

Oconto County

20-Year Comprehensive Plan



Volume I: County Plan
Volume II: County Resources

*Adopted: June 25, 2009
Amended: March 19, 2015*

OCONTO COUNTY

20-YEAR COMPREHENSIVE PLAN

VOLUME I: COUNTY PLAN

Prepared by:

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



Amended by:

Oconto County Planning
301 Washington St.
Oconto, WI 54153
(920) 834-6827



Adopted: June 25, 2009
Amended: March 19, 2015

Volume I: County Plan was prepared by the Bay-Lake Regional Planning Commission at the direction of the Oconto County Planning and Zoning Committee, assistance from the Oconto County Planning Advisory Committee, and support from other county departments. *Volume I: County Plan* was amended by Oconto County Planning in 2015 to include the requirements of the Farmland Preservation Program and the “Working Lands Initiative”.

The preparation of this document was financed through contract #06013-07 between Oconto County and the Bay-Lake Regional Planning Commission with financial assistance from the Wisconsin Department of Administration, Division of Intergovernmental Relations. Portions of the transportation element of this plan were underwritten by the Commission’s Regional Transportation Planning Program, which is funded by the Wisconsin Department of Transportation and portions of the economic element were underwritten by the Commission’s Economic Development Program, which is funded by the Economic Development Administration. Financial assistance was provided by the Wisconsin Department of Agriculture, Trade and Consumer Protection to amend this plan to include the requirements of the Farmland Preservation Program and the “Working Lands Initiative”.

PLANNING & ZONING COMMITTEE RESOLUTION # 01 - 09

Oconto County Planning and Zoning Committee
Adoption of the Oconto County 20-Year Comprehensive Plan

WHEREAS, Wisconsin Statutes 59.69 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the County;

WHEREAS, the Oconto County 20-Year Comprehensive Plan prepared by the Bay-Lake Regional Planning Commission meets the requirements set forth in 66.1001 of the Wisconsin Statutes; and

WHEREAS, the Oconto County 20-Year Comprehensive Plan is comprised of *Volume I: County Plan* and *Volume II: Oconto County Resources*; and

WHEREAS, the Oconto County Planning and Zoning Committee held a public hearing on June 8, 2009 to seek public comment on *Volume I: County Plan* and on July 21, 2008 to seek public comment on *Volume II: Oconto County Resources* and have recommended approval of the *Oconto County 20-Year Comprehensive Plan* to the County Board of Supervisors;

THEREFORE BE IT RESOLVED, that the Oconto County Planning and Zoning Committee hereby recommends to the Oconto County Board of Supervisors that a comprehensive plan entitled: *Oconto County 20-Year Comprehensive Plan*, be adopted pursuant to Wisconsin Statutes Sections 59.69 and 66.1001(4).

Dated this 8th day of June, 2009.

Resolution introduced and adoption moved by Hilbert

Motion for adoption seconded by Winkler

Voting Ave: 5 Nav:

Approved:

Approved:
William F. Bopp

William Popp " "
Planning and Zoning Committee Chair

Annals

Attest:

Lawrence Hilbert
Planning and Zoning Committee Secretary

Reviewed by Corporation Counsel:

Rin 6/9/09
Initials of Date Approved
Corp. Counsel

ORDINANCE # 1848 - 09

TO: The Honorable Chairperson and Members of the Oconto County Board of Supervisors

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

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

WHEREAS, the Oconto County Planning and Zoning Committee held a public hearing on June 8, 2009 to seek public comment on *Volume I: County Plan* and on July 21, 2008 to seek public comment on *Volume II: Oconto County Resources*, which were preceded by a Class I notice provided as described in Wisconsin Statutes Chapter 985, that were published at least 30 days before the hearing was held, and the notice included all of the following information:

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

WHEREAS, on June 8, 2009, the Oconto County Planning and Zoning Committee recommended to the Oconto County Board of Supervisors adoption of the Comprehensive Plan by Resolution #01-09; and,

WHEREAS, the Oconto County Board of Supervisors, having carefully reviewed the recommendations of the Oconto County Planning and Zoning 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 Oconto County, 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.

THEREFORE, the Oconto County Board of Supervisors, Oconto County, Wisconsin, does ordain as follows:

Section 1: The Oconto County 20-Year Comprehensive Plan recommended by the Oconto County Planning and Zoning Committee attached hereto as Exhibit A is hereby adopted.

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

1. Every governmental body that is located in whole or in part within the boundaries of Oconto County.
2. The Clerk of every local governmental unit that is adjacent to Oconto County;
3. The Wisconsin Land Council;
4. The Wisconsin Department of Administration;
5. The Bay-Lake Regional Planning Commission;
6. The primary public libraries that serve Oconto County.

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 only apply to the specific section or portion 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.

Submitted this 25th day of June, 2009

BY: Oconto County Planning & Zoning Sub-Committee

William Popp, Chairman
Ron Korzeniewski, Vice-Chair
Lawrence Hilbert, Secretary
Louis Winkler
Gerald Gehling

Reviewed by Corporation Counsel:

Vote:

Initials of
Corp. Counsel

6/9/09

Ayes: 29 Nays: 0 Absent: 2

STATE OF WISCONSIN } I, Kim Pytleski
County Oconto } do hereby certify
that the above is a true and correct copy of the
original now on file in the office of the County Clerk and
that it was adopted by the Oconto County Board of
Supervisors on this date.
Date: 6/25/09 Kim Pytleski
(Seal) County Clerk

PLANNING AND ZONING COMMITTEE RESOLUTION #01-15

Oconto County Planning and Zoning Committee

Adoption of Amendments to the Oconto County 20-Year Comprehensive Plan including Farmland Preservation Plan Requirements

WHEREAS, the Wisconsin Department of Agriculture, Trade and Consumer Protections (DATCP) is an agency responsible for administering Wisconsin's farmland preservation law pursuant to Wis. Stat. Ch. 91; and

WHEREAS, in order for a county and its residents to participate in the farmland preservation program, a county must have a state-certified farmland preservation plan pursuant to Wis. Stat. § 91.10 which clearly identifies farmland preservation goals, objectives, policies and mapped areas that the county intends to preserve for agricultural use; and

WHEREAS, pursuant to Wis. Stat. § 91.10 (2) the county shall include the farmland preservation plan in its comprehensive plan and shall ensure that the farmland preservation plan is consistent with the comprehensive plan; and

WHEREAS, Wis. Stat. § 59.69 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the County; and

WHEREAS, the Oconto County 20-Year Comprehensive Plan adopted in 2009 meets the requirements set forth in Wis. Stat. § 66.1001; and

WHEREAS, the Oconto County 20-Year Comprehensive Plan is comprised of *Volume I: County Plan* and *Volume II: Oconto County Resources*; and

WHEREAS, the Oconto County 20-Year Comprehensive Plan has been amended to include the requirements of Wis. Stat. Ch. 91; and

WHEREAS, DATCP has reviewed the plan amendment and certified that the amendment to the Oconto County 20-Year Comprehensive Plan meets applicable certification requirements under Wis. Stat. § 91.18; and

WHEREAS, DATCP has certified the farmland preservation requirements of this plan amendment for a period ending December 31, 2024 contingent upon county adoption of the amendment to the 20-Year Oconto County Comprehensive Plan as certified, DATCP Order Certifying Plan through December 31, 2024 attached hereto as Exhibit A; and

41
42 WHEREAS, the Oconto County Planning and Zoning Committee held a public hearing on February 24,
43 2015 to seek public comment on amendments to *Volume I: County Plan* and *Volume II: Oconto County*
44 *Resources* and have recommended approval of the *Oconto County 20 - Year Comprehensive Plan* to the
45 County Board of Supervisors.

46
47 THEREFORE BE IT RESOLVED, that the Oconto County Planning and Zoning Committee hereby
48 recommends to the Oconto County Board of Supervisors that a comprehensive plan entitled *Oconto*
49 *County 20-Year Comprehensive Plan* be adopted as amended pursuant to Wis. Stat. § 59.69 and
50 66.1001(4).

51
52 Dated this 24th day of February, 2015.

53
54 Resolution introduced and adoption moved by Ken Linzmeyer

55
56 Motion for adoption seconded by Rasel Page

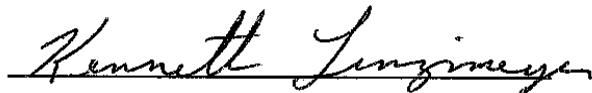
57
58 Voting Aye: 4 Nay: 0 Absent: 1

59
60 Approved:

61 
62 Ron Korzeniewski

63
64 Planning and Zoning Committee Chair

65
66 Attest:

67 
68 Kenneth Linzmeyer

69
70 Kenneth Linzmeyer
Planning and Zoning Committee Secretary

71
72
73
74 Reviewed by Corporation Counsel:

75 Cam 02.18.2015
76

77 Initials of Date Approved
78 Corp. Counsel

TO: The Honorable Chairperson and Members of the Oconto County Board of Supervisors

**RE: ADOPTION OF AMENDMENTS TO THE OCONTO COUNTY 20-YEAR COMPREHENSIVE PLAN
INCLUDING FARMLAND PRESERVATION PLAN REQUIREMENTS.**

WHEREAS, on June 25, 2009 Oconto County Board of Supervisors adopted the Oconto County 20-Year Comprehensive Plan; and

WHEREAS, the Wisconsin Department of Agriculture, Trade and Consumer Protections (DATCP) is an agency responsible for administering Wisconsin's farmland preservation law pursuant to Wis. Stat. Ch. 91; and

WHEREAS, in order for a county and its residents to participate in the farmland preservation program, a county must have a state-certified farmland preservation plan pursuant to Wis. Stat. § 91.10 which clearly identifies farmland preservation goals, objectives, policies and mapped areas that the county intends to preserve for agricultural use; and

WHEREAS, Wis. Stat. § 59.69 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the County; and

WHEREAS, the Oconto County 20-Year Comprehensive Plan adopted in 2009 meets the requirements set forth in Wis. Stat. § 66.1001; and

WHEREAS, the Oconto County 20-Year Comprehensive Plan is comprised of *Volume I: County Plan* and *Volume II: Oconto County Resources*; and

WHEREAS, the Oconto County 20-Year Comprehensive Plan has been amended to include the requirements of Wis. Stat. Ch. 91; and

WHEREAS, DATCP has reviewed the plan amendment and certified that the amendment to the Oconto County 20-Year Comprehensive Plan meets applicable certification requirements under Wis. Stat. § 91.18; and

