

**VILLAGE OF SURING
OCONTO COUNTY, WISCONSIN**

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VILLAGE OF SURING 20-YEAR COMPREHENSIVE PLAN

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Title 2 Chapter 6

Comprehensive Planning

VILLAGE OF SURING ORDINANCE NO. 2-6-1

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

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

WHEREAS, the Village Board of the Village of Suring, having carefully reviewed the recommendations of the Village of Suring Planning 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 Suring, 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.

Page 2-Ordinance No. 2-6-1
Ordinance to Adopt a Comprehensive Plan

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

Section 1: The *Village of Suring 20-Year Comprehensive Plan*, attached hereto as Exhibit A, is hereby adopted.

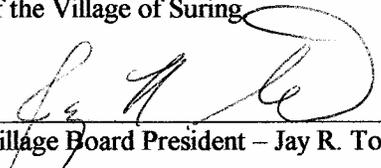
Section 2: The Village Clerk is directed to file a copy of the attached Comprehensive Plan for the Village of Suring with all the following entities:

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

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

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

Adopted this 12th day of August, 2008, by a majority vote of the members of the Village Board of the Village of Suring



Village Board President – Jay R. Tousey

Attest:



Village Clerk/Treasurer – Carol M. Heise

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Village Plan

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Village of Suring 20-Year Vision Statement

“The Village of Suring is the definition of Small Town USA. This quaint village boasts quality services, amenities, and jobs that are desirable to individuals of all ages from young families to those in their retirement years. An attractive and inviting Main Street has become a “Must Stop and Shop” for both residents and travelers. Suring’s expanding recreational opportunities and accommodations make it the Near North destination for individuals seeking fun and excitement on the 45th Parallel.”

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**CHAPTER 1:
INTRODUCTION**

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PURPOSE OF THE COMPREHENSIVE PLAN

This comprehensive plan for the Village of Suring was prepared to address the varied land use issues and decisions facing the village over the next 20 years. The goal of the plan is to establish strategies to grow the village's economic base; improve the appearance and function of the Main Street business district; provide housing and services for an aging population; and further capitalize on its recreational opportunities all in an effort to better preserve Suring's small town feel and quality school district. The plan is a guide ensuring consistent decisions are being made in regards to environmental protection, cultural resources preservation, park and recreation expansion, housing development, public service availability, and sound economic development. The *Village of Suring 20-Year Comprehensive Plan* is a legal document providing the policy framework from which village officials will base their future land use decisions.

The cornerstone of this plan is the future land use map, referred to in this document as the General Plan Design (GPD), **Map 3.1**. There are a set of goals with a series of detailed objectives, policies, and programs that provide a roadmap for village officials and residents to follow as they work to implement the comprehensive plan and to achieve their desired future land use map. This GPD map shall be used in conjunction with the Village of Suring ordinances and other planning materials such as the Tax Incremental Finance Project Plan to guide future decisions on where and how the village should be developed as well as preserved during this 20 year planning period.

State Planning Legislation

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

Volume I: Village Plan: This volume describes how the Village of Suring envisions itself developing during this 20 year planning period. It includes detailed local background information and data; future land use projections; the General Plan Design; development strategies; 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 found in chapters 5 through 11; identifies land use issues and conflicts; acknowledges continued land use trends; and projects future land use allocations needed for residential, commercial, and industrial development; and discusses development pressures of on agricultural lands.

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

Chapter 4: Implementation - details a work plan with identified stakeholders and projected dates for implementation of the development strategies (goals, objectives, policies, and programs) for each of the plan's elements.

Appendices: Village Plan – contains nominal group results; community survey results; student focus group results; intergovernmental cooperation workshop results; comparison of 1997 and 2007 land use inventories; and other relevant materials generated or gathered during the plan development process.

Volume II: County Resources: The volume contains countywide background information and data that served as a basis in the development of the village's comprehensive plan, including the development strategies and General Plan Design.

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

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

Chapter 7: Economic Development – highlights labor force statistics and 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, such as schools and emergency services.

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

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

Appendices: County Resources - contains a countywide inventory of natural 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 Suring 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 to request grant funding to help offset the cost of completing or updating their comprehensive plans. The application was successful and an award of \$263,000 was made to Oconto County in April 2006. The comprehensive planning grant required recipients to put forth a local match, which could be distributed over a three year period. Oconto County contracted with the Bay-Lake Regional Planning Commission (BLRPC) to assist local communities and the county in preparing their comprehensive plans.

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

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

- Countywide background data was collected, analyzed, and presented for review.
- Oconto County Planning Advisory Committee (OCPAC) and communities within the three planning clusters reviewed and provided input on the countywide background materials.
- Three (3) Open Houses were conducted, one in each of the county’s three Planning



Clusters (Southern, Central, and Northern). These Open Houses were held in May and June 2007 to allow the public to review countywide background materials, ask questions, and provide feedback.

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

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

- The Village of Suring Planning Committee held its initial planning meeting with BLRPC staff in September 2007.
- Public meetings were held on a monthly basis to review materials. A mid-point open house was held on March 11, 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 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 July 2008 to allow citizens, landowners, neighboring communities, and other interested parties to review the completed draft of the Village of Suring 20-Year Comprehensive Plan.
- Suring's second open house was held on August 12, 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 Suring 20-Year Comprehensive Plan was held on August 12, 2008. The plan was completed with its adoption as an ordinance by the Suring Village Board on August 12, 2008. Any input received during the review, open house, and public hearing was considered and included in the village's comprehensive plan as appropriate.

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

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

Public Participation Process

Public Participation Plan

The key to drafting and adopting a comprehensive plan that fits the village's future planning needs is gathering input from residents and land owners throughout the plan development process. In accordance with s. 66.1001(4), Wis. Stats., the Village of Suring approved

“Procedures for Adoption and Amendment of the Village of Suring Comprehensive Plan” at their village board meeting on December 12, 2006. A resolution adopting these written procedures is included as Appendix A of *Volume I: Village Plan*.

Nominal Group Exercise

On November 8, 2007, members of the Village of Suring Planning Committee participated in a Nominal Group Exercise to identify some of the important issues the village should address during this 20 year planning period. The following issues were identified:

- Make retired or near retired people aware of Suring’s assets
- Empty buildings on Main Street
- Tax break for those willing to invest on Main Street
- Improve Main Street
- As goes the school goes Suring
- Taxi service
- Multi-generational community center
- Economic development-attracting new businesses and helping out existing businesses
- Local conveniences-Dollar General
- Promote healthy recreation
- Hold bike rallies/biking
- Promote quiet recreation opportunities
- Upscale condos
- Younger people talking up the community
- Day care center

Community Survey

A community survey was conducted in 2007 to solicit the feelings residents and landowners had toward existing village services and amenities and to gain their insight on what they thought the Suring and surrounding area would look like in the year 2025. The village sent out 248 surveys to residents and landowners and 66 completed surveys were returned for a 27 percent return rate. The surveying process provided valuable input to create the vision statement; the context in which the goals, objectives, policies, and programs were prepared; 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 and common themes are highlighted below. The complete results of the community survey can be found in Appendix B of *Volume I: Village Plan*.

Key Findings and Common Themes

- Development/redevelopment of Main Street
- Expand tourism/recreational opportunities
- Local Jobs- recruit/develop light manufacturers and retailers (grocery)
- Promotion of existing industrial area
- Stronger partnership with the school
- Need for a variety of housing options
- Services to support an aging population
- Available space for housing and business development
- Small town USA

- Lack of some services-cable, local shopping, pharmacy, entertainment
- Need to keep young people in the community
- Marketing-taking advantage of what is here and traffic going through town

Student Focus Group

With the comprehensive plan covering a 20 year planning period, the Village of Suring Planning Committee wanted input from high school students on how they feel about the village today and what they hope it will be like in the year 2030. Four students from each of the four high school grades participated in the discussion on November 8, 2007. The following student comments are from the question, *how do you envision the village in 10 years?* The complete results from the student focus group can be found in Appendix C of *Volume I: Village Plan*.

- Smaller
- Businesses not staying
- Nothing to attract new residents
- Possible residential – ‘Retires’/summer homes
- Suring school at risk of consolidation with another school district such as Gillett
- If someone would open a major business, then the future of the village may be different.

Intergovernmental Cooperation Workshop

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

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

Positive Working Relationships

- Shared services (emergency-mutual aid)
- Cooperation with ATV/Snowmobile Clubs
- Senior meal delivery available throughout the county
- Municipalities participating in joint spring clean-up efforts
- Trans-county and town agreements for road maintenance and snow plow
- Cluster meetings – good source of information-education
- Coordination between county and local zoning

Existing or Potential Land Use Conflicts

- Growing elderly population in the northern areas of the county and the need to plan for appropriate services
- Regulations to apply weight limits on agriculture equipment like what is done on commercial vehicles
- The need for regulations to limit garbage being dumped in the county forest
- Future developments should have proper sanitary systems
- Compatible and enforceable ordinances
- Quarrels between existing and establishments (homes) and new dwellers
- Large farms depleting aquifers
- Lack of knowledge of school district boundaries when people buy property and build homes, especially a problem with sub-divisions located in two districts.

Resolutions

- Expand and further promote county and local websites, posting of more agendas, materials, etc.
- Deputizing of board members, etc. to be able to hold people who litter on town and forestry roads until police arrive
- More agreements with other communities and supported with county assistance
- Continue to plan and address issues
- Expand and further promote county and local websites, posting of more agendas, materials, etc.
- No tipping fees for volunteers who pick-up garbage
- The availability of land for economic development
- More communication between all entities
- Better distribution of information both internally and externally
- Continued mutual aid of fire/rescue, etc.
- Compatible lot sizes with neighboring communities
- Enforce regulations equally and fairly
- More planning meetings of this type to bring different peoples and ideas together

Open Houses

Two “Open Houses” were held during the planning process. The first was held close to the planning mid-point on March 11, 2008 at the Suring Village Hall and Library. 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 | • The 2004 village Air Photo |
| • A draft General Plan Design | • A comprehensive planning summary |
| • A draft vision statement | • A list of draft goals |
| • An overview of the village and county planning processes | • 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 August 12, 2008 at the Suring Village Hall and Library. 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

A vision statement illustrates a community’s optimistic view of where it would like to be in the future. The following is the Village of Suring’s 20-Year Vision Statement.

“The Village of Suring is the definition of Small Town USA. This quaint village boasts quality services, amenities, and jobs that are desirable to individuals of all ages from young families to those in their retirement years. An attractive and inviting Main Street has become a “Must Stop and Shop” for both residents and travelers. Suring’s expanding recreational opportunities and accommodations make it the Near North destination for individuals seeking fun and excitement on the 45th Parallel.”



CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS

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INTRODUCTION

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

COMMUNITY INVENTORY

History and Description of Planning Area

Village of Suring History

Mr. and Mrs. Joe Suring arrived from Belle Plaine in Shawano County and settled in Hayes in the Town of How. Joe Suring first built a small shanty dwelling, a part of which he also used as a store and trading post. Later on, he built a larger building for his home and store. At this time, the future Village of Suring was nothing but a wilderness of trees, brush and marsh water. A winding wagon road closely resembling a narrow Indian trail wove itself through this wilderness from Hayes cutting through Maple Valley to Oconto. Mr. Suring operated his store in Hayes for a number of years. Most of his customers were Indians, who paid for their purchases with wild ginseng, hides, furs, skins, feathers and berries. He bought the goods for his store in Shawano, and hauled them by wagon team back to Hayes. He also sold the hides, furs, and other products to the merchants in Shawano. A round trip to and from Shawano took approximately five days.

Every summer during the warm weather, a number of Indian families left the reservation to camp somewhere east of the village, possibly in the Pottawatomie settlement near Claywood, to pick wild berries and dig ginseng roots. While passing through Hayes they would stop at Joe Suring's store to shop for supplies to take with them on their camping trip. Through Mr. Suring's trade and business associations with the Indians, they became friends. Years after the Joe Suring and his wife left Hayes; the Indians still remembered them and would say, "Hello Joe," in a friendly greeting when they met. The area was becoming a trading center for many of the Indians residing on the Menominee Reservation.

In 1882, Joe Suring gave up his store in Hayes and built a sawmill on what would become known as the old Suring Mill Island. In 1885, Mr. Suring moved his family, consisting of four girls and two boys, from Hayes and took up permanent residence in his new home. The first white child born in the Village of Suring was A.E. Suring in 1885. On the premises of this new location, he built a men's shanty where the mill-workers stayed. The Suring's provided room and meals for people traveling through on their way to places farther north. At one time, Joe Suring was the sole owner of the land on which the Village of Suring would be built for a reported purchase price of \$215.00.

At this time, the nearest railroad station was Underhill. Mill products had to be taken by horse teams to Underhill to be loaded onto rail cars. In 1880, Highway 32, passing through the growing community was laid out under the direction of Mr. Suring, who was then Chairman of the Town of How. The Oconto River was spanned by a wooden bridge. The main street was part of that highway, lying midway between the equator and the north pole at the 45th Parallel. In 1896, the Chicago and North Western Railroad was built through the community.

The Suring area became an important center for logs driven down the North Branch, the South Branch, and the Peshtigo Brook on their way to the sawmills in Oconto. It was also during this time Abraham Fredenberg built the present Schmidt tavern, then known as the Wisconsin Hotel. The railroad construction crew lived at the Wisconsin Hotel while working in the vicinity of the village. Traveling men and other passers-through used the services of this hotel while in town. The first hardware store in Suring was built in the year 1896 by the Giese brothers, August and Herman, who moved to the area from Pulcifer and Shawano respectively. The Groninger Hotel and bar room was built in 1897 by Mike Groninger and his son Herman, who had formerly lived in Cecil. In 1909, they added the east section to their building which housed an opera house on the second floor and store space below.

In 1898, Herman Groninger distinguished himself as being the community's first barber when he set up a chair in the bar room of the hotel where he shaved his customers and cut their hair. About a year after the railroad was completed through the community, the post office was established in 1897. The first post office was located in the Anton Averson store. In 1904, the first rural mail route was organized out of the community. It covered a distance of about twenty four miles to the west of the community. The first millinery and dress making shop was built the same year. The building, erected by Albert Gerndt, stood on the present August Simon lot just east of what was then the John Kaufmann store. Miss Clara Gerndt opened the shop for business and sold hats and blouses, as well as doing dress making.

It was not until 1903 that anyone thought it was necessary for Suring to have an educational system of its own. A small one room school was built for all students to attend. Until 1916, those wishing to secure a secondary education were required to attend high school in some neighboring city. In that year, the progressive citizens decided to extend the course of study to include the ninth grade with seven pupils taking advantage of this opportunity. By 1920, the high school course was completed with the enrollment of 26. Miss Natalie Boucher was the first principal of the high school. At the end of the 1920 school year, Suring High School held its first graduation ceremonies in Groninger's Hall.

1908, the big fire destroyed a considerable part of the south side of main street. It was about 8:00 in the evening of January 30th. The fire started from an overheated stove in the cigar shop operated by Al Schultz. The first known telephone was in the home of a family by the name of Lord in 1898. Through an agreement with the State Highway Commission and the Town Board of How, the community's main street would be paved in 1912 at a total cost to the business owners of \$1,380.24.

Annie O'Donnell Wright as Publisher and Robert H. Wright as Editor published the first issue of the Oconto County Chronicle on Thursday, May 30, 1912. After the publication of the Chronicle for a year or two, the Wrights sold out to the Oconto County Reporter. In about 1915 or 1916, Chauncey Hickock opened a new newspaper office in the quarters occupied by Walter Groninger Auto Sales and published the Suring Sun, a weekly newspaper. He later sold his business to J.W. Haughton, who operated it until 1917 when it was sold to Joe Thielke. In 1924, Gilbert Thielke, a nephew of Joe Thielke, purchased the Sun and published the paper until October 1, 1925 when it was sold to the Comstock Publishing Company, publishers of the Oconto County Reporter, who made it part of the county newspaper.

