivity of recreational uses such as trails.



Agricultural

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

Recommendations:

- **The village should encourage the preservation of agricultural lands** and the farmer's right to farm.
- **If residential development is permitted in these areas, low density development should be promoted.** Future development in these areas should be done in a fashion that has the least amount of negative impact on the environment and limits the fragmentation of productive agriculture land.
- **Where appropriate, new development techniques and programs will be encouraged to preserve as much farmland as possible.** The utilization of various development techniques such as conservation by design subdivisions help preserve farmland.
- **It is important for these valuable agriculture lands to continue under the utilization of best management practices.** Inappropriate agricultural practices can have an adverse impact on the quality of surface water and groundwater unless properly managed.

- **The integration of natural buffers** are encouraged between farming and future non-farming operations in order to lessen conflict between land uses.
- **Large-scale farming operations** are recommended to be located or expand in areas of the planning area that avoid environmental corridors, surface water features, and the village's municipal wells.

Woodlands/Open Space

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

Recommendations:

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

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 and around the village.

Recommendations:

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

Environmental Corridors Overlay

Environmental corridors contain four components; 100-year floodplain as defined by the Federal Emergency Management Agency (FEMA), WDNR wetlands with a 50-foot setback, steep slopes of 12 percent or greater, and 75-foot setback from all navigable waterways as defined by the Oconto County Shoreland Zoning Ordinance. Together, these elements represent the areas of the planning area that are most sensitive to development and are intended to be preserved.

Recommendations:

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

IDENTIFIED SMART GROWTH AREAS

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

- Redevelopment and investment in the Village Center
- Redevelopment of the old railroad property
- Rehabilitation of homes in the older neighborhoods
- Light industrial development in the designated areas along Rosera Street
- Commercial development in recently annexed areas on the east and west sides of USH 141
- Redevelopment of the previous village dump site for future recreational opportunities
- Recreation expansion on parcels south of the village hall
- New housing development in the northwest area of the village

Table 3.1 contains a summary of the year 2025 projected land uses, along with their approximate acreage totals, as reflected on the Village of Lena 20-Year General Plan Design (**Map 3.1**). It is important to note that the 2025 acres are by general location to illustrate approximation of those land uses. In comparison to the future land use allocations detailed in the table below, the 2007 Land Use inventory indicated the Village of Lena has 97 acres of residential land use, 18 acres in commercial land use, and another 10 acres determined to be used for industrial land use. For a complete list of current land uses, please see Table 2.2 in Chapter 2.

Table 3.1: 20-Year General Plan Design Acreage Allocations

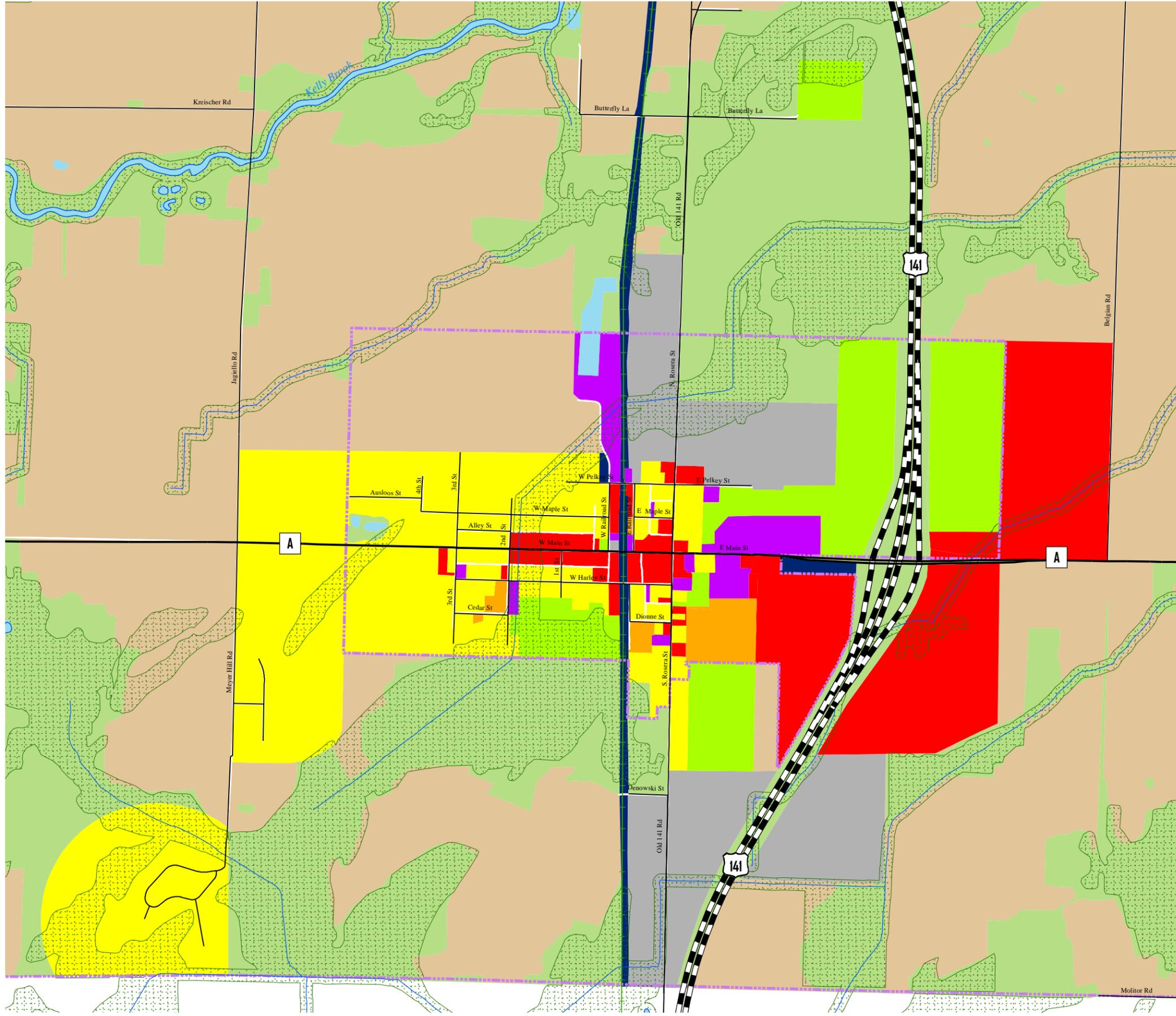
General Plan Design Category	GPD Acres Needed 2025
Residential	162
Multi-Family Residential	19
Commercial	75
Industrial	66
Governmental/Institutional/Utilities	37
Agricultural/Open Space	97
Parks and Recreation	125
Transportation	24
Woodlands	42
Water Features	4
Totals	651