WHEREAS, DATCP has certified the farmland preservation requirements of this plan amendment for a period ending December 31, 2024 contingent upon county adoption of the amendment to the 20-Year Oconto County Comprehensive Plan as certified, DATCP Order Certifying Plan through December 31, 2024; and

WHEREAS, this project included adoption of an updated public participation plan and included various public participation opportunities through the farmland preservation planning process and amendment to the Oconto County 20-Year Comprehensive Plan; and

WHEREAS, the Oconto County Planning and Zoning Committee held a public hearing on February 24, 2015 to seek public comment on amendments to *Volume I: County Plan* and to *Volume II: Oconto County Resources*, which were preceded by a Class I notice provided as described in Wisconsin Statutes Chapter 985, that were 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 amendment;

53 3. The name of the individual employed by Oconto County who may provide additional information
54 regarding the proposed ordinance;
55 4. Information relating to where and when the proposed Comprehensive Plan could be viewed
56 before the hearing, and how a copy of the Plan could be obtained; and,

57
58 WHEREAS, At least 30 days prior to the public hearing, written notice was provided to all of the following:

59
60 1. An operator who has obtained, or made application for, a permit that is described under Wis. Stat.
61 § 295.12 (3) (d);
62 2. A person who has registered a marketable nonmetallic mineral deposit under Wis. Stat. § 295.20;
63 3. Any other property owner or leaseholder who has an interest in property pursuant to which the
64 person may extract nonmetallic mineral resources, if the property owner or leaseholder
65 requests in writing that the local governmental unit provide the property owner or leaseholder
66 notice of the hearing described in Wis. Stat. § 66.1001(4)(d); and,

67
68 WHEREAS, on February 24, 2015, per Resolution #01-15, the Oconto County Planning and Zoning
69 Committee recommended to the Oconto County Board of Supervisors adoption of the Oconto County 20-
70 Year Comprehensive Plan as amended; and

71
72 WHEREAS, the Oconto County Board of Supervisors, having carefully reviewed the recommendations of
73 the Oconto County Planning and Zoning Committee, having determined that all procedural requirements
74 and notice have been satisfied, having given the matter due consideration, including consideration of the
75 farmland preservation requirements and amendments to the Oconto County 20-Year Comprehensive
76 Plan, and having determined that the Comprehensive Plan will continue to serve the general purposes of
77 guiding and accomplishing a coordinated, adjusted, and harmonious development of Oconto County,
78 which will, in accordance with existing and future needs, best promote the public health, safety, morals,
79 order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process
80 of development and preserving of agricultural lands.

81
82 THEREFORE BE IT RESOLVED, the County Board of Supervisors, Oconto County, Wisconsin, does
83 ordain as follows:

84
85 *Section 1:* The Oconto County 20-Year Comprehensive Plan as amended and recommended by the
86 Oconto County Planning and Zoning Committee, on file in the Oconto County Planning and Zoning
87 Office, is hereby adopted.

88
89 *Section 2:* The County Clerk is directed to file a copy of the adopted Oconto County 20-Year
90 Comprehensive Plan as amended with all of the following entities:

91
92 1. Every governmental body that is located in whole or in part within the boundaries of Oconto
93 County;
94 2. The Clerk of every local governmental unit that is adjacent to Oconto County;
95 3. The Wisconsin Department of Administration;
96 4. The Wisconsin Department of Agriculture, Trade, and Consumer Protections;
97 5. The Bay-Lake Regional Planning Commission;
98 6. The primary public libraries that serve Oconto County.

99
100 *Section 3:* SEVERABILITY. Several sections of this ordinance are declared to be severable. If any
101 section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful, or
102 unenforceable, such decision shall only apply to the specific section or portion thereof of the ordinance.
103 The remainder of the ordinance shall remain in full force and effect. Any other ordinances whose terms
104 are in conflict with the provisions of this ordinance are hereby repealed as to those terms in conflict.

105
106 Section 4: EFFECTIVE DATE. This ordinance will take effect immediately upon passage and publication
107 as provided by law.

108
109 Submitted this 19th day of March, 2015

110
111 BY: Oconto County Planning & Zoning Sub-Committee

112

113 Ron Korzeniewski, Chairperson
114 Terry Brazeau, Vice Chairperson
115 Kenneth Linzmeyer, Secretary
116 Darrel Pagel
117 David Christianson

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119

120 Reviewed by Corporation Counsel: _____ Vote: _____

122 Rank 05.1.2015 Ayes: 30 Nays: 0 Absent: 0

123 Initials of _____ Date Approved _____

124 Corp. Counsel

STATE OF WISCONSIN } I, Kim Pytteski
County Oconto do hereby certify
that the above is a true and correct copy of the
original now on file in the office of the County Clerk and
that it was adopted by the Oconto County Board of
Supervisors on this date,
Date: 3/19/15 *Kim Pytteski*
(Seal) County Clerk

Volume I

County Plan

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Appendix C – P qo kpchnI tqwr 'Tguwmu

Crrgpf kz'F '6' Visioning Survey Results

Appendix G – Qeqpvq 'Eqwpv{ 'Ci tkewmtg "Uwtxg{ 'Tguwmu

Crrgpf kz'H '6' I mquuct{ "qh'Vgto u

Oconto County 20-Year Vision Statement

"Oconto County is the near north destination for those individuals seeking a welcoming family-centered environment in which to live, work, and recreate. Its expanding economy offers a growing number of diverse employment opportunities that have attracted and retained younger generations to be an integral part of the long-term well-being of the county. The county's vast tourism industry is thriving due to responsible planning that has taken full advantage of all the healthy natural features and diverse recreational facilities found in the county. Oconto County's rich natural, agricultural, and cultural resources have not only been preserved but enhanced through the implementation of strong land use policies and longstanding partnerships with local communities and governmental departments. The county's continued prudent investments in infrastructure, personnel, and technology has made Oconto County an economic and social leader in Northeast Wisconsin."

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CHAPTER 1: INTRODUCTION

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PURPOSE OF THE COMPREHENSIVE PLAN

The *Oconto County 20-Year Comprehensive Plan* is a legal document that provides the policy framework from which county officials will refer to when making their future land use decisions. This comprehensive plan was prepared to address the future development and preservation concerns affecting the county during the next 20 years. The goal of the plan is to efficiently accommodate the many needs of a growing county while establishing measures to preserve the county's abundance of open space, agricultural lands, woodlands, and natural features. The plan is to serve as a guide to ensure consistent decisions are being made in regards to environmental protection, farmland preservation, transportation improvements, housing development, infrastructure improvements, and economic development expansion.

Several goals, along with detailed objectives and policies provide a roadmap for county officials, staff, and residents to follow as they work toward the implementation of the comprehensive plan. The future land use map, referred to in this document as the General Plan Design (GPD), Map 3.1; and farmland preservation area maps referred to in this document as the Farmland Preservation Area Map, Map 3.2 – 3.32, shall be used for reference, and in conjunction with the development strategies, the Oconto County's zoning ordinance, additional land use regulations, and other planning materials to guide future decisions on where and how Oconto County should be developed as well as preserved during the next 20 years.

State Planning Legislation

The *Oconto County 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.”

State Planning Goals

Wisconsin's Comprehensive Planning law established 14 comprehensive planning goals to coordinate land use statewide by encouraging consistency between agencies and units of government. As a grant recipient, Oconto County is required to address these 14 planning goals in its planning efforts. Over the course of the planning process these fourteen goals were discussed and addressed at the local and county level. The 14 planning goals are listed for reference.

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.
4. Protect economically productive areas, including farmland and forests.
5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preserve cultural, historic, and archeological sites.
7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for all income levels throughout each community.
10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand or residential, commercial, and industrial uses.
11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balance individual property rights with community interests and goals.
13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety and which meets the needs of all citizens including transit-dependent and disabled.

Working Lands Initiative

The *Oconto County 20-Year Comprehensive Plan* was amended in 2014 to include all requirements of the Farmland Preservation Program including those of the "Working Lands Initiative", as adopted in the State's 2009-2011 biennial budget. Pursuant to s. 91.10, Wis. Stats, adoption and state certification of a Farmland Preservation Plan, as defined in s. 91.07(17) Wis. Stats, will enable farmers within the certified farmland preservation areas to claim state farmland preservation tax credits as well as qualify owners of farmland for other state-funded programs and opportunities. Working Lands will also enable farmers to form "agricultural enterprise areas" (AEAs) and enter into farmland preservation agreements with the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP). Oconto County is also required to

monitor each farm for which an owner claims farmland preservation tax credits for compliance with Wisconsin's land and water conservation standards (ATCP 50, Wis. Admin. Code).

HOW TO USE THIS PLAN

The *Oconto County 20-Year Comprehensive Plan* consists of eleven chapters presented in two volumes along with an appendices. **Volume I: County 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. **Volume II: County Resources** contains Chapters 5 through 11, along with an appendix that details countywide background information and data and materials generated during the preparation of the comprehensive plan.

Volume I: County Plan: This volume describes how Oconto County envisions itself developing during this 20 year planning period. It includes highlights of countywide background information and data; goals and objectives; land use projections; a General Plan Design (future land use map), and a plan implementation schedule.

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

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

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

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

Appendices: County Plan – includes a copy of the Public Participation Plan and Resolution; nominal group results, visioning survey results; and other relevant input and materials generated or gathered during the plan development process.

Volume II: County Resources: The volume contains detailed countywide background information that served as a basis in the development of goals and objectives and General Plan Design (GPD) of the *Oconto County 20-Year Comprehensive Plan*.

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

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

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

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

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

Chapter 10: Intergovernmental Cooperation - lists the results of three cluster level intergovernmental cooperation workshops held in April 2008 as well as programs to facilitate joint planning and decision making processes with other governmental units.

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

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

PAST PLANNING EFFORTS

Prior to the adoption of the *Oconto county 20-Year Comprehensive Plan*, the county has prepared a number of countywide plans and studies that will assist in the implementation of the comprehensive plan and provide a basis for further planning efforts and projects. In addition, Oconto County has adopted countywide zoning in 1989 to more uniformly address changes in land use and provide an enforcement mechanism for land use violations being committed throughout the county. A summary of the Oconto County's land use ordinances has been compiled in Chapter 4: Implementation of *Volume I: County Plan*.