In December 1914, the residents of Suring applied to the Circuit Court of Oconto County for an order of incorporation as a village. Up until this time, it had been a part of the Town of How. On

the 22nd day of the same month and year, the court granted the order. The electors accepted and approved the incorporation order on January 19, 1915, and on February 16th of the same year, the first village election was held. In choosing a name for the new town, one of the engineers in charge of the construction of the railroad advised Joe Suring to submit a suggested name in a sealed letter to the proper authorities. After some deliberation, he submitted the name “Three Rivers” due to the presence of the North Branch, South Branch and Peshtigo Brook which combine just north of the village to make the Oconto River that flows through the village. In a return letter to Mr. Suring, it stated the name “Suring” had been selected for the new town in which he had been instrumental in founding.

Suring became a prosperous and thriving little village with paved streets and walks, modern business places, and comfortable homes. It has an up-to-date theater, lighted athletic field, three churches and a fine public school system. It is located in the center of a rich agricultural region and serves as a market for all kinds of farm produce. Although there is some industry in the village, it offers even greater industrial opportunities and advantages.

Source: Russell W. Wicke, May 1950.

Village of Suring and the Extraterritorial Planning Area

The Village of Suring is located in the westcentral area of Oconto County encompassing an area of approximately 1 square mile, or 648 acres. Neighboring incorporated communities are: Gillett, 10 miles to the southwest; Oconto Falls, 20 miles to the west; and Village of Lena, 22 miles to the west. The village is bounded by the Town of How to the west and by the Town of Maple Valley to the east. Suring’s mile and one-half extraterritorial boundary encompasses an additional 11,512 acres within the towns of How and Maple Valley. **Map 2.1** provides a general location of the Village of Suring in Wisconsin, and **Map 2.2** highlights the village and its planning area.



Past Planning Efforts

The *Village of Suring Code of Ordinances* contain several local ordinances that address specific conditions or issues within the village. These ordinances will be instrumental in the implementation of the village’s updated comprehensive plan. A list of village land use ordinances has been compiled in Chapter 4 of this plan.

Oconto County Farmland Preservation Plan: The Bay-Lake Regional Planning Commission prepared this county document to serve as a guide for 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.

Village of Suring Stormwater Study: Robert E. Lee and Associates, Inc. completed a stormwater management study for the village in 1994 to address numerous problems with controlling surface waters throughout its developed areas.

Village of Suring 2015 Comprehensive Plan: The village completed and adopted a land use plan in 1999. Planning assistance was provided by the Bay-Lake Regional Planning

Commission. This plan formulated strategies to guide future development throughout the village and planning area with the creation of a 20-Year General Plan Design.

The objective of the comprehensive planning process is to inventory existing ordinances and identify the key findings from these plans 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 Suring 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 primary soil type found in the Village of Suring and the planning area is Clayey Till. This soil type limits the amount of water driven erosion that is likely to occur in the area.
- The depth to bedrock is 60 inches or greater providing natural filtration of contaminants from septic systems, farming operations, and stormwater runoff before they reach the groundwater.
- The village and planning area is located within three watersheds—a majority of the village resides in the Lower North Branch of the Oconto River watershed; the western portion of the planning area is within the South Branch of the Oconto River watershed; and the southern part of the planning area is in the Lower Oconto River watershed. These watersheds are part of the larger Lake Michigan Basin that drains directly into Green Bay of Lake Michigan.
- Within Suring and the planning area, three of the county’s prominent rivers, the North Branch of the Oconto River, the Peshtigo Brook, and the South Branch of the Oconto River, merge to form the Oconto River.
- Topography and drainage within the planning area are primarily the result of glaciation. The central region of Oconto County is a hilly and undulating interspersed with ground moraines and outwash plains resulting in an area of rolling hills. The hilly topography of the area is evident along STH 32. The minimum in this area is 790 feet above sea level along the North Branch of the Oconto River and the maximum of 970 feet is about one-half mile farther west.
- The upland woodlands (those woodlands that are not in a wetland) are located throughout the village and planning area most often bordering wetlands which are prone to flooding. The largest stand of upland woodland is located northeast of the village, adjacent to Peshtigo Brook. The next largest area is located west of the village on the south side of STH 32.
- 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”, which is displayed on the General Plan Design (**Map 3.1**).

- A large contiguous band of steep slope soil conditions can be found on the west side of the village’s planning area. Areas of steep slope (12 percent or more) can be seen as a constraint to development due to increased runoff and soil erosion.
- Floodplains within the village and planning area are located adjacent to the area’s three major waterways: Peshtigo Brook, the South Branch of the Oconto River, and the North Branch of the Oconto River.
- Wetlands extend throughout many areas of the village and planning area. They can be found along Peshtigo Brook, the South Branch of the Oconto River, and the North Branch of the Oconto River. Additional large wetland complexes are located south of the Hougard Road and Golf Course Road intersection, and in the village west of Peshtigo Brook Road. A large wetland complex south of the village helps to drain a large area into the North Branch of the Oconto River. Another large wetland drains the area in the southwestern portion of the planning area into the North Branch of the Oconto River. There are smaller wetland complexes scattered throughout the planning area.

Agricultural Resources

The prime agricultural soils located within 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 for human and animal consumption. A large band of prime agricultural soils can be found along the western edge of the planning area.

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 Suring has a few remaining prominent cultural and historical assets. These include the Boarding House at 632 Main Street, the Pete Nelson House at 828 Main Street, and the Suring Bridge. Details of the village’s historical assets 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 Suring, these include:

- a. Landmarks (reference points)-
 - The Oconto River Bridge on STH 32
 - The Boarding House
 - Suring Village Hall and Library
 - Suring School District Buildings
 - Black Bear Trail Golf Course
 - Suring Feed Mill

- b. Pathways (roads, trails, etc.)-
 - State Highway 32
 - ATV/Snowmobile Trails
- c. Edges (boundaries)-
 - Town of How
 - Town of Maple Valley
 - Oconto River
 - Peshtigo Brook Road
- d. Districts (encompass areas of commonality)-
 - Suring School District
 - NWTC
 - Suring Fire Department
 - Gillett Area Ambulance Service, Inc.
- e. Nodes (destinations within the center of a district)-
 - Suring Village Hall and Library
 - Suring School District Buildings
 - Mt. Olive Lutheran School
 - Suring United Methodist church
 - St. Michael’s Catholic Church
 - Suring Post Office
 - Suring Community Park
 - Riverside Memorial Park
 - Suring Feedmill

Economic Resources

The Village of Suring has a wide variety of small businesses creating local employment opportunities and services for residents and visitors to the area. According to the 2007 land use inventory, there were 16 acres of identified commercial land and 21 acres of industrial land use within the village.

The larger employers in the area are Dimension Lumber Company, Diversified Woodcrafts, Great Lakes Manufacturing, KAPS Industries, and Suring School District. Other employment types include food and tavern services, car repair, medical services, long-term care facilities, farm services, financial and real estate services, bulk hauling, electrical and heating cooling services, and retail.

Since 1980, there have been 26 incidences or sites listed as areas of concern by the Wisconsin Department of Natural Resources. Of the 26 reported cases, two sites remain open:

1. Flynn Oil Company, 822 Main Street (Leaking Underground Storage Tank)
2. Flynn Oil Company, 214 Nu-line Street (Environmental Repair)

Many of the 26 sites listed by the Wisconsin Department of Natural Resources have had or are planning to have some type of extensive improvement activities completed at those locations. These areas may be eligible for further redevelopment as locations for 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 Suring’s community and public facilities is outlined below. These facilities are shown on **Map 2.5**.

The Suring Village Hall and Library are located at 604 E. Main Street. The building serves as space for conducting village functions such as administration, meetings, and elections; the library; and offices for the clerk-treasurer, police, public works, and municipal court.

A majority of the village’s residents get their drinking water through the municipal water system supplied by three wells. The combined pumping capacity of the three wells is 645 gpm significantly above the 28 gpm used daily. This excess well capacity is noted to be adequate to serve the needs of the village for the next 10 to 20 years. There are four homes on Peshtigo Brook Road that maintain individual wells. The village has a well-head protection plan in place.

The Village of Suring employs one local police officer, a police chief with mutual aid available through the Oconto County Sheriff’s Department. Fire protection is provided through the Village of Suring Fire Department. The fire station is located at 210 N. Heasley Street and serves the village, the towns the How, Breed, and Maple Valley and a portion of the Town of Spruce with a 35 member volunteer department. The department maintains mutual aid agreements with neighboring communities. The village’s ISO rating is (7) seven. **Map 9.2** in Chapter 9 of *Volume II:*



County Resources illustrates the fire districts in Oconto County. The Gillett Area Ambulance Service, Inc., located in the City of Gillett, provides emergency medical services to village residents. A unit from the Gillett department is housed at the Suring Fire Department. The EMS/Ambulance districts are shown on **Map 9.3** in Chapter 9 of *Volume II: County Resources*.



The Suring School District serves the village as well as parts of the towns of How, Mountain, Breed, Riverview, Doty, and Maple Valley. See **Map 9.4** in Chapter 9 of *Volume II: County Resources* for public school districts located in Oconto County. The United States Postal Service maintains a post office in the Village of Suring at 507 E. Main Street. The village has contracted with a private garbage hauler for curbside collection of refuse. In addition, Suring has recycling/garbage center on Knapp Street where residents can bring their recyclables.

Residents have access to Satellite TV service. Cable and broadband internet services will be available to Suring residents by the fall of 2008. Local telephone service is provided by Century/Tel. Wisconsin Public Service provides electric and gas service to the village.

The closest hospital to Suring is Community Memorial Hospital in the City of Oconto Falls at 855 S. Main Street. Community Memorial Hospital has a clinic in Suring at 913 E. Main Street. The Bellin Health Clinic located at 307 Manor Drive. The Woodland Village Nursing Home is located at 430 Manor Drive. Home health care is also provided by the Woodland Village Nursing Home.

Parks and Recreation

The Village of Suring owns and maintains two parks- Riverside Memorial Park and Suring Community Park. Black Bear Trail is a privately owned and operated 18-hole Golf Course found on 501 Golf Course Road on the east side of the village. 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 of Suring is highlighted below. For more details on the transportation systems in Oconto County, please see Chapter 8 of *Volume II: County Resources*.

- State Highway (STH) 32 begins at the Illinois border and travels more than 325 miles north and slightly west through the state to its end at the Michigan state line at Land O’ Lakes. This state highway was designated the “32nd Division Memorial Highway” commemorating the 32nd Division of Wisconsin and Michigan National Guard troops formed in 1917 and fought in WW I and WW II. STH 32 provides a somewhat direct link between the northern Wisconsin communities of Eagle River, Three Lakes, Crandon, Laona, Lakewood, Suring, Gillett and Pulaski to Green Bay and Milwaukee.
- County Highway M (CTH) 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 M originates to the east at State Highway 141 in the Town of Lena. It travels west merging with STH 32 in the Town of Maple Valley, through the Village of Suring, and separates from STH 32 in the Town of How. CTH M continues to the west into Menominee County.

Table 2.1 lists the mileage of roads under the jurisdiction of the Village of Suring and the towns of How and Maple Valley by function and **Map 2.6** illustrates their location.

Table 2.1: Road Miles by Functional Classification, 2006

Geographic Location	Gross Miles	County Miles	Local Road/Street	County Jurisdiction			Local Jurisdiction		
				Arterial	Collector	Local	Arterial	Collector	Local
Village of Suring	6.9		6.9						6.9
Town of How	51.72	8.22	43.5		8.22				43.5
Town of Maple Valley	56.51	19.73	36.78		19.73				36.78

Source: Wisconsin Department of Transportation, 2006.

Land Use Inventory

A detailed field inventory of land uses in the Village of Suring 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 land use inventory. Appendix E compares village land use changes between the inventories conducted in 1997 and ten years later 2007.

Table 2.2: 2007 Land Use

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
DEVELOPED			
<i>Single Family</i>	100.8	15.6	23.4
<i>Mobile Homes</i>	6.8	1.1	1.6
<i>Multi-Family</i>	5.0	0.8	1.2
<i>Vacant Residential</i>	0.2	0.0	0.1
Total Residential	112.9	17.5	26.2
Commercial	16.0	2.5	3.7
Industrial	20.7	3.2	4.8
Transportation	24.8	3.8	5.7
Communications/Utilities	2.5	0.4	0.6
Institutional/Governmental	19.8	3.1	4.6
Recreational	234.4	36.3	54.4
Agricultural Structures		0.0	0.0
Total Developed Acres	431.2	66.7	100.0
UNDEVELOPED			
			Percentage Undeveloped Land
Croplands/Pasture		0.0	0.0
Woodlands	168.4	26.1	78.2
Other Natural Areas	43.8	6.8	20.3
Water Features	3.2	0.5	1.5
Total Undeveloped Acres	215.4	33.3	100.0
Total Land Area	646.6	100.0	

Source: Bay-Lake Regional Planning Commission, 2007.

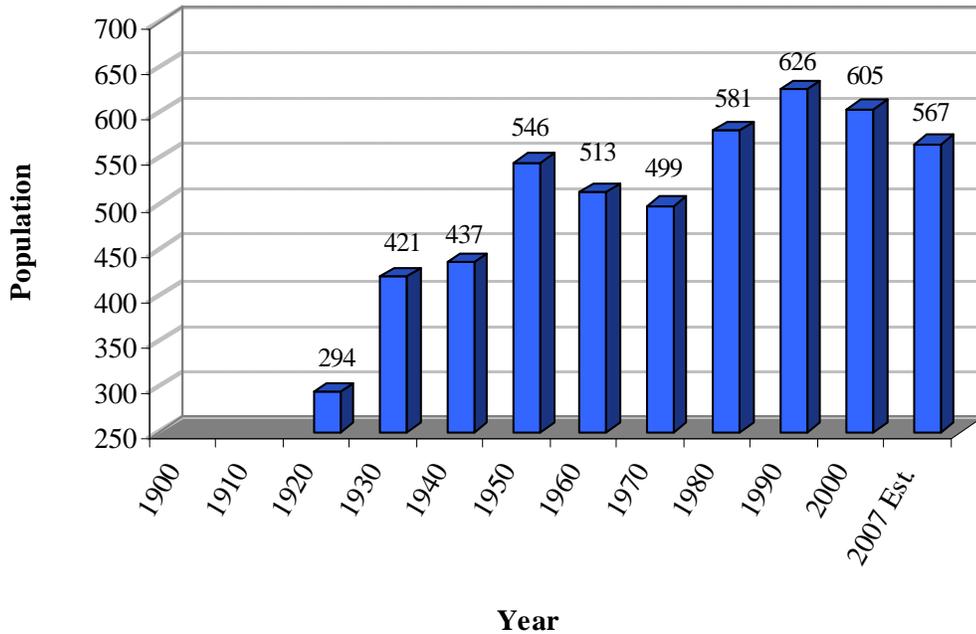
DEMOGRAPHIC TRENDS AND FORECASTS

Population

Historic Population Trends

By analyzing the past change in population and housing trends and characteristics, it can provide a good understanding what may be the needs of a community’s future populations. As illustrated by Figure 2.1, the Village of Suring experienced declining populations during two separate periods of time since its incorporation in 1914. The first was from 1950- to 1970 and the second from 1990 to 2000. According to the Wisconsin Department of Administration 2007 estimates, the village has continued to lose population with a decrease of 38 during the past seven years.

Figure 2.1: Historic Population, 1920 – 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 Wisconsin Department of Administration, 2007.