Source: Bay-Lake Regional Planning Commission, 2008.

20-Year General Plan Design

Village of Lena

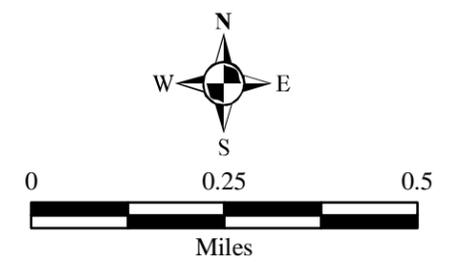
Oconto County, Wisconsin



- Single Family Residential
- Multi-Family Residential
- Commercial
- Light Industrial
- Agricultural
- Woodlands/Natural Areas
- Park and Recreation
- Governmental/Institutional
- Transportation
- Environmental Corridors Overlay

Base Map Features

- Village Boundary
- US Highway
- County Highway
- Local Roads
- Railroad
- 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: Village of Lena; Oconto County; Bay-Lake Regional Planning Commission, 2008

**CHAPTER 4:
IMPLEMENTATION**

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INTRODUCTION

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

RESPONSIBILITIES OF LOCAL OFFICIALS

As directed by the Lena Village Board, the Planning and Development Committee has the primary responsibility of implementing the comprehensive plan. Elected officials and members of the Planning and Development Committee need to be familiar with the maps, land use recommendations, vision statement, and development strategies found within the plan. The comprehensive plan should provide much of the rationale elected officials need in making a land use decision or recommendation. When reviewing any petition or when amending any of the village's land use controls, the comprehensive plan shall be reviewed and a recommendation derived based on the development strategies, vision statement, land use recommendations, and General Plan Design. If a decision needs to be made that is inconsistent with the comprehensive plan, the comprehensive plan must be amended to reflect this change in policy before it can take effect. A glossary of Planning and Zoning Terms is provided as Appendix G of *Volume I: Village Plan*.

CONSISTENCY WITH EXISTING PLANS, REPORTS, AND STUDIES

This plan was created in a manner to promote consistency amongst all the elements and their respective development strategies. It is important elected officials and Planning and Development Committee members periodically review the plan elements and development strategies for applicability and consistency. These reviews will also ensure the plan contains the most current information available to make land use decisions. Any village ordinances and regulations need to be periodically reviewed for consistency with the *Village of Lena 20-Year Comprehensive Plan*.

UPDATING THE COMPREHENSIVE PLAN

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

It is recommended that the village's comprehensive plan be reviewed/updated by the Planning and Development Committee based on the following schedule:

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

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

IMPLEMENTATION OF LOCAL LAND USE CONTROLS

Zoning

Village of Lena Code of Ordinances

The Village of Lena maintains and administers a zoning ordinance. The village uses these zoning ordinances to promote public health, safety, and welfare; to protect natural resources; and to maintain community character. Zoning districts were established to avoid land use conflicts, protect environmental features, promote economic development, and to accomplish land use objectives laid out by a comprehensive plan. Please refer to the *Village of Lena Code of Ordinances* for detailed information on zoning districts, regulations, restrictions, permitted uses, and zoning maps.

- The comprehensive plan’s preferred land uses need to be compared to the existing zoning map to determine compatibility and realignment within various districts. The Planning and Development Committee should closely review when re-zoning will occur because it is not the intent of the zoning map to become a direct reflection of the plan. The comprehensive plan previews the future while zoning deals with present day.
- Any additional ordinances may be developed by the Village of Lena in order to work toward implement of the General Plan Design presented in Chapter 3 of this plan.