Oconto County Farmland Preservation Plan: In 1985, Oconto County adopted the Oconto County Farmland Preservation Plan prepared by Bay-Lake Regional Planning Commission. This plan served as a guide for preserving farmland, woodlands, and significant environmental areas within the county and to help maintain and expand the agricultural economy. In 2014, Oconto County amended the Oconto County 20-Year Comprehensive Plan to include all statutorily required components of the Farmland Preservation Plan. The Oconto County Comprehensive Plan includes all requirements of Chapter 91 and was adopted following the procedures established in s. 66.1001 (4), Wis. Stats.

The Oconto County Forest Comprehensive Land Use Plan: This plan was prepared and adopted by Oconto County to ensure that the values of the Oconto County Forest are fully recognized, protected and infused into local planning.

The Oconto County Land and Water Resource Management Plan: Oconto County adopted this plan to ensure there is an efficient and effective means of addressing resource issues, including meeting state standards and more effectively leveraging local, state, and federal resources.

Oconto County Environmental Corridors Technical Report: The Bay-Lake Regional Planning prepared this report for the county in 2004. It identifies significant natural resources located within the county and provides information to assist with comprehensive planning.

Oconto County Groundwater Report: The UW-Extension Center of Land Use Education prepared and presented this report to the Oconto County Planning Advisory Committee

(OCPAC) in 2007. It provides a look at the condition of the county's groundwater and identifies recommendations for future planning activities with groundwater supply and quality in mind.

Oconto County Park and Recreation Plan: This plan was prepared and adopted by Oconto County to help guide the recreation programs of Oconto County and various local units of government and to assure these governmental units a period of eligibility in which to participate in various grants and aid programs.

Green Bay West Shore Sewer Service Area Plan: This plan identifies the land area intended for sewer services that will be made available. The sewer service area boundary assists Oconto County and local communities design sewage collection and treatment facilities to serve existing and future residents of the Oconto County – Green Bay west shore area in the most cost-effective and environmentally sound manner.

PLAN DEVELOPMENT PROCESS

Oconto County participated in a multi-jurisdictional planning process along with sixteen local communities. An application was submitted to the Wisconsin Department of Administration in 2005 for grant funding to offset the cost of completing/updating each of the 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 was paid over a three year period. Oconto County contracted with the Bay-Lake Regional Planning Commission (BLRPC) to assist in the preparation of the local plans as well as the county's comprehensive plan.

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

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

- A countywide planning advisory committee was established to oversee the comprehensive planning process. Representatives from each of the county's 28 communities participated on Oconto County Planning Advisory Committee (OCPAC).
- The initial meeting of the OCPAC was held on July 26, 2006 to establish a timeline and process to complete the plans.
- The OCPAC and communities within the three planning clusters reviewed and provided input on the preparation of the countywide background materials during the first year of the planning process.
- Three (3) Open Houses were conducted within each of the county's three Planning Clusters

Oconto County Planning Clusters



(Southern, Central, and Northern) at the conclusion of the first planning phase. 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 and used for reference during the completion of the local comprehensive plans.

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

- Each of the individual 16 communities worked with Bay-Lake Regional Planning Staff from June 2007 to August 2008 to prepare or update their 20-Year Comprehensive Plan. The local comprehensive plans were adopted by their respective governing boards during the summer of 2008.
- The required thirty-day review of *Volume II: County Resources* was held during the month of July 2008 to allow citizens, landowners, neighboring communities, and other interested parties to review the completed draft document.
- The Oconto County Planning and Zoning Committee and OCPAC finalized *Volume II: County Resources* document. The resource document was distributed for the thirty-day review process and adopted by the Oconto County Board of Supervisors on August 21, 2008.
- The adopted *Volume II: County Resources* serves as the second volume for both the local comprehensive plans and the county plan.

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

- The Oconto County Planning and Zoning Committee and OCPAC referenced *Volume II: County Resources* and each of the 26 local plans to prepare the *Oconto County 20-Year Comprehensive Plan*.
- A draft of the county's vision statement; land use classifications; land use recommendations; General Plan Design; and goals, objectives, and policies were formulated based on the previous planning steps and from information gathered from the adopted local comprehensive plans. The key elements of the county's plan are a general composite of the specific information and maps outlined and illustrated in the local plans.
- A draft of the *Oconto County 20-Year Comprehensive Plan* was out for the required 30-day public review during April 2009. The required Public Hearing on the *Oconto County 20-Year Comprehensive Plan* was held on June 8, 2009, and the Oconto County Planning and Zoning Committee made a recommendation for adoption of the *Oconto County 20-Year Comprehensive Plan* (Volumes I and II) by the Oconto County Board of Supervisors following the public hearing. Any input received during the review, open houses, and public hearing was considered and included in the county's comprehensive plan as appropriate.
- The *Oconto County 20-Year Comprehensive Plan* was adopted by the Oconto County Board of Supervisors on June 25, 2009.

Plan Amendment

The first amendment of the *Oconto County 20-Year Comprehensive Plan* was adopted in 2015. The major focus of this amendment was to incorporate all statutorily required parts of a farmland preservation plan, including those of the "Working Lands Initiative" in Volume I: County Plan. The plan amendment was reviewed and certified for a period of 10 years by the Department of

Agriculture, Trade and Consumer Protection (DATCP) in December 2014.

Public Participation Process

Public Participation Plan

An instrumental step in drafting and adopting a comprehensive plan that fits the county's future planning needs is gathering input from residents and land owners during all plan development stages. In accordance with s. 66.1001(4), Wis. Stats., Oconto County approved "Procedures for Preparation of the Oconto County Comprehensive Plan" at their County Board meeting on August 24, 2006. A copy of these written procedures is included as *Appendix A of Volume I: County Plan*. As part of the plan amendment process and in accordance with s. 66.1001(4), Wis. Stats., Oconto County approved "Public Participation Plan: For the Development of the Farmland Preservation Plan" at their County Board meeting on June 20, 2013. A copy of these written procedures is included as *Appendix B of Volume I: County Plan*. The Public Participation Plan's identify a series of steps to gather input from residents, business owners, and other interested parties in the preparation of the county's comprehensive plan.

Nominal Group Exercises

As part of the county's plan development process, three Nominal Group Exercises were held to identify a number of current and potential future concerns that needed to be addressed within the comprehensive plan. These issue identification discussions were held in each of the planning clusters. The Northern Planning Cluster exercise was held on August 22, 2006; the Southern Planning Cluster meeting took place on August 24, 2006; and the Central Planning Cluster met on August 29, 2006. A complete list of responses from each of the three clusters is provided as *Appendix C of Volume I: County Plan*. The top issues given for each region are listed below:

Northern

- Stronger county rules on older grandfathered sanitary systems
- Shoreland zoning
- County services being more accessible
- Preserve rustic integrity of the area
- Protect/maintain recreational resources (i.e. trails)
- Provide senior care facilities and programs

Southern

- Preserve agriculture
- Farmers' right to Farm
- Businesses/industries located in municipalities
- Maximize industry and promote USH 41/141 corridor for industry
- Conserve large contiguous areas of natural resources-preserve, protect groundwater/wetland resources
- Offer tax incentives to attract businesses/industry

Central

- Preserve agricultural land-protect from infringement
- Preservation of agriculture and forestry
- Maintain agricultural heritage in county
- Development of business/industrial parks
- Regulate developers seeking to subdivide land
- Develop and assist small businesses (<20 employees)



Visioning Exercise

The purpose of the Visioning Exercise is to gather ideas on what Oconto County may look like in 20-years. The following question was posed to the OCPAC members, "If you left Oconto County today and returned in 20-years, what would you likely see?" A complete list of responses is included as *Appendix D* of *Volume I: County Plan*. The results from this exercise, in conjunction with the adopted local community Visions Statements, were used to prepare the county's Vision Statement. The following are some of the more consistent themes:

- Clean lakes, streams, and groundwater
- Use of alternative fuels
- Sustainable forestry
- Preservation of farmland and the Farmers' Right to Farm
- Clustering of homes
- Promoting rural character
- Maintain existing businesses
- Establishment of clean industry
- Abundance of jobs and skilled labor force
- Supportive environment for businesses
- Increase in health care facilities
- Expansion of emergency services
- Extension of utilities
- Diversified and quality housing
- Residential clustered near incorporated communities
- Multi-modal transportation network
- Well-designed and maintained transportation network
- Integration of technology into agriculture operations
- Accessibility to public recreational resources
- Wide variety of recreational opportunities
- Expansion of all types of trails

Economic S.W.O.T Workshop

To gather input on the most important economic development issues facing the county, an **Economic S.W.O.T. Exercise** (Strengths, Weaknesses, Opportunities, and Threats) was conducted on February 20, 2007. Thirty-five people representing businesses, government, farming, and economic development attended the workshop. The participants were divided into four groups and asked to provide input on the county's economic strengths, weaknesses, opportunities, and threats. A sample of the top issues from each of the four categories is given below. A full list of responses can be seen in *Appendix E* of *Volume II: County Resources*. This input was instrumental in preparing the county's economic goal and objectives found in Chapter 4 of *Volume I: County Plan*. These objectives will help Oconto County promote its strengths, minimize its weaknesses, take full advantage of its opportunities, and offset its potential threats.

Positive

- Roads (infrastructure)
- Agriculture and agriculture support businesses
- Workforce ethics and skills
- Oconto County Economic Development Corporation

Negative

- Lack of employment opportunities
- Lack of industry
- Lack of manufacturing jobs
- Distance to ports

Opportunities

- Future services for aging community
- Tax incentives for businesses
- State and Federal money for development
- New business development

Threats

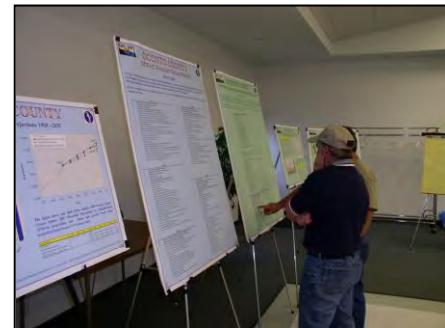
- Not enough high paying jobs in county
- Groundwater contamination
- Lower school standards
- Adjacent big cities draw our opportunities away

Intergovernmental Cooperation Workshop Results

Three Intergovernmental Cooperation Workshops were conducted during the month of April 2008. The goal of the workshops was to gather input on any positive working relationships; current land use issues or conflicts; and potential solutions or resolutions to address and remediate the identified land use issues and conflicts. A comprehensive list of positive working relationships, current or future land use issues and conflicts, and potential resolutions are provided as *Appendix F* of *Volume II: County Resources*. Representatives from each of the communities within the planning cluster were invited to attend the workshops, along with neighboring municipalities, school districts, civic and recreational clubs, Oconto County staff, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, U.S. Forestry Service, and other entities and departments that have an interest in and/or direct impact on the implementation of the area's comprehensive plans.