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) 2003 WDOA Projection;
- 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 Suring compares to Oconto County and local municipalities can be found in Chapter 6 of *Volume II: County Resources*.

Based on these three forecasting methods, the Village of Suring can anticipate the total number of residents to decline by 76 residents or increase by 143 people over the next 20 years. Table 2.3 and Figure 2.2 illustrate these projections. More information on these projection methods can be found in Chapter 6 of *Volume II: County Resources*.

**Village of Suring
Year 2000 Population
Characteristics**

Population: **605**

Median Age: **42.3**

Age Groups:

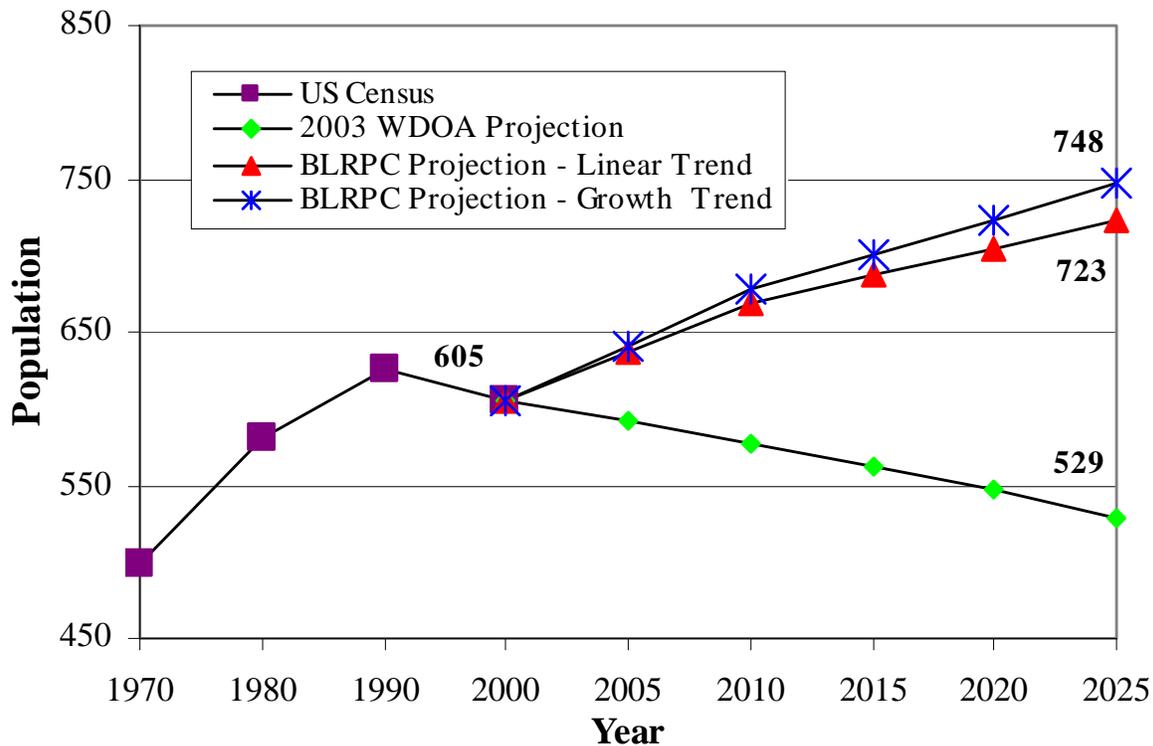
- 5-11: 8.8%**
- 12-17: 8.9%**
- 18-64: 49.8%**
- 65+: 27.6%**

Table 2.3: Population Trends and Projections, 1970 - 2025

Village of Suring	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	499	581	626	605					
2003 WDOA Projection				605	592	578	563	547	529
BLRPC Projection - Growth Trend				605	642	678	701	723	748
BLRPC Projection - Linear Trend				605	637	669	687	705	723

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, Village of Suring, 1970 - 2025



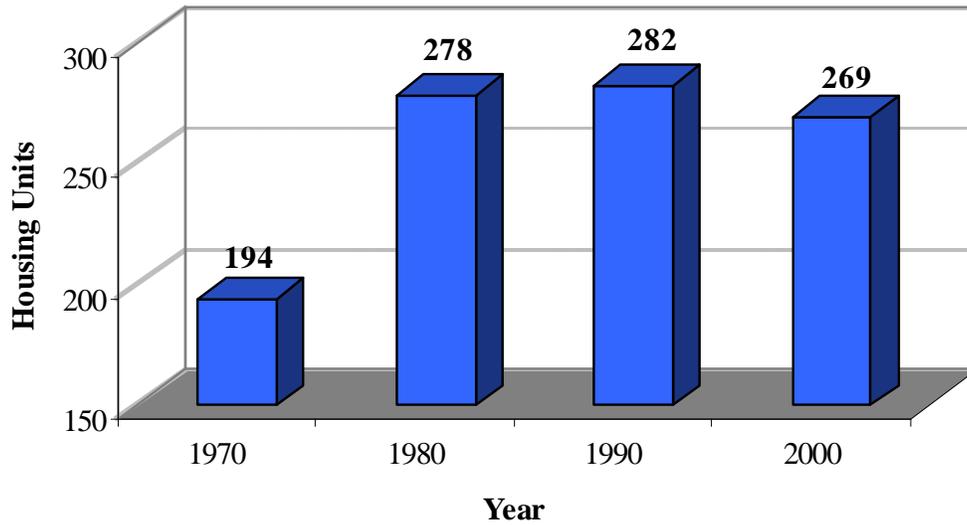
Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2000; Wisconsin Department of Administration, Official Population Projections, 2004; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties, 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 Suring’s total number of housing units increased by 75 units between 1970 and 2000, or 38 percent. The Village experienced its largest increase in housing units, 43 percent, between 1970 and 1980. However, from 1990 to 2000, the number of housing units had actually declined by 13 units. This could be partially due to the demolition of several main street retail buildings that also contained apartments on the upper floors.

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 Suring. These three different projection methods helped estimate future housing numbers:

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

These projections reflect future occupied housing units only, which means vacant housing units are not included. Table 2.4 and Figure 2.4 illustrate the occupied housing unit projections. The village could experience a decline in occupied housing units of 17 to an increase of 98 new occupied housing units over the next 20 years.

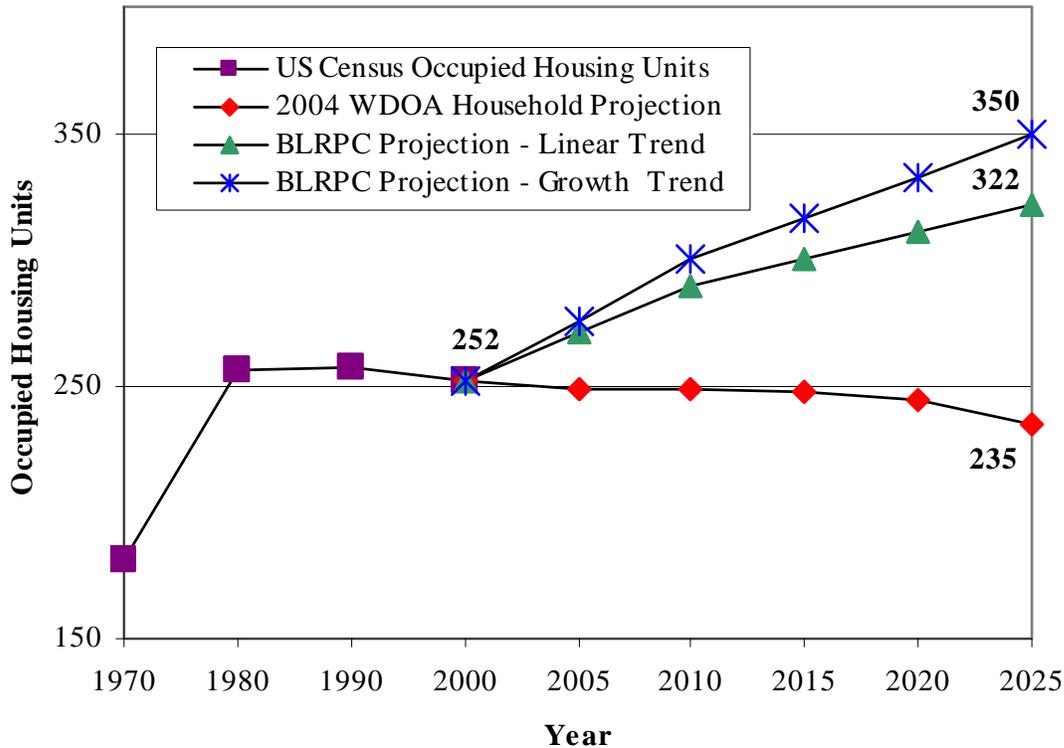
The persons per household is also anticipated to decline over the next 20 years from 2.17 to 1.97, which will impact the projected number of occupied housing units needed during this planning period.

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

Village of Suring	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	181	256	257	252					
BLRPC Projection - Growth Trend				252	276	300	316	332	350
BLRPC Projection - Linear Trend				252	271	290	301	311	322
2004 WDOA Household Projection				252	249	249	248	244	235
Household Size				2.17	2.14	2.08	2.03	2.00	1.97

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

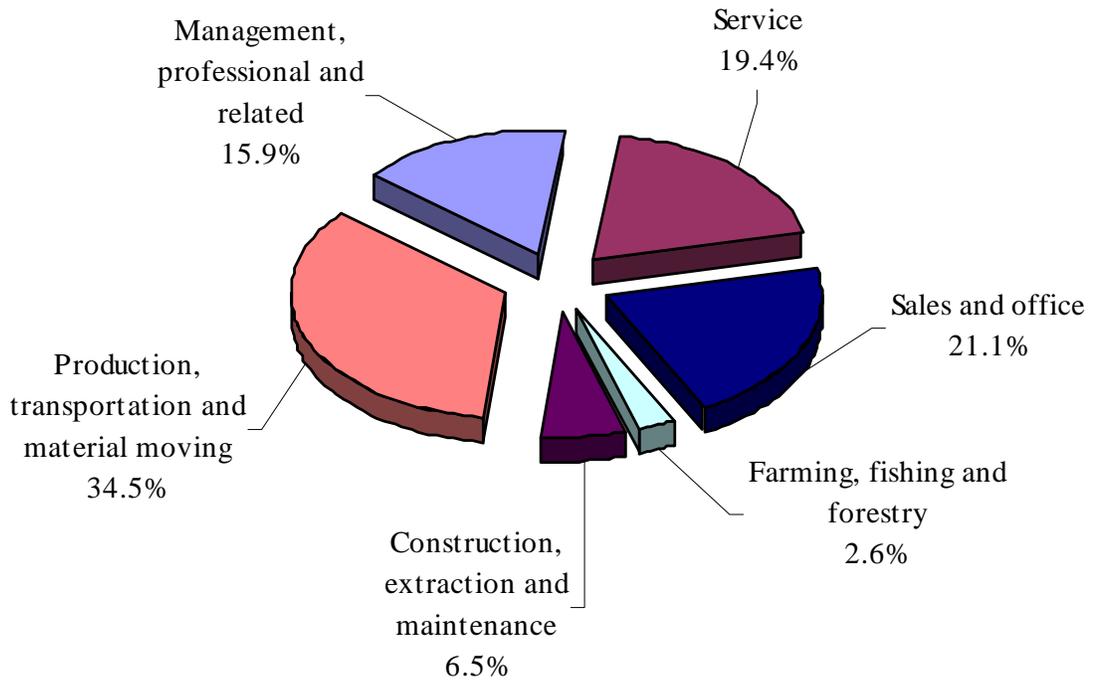
The Village of Suring’s economy is heavily dependent upon manufacturing, wood products production, agriculture-related business, services, food and beverage sales, and retail operations.

- 52 percent of the residents of Suring 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, 34.5 percent, are employed in production, transportation, and material moving; 21.1 percent are employed in sales and office; and 19.4 percent earn their living in service occupations. Figure 2.5 and Table 2.5 reflect the occupation of employed persons living in the Village of Suring in 2000.



Figure 2.5: Occupation of Employed Persons, 2000



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

Table 2.5: Employment by Industry Group, 2000

Industry	Village of Suring	
	Number	Percent of Total
Agriculture, forestry, fishing and hunting and mining	9	3.9
Construction	13	5.6
Manufacturing	94	40.5
Wholesale trade	2	0.9
Retail trade	13	5.6
Transportation and warehousing, and utilities	9	3.9
Information	6	2.6
Finance, insurance, real estate and rental and leasing	15	6.5
Professional, scientific, mgt., admin and waste mgt. service	3	1.3
Educational, health and social services	24	10.3
Arts, entertainment, recreation, accommodation & food services	31	13.4
Other services (except public administration)	8	3.4
Public administration	5	2.2
Total	232	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 Suring residents, including those that work in the village, reported their average commute time to be 21 minutes to get to and from work. In 2000:

- Approximately 87 percent or 681 of 778 of the village’s workforce come from other areas to work in Suring. Of those, the majority commute from the Town of Breed (86), Town of How (73), and Town of Maple Valley (64).
- 97 individuals live and work in the Village of Suring.
- 35 employed village residents commute to locations outside of Suring to work. The top communities are the City of Oconto Falls (19), City of Green Bay (17), and the City of Gillett and Town of Maple Valley with 15 each.

Village of Suring
Year 2000 Economic Characteristics

1999 Median Household Income: **\$26,023**

Employment Status:

Employed: 48.5%
Unemployed: 3.1%
Out of Working Force: 48.3%

Education Levels (Ages 25 & over):

High School Graduate: 34%
Associate Degree: 5.1%
Bachelor’s Degree: 4.1%
Graduate or Professional Degree: 1%

Economic Base

The Village of Suring has maintained a rather modest growth rate over the past seven years as seen in Table 2.6. The village’s full value full value increased over \$4.1 million or 22 percent between 2000 and 2006.

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

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
2000	18,634,800	89.13	464,959	31,260	0.02495	0.02327	182,167	25,920	100,300	152,845	3,727
2001	19,803,900	88.35	494,464	29,625	0.02496	0.02347	186,131	30,954	108,919	146,924	21,535
2002	21,702,400	99.03	515,822	29,337	0.02376	0.02241	191,219	33,755	118,780	148,232	23,836
2003	21,909,800	95.35	512,251	28,467	0.02338	0.02208	178,673	33,019	116,403	161,623	22,533
2004	22,298,100	90.90	519,969	26,994	0.02331	0.02210	182,613	32,833	116,296	164,617	23,610
2005	22,604,800	88.94	516,552	25,398	0.02285	0.02172	181,424	32,768	114,001	167,319	21,041
2006	22,770,100	90.40	510,173	30,329	0.02240	0.02107	173,327	32,034	107,290	172,845	24,677

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

- The village’s total property tax also increased by nearly 10 percent during the same time period.
- The mill rate per \$1,000 of value decreased from \$23.27 to \$21.07 during the past seven years.

The Village of Suring maintained a manageable debt as of December 31, 2005. The village does have access to some financing for future projects such as creation of a tax incremental financing district, development of recreational facilities, or make improvements to the main street area.

Table 2.7: Public Indebtedness, 2000 - 2006

Year	Full Value	Debt Limit	Existing Debt	Debt Margin
2000	18,634,800	931,740	157,002	774,738
2001	19,803,900	990,195	97,458	892,737
2002	21,702,400	1,085,120	778,091	307,029
2003	21,909,800	1,095,490	715,000	380,490
2004	22,298,100	1,114,905	678,525	436,380
2005	22,604,800	1,130,240	590,000	540,240
2006	NA			

Source: Wisconsin Department of Revenue, 2007.