Official Mapping

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

The official map serves several important functions:

1. It helps assure the city/village/town acquires lands for streets, or other uses at a lower vacant land price;

2. It establishes future streets that subdividers must adhere to unless the map is amended; and
3. It makes it known to potential buyers there is land designated for future public use.

Floodplain Ordinance

The Village of Lena regulates development in flood hazard areas in order to protect life, health and property through Shoreland-Wetland Zoning. These regulations will limit development within these 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 on the village's floodplain regulations, please refer to the Shoreland-Wetland Ordinance.

Lena will continue to cooperate with Oconto County, WDNR, FEMA, and other appropriate agencies when updates to the Oconto County Flood Insurance Rate Maps and the Oconto County Floodplain Zoning Ordinance are proposed.

Shoreland Ordinance

The Oconto County Shoreland Ordinance regulates the shorelands of all navigable waters in the unincorporated areas (village's planning area) by establishing minimum lot sizes for parcels within the shoreland zone, setbacks of buildings and structures from the water, and standards for the alteration of surface vegetation and land surfaces. The ordinance regulates lands which are:

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

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

- A portion of the Town of Lena located within the village's extraterritorial planning is regulated by the county's shoreland ordinance.

Subdivision Ordinance

The Village of Lena adopted a Subdivision Ordinance in 2000 under the authority granted by secs. 60.22(3), 61.34(1), and 236.45, Wis. Stats. The ordinance is intended to regulate the division of land within the village in order to promote the public health, safety, convenience, and general welfare. The regulations, in part, are designed to lessen congestion in the streets; and to foster the orderly layout and use of land. Please see ordinance for further information and details.

Local Village Ordinances

The Village of Lena has adopted the following local land use ordinances that will be referenced during the implementation of the village's comprehensive plan:

- Building Construction
- Driveways
- Fair Housing
- Parks and Recreation
- Annexations

Other Ordinances and Regulations

Other tools the village may wish to adopt to help implement their comprehensive plan may include land use controls such as:

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

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The Village of Lena Planning and Development Committee will be directly responsible for, or oversee the implementation of most of the development strategies (goals, objectives, policies, and programs) with the Village Board ensuring the plan is being implemented in a timely manner. In total, there are eleven general goals supported by detailed objectives, policies, and programs. Since many planning issues are interrelated (e.g., land use and transportation), the objectives, policies, and programs of one element may closely relate to those stated in other areas.

The following statements specifically describe the steps the Village of Lena intends to take in order to efficiently develop over the next 20 years. A majority of the strategies were taken from the village's current land use plan adopted in 1997 and revised to reflect the responses of the Nominal Group discussion and other public involvement steps.

Goals, Objectives, Policies and Programs

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

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

LAND USE

GOAL: *To ensure the village and the planning area is developed/preserved according to the land use recommendations formed as the basis for creation of the General Plan Design.*

COMMUNITY PLANNING

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

Objective 1: Apply this 20-year comprehensive plan to best reflect the long term interests of village residents and businesses.

Policies:

- A. Consultation of this 20-year comprehensive plan will be made by the Planning and Development Committee and Village Board prior to making any decisions regarding land use changes or the updating and/or enforcement of local ordinances.
- B. Ensure future development occurs in a planned and coordinated manner to minimize land use conflicts and the loss of valuable natural and agricultural lands.
- C. Encourage cooperation and communication between the village, town, and Oconto County in implementing this 20-year plan.

Programs:

- Present a copy of the adopted 20-year comprehensive plan to the Town of Lena and Oconto County.
- Meet with the Town of Lena Comprehensive Plan Commission on a regular basis to discuss development along village borders and the USH 141 corridor.

Objective 2: Review and update of the village's comprehensive plan is the responsibility of the Village Board and Planning and Development Committee.

Policies:

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

INTERGOVERNMENTAL COOPERATION

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

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

Policies:

- A. Work cooperatively with the Town of Lena to address possible boundary issues to minimize land use conflicts.

Program:

- Work with the Town of Lena, Oconto County, and other relevant agencies regarding the health and viability of natural resources that lie across municipal boundaries.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

Programs:

- Continue to utilize “mutual aid agreements” as a cost effective means to provide services.
 - Continue to support the Lena School District, Lena Public Library, museum, and local civic groups.
- C. Promote cooperation and communication with the Lena School District to collectively support quality educational and recreational opportunities.
- D. Utilize the Wisconsin League of Municipalities as a resource for informational publications and training opportunities.

NATURAL RESOURCES

GOAL: *To maintain a healthy natural environment for the residents of the Village of Lena to enjoy.*

Objective 1: Protect the area’s natural features such as wetlands, floodplains, rivers/creeks, and woodlands.

Policies:

- A. Review all development proposed for areas adjacent to rivers, creeks, wetlands, and on soils types noted as steep slopes.

Programs:

- Maintain a current environmental corridors map as a reference tool in implementing the village’s General Plan Design (**Map 3.1**).
- Maintain familiarity with state regulations, county ordinances, and village ordinances that directly address the preservation of the natural features found within the village and planning area.
- Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in any future residential, commercial, and industrial development.