Open Houses

Three "Open Houses" were held after the completing of the first phase in each of the planning clusters. The Southern Planning Cluster open house took place on May 17, 2007; and the Central Planning Cluster met on May 23, 2007; and the Northern Planning Cluster open house was held on June 14, 2007. Approximately 12 residents, landowners, and interested individuals attended each open house. Several displays and informational pieces were available for review and comment.



The last series of open houses were held during the month of May 2009. The first open house was held at the Mountain Community Center on May 6th, followed by the second open house held May 12th at the Town of How Community Center, and the third open house was held at the Oconto County Courthouse on May 14th. They were held at the conclusion of the planning process to allow the residents, land owners, and other interested persons the opportunity to review the completed draft plan and give input as to its contents and scope.

Multiple open houses were held during July and August 2014 as part of the plan amendment process. These open houses were held toward the end of the plan amendment process to allow residents, land owners, and other interested persons the opportunity to review the plan amendment which includes the statutory requirements for farmland preservation including the "Working Lands Initiative" and give input as to the content and scope.

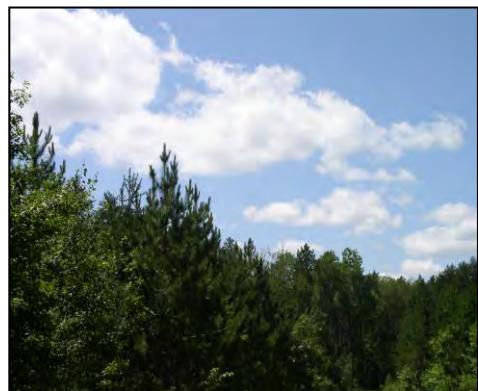
Agriculture Survey

As part of the farmland preservation planning process and plan amendment to include the requirements of the farmland preservation program and the “Working Lands Initiative”, Oconto County conducted a survey of agricultural landowners, operators, and business owners. This survey provided valuable insights that were utilized in this plan amendment process and will be utilized in other planning activities. Refer to *Appendix E*, to review the complete results of this agriculture survey.

Vision Statement

The following is Oconto County’s 20-Year Vision Statement:

“Oconto County is the near north destination for those individuals seeking a welcoming family-centered environment in which to live, work, and recreate. Its expanding economy offers a growing number of diverse employment opportunities that have attracted and retained younger generations to be an integral part of the long-term well-being of the county. The county’s vast tourism industry is thriving due to responsible planning that has taken full advantage of all the healthy natural features and diverse recreational facilities found in the county. Oconto County’s rich natural, agricultural, and cultural resources have not only been preserved but enhanced through the implementation of strong land use policies and longstanding partnerships with local communities and governmental departments. The county’s continued prudent investments in infrastructure, personnel, and technology has made Oconto County an economic and social leader in Northeast Wisconsin.”



CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS

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INTRODUCTION

This chapter briefly highlights the unique natural features that make Oconto County distinct from its neighboring counties and highlights the demographic, economic, and land use trends and forecasts used to prepare the Oconto County 20-Year General Plan Design found as **Map 3.1** of Chapter 3: Land Use Plan of *Volume I: County Plan*. For a complete inventory of the county's background information and data, future demographic trends, and maps, please see *Volume II: County Resources*.

COUNTY INVENTORY

History and Description

Oconto County History

The Menominee People (meaning rice eaters) were the first nation to control Oconto County land. They were a peaceful nation whose main diet centered on the fish and wild rice of the area. The Menominee had a large settlement to the north in what is now Marinette. The city derives its name from a famous Indian woman who developed a large trading post where that city now stands. The two primary forms of transportation for the Menominee people were by canoe or by foot.

The first Europeans to write about being in the area of Oconto County were the French who worked for Canadian Samuel de Champlain. Men were sent from the colony of New France (Canada), founded in 1608, to learn the languages and customs of the Native Americans and form economic, political and military ties with them. Etienne Brule explored what is now northern Wisconsin in the 1620's, but it is not known if he came as far south as Oconto County. More likely the first to set foot in Oconto County was Jean Nicolet, who explored the Bay in 1634 for a short time, just 14 years after the founding of a colony Pilgrims at Plymouth Rock in New England. Twenty years later, the next Frenchmen to visit Wisconsin and the Oconto County area were probably traders Medart Chouart Sieur Des Groselliers and Pierre- Esprit Radisson in 1656. These two men were brothers-in-law and spent years exploring "Le Baye" as it was now called, and the surrounding area. Large amounts of furs were already being exchanged in Montreal, Canada, for European goods such as cloth, knives, and guns. But these two Frenchmen were more interested in exploration. Other Frenchmen to make their presence known in the Oconto County area were Father Allouez and his contemporary, Father Andre. Both these Catholic priests spent many years and endured enormous hardship in an effort to comfort, heal, educate, and sometimes convert members of the local tribes.

France, by 1671, had claimed the Great Lakes area for its own, which opened the forests of the region, including Oconto County, to an invasion of illegal *courier de bois* or "wood runners" which were unlicensed trappers and traders. Only one canoe filled with beaver pelts would bring great wealth to a voyageur, so illicit trading had great allure. By 1700, the French presence in the Great Lakes was strong and firmly established in trade, which continued even after the loss of the "French and Indian War" to the British in 1763. Because of the presence of so many French men and very few French women west of Montreal, and the need for these men to have wives already possessing the skills to prepare and pack furs, survive and raise families in the wilderness, and lead independent lives with the husband gone a good amount of time each year,

the Frenchmen turned to Native American women for marriage. Children of these mixed unions became known as the Metis. By the end of the 1700's this group of people was numerous and began to live in settlements all around the Great Lakes. They tended to separate themselves socially from both Indian tribes and European settlers, forming businesses and marriages with each other.

The region including Oconto County was claimed by Massachusetts, Connecticut, New York and Virginia immediately after the American Revolution. Ohio won the distinction of claiming the area in 1785, then Indiana, Illinois and finally Michigan each took a turn. The first saw mill in what became Oconto County was built at Pensaukee in 1827 on land leased from the Menominee Indians for \$15 a year and enough board lumber to make caskets. By the early 1830's, George Furwick was the first to purchase land from the government in what is now the City of Oconto. In 1848, Wisconsin achieved statehood, being the last in the Great Lakes Territory to do so. The first elections were held in what is now Oconto on November 4, 1851 to form the boundaries and name this new county separating from Brown County. Oconto City became the county seat at this time. The name "Oconto" was taken from an early Native American settlement named "Oak-a-toe". With the act of Congress that created Oconto County in 1851 from the northern part of Brown County, the white cities and villages officially came into existence and the Indian villages they replaced vanished forever.

By 1850, the U.S. Census listed the county as having a population of 415 described as "wilderness dwellers". The first steam powered circular saw was brought into production by Samuel B. Gilkey in 1853 and the first steamboats began moving along the Oconto River the following spring. Also in 1854, Henry Tourtilotte and his Indian wife and four children came to the Gillett area being the first to build a split level log cabin on what is now First and Main Streets. He was soon followed by Henry Clark and his Indian wife and their three children. A Pottowatomi settlement was just north of them and artifacts are still unearthed by local residents. Older residents of the area remember seeing the Pottowatomi cemetery with small wooden roofs covering the graves.

In 1855, the first road between the cities of Green Bay and Menominee began construction, northward. On March 11 of 1869 Oconto was chartered as a city by an Act of Legislature. Lumbering gave way to homestead farming, and in particular, dairying, in the later half of the 1800's. Oconto County was an important reason why Wisconsin's rose to the stature of "Dairy Capitol of the World". Tracks for the train line between Green Bay and Menominee were being laid in 1871, but faced a major setback when the huge "Peshtigo Fire" burned nearly every foot of track along the route. The first Christian Science Church was built in 1886. In 1879, the final boundaries were set for present day Oconto County with the inclusion of Town of How from Shawano County. There are approximately 1,000 square miles in this north central Wisconsin County. It has an elongated shape bordered by Brown, Marinette, Forest, Shawano and Langlade Counties and the Menominee Reservation.

Source: Rita Neustifter, 1998.

Oconto County Description

Oconto County, encompassing an area of approximately 1,016 square miles, or 650,766 acres, is located in the Northeast Wisconsin. Oconto County, as of the 2010 Census, had 37,660 residents. The county has a total of 26 municipalities comprised of 23 towns and these five incorporated communities: City of Oconto (4,513 residents); City of Oconto Falls (2,891 residents); City of

Gillett (1,386 residents); Village of Lena (564 residents); and the Village of Suring (544 residents). Oconto County is bordered by Marinette and Forest counties to the North, Menominee and Shawano Counties to the West, Brown County to the South, and the Bay of Green Bay of Lake Michigan to the east. **Map 2.1** provides a general location of Oconto County in Wisconsin, and **Map 2.2** highlights the planning area.

Oconto County Resources

Oconto County boasts some of Northeast Wisconsin's most vivid and acclaimed natural resources and cultural resources. Given the great diversity of the county, residents and travelers can enjoy a wide variety of these local assets without having to travel outside the area. This section of the chapter contains only highlights of the many elements that distinguish Oconto County from its neighboring communities. *Volume II: County Resources* provides comprehensive information, expanded definitions, and detailed countywide maps on the topics discussed in this portion of the chapter.

Natural Resources

- Oconto County consists of ten watersheds which are part of the larger Lake Michigan Basin. All of these watersheds drain indirectly into Lake Michigan through Green Bay or one of the county's major rivers. The three priority watersheds as determined by the Wisconsin Department of Natural Resources are the Little River; Pensaukee River; and Middle Peshtigo and Thunder River Watersheds.
- There are 200 named lakes totaling 10,486 acres and 179 unnamed lakes totaling 567 acres in the county. Additionally, the county contains 1,073 miles of streams which cover 12,814 surface acres.
- Oconto County contains approximately 25 miles of Lake Michigan and Green Bay shoreline.
- Floodplains in the county are generally located adjacent to the shorelines of Green Bay, major rivers and other surfaces waters located throughout the county.
- Oconto County contains approximately 140,000 acres of wetlands. The most prominent wetlands in the county include Christie Lake, Morgan Marsh, Jamison Marsh, Lena Swamp, Wolf Marsh, Brazeau Swamp, Peshtigo Brook Wetlands, County Line Swamp, West Shore Rivers Wetlands, Wesco Creek Swamp, and others adjoining the many lakes and streams of the county.
- Upland woodlands and lowland woodlands (i.e., woodlands within wetlands) comprise a total of 396,843 acres. Upland woodlands constitute approximately 268,143 acres and the lowland woodlands cover another 128,699 acres of land.
- A large percentage of Oconto County is covered by forests. In addition to the privately held forests, the Nicolet National Forest consists of 138,000 acres, while the Oconto County Forest comprises another 43,345 acres.