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

LAND USE TRENDS AND FORECASTS

Existing Land Use Issues and Conflicts

The Village of Suring has experience modest growth in valuation over the past 10 years as shown in the valuation table above. The loss of the village’s largest employer in 2003 has changed both the economic and social environments and has put increased pressure on limited financial resources to continue providing quality services to its residents and businesses. In comparing the village’s land use from 1997 and 2007, it shows there is continued residential growth in the northeast area of the village and some new commercial growth along the STH 32 corridor. An additional 29 acres of new residential and four acres of commercial development have been added over the past 10 years. During this planning period, the village will need to address several land use issues through a comprehensive planning approach. Some of these issues are listed below.



- The residential development along Peshtigo Brook Road and Golf Course Road causes additional pressures on the environmental corridors and natural features in those areas.
- There is a lack of development and redevelopment within the village’s Central Business District.
- There are a number of older industrial buildings empty or underutilized also located in the Central Business District.
- The village’s overall housing stock is older and there is a general lack of investment in existing housing structures.
- A large number of existing residential lots are available for economical infill development.
- A number of businesses locating along State Highway 32 just outside of the village’s boundary are not connected to municipal services.

- The mobile home park located in area susceptible to flooding from due to the fact Peshtigo Brook, the South Branch of the Oconto River, and the North Branch of the Oconto River merge on western edge of the village.
- If the village were to recruit larger manufacturing operations to locate in the industrial park, there is a lack of land to expand the industrial park area due to the neighboring land uses or environmental features
- As the population ages and revenues continue to grow at a slow rate, it will be difficult for the village to maintain or improve municipal services.
- The number and use of recreational trails do offer the village good opportunities to expand those facilities to attract additional revenue coming into the community.

Anticipated Land Use Trends

The closing of the village’s largest employer in 2003 initiated the decline of local retail and commercial businesses as well as the decline in housing values. The village has made investments in its municipal services with the construction of a new village hall and library and new treatment processes for its municipal water system. The village’s Central Business District offers development and redevelopment opportunities along a highly travel highway corridor. The



village’s largest employer is experiencing steady growth and is adding jobs on a regular basis. The school continues to offer students a solid curriculum and the current housing inventory is affordable for individuals of all ages. Suring offers an abundance of recreational opportunities with three rivers merging in or near the village for fishing, hunting, and camping, and a multi-use trail providing year-round activities. Given these conditions and considerations, Suring can anticipate the following land use trends during this 20-year planning period:

- There will be the continued residential growth on larger lot sizes in the northeast area of the village.
- People will continue seek locations to reside on or near the three rivers flowing through the village and planning area.
- The denser residential developments will occur within the village’s municipal boundary.
- Future commercial and retail businesses are anticipated to locate along the highway corridor and within the Central Business District.
- Light industrial will prefer to locate within the designated industrial park and industrial areas along the STH 32 corridor.
- It is anticipated that denser developed sub-divisions will expand and locate along Golf Road, Peshtigo Brook Road, and River Road.
- Future residential properties will find affordable infill opportunities throughout the village.



- Smaller farms within the planning area will continue to consolidate into larger framing operations.
- There will be the need to expand and increase connectivity of recreational facilities and trails to enhance existing trails and natural features for more tourism opportunities.
- More compact development will increase the demand for additional municipal services such as a stormwater management program and to improve streets and parking areas.

Development Considerations

Land Supply



The village has ample room for all types of development within the village proper and planning area without compromising neighboring land uses or local natural features. There is sufficient land for commercial and light industrial development along State Highway 32 corridor, within the Central Business District, and in the industrial park. As shown by the land use inventory, there are many affordable infill lots for residential development already served by municipal water and sewer. With the removal of several older buildings

along the STH 32 corridor, there are both infill development and redevelopment opportunities within the Central Business District. With the village’s vast amount of recreational choices, there is land available to expand those recreational facilities and trails within and near the village.

Land Price

The current low demand for housing will keep the values from increasing at the rate seen in other areas of the county. Unless there are more good paying jobs to give workers incentive to relocate, the demand for existing homes will be minimal and the building of new homes will happen at a rate of three to four each year. There is more housing supply than demand, plus age of housing are contributing factors to stagnate home values Central Business District land values to remain flat unless future investments are made.

The price for certain types of properties will generally follow the regional trend. The value of productive agriculture land within the village’s planning area will increase in price as demand for alternative fuels climb because it serves as an incentive to continue farming. The land within desirable business locations such as along the highway corridor and industrial park will continue to hold its value due to traffic visibility and existing zoning. The land values for limited natural resources land (wooded and open space) will continue to be desirable for hunting/recreational purposes.

LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

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 and planning area. They are the Wisconsin Department of Administration (WDOA) projections, a Linear Projection Model, and

Growth Forecast. Based on past growth numbers, it was determined the Linear Projection Model was the best alternative as illustrated earlier in this chapter when compared to the more conservative WDOA projections that show a continued decline in population and housing units and the more aggressive Growth Projection that indicates a dramatic deviation from past population and housing trends. Using the Linear Projection Model; it is anticipated Suring will attract 118 new residents corresponding to an additional 70 homes by 2025.



It is **not** the intent of this comprehensive plan to see an entire area within a land use classification noted on the General Plan Design to be developed. The specified uses should be allowed if consistent with the type, location, and density of existing development. Some of the land within the land use classification is not developable due to natural features, easements, setbacks, existing preferred land uses, or availability of supporting infrastructure. Within developing areas, these additional considerations and land uses generally

account for approximately 25 percent of the gross land area. Given these above land use considerations, the gross land use needs for residential, commercial, and industrial development for the Village of Suring by 2025 is 103 acres. The net acreage total for each of the illustrated land uses in Table 2.8 is 77 acres.

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

Year	Residential		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2005	11.9		1.7		2.2	
2010	14.3	26.1	2.0	3.7	2.6	4.8
2015	9.6	35.8	1.4	5.0	1.8	6.6
2020	10.0	45.8	1.4	6.4	1.9	8.5
2025	12.4	58.1	1.7	8.2	2.3	10.8

Source: Bay-Lake Regional Planning Commission, 2008.

Residential Projections

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

- Future housing needs based on the Linear Projection Model;
- A per residential lot average of one-half acre; and
- A multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility and to account for the continued decline in persons per household.

Using this projection model as shown in Table 2.9, the Village of Suring can anticipate adding 70 occupied housing units by 2025. These homes will be comprised of new construction, adaptive reuse of existing structures, or the building of more apartment complexes for older adults. This averages to approximately three to four new homes per year. The land needed for these new residents equates to 76 gross acres and 58 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	19	1/2	1.25	11.9
2010	19	1/2	1.5	14.3
2015	11	1/2	1.75	9.6
2020	10	1/2	2	10.0
2025	11	1/2	2.25	12.4
Total	70			58.1

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 seven acres of residential land to every one acre of commercial land for a 7:1 ratio. Based on this ratio, the village can anticipate allocating some 11 gross acres and eight (8) net acres for future development. Those five year increments of land use allocations are shown in Table 2.10. A majority of the commercial development anticipated to take place during this planning period will be in designated locations along State Highway 32.

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

Year	Residential Acreage	Ratio	Net Acres Needed
2005	11.9	7.1	1.7
2010	14.3	7.1	2.0
2015	9.6	7.1	1.4
2020	10.0	7.1	1.4
2025	12.4	7.1	1.7
Total	58.1		8.2

Source: Bay-Lake Regional Planning Commission, 2008.

Industrial Projections

The ratio between residential acreage and industrial land use acreage was also determined based on the 2007 land use inventory. That ratio was 5.4 acres of residential land to every one acre of industrial land for a 5.4:1 ratio. The industrial land use shown on the inventory is primarily the old New Line property. As outlined in Table 2.11, the Village of Suring has allocated approximately 14 gross acres and 11 net acres for future light industrial operations. The village would like industrial business to locate within the designated industrial park shown on the General Plan Design, **Map 3.1**.



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

Year	Residential Acreage	Ratio	Net Acres Needed
2005	11.9	5.4	2.2
2010	14.3	5.4	2.6
2015	9.6	5.4	1.8
2020	10.0	5.4	1.9
2025	12.4	5.4	2.3
Total	58.1		10.8

Source: Bay-Lake Regional Planning Commission, 2008.

Agricultural Projections

Several large productive agricultural land tracts are located within the village’s extra-territorial planning area in the towns of Maple Valley and How. Some of the future development is predicated to occur within the planning area as shown on **Map 3.1**. With a projected 103 acres of land needed for residential, commercial, and industrial development and another 30 acres dedicated to recreational land use during the 20 year planning period, a large percentage of that 133 total acres will be taken out of current agriculture production, existing open space, and surrounding woodlands. The village’s 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 Village of Suring and the towns of How and Maple Valley 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 STH 32 corridor, planning area, and within the village.

SUMMARY OF IMPLEMENTATION GOALS

During the planning process, eleven (11) goals were developed that illustrate how the Village of Suring will approach overall growth and development within its municipal boundaries and planning area over the next 20 years. These goals are also listed by topic with applicable objectives, policies, and programs in Chapter 4 of this document. By achieving these more defined policies and programs, the Village of Suring 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 Suring 20-year Comprehensive Plan as a guide when making future land use decisions.

INTERGOVERNMENTAL COOPERATION: To promote cooperation between the towns of How and Maple Valley, the Village of Suring, Oconto County, and any other municipality or governmental entity that makes decisions impacting the village and surrounding area.

NATURAL RESOURCES: To maintain a healthy natural environment for the residents of the Village of Suring to enjoy and for wildlife to thrive.

AGRICULTURAL RESOURCES: To protect valuable farmland by directing development to locate in areas more suitable for those land uses.

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

HOUSING: To support the availability of quality and affordable housing options for all segments of the village’s current and future population.

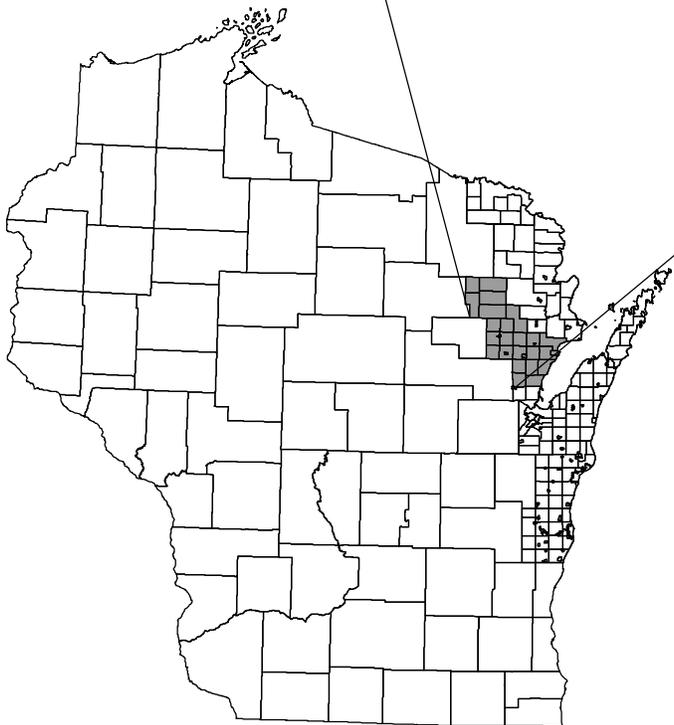
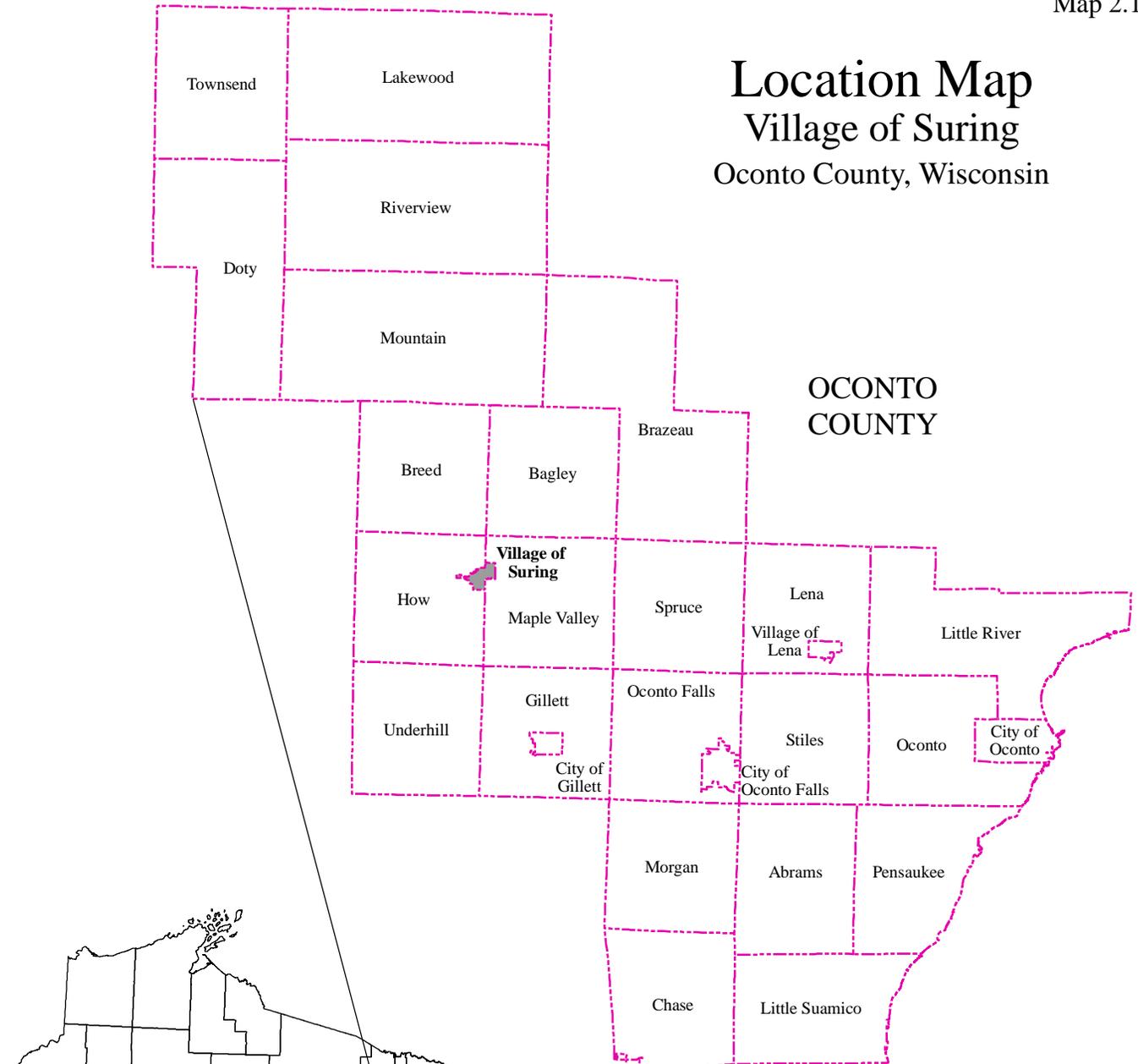
ECONOMIC DEVELOPMENT: To facilitate small scale economic development that is compatible with the size and infrastructure capabilities of the village.

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

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

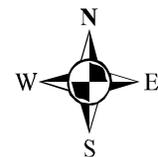
PARK AND RECREATION: To offer a variety of recreational opportunities for all village residents and visitors.