- Work with Oconto County and Town of Lena officials to further explore ways to best utilize or preserve natural features within the planning area.
- B. Encourage sound management practices of the planning area’s woodlands and wetlands.
- C. Support the preservation of natural corridors for the movement of animals between significant natural areas.

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

Policies:

- A. Work cooperatively with the Town of Lena and Oconto County to pursue measures to protect surface and groundwater resources.
- B. Work with Village of Lena officials on the creation and maintenance of a wellhead protection plan.
- C. Support studies that monitor the number of wells being constructed, closed, and measure the level of general water quality adjacent to the wells supplying water to the village.
- D. Monitor the progress being made on the reclamation of the drainage ditches within the First Drainage District.

AGRICULTURAL RESOURCES

GOAL: To protect valuable farmland within the planning area by directing orderly development to other land uses.

Objective 1: Retain large contiguous prime agricultural tracts and open spaces to preserve the area’s rural atmosphere and large farming operations.

Policies:

- A. Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.
- B. Encourage residential, commercial, and industrial development to locate in designated areas of the village and along USH 141, and to smaller, less productive agriculture tracts within the planning area.
- C. Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for farming purposes only.

Programs:

- Consider establishing a development agreement with the Town of Lena to promote more orderly and efficient development within the village’s planning area.
- Work with Oconto County officials to update the county’s farmland preservation plan.

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

Policies:

- A. Explore the option of establishing a mandatory buffer strip and/or setback between farm operations and adjacent residential and commercial developments to minimize conflicts of farming operations on residential living and commercial activities.
- B. Encourage a planned unit development (PUD) approach if a large tract of farmland is to be developed as opposed to a piece by piece method over a long time period.
- C. Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.

CULTURAL RESOURCES

GOAL: *To preserve, enhance, and promote the village’s cultural resources.*

Objective: Advocate for the preservation of buildings and sites that are an integral part of the village’s heritage.

Policies:

- A. Discourage the destruction or alteration of the village’s remaining historic features.

Programs:

- Support the efforts of the Lena Historical Society to continue preserving and promoting the village’s rich history through the museum and various publications.
 - Work with private owners of these historically significant features to identify technical and financial resources to preserve and enhance these valuable assets.
 - Meet with Town of Lena officials to determine interest in the joint preservation and marketing of the area’s cultural resources for tourism and recreational opportunities.
- B. Continue to support the village’s agricultural heritage through such events as the annual Dairy Festival.

HOUSING

GOAL: *To promote quality housing options for all segments of the village’s current and future population.*

Objective 1: Promote initiatives that will provide a range of housing choices for individuals of all income levels, age groups, and persons with special needs.

Policies:

- A. Follow the land use recommendations established for housing within areas where infrastructure is already available or can be economically provided.

- B. Support housing developments that will provide housing for all persons including the low and moderate income, elderly, and residents with special needs.
- C. Promote walkable communities with the construction and maintenance of sidewalks and trails throughout the community.
- D. Enforce a subdivision ordinance that adequately controls future housing developments in and adjacent to the village.
- E. Obtain annual data from the state, county, and BLRPC to monitor the village’s population growth or decline and the characteristics of village’s residents.

Objective 2: Maintain, preserve, and rehabilitate existing homes, apartments, and multi-family housing complexes.

Policies:

- A. Enforce existing housing codes to address homeowners and landlords who fail to maintain their homes and properties.
- B. Encourage infill development served by existing infrastructure as a cost effective method to add quality, affordable housing.
- C. Encourage a mix of residential and commercial uses within the central business district.
- D. Promote the maintenance and improvements to existing housing units.

Program:

- Direct residents to Oconto County and NEWCAP to obtain educational materials and information on financial programs for home repairs and modifications.

Objective 3: Locate new single family housing developments where they do not negatively impact the environment, adversely influence existing land uses, or compromise existing farming operations.

Policies:

- A. Direct higher density residential development to areas that minimize impacts upon low density areas, natural features, viewsheds, and farming operations.
- B. Regulated the construction of new homes and the remodeling of existing residences through county building codes and ordinances.
- C. Work to ensure new housing developments have adequate open space, safe transportation networks, and have a means for people to safely walk or bike within the neighborhoods.

ECONOMIC DEVELOPMENT

GOAL: To encourage small scale economic development that is compatible with the size and infrastructure capabilities of the village.

Objective 1: Designate areas for businesses to locate that will be to their benefit and not conflict with adjacent land uses.

Policies:

- A. Direct larger commercial and industrial development to the business park and to other designated areas along USH 141 and within the village limits that can be served by existing infrastructure or where infrastructure can be cost effectively extended.
- B. Ensure there are appropriate design standards and zoning districts to protect business investments.
- C. Work with town officials to establish a joint planning committee overseeing the location and the amount of signage, lighting, landscaping, buffering, and access of business sites located along USH 141.
- D. Monitor infrastructure capacity including rail services to ensure there are sufficient services in place to serve existing and future businesses.
- E. Partner with county and regional economic development professionals to attract suitable businesses and employers to the village.