- The Plan Determinants consist of wetlands, floodplains, steep slope (12 percent or more), and the 75-foot setback from surface water features. The individual plan determinants merged together form a single feature known as “environmental corridors”, which is displayed on the county’s General Plan Design (**Map 3.1**).

Agricultural Resources

- According to the 2012 Census of Agriculture, Oconto County farmers own and manage the resources on 189,389 acres of land, or 29.1 percent of all land in the county. This includes pastures, cropland and tree farms.
- Prime agricultural soils, as defined by the USDA, Natural Resources Conservation Service (NRCS), are those that have the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops, with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. According to the NRCS, prime agricultural soils cover approximately 13 percent of Oconto County.
- The 2012 Census of Agriculture indicates that the total number of farms has decreased in Oconto County from 1,244 in 2007 to 929 in 2012. This is the lowest the total number of farms has been in the past 25 years. Furthermore, the 2012 Census also indicates that harvested cropland in Oconto County increased from 123,549 acres in 2002 to 131,544 acres in 2012.
- Between 1998 and 2012, 2,297 acres, or about 19 percent of the 11,943 acres of agricultural land sold in the county during that time, was converted to non-agricultural uses. The value of each acre diverted from agriculture to non-agriculture use has risen from \$1,346 per acre in 1998 to \$3,219 per acre in 2010. The price per acre data for agricultural lands diverted to other uses after 2010 was withheld due to the limited number of transactions.
- According to a 2011 UW-Extension publication, agriculture in Oconto County accounts for nearly \$788 million, or 45 percent, of the county’s total economic activity. Furthermore, economic activity associated with Oconto County’s farms and agriculture-related businesses generates \$15.9 million in local and state taxes.



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. In Oconto County, there are currently 23 properties listed in the National Register of Historic Places. The most recently added site to the list was in 2010. It is the Chute Pond Dam in the Town of Mountain.

In addition, there are a large number of other historically

significant sites, buildings, markers, etc. found in the county. Further details for these entries can be found on the Wisconsin Historical Society's website at www.wisconsinhistory.org or the Oconto County Historical site at www.ocontocountyhistsoc.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 county or a definable area within the county. For Oconto County, these would include but are not limited to:

- a. Landmarks (reference points):
 - Cities and Villages
 - Town Halls
 - Oconto River
 - Pensaukee River
 - Green Bay of Lake Michigan
 - The USH 141/ 41 split
 - STHs 32 and 64
 - J. Douglas Bade Airport
 - Machackinee Flowage
 - Kelly Lake
 - Townsend Flowage
 - White Potato Lake
 - Nicolet National Forest
 - Beyer Home
- b. Pathways (roads, trails, etc.):
 - USHs 41 and 41
 - State Highways 22, 32, and 64
 - County Roads
 - Canadian National and Escanaba-Lake Superior Rail lines
 - Oconto County Recreation Trail
 - Trails-skiing, horseback riding, hiking, ATVir, snowmobiling,
- c. Edges (boundaries):
 - Marinette County
 - Langlade County
 - Menominee County
 - Shawano County
 - Brown County
 - Green Bay of Lake Michigan
- d. Districts (encompass areas of commonality):
 - Emergency services districts
 - School districts
 - Sanitary districts
- e. Nodes (destinations within the center of a district):

- Cities and villages
- Local and county parks
- Libraries
- Hospitals and clinics
- Local schools (public and private)
- Harbors

Economic Composition

- The 2012 estimated percentage of individuals residing in Oconto County with a minimum of a high school diploma is 88.3 percent, compared to 90.2 percent for Wisconsin. The 2012 estimates also show approximately 26.4 percent hold a bachelor's degree or higher. The lack of a higher education facilities in Oconto County limits the opportunities for residents to continue their education beyond high school.
- The 2012 estimated median household income for Oconto County was \$50,763 compared to \$41,201 in 1999. Both figures are significantly below the State of Wisconsin for these same time periods.
- In 2000, the majority of Oconto County residents were employed in management, professional and related service fields (27.7 percent); or production, transportation, and material moving occupations (22.8 percent); or.
- Approximately 44.4 percent (8,159) of the 18,378 employed Oconto County residents worked within Oconto County as of 2012. In the same year, approximately 54.6 percent (10,034) working residents of Oconto County commuted out of the county for work. Approximately 7,395 Oconto county residents commute to Brown County for employment compared to 625 Brown County residents which commute to Oconto County for employment.
- The mean travel time to work for Oconto County workers 16 years and older from 2008 to 2012 was 26.7 minutes, compared to 21.6 minutes for Wisconsin. Based on WDOA population estimates, the civilian labor force comprised 47 percent of Oconto County's population in 1995; 54 percent in 2005; and 49.5 percent in 2012. The county's labor force increased by 5,651 workers, or 38 percent, from 1994 to 2006. The number of employed Oconto County residents rose from 13,868 to 19,292 between 1994 and 2006, which reflects an additional 5,424 workers. This translates to a 39 percent increase in employment between 1994 and 2006. However, by 2012 the number of employed Oconto County Residents fell to approximately 18,378.
- According to the Wisconsin Department of Workforce Development, approximately 65.4 percent of Oconto County's population, age 16 and older, are in the labor force. Oconto's (Labor Force Participation Rate) LFPR is slightly below Wisconsin's LFPR of 68 percent but higher than the national rate of 63 percent.
- Education and health services is the county's largest sector in terms of employment, however the manufacturing sector is the most dominant industry sector in terms of job growth and payroll share. The manufacturing sector accounts for 22.6 percent of total employment and



27.5 percent of total payroll.

- Agriculture contributed \$788 million, or 45 percent, of the county's total economic activity and 181.4 million, or 28 percent of the county's total income. Of this \$788 million, \$565.6 million is the result of the sale of all farm and value-added products, \$195.5 million in business to business purchases, and \$27.2 million in the spending of earnings of those in agriculture related occupations.
- According to a 2011 UW-Extension publication, more and more Oconto County farmers sell directly to consumers through roadside stands, farmer's markets, auctions, pick-your-own operations and community supported agriculture (CSA). In all, 91 farms generated \$428,000 in direct marketing sales.
- Oconto County ranks 35th in the state for traveler spending. Travelers spent an estimated \$77.38 million in Oconto County in 2013 up 7.62 percent from 2012.
- Oconto County boasts a variety of large employers from both the public and private sectors. Residents of Oconto County have a number of employment opportunities both within the county and in the adjacent Green Bay Metropolitan Area. The largest public sector employers include the two local school districts, Oconto County, and CESA 8. Saputo Cheese USA Inc. and HSHS St. Clare Memorial Hospital (formerly known as Community Memorial Hospital) are the largest private employers employing between 250 and 500 people. The principal private industries are from a number of different sectors including manufacturing, health care, and food processing.

Utilities and Community Facilities

- Oconto County is governed by an elected Board of Supervisors that represent 31 Supervisory Districts. These districts cover the county's 23 towns, two villages, and three cities. Districts were formed so each Supervisor represents approximately 1,000 county residents. The Oconto County Administrative Coordinator is responsible for coordinating all administrative and management functions of county government as directed by the County Board of Supervisors.
- Integrys (Wisconsin Public Service), We Energies, and Oconto Electric Cooperative supply the majority of electric service to Oconto County communities and their residential, farm, commercial, and industrial customers.
- Natural gas is provided in areas of Oconto County by Integrys (Wisconsin Public Service) and We Energies. Service is provided to at least some, if not all, customers in the towns of Abrams, Bagley, Brazeau, Breed, Chase, Doty, How, Lakewood, Lena, Little River, Little Suamico, Maple Valley, Morgan, Mountain, Oconto, Pensaukee and Townsend as well as the villages of Lena and Suring and the City of Oconto by Integrys (Wisconsin Public Service), while We Energies provides service to communities located in the southwest portion of the county.
- Municipal water systems serve the majority of residential, commercial and industrial users in the cities of Gillett, Oconto, and Oconto Falls and the villages of Suring and Lena. These five municipal water systems are supplied from groundwater through community wells. Residents of the 23 towns are not serviced by municipal water systems and rely on private individual or shared wells.

- Wastewater in the urbanized and the more developed rural areas of Oconto County is treated by municipal wastewater treatment facilities. Nine towns have elected to establish sanitary districts to treat wastewater in more densely developed or developing areas. Residents living outside of the sanitary districts have constructed private onsite wastewater treatment system (POWTS) to process their solid waste.
- There is one functioning drainage district in Oconto County. It is called the First Drainage District of Oconto County encompassing portion of the towns of Lena and Stiles and the entire Village of Lena. The First Drainage District was ordered to dissolve by court action in the fall of 2008. The drainage board appealed this decision and the court reversed the initial court action. The First Drainage District was operating as of 2014. The county's second drainage district, the Pensaukee Drainage District, was formed in the 1920's, but it is currently a non-functioning district encompassing an area that does include portions of the towns of Chase and Morgan and the Village of Pulaski.
- Postal services for Oconto County residents and businesses are provided by 15 area U.S. Post Offices located throughout the county and adjacent communities.
- The Oconto County Sheriff's Department provides police protection to the towns and maintains mutual aid agreements with the cities of Oconto, Oconto Falls, and Gillett, and the villages of Lena and Suring. The Oconto County Sheriff's Department is located at 301 Washington Street in the City of Oconto. There is also a satellite office located in the Town of Townsend.
- All areas of Oconto County are served by 17 individual fire stations. Each department maintains mutual aid agreements with neighboring departments to ensure there is adequate response and coverage during large fire events.
- Residents of the county are covered by the nine separate EMS/ambulance service providers located within or adjacent to Oconto County. The emergency services are provided by a combination of paid volunteer and fulltime staff.
- Five public school districts are located in Oconto County, one in each of the incorporated communities. In addition to the county's five public schools, there are several surrounding districts that serve residents of Oconto County. The Pulaski School District serves portions of the towns of Chase, Morgan, and Little Suamico. The Wabeno School District covers all of the towns of Lakewood and Townsend and parts of the towns of Doty and Riverview. The Coleman School District serves a section of the Town of Brazeau. The Peshtigo School District encompasses the northern area of the Town of Little River. Several private schools educate the residents of Oconto County.
- Six public libraries are located within Oconto County. They are jointly supported by the local communities and Oconto County. Each library is a member of the eight county Nicolet Federated Library System (NFLS).