Location Map Village of Suring Oconto County, Wisconsin



WISCONSIN

■ Village of Suring



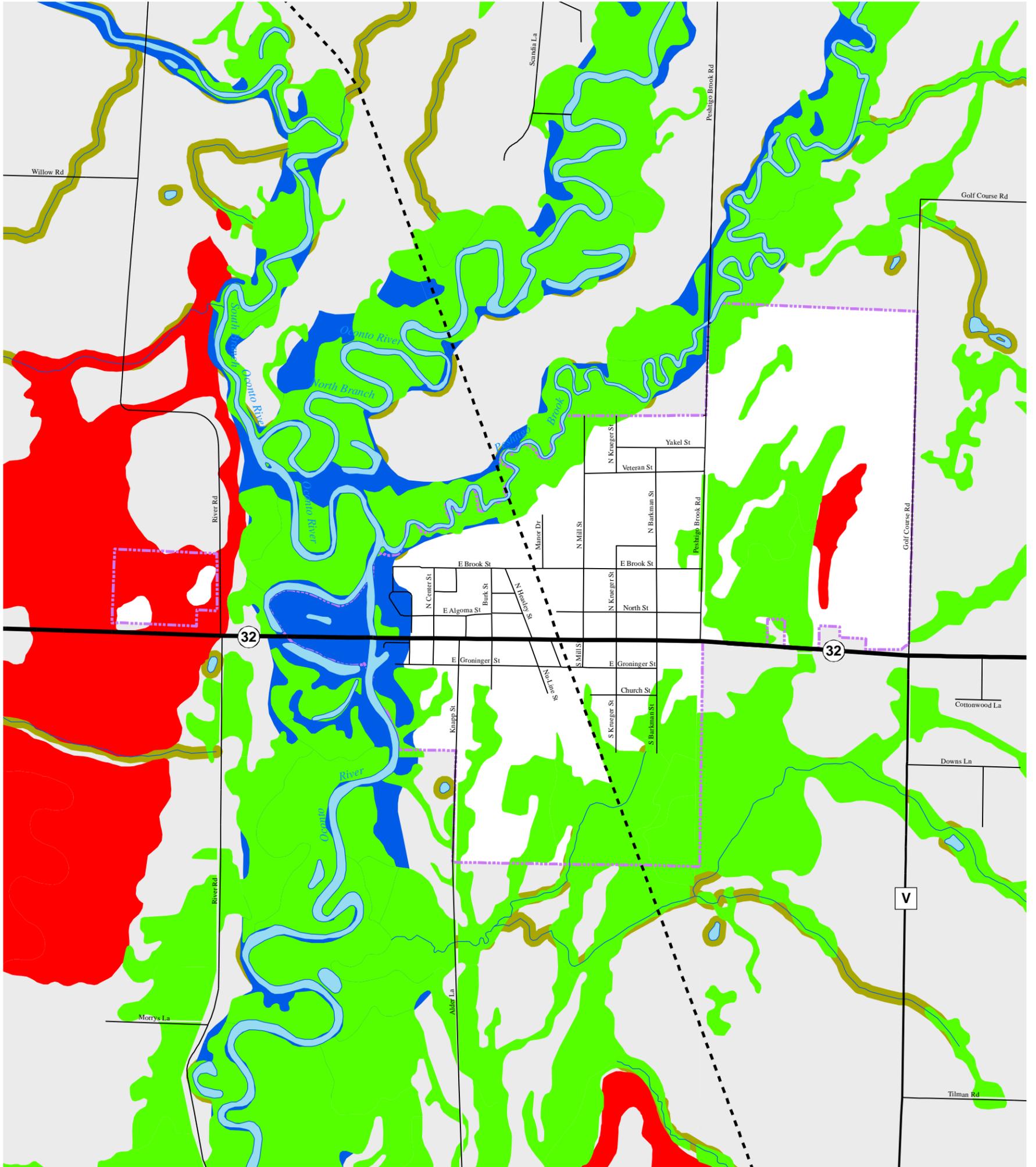
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Source: Village of Suring; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Plan Determinants

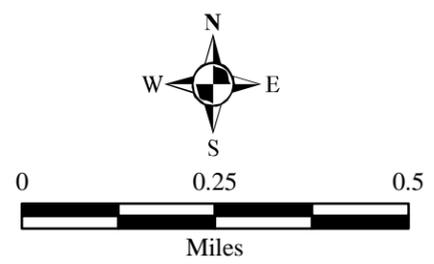
Village of Suring

Oconto County, Wisconsin



Base Map Features

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

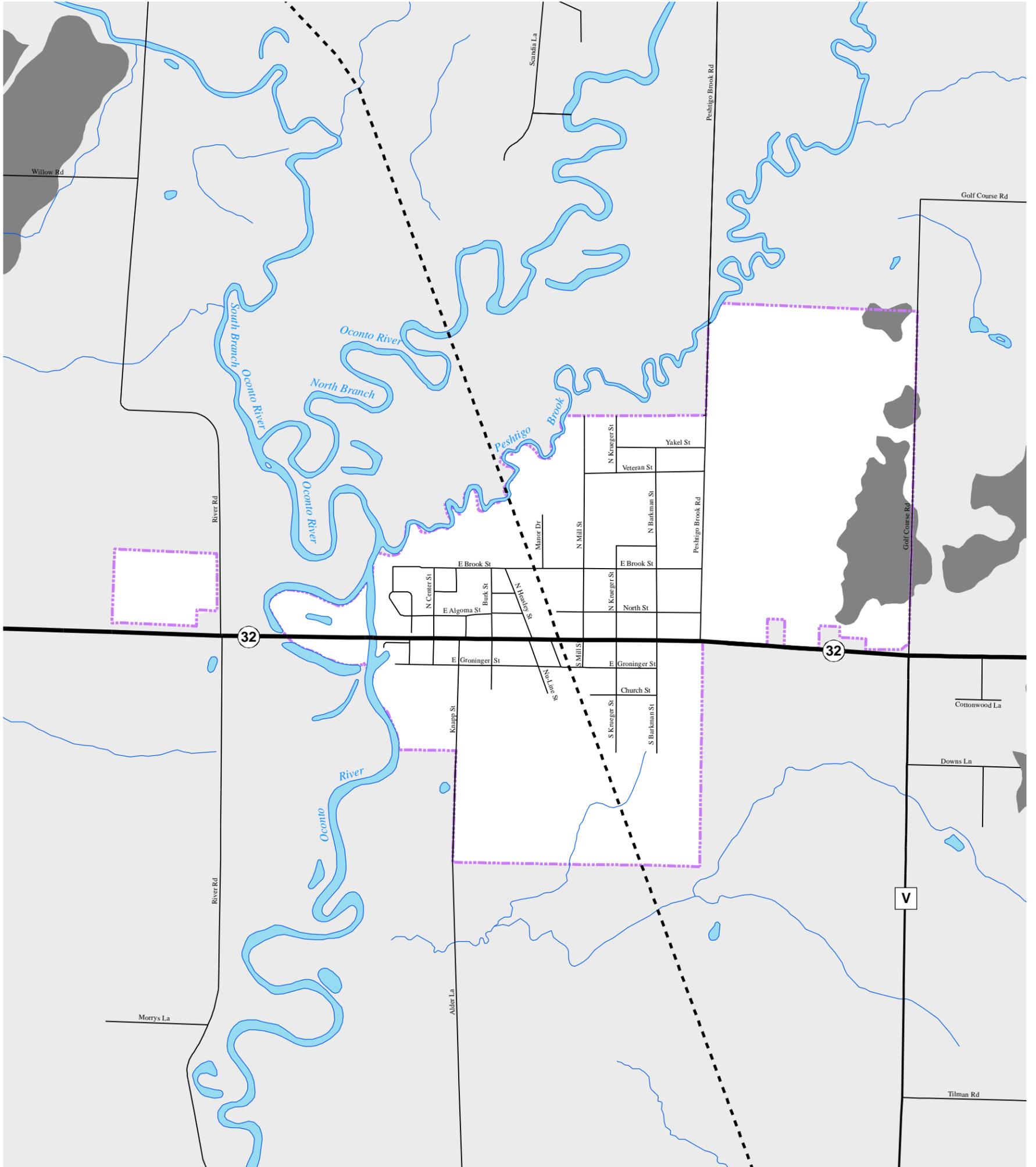


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 Source: WDNR; FEMA; NRCS; Village of Suring; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Prime Agricultural Soils

Village of Suring

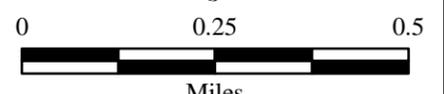
Oconto County, Wisconsin



Base Map Features

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

Prime Agricultural Soils



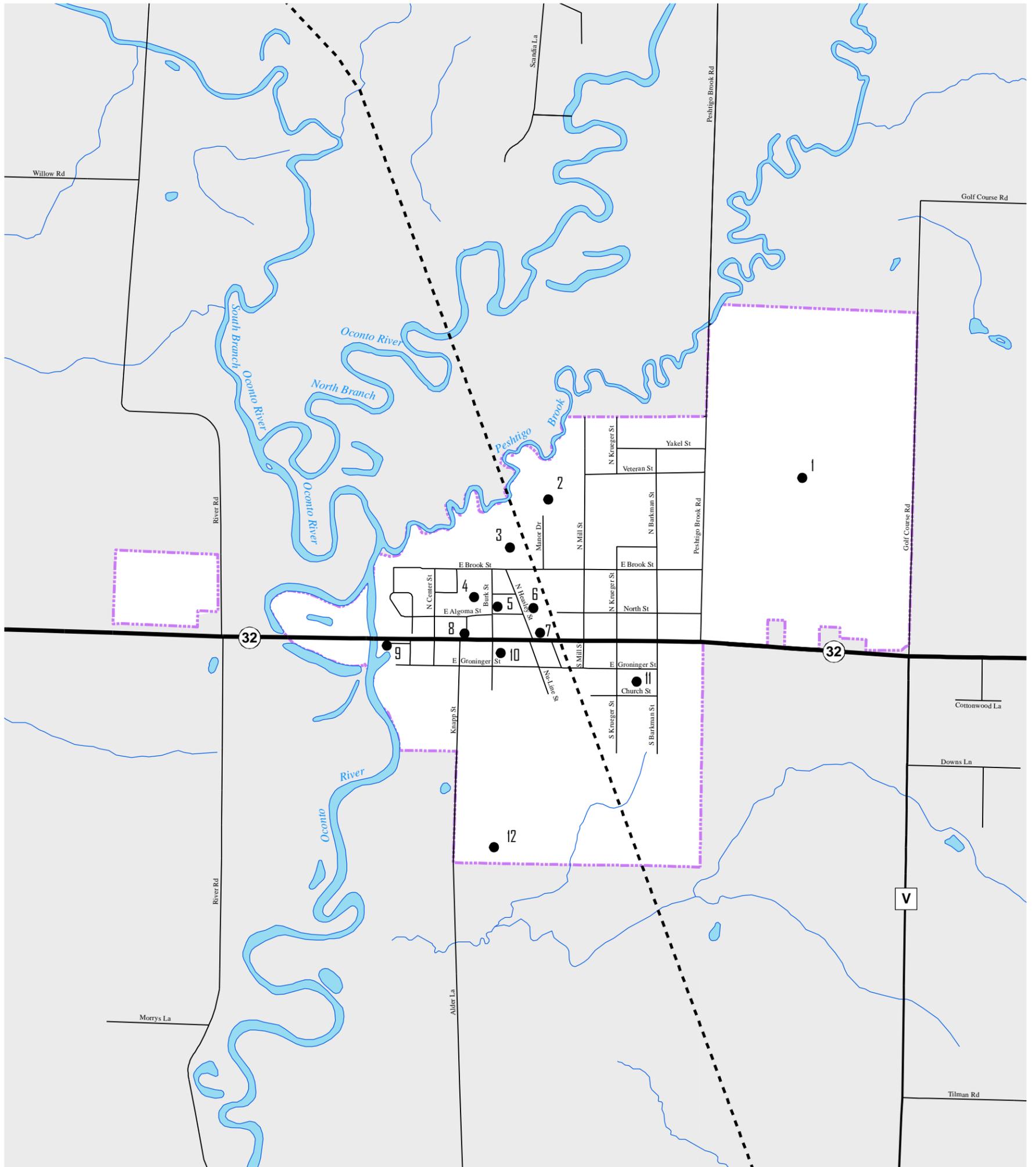
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Source: NRCS; Village of Suring; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Public & Community Facilities

Village of Suring

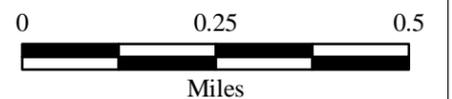
Oconto County, Wisconsin



Base Map Features

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

- 1 - Black Bear Run
- 2 - Woodland Village Nursing Home
- 3 - Suring Community Park
- 4 - Suring Public Schools
- 5 - St. John's Lutheran Church
- 6 - Suring Fire Department
- 7 - Suring Village Hall and Library
- 8 - Suring Methodist Church
- 9 - Riverside Memorial Park
- 10 - Post Office
- 11 - St. Michael's Catholic Church
- 12 - Recycling/Garbage Center



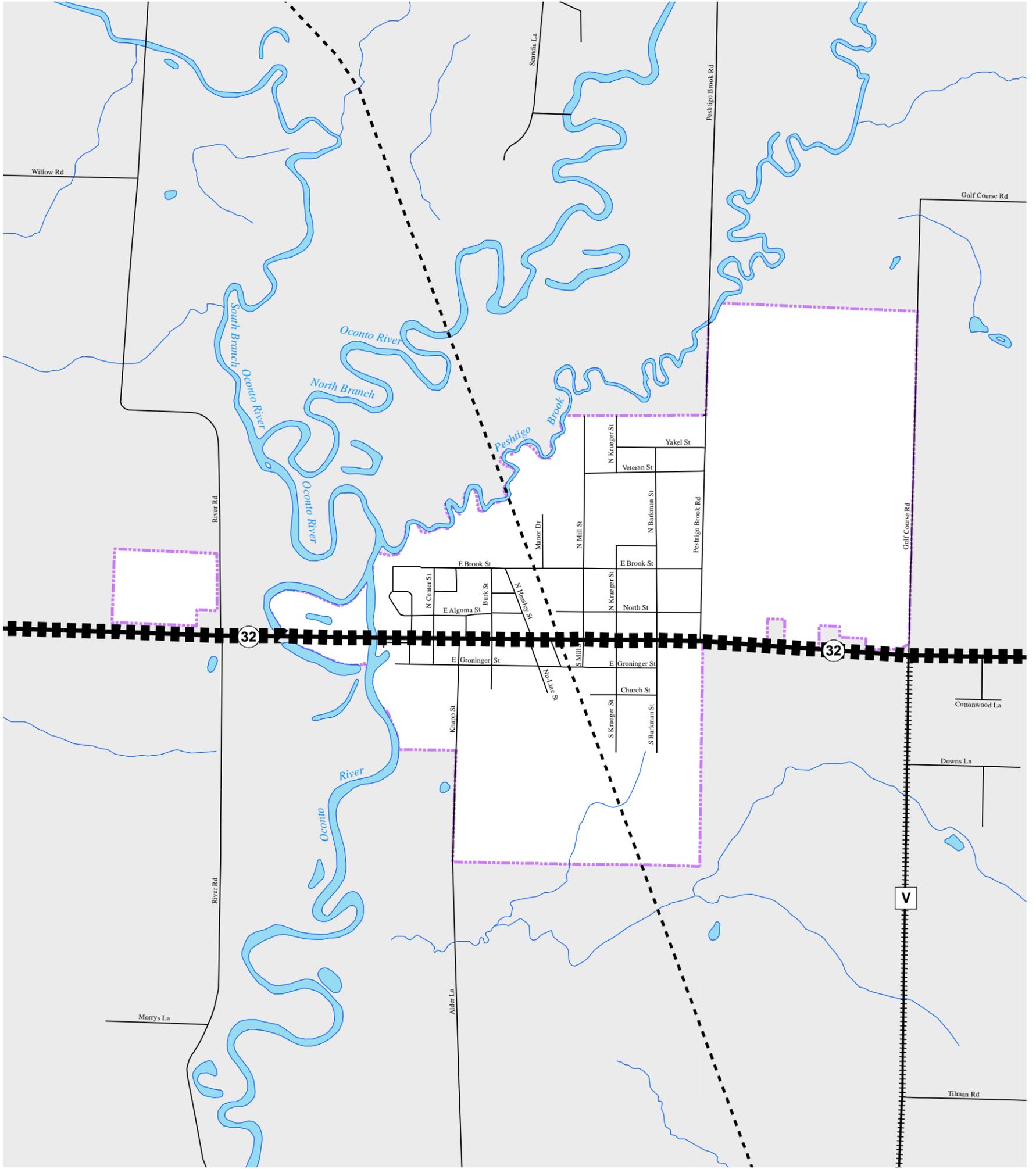
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Source: Village of Suring; Oconto County; Bay-Lake Regional Planning Commission, 2008.