Programs:

- Develop a website and marketing publications to promote the village and its business development assets.
- Work with county and regional economic development professionals to promote the village and to grow and retain existing businesses.
- Create an incentive package to include tax incremental financing to attract businesses to the village and to encourage existing businesses to grow locally.
- Continually review the necessity of annexing land along USH 141 for future business development.

Objective 2: Enhance the village's central business district.

Policies:

- A. Establish a committee to determine of improving the central business district.

Programs:

- Develop a central business improvement plan
- Investigate the availability of technical and financial resources applicable to improving the central business district.
- Determine the types of retail and commercial business suitable for this area.
- Invest in landscaping and signage to improve the appearance of the area.
- Market the area as a viable business area.

TRANSPORTATION

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

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

Policies:

- A. Conduct an annual assessment of road pavement conditions, road drainage and ditch maintenance needs, adequacy of existing driveways and culverts relative to safe access, and adequacy of sight triangles at road intersections.
- B. Work with the Town of Lena and the Wisconsin Department of Transportation to establish safe efficient multi-modal movement near all commercial, industrial, and public facility locations.

Program:

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

Objective 2: Establish a transportation system that complements the rural character of the village and planning area.

Policies:

- A. Advocate for well maintain transportation corridors that allow for safe travel of residents and visitors.
- B. Ensure town roads can be safely traveled by farmers utilizing equipment and transporting equipment, feed, and livestock.
- C. Promote a transportation system that facilitates energy conservation while minimizing associated pollution effects.
- D. Encourage transportation corridor preservation techniques to minimize the negative impacts caused by future development.
- E. Avoid adverse impacts on environmental corridors and other significant natural areas during the planning and development of transportation facilities.

UTILITIES/COMMUNITY FACILITIES

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

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

Policies:

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

Program:

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

Programs:

- Ensure all community facilities meet Americans with Disabilities Act requirements and have the capability to be upgraded to handle future technology driven equipment.
 - Replace equipment on an as needed basis.
 - Review the need to add staff, train existing staff, or hiring professional services to meet the administrative needs of the village.
- C. Work with the Town of Lena to address the need for joint planning of future services such as long term care facilities for older adults.

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

Policies:

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

PARKS AND RECREATION

GOAL: To advocate for a wide variety of recreational opportunities for village residents.

Objective: Promote quality recreational sites that are available to all village residents and visitors to the area.

Policies:

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

Programs:

- Participate in the updating of the Oconto County Comprehensive Outdoor Recreation Plan.
- Discuss recreation options with the school and town for the former village dump site.
- Identify cultural resources that can be jointly utilized for marketing of the area.
- Discuss the need to build a multi-generational community building

- B. Evaluate the opportunity to utilize the area’s natural features for enhancing and/or expanding recreational opportunities.
- C. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation facilities, including parking, trails, etc.

Stakeholders

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

Implementation Timetable

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

Ongoing

1. The Lena Planning and Development Committee should review the comprehensive plan and ordinances at their regularly scheduled meetings.
2. Lena should continue to maintain ordinances that address particular issues impacting the village. The village may want to consider adopting additional ordinances that will further promote implementation of the General Plan Design and land use recommendations. Note: The preparation and adoption of some local ordinances may take one to two years to be completed.
3. There should be continued discussion between the Village of Lena and the Town of Lena regarding all development options within the extraterritorial planning area to include the commercial development along USH 141; parks and recreation; and siting of future utilities and infrastructure.

4. Village officials should work with Town of Lena, Lena School District, recreation clubs, civic groups to investigate the location and types of recreational facilities needed in the future for all entities.
5. The village should continue to evaluate all mutual-aid agreements that are in place and evaluate any other potential opportunities.
6. To improve the look and overall value of the village, officials should continue to enforce existing housing codes to address homeowners and landlords who fail to maintain their homes and properties.
7. The town should work with Oconto County and other local, state and federal agencies to minimize the impact of future development on agriculture land and natural features.
8. There should be continued monitoring of proceedings taking place with the First Drainage District that could impact future land use decisions in the village and within the planning area.

Annual

1. Village officials should review on an annual basis the comprehensive plan, including land use trends, changes in demographics, and new state regulations that could impact the village's ability to implement their plan.
2. The village should participate in meetings with adjacent communities to discuss implementation of the individual comprehensive plans.
3. For reference and information purposes, Lena should maintain and display a current map of the town's natural features-wetlands; wetlands, floodplains; lakes, rivers, and streams; woodlands; prime soils; and soils that comprise areas of steep slope.
4. Village officials should work cooperatively with service providers to upgrade telecommunication, gas, and electrical services, as appropriate, and identify alternative energy and fuel options for village operations and for promotion with residents and businesses.
5. Lena should continue to prepare an annual capital improvement budget to address expansion and upgrades to facilities and equipment and the need to hire staff or improve technology capabilities.
6. 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 should be conducted to ensure the area's transportation system is in good repair and keeping up with increasing traffic demands.