- There are two hospitals in Oconto County. St. Clare Memorial Hospital is located in the City of Oconto Falls. St. Clare Memorial has clinics in Gillett, Oconto, Oconto Falls, Lena, Suring, and Mountain. The Bellin Health Oconto Hospital and Clinic is located in the City of Oconto. The Northern Health Centers also has a medical and dental clinic in Lakewood.

Parks and Recreation

- The Oconto County Parks Department operates six parks, nine boat landings; cooperates with local groups to maintain two cross country ski clubs/trails, a bridal trail, six fishing facilities for those physically challenged; maintains eight dams; and contracts for the maintenance of 420 miles of snowmobile and 64 miles of ATV trails.
- There are four marinas operating in the county with each located in the City of Oconto. They are: *Breakwater Harbor and Park; Oconto Yacht Club; Harbor Cove; Hi Seas Marina*.
- There are seven golf courses located throughout Oconto County. They range in size from nine to 18 holes.
- There are four established mountain bike trails in Oconto County, totaling 98 miles. Nine snowmobile clubs in Oconto County maintain 420 miles of trails. Four cross-country ski trail systems, covering over 37 miles, wind through the Nicolet National Forest and in designated areas of the Oconto County Forest. Three major trails in Oconto County provide opportunities for horseback riding. The Nicolet State Recreation Trail covers the largest distance providing 32 miles of trail length, while the Oconto River State and the Outback Riders trails cover 10 and eight miles respectively. There are 11 trails located throughout Oconto County that can be utilized for hiking. Oconto County offers over 100 miles of ATV trails in county forests and on town roads.



Transportation



handling single and larger twin engine aircraft and smaller corporate jets.

- Oconto County has jurisdiction over, and responsibility for, approximately 313 miles of highway.
- Oconto County and the City of Oconto jointly own and operate a facility on approximately 240 acres located in the town of Oconto, immediately to the southwest of the City of Oconto. The J. Douglas Bake Memorial Airport is classified as a general utility airport capable of



- There are two harbors servicing Oconto County. Both harbors are classified as commercial ports, although commercial activity is restricted to commercial fishing and limited launches of small recreational craft.
- In Oconto County, rail service is provided by the Canadian National Railroad Company (the CN) and the Escanaba-Lake Superior Railroad Company (the E&LS).

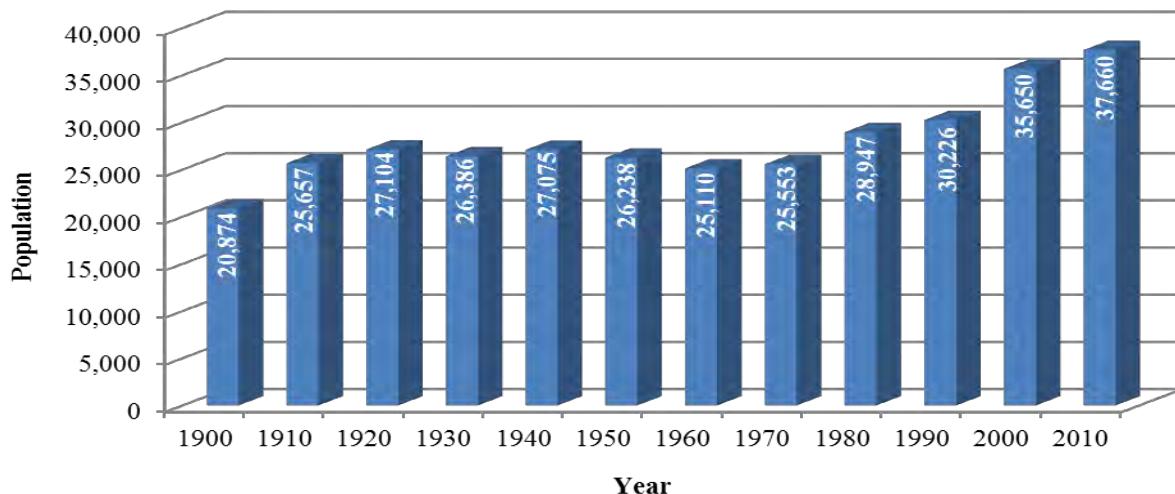
DEMOGRAPHIC TRENDS AND FORECASTS

Population

Historic Population Trends

Figure 2.1 illustrates the fluctuation in population Oconto County has experienced during the past century. According to the 2010 Census, Oconto County had a population of 37,660, which is a 30.1 percent increase from 1980 and a 5.63 percent increase from 2000. For more detailed information on county demographic trends and forecasts, please refer to Chapter 6 of *Volume II: County Resources*.

Figure 2.1: Historic Population, 1910 - 2010



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, 2008; Census of Population and Housing, 2010; and Oconto County Planning, 2014.

Population Projections

The use of forecasting calculates, or predicts, a future number by using existing figures. Monitoring projected future population will enable Oconto County to better understand and prepare for its future needs for housing, utilities, transportation, recreation, and a number of other population influenced services.

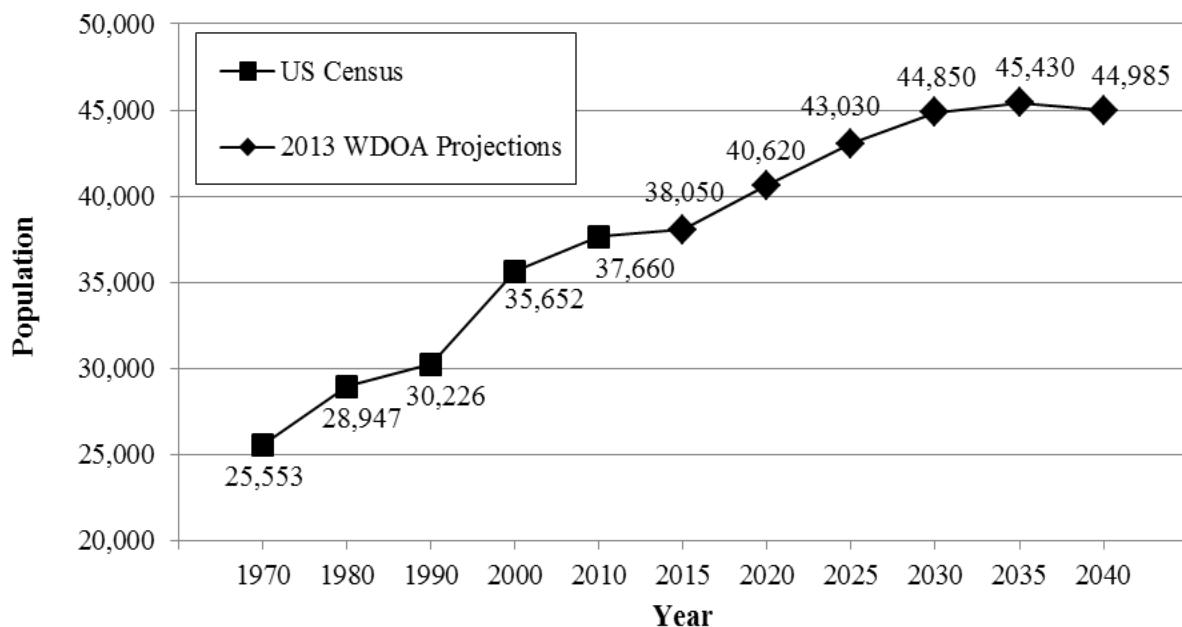
For this comprehensive plan, Oconto County utilized the Wisconsin Department of Administration (WDOA) population projections. Based on these projections, Oconto County can anticipate the total number of residents to increase by 7,325 people by 2040 from the 2010 U.S Census figure of 37,660. Table 2.1 and Figure 2.2 illustrate these projections.

Table 2.1: Population Trends and Projections, 1970 - 2040

Oconto County	1970	1980	1990	2000	2010	2015	2020	2025	2030	2035	2040
US Census	25,553	28,947	30,226	35,652	37,660						
2013 WDOA Projections					37,660	38,050	40,620	43,030	44,850	45,430	44,985

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2010; Wisconsin Department of Administration, Official Population Projections, 2004; Bay-Lake Regional Planning Commission, 2007; and Oconto County Planning, 2014.

Figure 2.2: Population Trends and Projections, 1970 - 2040



Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2010; Bay-Lake Regional Planning Commission, 2008; WDOA Final Household Projections for Wisconsin Municipalities, 2015 – 2040, April 2014; and Oconto County Planning, 2014.

Housing

Housing Trends and Characteristics



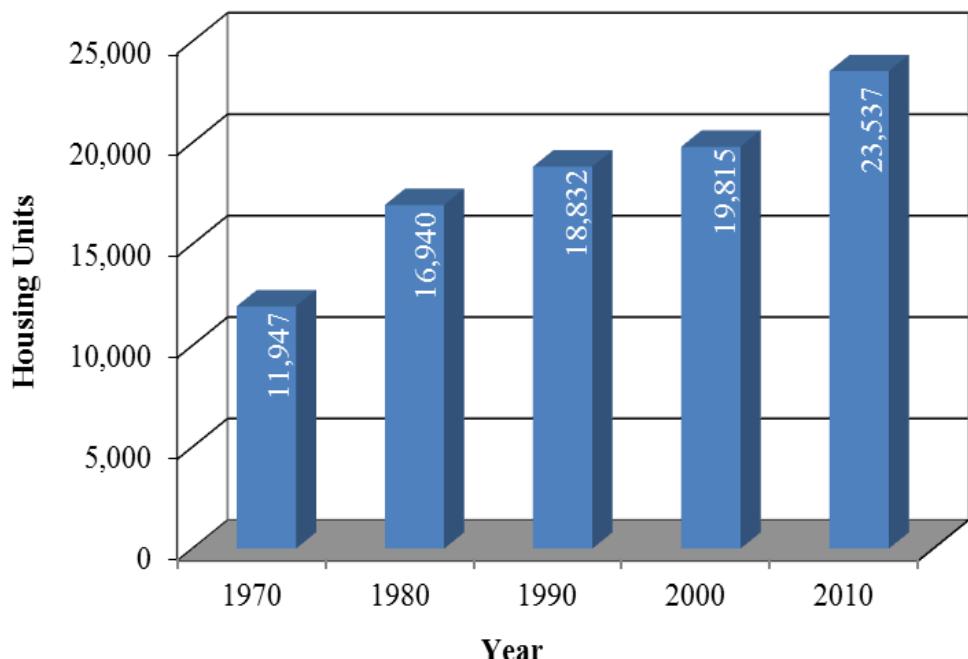
The 2010 Census shows Oconto County's housing stock to consist of 23,537 housing units, as illustrated by Figure 2.3, Oconto County's total number of housing units increased by 3,772 units or 18.8 percent over the 2000 figure of 19,815 units. This percentage was 3 times that of the percentage increase in population of 5.63 percent for the same period, which could be an indication of a substantial amount of second home development as well as a decline in the average household size. Overall, the county experienced its largest increase in housing units, 41.8 percent, between 1970 and 1980 with the second largest increase, 18.8 percent, occurring between 2000 and 2010. Table 2.2 shows the physical addresses issued by Oconto County since 1998.