Functional Classification

Village of Suring

Oconto County, Wisconsin

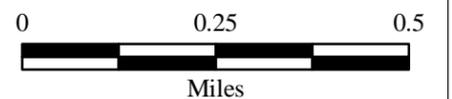


Base Map Features

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

Road Categories

-  Minor Arterial
-  Minor Collector



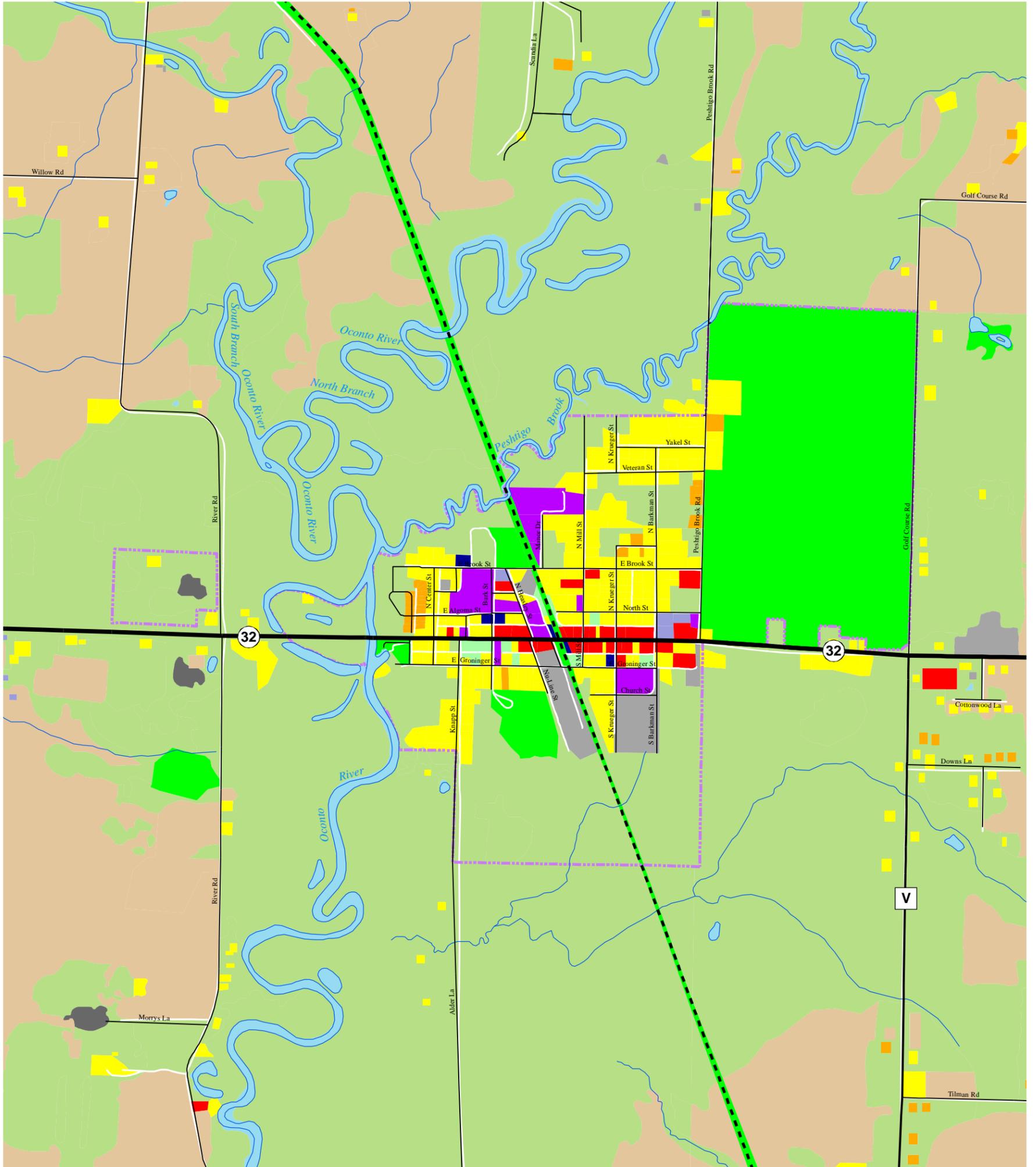
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Source: WDOT; Village of Suring; Oconto County; Bay-Lake Regional Planning Commission, 2008.

2007 Land Use

Village of Suring

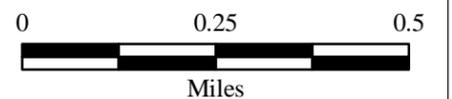
Oconto County, Wisconsin



Base Map Features

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

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



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Source: WDOT; Village of Suring; 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 Planning 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 Suring 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 such as local zoning ordinances will assist village officials in achieving the 20-General Plan Design.

20-YEAR GENERAL PLAN DESIGN

Land Use Classifications

The following land use classifications detail the suggested type, location and density of development for the Village of Suring as illustrated on the 20-Year General Plan Design. They define those vital land use characteristics that will assist in creating a diverse economic environment and promote efficient and orderly growth. The village’s future land use classifications are:

- Residential
- Commercial
- Industrial
- Governmental/Institutional/Utilities
- Parks and Recreation
- Agricultural
- Transportation
- Environmental Corridors Overlay

Land Use Recommendations

Residential

The Residential land use classification addresses all types of housing found within the Village of Suring. This includes single-family homes, multi-family apartments, mobile home parks, senior housing complexes, and long-term care facilities. As noted on the General Plan Design and housing strategies, the village is committed to offering a variety of housing choices for its residents and ample space has been allocated for future residential needs. Residential development in the Village of Suring is divided into two categories- *neighborhood residential* and *rural residential*.

The “Neighborhood Residential” category allows for higher density and more diverse development. These areas within the village have the distinct components of a more traditional neighborhood identified by a mix of land uses and types of housing.

Recommendations:

- **Existing residential neighborhoods will remain** during the 20 year planning period. There are affordable opportunities for infill development and rehabilitation or redevelopment of existing structures for a variety of land uses within these areas.

- **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 rehabilitation of underutilized structures within these neighborhoods should follow the village’s current zoning standards.** New and renovated structures should fit with surrounding land uses- scale, color, materials, and density.
- **New infill development should correspond with the existing neighborhood residential types** to avoid incompatibilities or compromise the area’s visual appearance. A uniform set of design standards should be established to promote multi-use and enhance the appearance of the neighborhood. Duplexes, single-family homes, and multi-family complexes are encouraged to share the same neighborhood. This is done through careful planning and the institution of design standards that will result in higher densities and varied land uses without any noticeable change in neighborhood character.
- **Future residential developments shall be sensitive to natural features** by preserving wildlife habitat, conforming to 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.
- **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 neighborhood residential whenever possible** to limit the costs to extend infrastructure; minimizing the loss of open space, woodlands, and valuable agriculture land; and decreasing the travel distance between residences and existing services.
- **The construction of additional multi-family housing** will be given ongoing consideration due to the anticipated changing needs of the village’s residents during this planning period.

Rural Residential

The “Rural Residential” category is illustrated as “*woodlands and agricultural*” on the village’s 20-Year General Plan Design Map (**Map 3.1**) and encompasses single-family residences located primarily in the northeast and western edge 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 (woodlands and open space views) from further development and the continued 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 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 village should review plans for any new housing developments** planned for within their extraterritorial area.
- **Each new home or cluster of homes will conform to the 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 natural feature edges.** 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.

Commercial

The Commercial land use classification includes retail, professional, and service sector businesses. It incorporates a mix of municipal, commercial, and residential uses in the heart of the village, primarily along State Highway 32 and in designated areas noted on the General Plan Design. The commercial and retail area along State Highway 32 is referred to as the Central Business District. This mix of land uses should be maintained to best serve the residents of village and the towns of How and Maple Valley.

Recommendations:

- **A strong visual image is created within the central business district** 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 buildings located along State Highway 32 be converted back 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.
- **The central business district should encourage pedestrian and vehicular movement.**

- **The utilization of appropriate zoning and design regulations will ensure the central business district maintains a healthy business appearance.** The siting of parking lots and garages in none prominent locations and the inclusion of proper landscaping, fencing and vegetation to buffer mixed land uses will help create an inviting feel.
- **A central business district revitalization plan** will contain a vision for the area 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 central business district 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 central business district.
- **Community interaction should be encouraged** through the planning of cultural, institutional, and other public activities within the central business district.
- **Existing businesses should maintain a crisp appearance,** while new commercial developments within the central business district should contain similar scale and not detract from the character of the surrounding properties.
- **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 enhancement of the village’s major primary entryways** 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 land use classification focuses on existing operations such as Dimension Lumber and Diversified Lumber 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 along State Highway 32 for future industrial development. The pace at which industrial land is developed will determine the need to annex the designated industrial property along State Highway 32 in order 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 State Highway 32 and within the existing business park.

- **The village should steer new industrial developments to the areas within the village designated for industrial uses.**
- **The monitoring of the existing TIF should be done on an ongoing** basis to ensure the boundaries are appropriate and that it is promoting business activity at such a rate to repay costs associated with establishing and maintaining the district.
- **The village should continue 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 along State Highway 32 that serves as a primary entryway to the community and within the designated business park.
- **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 the village residents.

Recommendations:

- **Village officials should monitor the services provided to village residents and businesses** as development pressures increases 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 Suring 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.
- **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 wind generation facilities** and the siting of such structures 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 Suring.

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 Suring School District, Oconto County, and neighboring towns** 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 towns of How and Maple Valley** in planning of future park and recreational facilities to promote connectivity of recreational uses such as trails.
- **The village is encouraged to support organizations such as the historical society** to preserve, promote, and enhance local historical elements of the area.

Agricultural

The Agricultural land use classification was established is 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, encourage new development techniques and programs which will preserve as much farmland as possible.** The utilization of various development techniques such as conservation by design subdivisions help preserve farmland.

- **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** is encouraged between farming and future non-farming operations in order to lessen conflict between land uses.
- **Large-scale farming operations** are recommended to be located 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.** The utilization of development methods 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 and TV 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 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 central business district
- Reinvest, through the recruitment of new business, in the designated industrial park. This area is included within the TIF district.
- Rehabilitation of homes in the older neighborhoods
- Recreation and cultural expansion on parcels adjacent to Riverside Park
- New housing development in the northeast 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 Suring 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 Suring has 113 acres of residential land use, 16 acres in commercial land use, and another 21 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	469
Multi-Family Residential	5
Mobile Home	6
Commercial	38
Industrial	38
Governmental/Institutional/Utilities	55
Agricultural/Open Space	469
Parks and Recreation	285
Transportation	40
Woodlands	1,342
Water Features	86
Totals	2,830

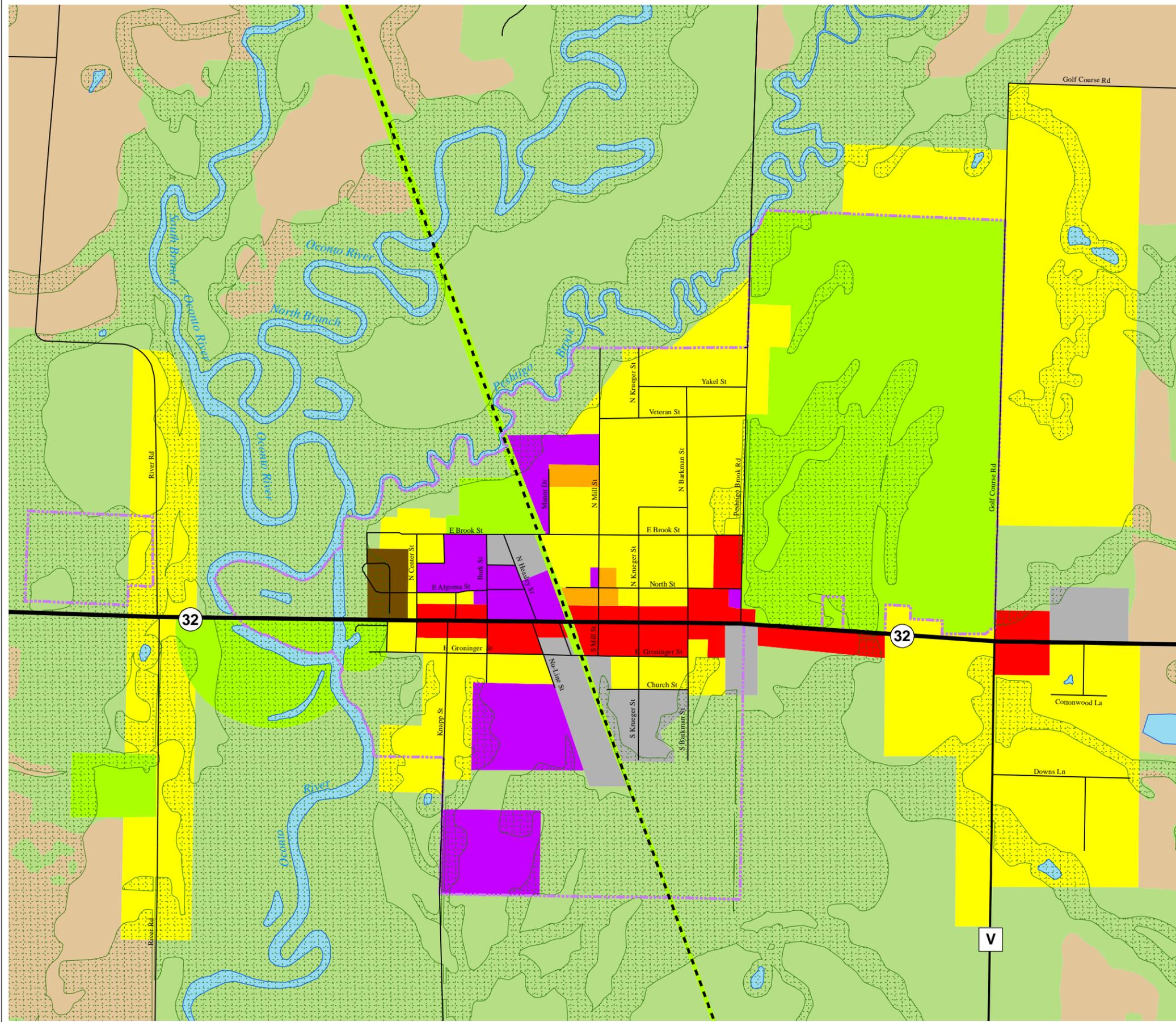
Source: Bay-Lake Regional Planning Commission, 2008.

Please note, the acreage total of 2,830 acres does include most of the extraterritorial planning area around the village. It includes only the extraterritorial area thought to be impacted by development from the village over the next 20 years.