Schedule 0 to 5 Years

1. The village should establish a tax incremental financing district to provide a financial tool to attract businesses to the community. The establishment of a business incentive package would support the financial resources available through the district.
2. Village officials should prepare a design plan for current and future business locating along the USH 141 corridor that would include traffic flow, connectivity, signage, structures, landscaping, parking, and storage.

3. The creation of promotional materials, such as a village website and supporting publications, will help promote the village and its business development assets.
4. To support business development activities planned for the USH 141 corridor, the village should investigate the need to establish a committee to work on improving the central business district.
5. Lena should work with Oconto County on the updating of the county's Farmland Preservation Plan and the implementation and maintenance of the Multi-Hazards Plan.
6. The Village of Lena has several historic resources that may be valuable in the preservation and promotion of the village's history. The village is encouraged to inventory and map those resources and work with local, county and state staff to identify tools to preserve and promote those assets.
7. An assessment should be completed on the need to build a multi-generational community building that could be shared with the Town of Lena and Lena School District.

VOLUME I - APPENDIX A
PUBLIC PARTICIPATION

VILLAGE OF LENA

RESOLUTION NO. 06-004

**RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION
PROCEDURES**

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

WHEREAS, the Village of Lena may amend the Comprehensive Plan from time to time and;

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

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

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

Adopted this 11th day of October, 2006

Approved:

Kenneth Longmire
Village President

Attest:

Amy Soback
Village Clerk





Town & Village of Lena Community Survey

Oconto County

(23% Response Rate)

%/#

Dear Town or Village Resident and/or Property Owner:

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

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

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

RATE YOUR COMMUNITY

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

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

RATE YOUR COMMUNITY (continued)

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

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

2 comments

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

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

12 comments

HOUSING

Please *circle* your responses to the following questions.

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

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

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

Example: Instead of building 8 homes on 5- acre lots in a 40-acre parcel of land, a developer following this approach might develop 10 homes on ½-acre lots and preserve the remaining 35 acres.

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

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

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

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

BUSINESS & EMPLOYMENT

Please *circle* your responses to the following questions.

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

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

PLANNING AND ZONING

Please *circle* your responses to the following questions.

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

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

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

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

18. Land use should be governed by Local Ordinances?

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

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

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

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

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

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

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

CITIZEN PARTICIPATION Please *circle* your response to the following question.

28. The Town and Village of Lena will soon be undertaking development of **State Mandated** Comprehensive Plans in conformance with Wisconsin’s Comprehensive Planning Law (Ch. 66.1001 Wis. Stats.). As part of the planning process, the Town and Village Plan Commissions want to ensure that all residents, landowners and businesses in the Town and Village are kept fully informed about the plan’s progress.
- How would you prefer to be notified of upcoming meetings, informational sessions and activities?
- A. Oconto County Reporter **27.9/12** E. Post Notices in Bank and Post Office **37.2/16**
 B. Oconto County Times Herald **18.6/8** F. Peshtigo Times **14.0/24**
 C. Posted Notices at Town and/or Village Hall **2.3/1** G. Other - Suggestions **_____**
 D. Marinette Eagle Herald **0.0/0**

PLANNING FOR THE FUTURE Please *circle* your responses to the following questions.

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

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

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

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

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

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

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

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

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

Comments:

BACKGROUND QUESTIONS

Please *circle* your responses to the following questions.

32. What is your age?
 A. Under 18 **0.0/0** B. 18 to 24 **0.8/1** C. 25 to 34 **7.2/9**
 D. 35 to 44 **13.6/17** E. 45 to 54 **28.0/35** F. 55 to 64 **24.0/30**
 G. 65+ **26.4/33**
33. The person filling out this survey is
 A. Male **66.9/79** B. Female **33.1/39**
34. How many years have you been a primary resident of the Town or Village of Lena?
 A. less than 3 yrs **4.2/5** B. 3-5 yrs **4.2/5** C. 6-10 yrs **4.2/5**
 D. 11-20 yrs **6.7/8** E. 20+ yrs **80.8/97**
35. How many years have you been a property owner in the Town or Village of Lena?
 A. less than 3 years **5.6/7** D. 1-20 years **11.9/15**
 B. 3-5 years **7.1/9** E. more than 20 years
 C. 6-10 years **13.5/17** **61.9/78**
36. Which describes your employment status? resident of the Town or Village of Lena?
 A. Employed **58.7/71** B. Retired **26.4/32**
 C. Other **14.9/18**_____
37. If you are employed, in which employment category are you employed?
 A. Agriculture/forestry/fishing **16.3/14**
 B. Mining **0.0/0**
 C. Finance/insurance/real estate **3.5/3**
 D. Construction **7.0/6**
 E. Retail Trade **4.7/4**
 F. Transportation/public utilities **4.7/4**
 G. Wholesale Trade **1.2/1**
 H. Self-employed/type **17.4/15**_____
 I. Manufacturing **18.6/16**
 J. Education **8.1/7**
 K. Government **4.7/4**
 L. Services **3.5/3**
 M. Hospitality (bar, motel, restaurant, casino) **2.3/2**
 N. Other **8.1/7**_____