Table 2.2: Oconto County Total Number of Physical Addresses Issued, 1998 - 2013

1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
418	414	434	384	413	409	382	330	305	254	158	127	131	106	117	114

Source: Oconto County Planning, 2014.

Figure 2.3: Historic Housing Units, 1970 - 2010



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; Bay-Lake Regional Planning Commission, 2007; 2010 Census; and Oconto County Planning, 2014.

Housing Projections

For this comprehensive plan, Oconto County utilized the Wisconsin Department of Administration (WDOA) housing projections.

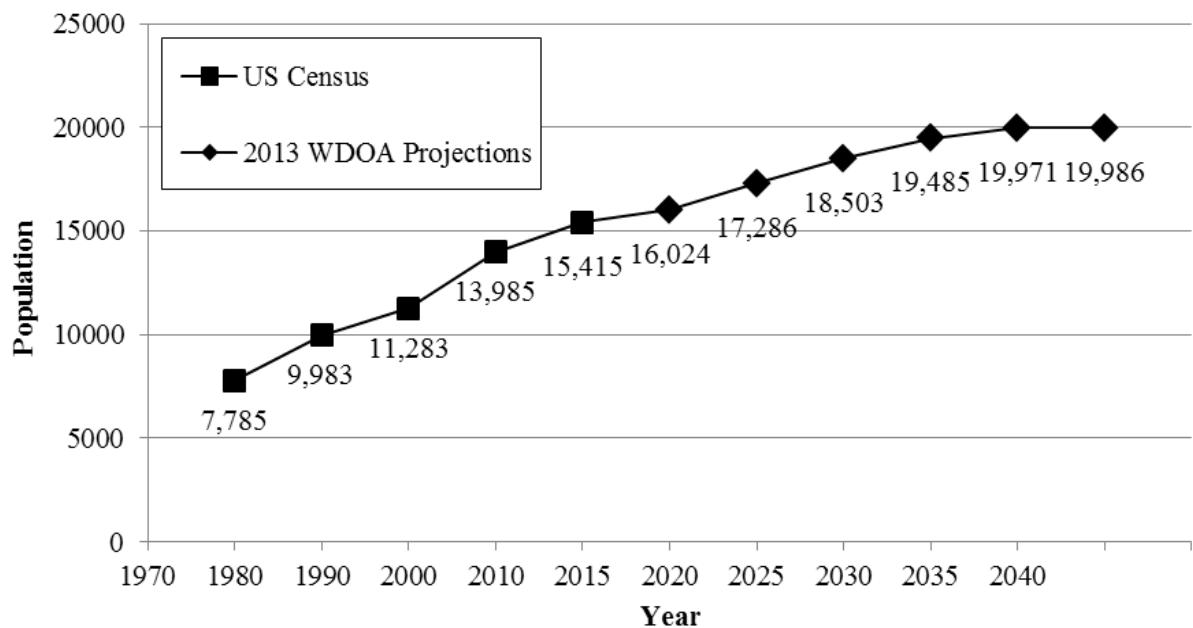
These projections reflect future occupied housing units only, which means vacant housing units are not included. Table 2.3 and Figure 2.4 illustrate the occupied housing unit projections. Using the 2010 Census figure of 15,415 as a basis, the county could experience 3,300 new occupied housing units by 2040.

Table 2.3: Occupied Housing Trends and Projections, 1970 - 2040

Oconto County	1970	1980	1990	2000	2010	2015	2020	2025	2030	2035	2040
US Census	7,785	9,983	11,283	13,985	15,415						
2013 WDOA Projections						16,024	17,286	18,503	19,485	19,971	19,986

Source: U.S. Bureau of the Census, 1970 - 2010 Census of Population and Housing; Bay-Lake Regional Planning Commission, 2008; WDOA Final Household Projections for Wisconsin Municipalities, 2015 – 2040, April 2014; and Oconto County Planning, 2014.

Figure 2.4: Housing Trends and Projections, 2000 - 2040



Source: Source: U.S. Bureau of the Census, 1970 - 2010 Census of Population and Housing; Bay-Lake Regional Planning Commission, 2007; WDOA Final Household Projections for Wisconsin Municipalities, 2015 – 2040, April 2014; and Oconto County Planning, 2014.

- In 2010, the county had a total of 7,025 seasonal housing units, along with an average number of persons per household of 2.42. The result is an estimated 17,000 additional people in the county considered seasonal residents. A large majority of those individuals maintain seasonal homes in the northern part of the county.
- Seasonal residents in Oconto County represent approximately 3.6 percent of the 2010 total estimated seasonal population that exists within the State of Wisconsin.



LAND USE INVENTORY, TRENDS, AND FORECASTS

Land Use Inventory

According to the 2007 land use inventory, Oconto County encompasses approximately 1,016 square miles, equating to 650,766 acres. As summarized in Table 2.4, just over 94 percent of the county is classified as undeveloped, while existing development covers approximately six percent of the county. Residential development comprises nearly one-half of the county's developed land uses.

Table 2.4: Land Use Inventory

Land Use Type	Total (acres)	Developed Land (%)	Total Land (%)
DEVELOPED			
<i>Single Family</i>	20,074.3	33.65	52.36
<i>Two Family</i>	26.8	0.04	0.07
<i>Multi-Family</i>	76.4	0.13	0.20
<i>Mobile Homes</i>	1,069.4	1.79	2.79
<i>Vacant Residential</i>	70.7	0.12	0.18
Total Residential	21,317.6	55.61	55.61
Commercial	1,231.0	3.21	0.19
Industrial	1,909.0	4.98	0.29
Transportation	6,343.7	16.55	0.97
Communications/Utilities	359.8	0.94	0.06
Institutional/Governmental	767.5	2.00	0.12
Recreational	2,710.7	7.07	0.42
Agricultural Structures	3,697.8	9.65	0.57
Total Developed Acres	38,337.1	100.00	5.89
Land Use Type	Total (acres)	Undeveloped Land (%)	Total Land (%)
UNDEVELOPED			
Croplands/Pasture	169,997.9	27.76	26.12
Woodlands	396,916.4	64.81	60.99
Other Natural Areas	30,677.3	5.01	4.71
Water Features	14,837.7	2.42	2.28
Total Undeveloped Acres	612,429.3	100.00	94.11
Total Land Area		650,766.4	

Source: Bay-Lake Regional Planning Commission, 2007.

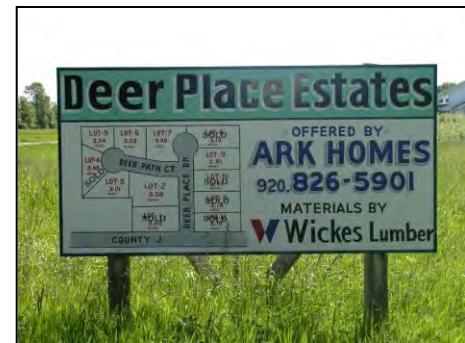
Existing Land Use Issues and Conflicts

As Oconto County continues to prepare for future development, it is necessary to recognize and acknowledge any existing land use issues or conflicts. These areas of concern, as highlighted below, will need to be addressed within the General Plan Design context and the implementation strategies outlined in the local and county comprehensive plans.

- It is anticipated there will be continued residential development throughout the county with most new growth predicted for the southern towns. This development will lead to the loss of agriculture, private woodlands, and open space land. This development will also create greater risk for conflict between agriculture and non-agriculture land uses.
- It is difficult to anticipate the future trends in seasonal population. The unstable housing market, the excess of supply, and the cost of fuel will all have an influence on future seasonal units.
- The smaller seasonal housing units and the older condo units are being converted to year-round residences.
- The continued intense development, first and second tier, around lakes and flowages promote

the need to establish stormwater, sanitary districts, etc. to limit likelihood of pollution entering the water.

- The ongoing fragmentation of natural areas (woodlands and open space) and agriculture land limits the ability to implement and sustain management plans.
- With residential development occurring in many of the productive agriculture areas of the county, there needs to be active measures taken and utilization of farmland preservation programs. Consideration should be given to establishment of agriculture vs. non-agriculture land use buffers or minimum set-backs.
- There are multiple driveways along main transportation routes serving single residences and businesses.
- The presence of the Nicolet National Forest in the northern part of the county and the Oconto County Forest found in the county's central communities will limit the amount, location and type of development that is anticipated to occur in those areas.
- The development occurring adjacent to public resources such as the county forest, Nicolet National Forest, rivers, lakes, and Green Bay of Lake Michigan will continue to limit public access to those features.
- The overall development being experienced throughout most of the county will put increasing pressures on the environmental corridors.
- The developing concentrated residential areas lack connectivity; therefore limiting the ability to construct multi-modal transportation options.
- The rural sanitary districts do not extend to areas developing fastest or in greatest density. There is a question on the effectiveness of sanitary districts to control growth when the initial high cost of hook-up charges and monthly fees can tend to repel development from locating within the district. There should be consideration given to developing residential areas that are capable of utilizing community wells and sanitary systems where municipal services are not cost effective.
- There needs to be more uniform development and administration of subdivision/land division ordinances and with expanded definitions to encourage other development patterns such as conservation by design. The siting of park and recreation areas within developing residential areas will help promote quality neighborhoods.
- There is a lack of new development/investment within the neighborhood mixed use land uses shown on the GPD. The examples are Abrams, Sobieski, and Little Suamico.
- There are several existing non-metallic mining operations and more anticipated to open during the planning period. The swift and sound remediation of old, exhausted non-metallic mining operations and the enforcement efforts to comply remediation plans of current



quarrying sites will make these past land uses available for another use.