20-Year General Plan Design

Village of Suring

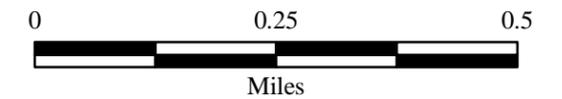
Oconto County, Wisconsin



- Residential
- Multi-Family Residential
- Mobile Home Park
- Commercial
- Industrial
- Park and Recreation
- Governmental/Institutional/Utilities
- Woodlands/Natural Areas
- Agricultural
- Environmental Corridors Overlay

Base Map Features

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



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

Source: Village of Suring; 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 Suring 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 and a mechanism used to measure the progress toward achieving the plan are also provided.

RESPONSIBILITIES OF LOCAL OFFICIALS

The Suring Village Board has the primary responsibility of implementing the comprehensive plan. Elected officials and village staff need to be familiar with the maps and text, as well as the vision statement and future development strategies found within the plan. The comprehensive plan should provide much of the rationale needed 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 F 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 village officials 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 Suring 20-Year Comprehensive Plan*.

UPDATING THE COMPREHENSIVE PLAN

The Village Board is the lead entity in amending/updating the *Village of Suring 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 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; and
 - 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; and
- Be aware of updates or completion of other local, county, or regional plans.
- **Ten Years** - required comprehensive plan update per s. 66.1001(2)(i), Wis. Stats. Amend the plan as needed based on changing conditions.
 - Conduct a review of the 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 information inventoried in *Volume II: County Resources*; and
 - Review ordinances and other controls for consistency with the comprehensive plan.

IMPLEMENTATION OF LOCAL LAND USE CONTROLS

Zoning

Village of Suring Code of Ordinances

The Village of Suring maintains and administers a Code of Ordinances. 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 Suring 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 Village Board 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.
- It is important for the Village of Suring to evaluate the need for additional ordinances as village officials 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 Suring regulates development in flood hazard areas in order to protect life, health and property through Floodplain 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 necessary 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 Floodplain Ordinance.

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

Shoreland Ordinance

The Oconto County 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.

Subdivision Ordinance

The Village of Suring adopted a Subdivision Ordinance under the authority granted by secs. 236.13(1)(b) and 236.45, Wis. Stats. for the purposes listed in secs. 236.01 and 236.45, Wis. Stats. The ordinance is intended to regulate and control the division and subdivision of land within the corporate limits and the extraterritorial plat approval jurisdiction of the Village of Suring in order to promote public health, safety, convenience, and general welfare, to encourage the most appropriate use of land, to provide the best possible living environment for people and to conserve the value of building places upon the land. The ordinance, in part, is designed to foster the orderly layout and use of land. Please see ordinance for further information and details.

Local Village Ordinances

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

- Building Construction
- Historic Preservation
- Minimum Property Maintenance Code
- Commercial Property Exterior Maintenance Code
- Fair Housing

Other Ordinances and Regulations

The Village of Suring may choose to adopt other ordinances and regulations to implement the *Village of Suring 20-Year Comprehensive Plan*. These additional village controls may include:

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

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The Village Board will be directly responsible for, or oversee the implementation of most of the development strategies (goals, objectives, policies, and programs). 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 Suring 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 1999 and revised to reflect the responses of the Nominal Group discussion and other public involvement steps.

Goals, Objectives, Policies and Programs

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

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

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

LAND USE

GOAL: *To ensure the 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 Suring 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 and needs of village residents and businesses.

Policies:

- A. Consultation of this 20-year comprehensive plan will be made by the Village Board prior to making any decisions regarding land use changes and the updating and/or enforcement of 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, the towns of How and Maple Valley, and Oconto County in implementing this 20-year plan.

Programs:

- Present a copy of the adopted 20-year comprehensive plan to the Town of How, Town of Maple Valley, and Oconto County.
- Meet with the Plan Commissions for the towns of How and Maple Valley on a regular basis to discuss development along village borders and the State Highway 32 corridor.

Objective 2: Review and update of the village’s comprehensive plan is the responsibility of the Village Board.

Policies:

- A. Maintain maps relevant to the implementation of the comprehensive plan and to monitor land use changes within the village and the planning area.
- B. Continue to be involved on planning initiatives undertaken by Oconto County such as updating of the county’s outdoor recreation plan that may impact implementation of the village’s comprehensive plan.
- C. Review the comprehensive plan on an annual basis with plan updates scheduled for every five years.
- D. 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 promote cooperation between the towns of How and Maple Valley, the Village of Suring, Oconto County, and any other municipality or government entity that makes decisions impacting the village and surrounding area.

Objective: To coordinate with the towns of How and Maple Valley, Oconto County, Suring School District and other interested groups/agencies on future planning projects.

Policies:

- A. Cooperate with the towns of How and Maple Valley to address possible boundary issues to minimize land use conflicts.

Program:

- Work with the towns of How and Maple Valley, Oconto County, and other relevant agencies regarding the health and viability of natural resources that lie across municipal boundaries.
- B. Investigate the feasibility of the 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 Suring School District, Suring Public Library, historical society, and local civic groups.
- C. Promote cooperation and communication with the Suring School District to collectively support quality educational opportunities and facilities.
- 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 Suring 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 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 towns of How and Maple Valley 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 towns of How and Maple Valley and Oconto County to pursue measures to protect surface and groundwater resources.
- B. Maintain 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.

AGRICULTURAL RESOURCES

GOAL: *To protect valuable farmland by directing development to locate in areas more suitable for those land uses.*

Objective 1: Retain large contiguous prime agricultural tracts and open spaces within the planning area 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 STH 32, and to smaller, less productive agriculture tracts within the planning area.

Programs:

- Consider establishing a development agreement with the towns of How and Maple Valley to promote more orderly and efficient development within the village’s planning area.
- Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for farming purposes only.
- 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 Suring Historical Society to continue preserving and promoting the village’s rich history through the establishment of a visitor’s center, activities, 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.
- Maintain an inventory of historical assets for future preservation and promotion.

HOUSING

GOAL: *To support the availability of quality and affordable 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 to meet the needs of all income levels and of all age groups and persons with special needs.

Policies:

- A. Follow the land use recommendations to locate future housing within areas where infrastructure is already available or can be economically be 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 walk able communities with the construction of 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 the village’s residents.

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

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

Program:

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

Objective 3: Locate new single family housing developments where they do not negatively impact the environment and 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 facilitate 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 industrial park (former Evenflo complex), and designated areas along STH 32 and other viable locations 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 of How and Maple Valley 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 STH 32.

- D. Partner with county and regional economic development professionals to attract suitable businesses and employers to the village.

Programs:

- Expand the village’s website and create materials 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.
- Promote an incentive package to include tax incremental financing to attract businesses to the village.
- Continually review the necessity of annexing land along STH 32 to extend services for existing and future business development.

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

Policies:

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

Programs:

- Develop a central business improvement plan to include ways to infill develop the area and upgrade the appearance of existing buildings.
 - 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.
- B. Invest in landscaping and signage to improve the appearance of the area.
- C. Market the area as a viable business area.

Objective 3: Ensure existing businesses remain viable and have the opportunity to grow.

Policies:

- A. Support the efforts of the chamber of commerce.

Programs:

- Develop an annual business retention survey to gather input on local business conditions and to assess how the village can serve them better.
 - Promote the efforts by the Northwest Technical College to offer programs to increase the skills of the local workforce.
- B. Monitor infrastructure capacity to ensure existing businesses seeking to expand can be adequately served.

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 Oconto County and the Wisconsin Department of Transportation to establish safe efficient multi-modal movement near all commercial, industrial, and public facility locations.

Objective 2: Establish a transportation system that compliments 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 village streets 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 adjustments to future facilities and equipment upgrades.

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.

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

- A. Work cooperatively with service providers to upgrade telecommunication, 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 offer a variety of recreational opportunities for all village residents and visitors.*

Objective: Promote a variety of quality recreational opportunities that are available to all village residents and visitors.

Policies:

- A. Take part in any planning efforts concerning additional recreational facilities with the towns of How and Maple Valley, Oconto County, and Suring School District.

Programs:

- Participate in the updating of the Oconto County Comprehensive Outdoor Recreation Plan.
- Identify cultural resources that can be utilized for marketing of the area.
- Discuss the need to build a multi-generational community building
- Evaluate the opportunity to utilize the town’s natural features for enhancing and/or expanding recreational opportunities.
- B. Consider access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

Stakeholders

Bay-Lake Regional Planning Commission
Civic and Recreation Clubs
Oconto County
Oconto County Highway Department
Oconto County Land Conservation Department
Oconto County Planning/Zoning/Solid Waste Department
Oconto County UW-Extension
Suring School District
Towns of How and Maple Valley

Wisconsin Department of Administration
 Wisconsin Department of Commerce
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation
 Wisconsin Housing and Economic Development Authority

Implementation Schedule

To efficiently implement the *Village of Suring 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, the local school district, 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 remaining key development strategies proposed by the Village of Suring is provided below.

Ongoing

1. The Suring Village Board should review the comprehensive plan and ordinances at their regularly scheduled meetings.
2. Suring 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 Suring and the towns of How and Maple regarding all development options within the extraterritorial planning area to include the commercial development along STH 32; parks and recreation; and siting of future utilities and infrastructure.
4. Village officials should work with the residents, Suring School District, recreation clubs, civic groups, and neighboring towns 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.

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. The village should annually review the financial situation, boundary, and projects of the tax incremental financing district.
4. For reference and information purposes, Suring should maintain and display a current map of the town’s natural features-wetlands; floodplains; lakes, rivers, and streams; woodlands; prime soils; and soils that comprise areas of steep slope.
5. 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.
6. Suring 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.
7. 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 1 to 5 Years

1. Village officials should prepare a design plan for current and future business locating along the STH 32 corridor and within the industrial park that would include traffic flow, connectivity, signage, structures, landscaping, parking, and storage.
2. Further design and distribute promotional materials such as the village website and supporting publications will help advertise the village and its business development assets.
3. To support future business development activities, the village should investigate further the need to expand the function and role of the Community Development Authority to work on improving the central business district and to attract create jobs.
4. Suring should work with Oconto County on the updating of the county’s Farmland Preservation Plan and the Comprehensive Outdoor Recreation Plan and the implementation and maintenance of the Multi-Hazards Plan.
5. The Village of Suring should further promote the village’s history. The village is encouraged support the local historical society, as well as the county and state historical societies, to identify tools to preserve and promote those assets.
6. An assessment should be completed on the need to build a multi-generational community building that could be shared with the towns of How and Maple Valley.

VOLUME I - APPENDIX A
PUBLIC PARTICIPATION RESOLUTION

VILLAGE OF SURING

RESOLUTION NO. 2006 - 13

RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION PROCEDURES

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

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

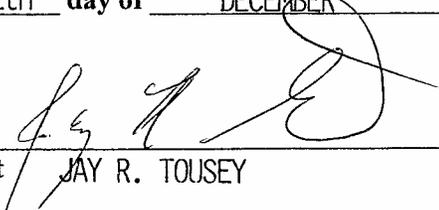
WHEREAS, Wis Stats 66.1001 (4) requires a governing body of a local unit of government adopt written procedures designed to foster public participation in the adoption of amendment of a comprehensive plan and;

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

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

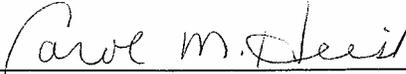
Adopted this 12th day of DECEMBER, 2006

Approved:



Village President JAY R. TOUSEY

Attest:



Village Clerk CAROL M. HEISE

VOLUME I - APPENDIX B
2007 COMMUNITY SURVEY RESULTS

Village of Suring 2007 Community Survey



66 Completed Surveys/248 Surveys Sent Out (27%)

Dear Village of Suring Resident:

The process is underway to update the *Village of Suring 2015 Comprehensive Plan* adopted in August of 1999. The purpose of this updated plan is to guide and coordinate future development within the Village of Suring over the next 10-20 years. As a means to gather valuable input from village residents to prepare this valuable planning document, the enclosed short survey has been developed by the Suring Planning Committee. It is important for this comprehensive plan to have the input from residents regarding their feelings toward specific issues critical to the long term planning efforts of the village.

For the completion of the survey, please check the one box that most closely represents your thinking for each question. If one person in your household is filling out the survey, please only check the for each question. If two persons are filling out the survey, one person should choose the and the other person the and use them throughout the completion of the survey. Please take a few moments and fill out the survey. Surveys need to be dropped-off at the village hall or mailed back by November 15, 2007.

Community Growth and Change

1. I am satisfied with the way the Village of Suring is developing.

Strongly Disagree	Disagree	Agree	Strongly Agree
8	31	29	7

2. Renovating and reinvigorating the Village of Suring’s main street is important to me.

Strongly Disagree	Disagree	Agree	Strongly Agree
5	12	27	27

3. Industrial development should only be allowed in designated areas of the business park (old Evenflo building area) and within the Tax Incremental Financing District.

Strongly Disagree	Disagree	Agree	Strongly Agree
11	17	33	14

4. What are the Village of Suring’s greatest economic strengths? (i.e. workforce, location, existing businesses, school)

Workforce	22	Existing Businesses	30
Location	27	School	27
<i>Comments Attached</i>			

9. Please rate the following services in the Village of Suring. (check all that apply)
- | | <u>Poor</u> | <u>Adequate</u> | <u>Good</u> | <u>Excellent</u> |
|-------------------------------|-------------|-----------------|-------------|------------------|
| Police Protection | 23 | 25 | 24 | 12 |
| Fire Protection | 1 | 1 | 40 | 38 |
| Ambulance | 10 | 18 | 39 | 20 |
| Snow Removal | 3 | 7 | 38 | 42 |
| Road Maintenance | 0 | 17 | 46 | 20 |
| Garbage /Recycling | 8 | 20 | 38 | 12 |
| Code Enforcement | 13 | 28 | 21 | 6 |
| General Government Operations | 14 | 33 | 33 | 6 |
10. Do you feel the Village of Suring and Suring School District should have a stronger working relationship on such matters as economic development, planning projects, recreation, and community services?
66 Yes **8** No
11. What housing options do you feel should be more readily available in the village? (check all that apply)
28 Single Family
24 Duplexes
14 Multi-Family
11 Condominiums
30 Elderly Housing/No Special Assistance Needed
31 Elderly Housing/Some Assistance Provided
3 Nursing Homes
5 Other

Land Use Controls and Plan Implementation Tools

12. Do you feel the Village of Suring’s existing Ordinances adequately address the needs of the residents?
56 Yes **9** No
13. What do you like most about living in the Village of Suring?
Comments Attached
14. What do you like least about living in the Village of Suring?
Comments Attached
15. In regards to transportation, recreation, housing, commerce and industry, and community services, what are the greatest challenges facing the Village of Suring in the next 20 years?
Comments Attached

Household/Demographic Information

16. Sex of those completing this survey.
40 Male **39** Female
17. Please indicate which age category you fall into.
1 18-25 **4** 26-35 **9** 36-45 **25** 46-59
12 60-65 **32** 65+
18. How long have you lived in the Village of Suring?
5 Less than 2 years **4** 2-5 Years **10** 6-10 Years
16 11-20 Years **31** 20-30 Years **25** Over 30 Years
19. What type of housing do you currently reside in?
55 Single Family **1** Duplex **3** Apartment **4** Other
20. If you are currently employed, where is your place of employment located:
28 In the Village of Suring
11 Oconto County but not in the Village of Suring
3 In Brown County
4 In Shawano County
0 In Outagamie County
14 Other: **Responses-Retired and Forest County**
18. How many children 18 years of age and younger live in your household?
11 1-2 **1** 3-5 **0** 6 or More **48** None
21. What is your primary source of income: (Check one category that best identifies your largest source of household income)
0 Farming
10 Manufacturing
3 Construction
4 Health Care
4 Retail/Wholesale Trade
27 Social Security
2 Rental Income
8 Pension
7 Professional Services
2 Dividends/Investment Income
3 Local/State/Federal Government
8 Other
22. Any other thoughts or comments you would like to share with the Suring Planning Committee?
Comments Attached

22. What are the Village of Suring’s greatest economic strengths? (i.e. workforce, location, existing businesses, school)
- Recreational Offerings
 - Good service base-firehouse, clinic, and library
 - Good school
 - Recreation trail
 - Space in business park
 - Friendly people
 - Available workforce
 - Location
 - Exciting businesses
 - On state highway
 - Willing to make improvements
 - Have strong ethics
 - Am willing to support local businesses
23. Would you like to see the Village of Suring plan for additional park and recreational facilities?
- Fishing in river-develop river side park
 - Facility for all ages
 - Community park
 - Fitness facility
 - “Go cart” track
 - Miniature golf
 - Covered shelter at Riverside Park
 - Bike trails
 - Cross country ski trails
 - Tourist information
 - Help with “river area” –ATV parking, activities for the elderly
 - Swimming
 - Ice skating
 - Partner with nearby townships to support
24. What do you like most about living in the Village of Suring?
- Close enough to big cities
 - Small town USA
 - Friendly people
 - Quality of life
 - Family is here
 - Rural area
 - Know everyone
 - Fire protection
 - School convenience
 - Safety

- Low taxes
- Location for work
- Have great police and fire protection
- Size and services
- Quietness
- Slower pace
- Lack of crime
- Good walking distance
- Clean
- Village maintenance
- Library
- Northwoods atmosphere
- Small town hospitality

25. What do you like least about living in the Village of Suring?

- The mosquitoes and gnats
- People not working together
- Mosquitoes
- Lack of industry
- Too far for city shopping
- No pride in your home
- Lack of communication
- Lack of planning
- No entertainment
- Need a pharmacy
- Not enough side-walks
- Taxes too high
- In need of good services
- Telephone options
- No cable TV
- Question the village spending
- Speeding on Barkman
- Need “Dollar Store”
- Poor law enforcement
- Need “Rec” center
- High water bills
- Lack of progress
- Lack of employment for minors
- People wanting to vote on certain issues
- 4 wheelers off main roads
- Curb-side service for leaves

26. In regards to transportation, recreation, housing, commerce and industry, and community services, what are the greatest challenges facing the Village of Suring in the next 20 years?