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

VOLUME I - APPENDIX C
NOMINAL GROUP RESULTS

Village of Lena

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

TOP 5 ISSUES

Stable School
 Office Buildings for Professionals
 More Residential
 Commercial Development along Highway
 Industrial Development
 New Government Buildings
 Main Street Improvement using Existing Structures

Score	Issue
5	Stable School
2	Office Buildings for Professionals
1	More Residential
1	Commercial Development along Highway
1	Industrial Development
1	New Government Buildings
1	Main Street Improvement using Existing Buildings
0	Hiking and Biking Trails using the 40 Acre Landfill
0	Railroad Property Improved
0	Unified District for Tourism in the Downtown Area
0	Parks and Recreation
0	Utilities Expanded for Annexed Land
0	

The previous nominal group survey was conducted on **February 12, 1996** to identify village issues and to generate policies to address them. The meeting included 18 concerned citizens that identified seven priority issues and needs of citizens of the village of Lena. The following are the seven issues which most concerned citizens at the time of the workshop:

- Need housing
- Annex lands for future growth
- Adequacy of sewer and water for Stella Foods
- Develop stricter zoning restrictions in residential areas
- Full-time police
- Mobile home court (develop)
- Bigger library

VOLUME I - APPENDIX D
STUDENT FOCUS GROUP RESULTS

Student Focus Group - Results

Lena High School

December 6, 2007

16 Students Participated

1. **Do you live in or outside the village?**
-3 of 16 students live in the village
-4 students reside on dairy operations

2. **Where do your parent(s) work?**
-5 of the 16 indicated their parents work in the village
-3 worked at the school and 2 at Saputo Cheese
-The remaining students stated their parents work in many of the surrounding communities of Green Bay, Appleton, Oconto Falls, Coleman, Peshtigo, and Oconto.
-5 students work on dairy farms and 1 at the antique mall

3. **What are your intentions (school, work, military) after graduation?**
-7 students had plans at this time to further their education at a Wisconsin 2 or 4-year, or technical college.

<i>-NWTC (2)</i>	<i>-Madison Short Course</i>	<i>-Sun Prairie</i>
<i>-UW-Milwaukee</i>	<i>-Minnesota-Duluth</i>	<i>-Fox Valley Technical College</i>

-2 students wanted to pursue a career in an agriculture-related field, 1 indicated a marketing career, and 1 wanted to operate heavy equipment.
-No student has an interest in joining the military. They are not being discouraged to join by family because of the conflict in the Middle East.

4. **What do you like about the village?**

<i>-Know everyone</i>	<i>-Comfortable</i>
<i>-Quiet</i>	<i>-Safe</i>
<i>-Library</i>	<i>-Quality Education</i>
<i>-Cannot get lost</i>	<i>-Know where everything is</i>

-Close to bigger cities
-Students travel to area cities for shopping and entertainment-Green Bay (exciting with so many people), Marinette, Oconto Falls, Shawano, and Coleman were some of the communities noted. Green Bay is a regular destination-about half the students indicated they were a bit intimidated by the traffic and large number of people in the metro area.
*-*A majority of the students thought the USH 141 by-pass was a positive rather than a negative. Those that thought it was a negative indicated some businesses have been adversely impacted by the lack of traffic.*

5. **What do you dislike about the village?**
-Nothing to do but bowl
-Video rental and tennis courts gone
-Lack of community center-school not open after hours on a regular basis
-Everyone knows everyone else's business.
-The downtown area is not very appealing

6. **Are you considering residing in the village as an adult? Yes 5 No 11**
If yes, why
-Family and friends
If no, why:
-Jobs
-Weather
-Live next to a mall
-1 student wanted to live in California and 1 student wanted to live farther north but still in Wisconsin.
-11 students indicated the availability of technology was important element as to where they would live.
7. **Would you like to own and operate a business in the village? Yes 3**
If yes, what type?
-Home-based business
-Agriculture-related business
-Work with animals
-6 students anticipated making at least \$50,000 at the age of 25 and the remaining thought their salary would range between \$25,000-\$50,000 at that age.
8. **How do envision the village in 10 years?**
-Smaller---However, it would be bigger if the race track were to be built
-Businesses not staying
-Nothing to attract new residents
-The condition of Main Street will be the result of future investment or the lack of it
-School at risk-consolidation with neighboring districts? Most class sizes are consistently in the mid-20s. Sophomore class is the largest at 45-senior class has 27 students. The result is a decline in the quality of sports.
-Dairy is not as popular and there will be a continued trend towards larger and larger operations. They do not think small niche farms will have a big impact on the area.
9. **Do you plan on being a part of the village’s future? In what capacity?**
-Keep in touch
-1 student may run for public office
-2 students have parents on the school board
-Several students volunteer—highway clean-up and bell ringing are two examples
-Several students would like to work at the track, if it opens.
10. **As the village’s plan is being developed, would you like to be a part of the planning process-review of materials, attend another focus group, etc.?**
-All 16 students would like to participate in a spring focus group

VOLUME I - APPENDIX E
INTERGOVERNMENTAL COOPERATION RESULTS

“Southern Cluster”