- To keep the young people here
- Making it a “destination”
- Commercial services
- Commerce and industry
- Transportation
- Be more self-sufficient
- Keep taxes down
- New businesses
- Keeping kids in school
- People moving out of the area
- Secure more industry
- Non-polluting light industry
- Recreation
- School population
- Lack of professional people to reside in Suring
- Clean-up village
- Providing employment to support all of the above

27. Any other thoughts or comments you would like to share with the Suring Planning Committee?

- Owners take pride in their businesses and property
- Keep religion alive in school
- Stray animals
- Churches
- Tornado shelter for Suring
- Good service library
- Interested in Planning Commission – Mark Carlson from Video Store
- Good retirement place
- Take advantage of what goes through town
- Need P.R. person
- Good relationship with church
- My daughter and I enjoy the nature walk so much and love the holidays when it is decorated

Other:

- Complimenting the “Planning Committee” for first step
- Happy about library
- We are on the 45 parallel
- No mobile homes
- House that cannot sell

VOLUME I - APPENDIX C
STUDENT FOCUS GROUP RESULTS

Student Focus Group - Results Suring High School

November 8, 2007

16 Students Participated

1. **Do you live in or outside the village?**
-3 of 16 students live in the village
2. **Where do your parent(s) work?**
-6 of the 16 students have parents working in the village
-Local employers include the school and diversified Lumber
-8 students said they have parents who worked at Evenflo
3. **What are your intentions (school, work, military) after graduation?**
-All 16 students indicated they are going on to school after graduation
-All plan on attending a school in Wisconsin
-One student indicated she is thinking about enlisting in the ROTC
4. **What do you like about the village?**
-Know people
-Lots of recreation-hunting, fishing, trails (all 16 like these opportunities)
-Community Support
-“Safe”
-Family
5. **What do you dislike about the village?**
-No fast food
-Have to drive to Shawano or Green Bay to shop
-Minimal places to work
-Boring
-Small
-Everyone is watching you
6. **Are you considering residing in the village as an adult? Yes 9 No 7**
If no, why:
-Jobs
-Weather
-4 students are considering living someplace other than Wisconsin
7. **Would you like to own and operate a business in the village? Yes 2**
If yes, what type?
-Fast food

- 8. How do envision the village in 10 years?**
-Smaller
-Businesses not staying
-Nothing to attract new residents
-Possible residential – ‘Retires’/summer homes
-Suring school at risk-consolidation with Gillett?
-If someone would open a major business-then the future may be different
- 9. Do you plan on being a part of the village’s future? In what capacity?**
-Keep in touch
-visit
-donate time/money if able = pride
-coaching
Generally:
-No one wants to become an elected official
-6-8 students indicated they would serve in a civic organization
-14 indicated they would volunteer
- 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
- 11. Other ideas or comments?**
-What does Suring need?
-Service businesses like a family dollar
-Fast food such as Subway
-Community Center
-Lack of technology infrastructure-high speed internet, cable
(The lack of technology availability would not be a factor on whether or not the students would live in the village)
-Where do you travel to for entertainment and shopping?
-Primarily Shawano
-Going to Green Bay is a treat
-No to Marinette, Wausau, Appleton
-Is the need to eat organic foods a factor in your lives?
-All 16 said no
-Does the ongoing war in Iraq and Afghanistan influence or impact your lives?
-All 16 said no, Suring is a safe environment for them
-Where do you see agriculture (farming operations) in 10 years?
-Big farms because smaller farms cannot compete
-Do you see a trend towards small community farms?
-No student thought smaller, family-owned farms would be a factor in the future.

-Does technology play a major role in your lives (iPods, Internet, Cell Phones, etc.)

-Cell phones are important

-One student is addicted to the internet

*-A majority of students said they did not need to have the latest
gadgets*

VOLUME I - APPENDIX D
INTERGOVERNMENTAL COOPERATION RESULTS

“Southern Cluster”

Intergovernmental Cooperation Workshop
April 16, 2008, County Courthouse

Land Use Issues and Conflicts/Positive Working Relationships

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

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

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

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

Potential Resolutions

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

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

VOLUME I - APPENDIX E
LAND USE COMPARISONS 1997 & 2007

2007 VILLAGE OF SURING DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	
110	Single Family Residential	87.0
111	Single Family Residential Garage	13.8
130	Two Family	0.1
150	Multi-Family	5.0
180	Mobile Homes	6.8
199	Vacant Residents	0.2
200	COMMERCIAL	
210	Retail Sales	7.3
250	Retail Services	6.3
299	Vacant Commercial	2.4
300	INDUSTRIAL	
310	Manufacturing	18.1
360	Extractive	1.6
399	Vacant Industrial	1.0
400	TRANSPORTATION	
410	Roadways	22.9
417	Off-Street Parking	1.9
500	COMMUNICATION/UTILITIES	
586	Auto salvage/Recycling/Disposals	2.5
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	
611	Administrative Buildings	0.6
612	Post Offices	0.5
614	Municipal Garages	0.5
631	Police/Fire Stations/Offices	0.6
641	Pre-school/Day care	1.5
642	Primary Schools	5.6
651	Libraries	0.4
663	Clinics	0.5
665	Long-term Care Facilities	5.5
691	Churches/Temples/Synagogues	4.2
700	OUTDOOR RECREATION	
736	Parks/Parkways/Forest Related Picnic Areas	1.0
747	Trails	6.7
751	Athletic Fields	14.5
761	Golf Courses	212.2
800	AGRICULTURE/SILVICULTURE	
805	Open Space	4.5
900	NATURAL AREAS	
912	Reservoirs and Ponds	0.5
913	Rivers and Streams	2.7
950	Other Natural Areas	39.3
951	Woodlands	168.4
TOTAL ACREAGE		646.6

1997 VILLAGE OF SURING DETAILED LAND USE

*Includes Extraterritorial Planning Area

CODE	LAND USE CLASSIFICATION	ACRES
100	RESIDENTIAL	
110	Single Family Residential	198.9
130	Two Family	0.4
150	Multi-Family Residential	3.0
180	Mobile Homes	22.8
200	COMMERCIAL	
210	Retail Sales	15.2
250	Retail Services	1.5
299	Vacant Commercial	0.4
300	INDUSTRIAL	
310	Manufacturing	20.5
340	Wholesaling	2.0
360	Extractive	10.3
380	Storage	
381	Open	5.6
382	Enclosed	3.7
299	Vacant Industrial	0.9
400	TRANSPORTATION	
412	State Highways	114.2
413	County Highways	63.4
414	Local Streets and Roads	207.3
417	Off-Street Parking	1.6
419	Truck Terminals	1.2
500	COMMUNICATION/UTILITIES	
514	Telephone Dispatch Centers	0.2
546	Radio/Television Transmission Towers/Antennae	0.1
552	Natural Gas Substations	0.3
556	Other Liquid Fuel Substations	0.6
577	Water Supply Storage Tanks/Reservoirs	0.7
583	Sewage Treatment Plants	0.4
591	Solid Waste Separation/Recycling Plants	3.3

VOLUME I - APPENDIX F
GLOSSARY OF TERMS

Planning and Zoning Definitions

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

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

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

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

See ch. 62, Wis. Stats.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Environmentally Sensitive Areas: areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.

Esplanade: waterfront area intended for public use.

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

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

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

Executive Session: *See “closed session”.*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA):** a federal transportation act that authorized the first 23 “high priority corridors” of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.
- Intelligent Transportation System (ITS):** a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.
- Interim Zone of Influence:** a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.
- Interim Zone/ Development Controls:** See “moratorium”.
- Judicial Appeal:** the review of a local zoning decision by the state judicial system.
- Land:** soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.
- Land Banking:** the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.
- Land Exchange:** a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.
- Land use Intensity System (LUI):** a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.
- Land use Inventory:** a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.
- Land use Plan:** the element of a comprehensive plan that designates and justifies the future use or reuse of land. See s.66.1001, *Wis. Stats.*
- Landfill:** a disposal facility for solid wastes. See ch.289, *Wis. Stats.*
- Land Trust:** a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.
- Large- Lot Zoning:** a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.
- Leapfrog Development:** new development separated from existing development by substantial vacant land.
- Leaseback:** See “purchase/ leaseback”.
- Level of Service (LOS):** a measurement of the quantity and quality of public facilities.
- Light Industry:** the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. See also “heavy industry”.
- Limited Development:** the development of one portion of a property to finance the protection of another portion.
- Linear Trend Series:** In a linear series, the step value, or the difference between the first and next value in the series, is added to the starting value and then added to each subsequent value.
- Lot:** a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. See also “through lot”.
- Lot Area:** the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.
- Lot Averaging:** the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.
- Lot- by- Lot Development:** a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.
- Lot Coverage:** the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.
- Lot Depth:** the average horizontal distance between the front and rear lot lines.
- Lot Line:** the property lines at the perimeter of a lot.
- Lot Width:** the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.
- LULU:** a locally unwanted land use. See also “NIMBY,” “NIABY,” and “NIMTOO”.
- Main Street Program:** a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.
- Managed Forest Law:** a law enacted in 1985, replacing the Forest Crop Law and Woodland Tax Law, that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to pay an annual acreage

payment, a state contribution, a yield tax, or a withdrawal penalty. Landowners have the option to choose a 25 or 50 year contract period. Enrollment is open to all private landowners owning ten or more acres of woodlands. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law (FCL), Woodland Tax Law (WTL), and Managed Forest Law (MFL). *See ch. 70, Wis. Stats.*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Nonconforming Activity: an activity that is not permitted under the zoning regulations or does not conform to off- street parking, loading requirements, or performance standards.

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

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

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

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

Owner property rights include:

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

Government property rights include:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Special Exception: See “*conditional use*”.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- Traffic Impact Mitigation Measure:** an improvement by a developer intended to reduce the traffic impact created by a development.
- Transfer of Development Rights:** a technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement. *See also “rights” and “purchase of development rights”.*
- Transit- Oriented Development (TOD):** moderate or high- density housing concentrated in mixed- use developments* that encourages the use of public transportation.
- Transitional Use:** a permitted use or structure that inherently acts as a transition or buffer between two or more incompatible uses.
- TRANSLINKS 21:** a statewide transportation system plan prepared by the Wisconsin Department of Transportation in response to federal and state laws.
- Transportation Demand Management (TDM):** a strategy that alleviates roadway stress by reducing vehicle density via the increasing of passengers per vehicle.
- Transportation enhancements (ISTEA & TEA- 21):** funds contributed by the federal highway transportation program to enhance cultural, aesthetic, and environmental aspects of local transportation and transit systems.
- Underlying Zoning District:** a term referring to a zoning district when it is affected by an overly district.
- Undevelopable:** an area that cannot be developed due to topographic or geologic soil conditions.
- Unified Development Code:** the combining of development regulations into a single zoning code.
- Universal Transverse Mercator Grid (UTM):** a civilian grid system, which uses only numbers and can be handled by digital mapping software and Geographic Information Systems.
- Unnecessary Hardship:** a unique and extreme inability to conform to zoning ordinance provisions due to physical factors; and, one of three tests a property must meet in order to qualify for a zoning variance.
- Up Zoning:** changing the zoning designation of an area to allow higher densities or less restrictive use. *See also “down zoning”.*
- Urban Area:** the area within a municipal boundary that is serviced by infrastructure; an intensively developed area with a relatively large or dense population.
- Urban Forest:** all trees and associated vegetation in and around a city, village, or concentrated development.
- Urban Growth Area:** an area designated for urban development and usually designed to protect open space or resources beyond its boundaries.
- Urban Growth Boundary:** the perimeter of an urban growth area.
- Urban Sprawl:** low- density, automobile- dependent, and land- consumptive outward growth of a city; the spread of urban congestion and development into suburban and rural areas adjoining urban areas.
- Utility Facilities:** any above ground structures or facilities used for production, generation, transmission, delivery, collection, or storage of water, sewage, electricity, gas, oil, or electronic signals.
- Variance:** a relaxation of dimensional standards by a local zoning board in compliance with statutory criteria. *See s.59.99(7), Wis. Stats.*
- Vehicle Miles Traveled (VMT):** a measure of automobile and roadway use.
- Village:** an incorporated area with a population under 5,000. *See ch. 61, Wis. Stats.*
- Watershed:** the area where precipitation drains to a single body of water such as a river, wetland, or lake.
- Wellhead Protection:** a plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.
- Wetlands Inventory Map:** a map of wetlands classified according to their vegetation, hydrology, and types of human influence, developed by the Wisconsin Department of Natural Resources, used to identify wetlands for protection.
- Wetlands Reserve Program:** a federal program with state partnering to restore the functions and values of wetlands and to preserve riparian areas through conservation easements and wetland reconstruction.
- Wildlife Habitat Incentives Program:** a program that awards landowners federal cost- sharing funds after the installation of improvements to wildlife or fishery habitat.
- Wisconsin Administrative Code (Wis. Admin. Code):** a component of state law that is a compilation of the rules made by state agencies having rule- making authority. These rules provide the detailed provisions necessary to implement the general policies of specific state statutes
- Wisconsin Environmental Policy Act (WEPA):** a state law establishing a state environmental policy. WEPA requires state agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts and alternatives that were considered. Environmental impact statements (EISs) are prepared consistent with this law. *See also “environmental impact statement” and “National Environmental Policy Act (NEPA)”.* *See NR 150, Wis. Admin. Code, and s.1.11, Wis. Stats.*

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

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

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

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

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

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

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

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

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

Bay-Lake Regional Planning Commission

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