Intergovernmental Cooperation Workshop
April 16, 2008, County Courthouse

Land Use Issues and Conflicts/Positive Working Relationships

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

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

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

- Lack of capacity in the court system to properly prosecute zoning and other ordinance violations
- Potential for annexation of town land by the Village of Suamico over the long term
- Need for more dynamic county zoning ordinance to meet the town’s site planning and design review needs

Potential Resolutions

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

- Sewer conflicts with Little Suamico and Pulaski (village)
- Resolutions and ordinances need to be reviewed; brought up to date, clarified and not duplicate the county
- Joint planning with neighbor towns for police protection, court system and sewer district development
- Compare mapping with neighbor towns to avoid conflicts, i.e. home developments adjacent to farm or quarry operations
- Any transportation issues in the southern cluster? Provide 7 Park and Rides to encourage carpooling
- Reduce barrier of State Highways/bike/ped. Options in developing area
- Town of Abrams and Town of Pensaukee share monthly meeting minutes
- Town of Pensaukee website
- Sharing sanitary district with neighboring Little Suamico
- Attend surrounding meetings
- Buffer zones around farm operations
- Official mapping – good communication
- Area planning – stay aware of surrounding development
- Try to attend joint plan committee meetings
- Increase shared services (facilities – sewer/water – without annexation)
- Land acquisition for development. No room to developer offer to develop
- Communication of potential development along border between Suamico/Little Suamico. Residential and commercial potential for development plan (commercial and transportation)
- Mutual aid agreements between Little Suamico/Suamico. Encourage Little Suamico to begin or continue with NIMS compliance
- Ongoing meetings regarding ATC money. Meetings with Tim Magnin on emergency planning
- Keeping adjoining municipality aware of events concerning extraterritorial land
- Informal get-togethers with town/cities/village/county about all issues affecting local government. Learn more about what each other does. Possible solutions for problems.
- Incentives to create joint operations
- Reduce duplication of services – law enforcement, libraries (school and city both have)
- Standardization of ordinances/resolutions/services
- Get information out to residents such as website
- Expand the menu of county zoning districts to meet the needs of the town
- Create an option for site plan and design review through the county zoning ordinance
- Hire a shared clerk/administrator for the Towns of Little Suamico and Chase
- Based on the similar needs of their high-growth areas, work cooperatively with the Town of Chase to develop a consistent development review process and related regulations
- Develop a cooperative boundary agreement with the Village of Suamico and potentially include provisions for the shared delivery of sewer and water utilities
- Work cooperatively with the Village of Suamico, the Town of Abrams, Oconto County, and the WDOT to manage growth along the Highway 41 corridor



VOLUME I - APPENDIX F
LAND USE COMPARISONS 1996 & 1997

2007 VILLAGE OF LENA DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	
110	Single Family Residential	90.5
111	Single Family Residential Garage	2.3
130	Two Family	0.3
150	Multi-Family	4.7
200	COMMERCIAL	
210	Retail Sales	9.9
250	Retail Services	5.5
299	Vacant Commercial	2.8
300	INDUSTRIAL	
310	Manufacturing	9.77
382	Enclosed Storage	0.3
400	TRANSPORTATION	
410	Roadways	15.3
417	Off-Street Parking	1.9
440	Rail Related	8.3
500	COMMUNICATION/UTILITIES	
521	Natural Gas Terminals/Plants	0.37
542	Electric Power Substations	1.37
583	Sewage Treatment Plant	12.1
586	Auto salvage/Recycling/Disposals	0.2
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	
612	Post Offices	0.3
631	Police/Fire Stations/Offices	0.7
637	Ancillary Municipal Safety Facilities	0.3
642	Primary Schools	13.4
651	Libraries	0.4
655	Museums	0.2
663	Clinics	0.8
691	Churches/Temples/Synagogues	6.7
700	OUTDOOR RECREATION	
736	Parks/Parkways/Forest Related Picnic Areas	6.4
751	Athletic Fields	7.8
769	Race Tracks	2.5
800	AGRICULTURE/SILVICULTURE	
805	Open Space	32.6
810	Croplands/Pastures	172.4
870	Farm Buildings/Accessories	3.4
900	NATURAL AREAS	
910	Water	2.9
912	Reservoirs and Ponds	0.8
950	Other Natural Areas	98.7
951	Woodlands	50.7
TOTAL ACREAGE		566.6

1996 VILLAGE OF LENA DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	Acres
100	RESIDENTIAL	67.0
200	COMMERCIAL	11.1
300	INDUSTRIAL	16.3
400	TRANSPORTATION	41.1
500	COMMUNICATION/UTILITIES	13.3
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	9.9
700	OUTDOOR RECREATION	5.8
800	AGRICULTURE/SILVICULTURE	
805	Open Space	58.5
810	Croplands/Pastures	205.6
870	Farm Buildings/Accessories	2.4
900	NATURAL AREAS	
913	Rivers and Streams	0.7
950	Other Natural Areas	0.3
951	Woodlands	49.7
TOTAL		481.7

VOLUME I - APPENDIX G
GLOSSARY OF TERMS

Planning and Zoning Definitions

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

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

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

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

See ch. 62, Wis. Stats.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Owner property rights include:

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

Government property rights include:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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