- Additional commercial development along major transportation corridors, such as U.S. highways 41 and 141, and State Highways 32 and 64 will cause an increasing amount of traffic to collect in those areas. The establishment of consistent design standards and official maps along major federal, state, and county highway routes will help alleviate transportation issues and the ability to recruit quality businesses to those high traffic locations. In addition, there will need to be an accounting of properties owned by the state departments of natural resources and transportation within these commercial areas.
- The First Drainage District's uncertain future may have an impact on the location and type of development being considered by the Village of Lena, Town of Lena, and Town of Stiles, and the unknown future of the Pensaukee Drainage District on the towns of Chase and Morgan could have an impact on future development considerations for those communities.
- There is no central database on the location of known Indian Burial Grounds and what their impact may have on future development.
- The consolidation of smaller farming operations into large corporate businesses will pose both an economic opportunity and an environmental challenge.
- Old community dumps are not inventoried by DNR. They can pose health concerns and problems for future development around those areas.
- There is lack of communication between schools and communities and future needs of both entities regarding services, infrastructure, recreational facilities, etc.
- There needs to be a heightened level of communication between incorporated communities and towns regarding the extra-territorial planning area.
- Given the large number of local communities, there should be continued communications between the county, towns, and incorporated municipalities to address development patterns along municipal borders.

Anticipated Land Use Trends

The steady increase in fuel prices will be a major consideration as to where people chose to live, work, and recreate. Oconto County's location, transportation network, and services are certainly going to make it a primary consideration for those people wanting to live in the country, small communities, and enjoy the best of the region's natural features. Towns close to the Green Bay Metropolitan area are anticipated to see a much stronger growth in year-round population during this planning period than communities outside of that growth influence. Towns in the northern part of the county will continue to see an influx of seasonal residents. To accommodate the goals of the comprehensive plan, the most efficient land use development pattern has been illustrated on the 20-Year General Plan Design based on the following anticipated land use trends.

- There will be a steady growth in population throughout the 20-year planning period with the larger percentage of new residents residing in the southern areas of the county. Population projections indicate the county could add anywhere between 7,000 to 8,000 new residents by 2040.
- More commercial businesses will locate along the major transportation routes and heavily traveled intersections to take advantage of highway traffic.

- It is anticipated there will be more densely built sub-divisions predominately in the southern area of the county. New residential developments will afford the opportunity for infill to preserve open space and agriculture lands.
- The most concentrated residential and commercial development taking place outside of the incorporated communities will be located in the sanitary districts.
- There is currently ample supply of vacant rural and semi-rural lots within subdivisions in Oconto County. Due to the recent economic downturn and the weak housing and land development market, it is not anticipated that conversion of prime farmland to non-agricultural uses will occur at any significant rate in the near future. However, areas in the southern part of the county will continue to see continued pressures due to the proximity to Green Bay.
- There will be a continued trend toward larger agricultural operations, while individual family farms will encounter a decline, especially in the dairy industry. However, the number of individual family farms will continue to make up the majority of the farming ownership in the county.
- Dairy farming will continue to be the major agriculture industry in Oconto County. Even though the number of farms is decreasing, the number of dairy cows is remaining stable or increasing. In order to be profitable farmers are building bigger barns and necessary animal waste management systems to accommodate more animal units. Farm managers of large dairy farms need large tracts of upland agricultural land with suitable soils and slopes near to safely apply animal waste and recycle nutrients.
- There will be continued efforts to preserve productive agricultural lands in the county. This area has been identified in Chapter 3 as the farmland preservation area.
- The development of recreational facilities, such as trails, parks, and campgrounds, along with the access to public land and features will be important consideration as the county's population continues to grow.
- There is expected fragmentation and parcelling of larger tracts of land into smaller lots.
- The vast mineral resources in many parts of the southern part of the county will make non-metallic mining a component of the county's economy.
- There will be a push for more lake and river development, particularly secondary tier development.
- Development pressures will continue to increase and infringe on environmental corridors, public woodlands, and agriculture land (farming operations).
- Increasing prices for land and land rental, may force farmers to travel further distances to purchase and manage lands that would be necessary to manage and/or expand their farming operation. This is particularly true in the central portion of the county where competition from large CAFO sized farms are located. This will likely generate greater competition for buying and renting of cropland throughout this area of the county.
- The continued operation as well as the location of new agriculture-related businesses/farming infrastructure (e.g. veterinarians, feed, fuel, implement dealers, processing facilities) will be

vital to help ensure a strong future for agriculture in the county.

- Agricultural processing will continue to be a significant part of the local economy. An expansion of cheese processing facilities (Saputo Cheese USA, Inc., BelGioioso Cheese Inc., etc.) suggests a promising future for the county's agricultural processing facilities.
- Interest in cash cropping and specialty farming will continue to increase as commodity prices and demand stay relatively high. This is reflected in the loss of CRP (Conservation Reserve Program) land over the last decade, conversion of woodlands, and work to better drain marginal agricultural lands.
- The need for public infrastructure and services will continue to grow as the county's population becomes larger as well as older.
- Throughout Oconto County, communities and agricultural operators will continue to encounter infrastructure challenges such as road deficiencies and deterioration as farm machinery is getting larger and more farmers are willing to travel further to grow crops.

Development Considerations

Land Supply

Oconto County encompasses 650,766 acres. As found in the 2007 land use inventory, 38,337 acres, or nearly six percent, of the land is already developed. The county's proximity to Green Bay; its quality transportation system; welcoming communities, services, and schools; and abundance of natural features make Oconto a desirable location to live, visit, and/or operate a small business. Given these factors, an increasing number of people are projected to live in Oconto County in the coming years.

With its rich mineral resources, Oconto County will experience a consistent number of operating non-metallic mining quarries throughout the planning period. Exhausted mines will be reclaimed and developed for another land use such as recreation or residential. The Oconto County Forest and Nicolet National Forest, along with hundreds of lakes and streams provide diverse recreational opportunities for both residents and visitors to the areas. The county's five incorporated communities and several small mixed-use neighborhoods offer the opportunity for redevelopment of aging structures for increased tax generation. There is also sufficient land for properly located commercial and light industrial development along main transportation routes and within areas adjacent to incorporated municipalities where services can cost effectively be extended. Reviewing population projections, lands available for infill development and cooperative planning for future municipal expansion with adjoining towns, there should be limited pressure from the incorporated communities within Oconto County to expand into agricultural areas designated for preservation.

There are several areas within the county that are not currently developable due to the existing programs, such as farmland preservation, managed forest lands, and crop forest land. Owners of these properties are encouraged not to develop these areas through the issuance of credits used to offset personal and/or property taxes. There may be financial penalties for prematurely withdrawing land from these programs for development purposes.

As shown in Table 2.4, nearly 94 percent, or 600,000 acres of the county, is undeveloped. When the public land, water features, environmentally sensitive areas are subtracted from that figure; there are approximately 350,000 acres of undeveloped land available. This indicates there is

ample room for future developed land uses without compromising natural features. With very limited municipal services in the towns, primarily water and sewer, Oconto County should take the initiative to monitor water quantity and quality as continued development occurs.

Land Price

As the areas immediately surrounding the Green Bay Metro area become more densely developed, individuals will search further north to areas such as the towns of Morgan, Stiles, Pensaukee, and Oconto will become increasingly more desirable. Correspondingly, the value of the land will increase. The remaining agriculture land is expected to increase in price as demand for alternative fuels climb proving to be an incentive to continue farming. The land located within desirable business locations, such as those within sanitary districts, adjacent to the incorporated communities, and along major transportation corridors (highway and railroad), will retain a



higher value because of its development options. Therefore, land values in commercial/light industrial designated areas on the General Plan Design will remain fairly competitive during this planning period. The lack of overall utilities, municipal water and sewer primarily will limit some types of development that could occur within the towns.

The long-term value of limited natural resources land (wooded, bayshore, lakeshore, river frontage, and open space) will continue to be strong because of their desirable appeal for building of full-time and seasonal homes and for hunting/recreational purposes. Oconto County's proximity to a growing larger metropolitan area will keep all land prices higher during the planning period. The relative short driving distance to northern Oconto County will continue to be appealing given the fact most of the seasonal residents in that area come from the Fox Valley and Milwaukee metro area.

LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

As stated in s. 66.1001, Wis. Stats., comprehensive plans are required to provide projections in five-year increments for future residential, commercial, industrial, and agricultural land uses over the 20-year planning period. To assist in determining the need for future land use allocations, WDOA population and housing projections were shown earlier in this chapter in Tables 2.1 and 2.3 to help determine anticipated future growth within Oconto County. Using the WDOA projections with the 2010 Census figures as starting points; it is estimated that Oconto County could experience an influx of 7,770 new residents corresponding to an additional 4,558 homes by 2035.

It is **not** the intent of this comprehensive plan to see an entire area within a land use classification be developed as noted on the General Plan Design. The specified uses should be allowed if consistent with the type, location, and density of existing development. Some of the land within the land use classification is not developable due to natural features, easements, setbacks, existing preferred land uses, or availability of supporting infrastructure. Within developing areas, these additional considerations and land uses generally account for approximately 25 percent of

the gross land area. Given these considerations, the gross land use needs for residential, commercial, and industrial development for Oconto County by 2035 is 18,380.2 acres. The total net acreage for each of the three illustrated land uses in Table 2.5 is 14,646.5 acres.

Residential Projections

The county's future residential land use acreage requirements were projected utilizing the following methodology:

- The WDOA Projections for each of the individual municipalities;
- The housing unit count based on the 2010 Census;
- An average lot size per dwelling unit based on the housing density recommendations of the municipalities' adopted comprehensive plans; and
 - Cities and Villages with an average lot size of $\frac{1}{2}$ acre per dwelling unit.
 - Towns with an average lot size of two acres per dwelling unit.
- A multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility and to account for a continued decline in persons per household during this planning period.

Using the WDOA Projections as shown in Table 2.3, Oconto County can anticipate the total construction of 4,556 new homes by 2035, which averages to approximately 182 homes per year. The land needed for these new homes equates to 13,744 net acres and 18,325 gross acres. Officials want to direct the most concentrated residential development to areas adjacent to the incorporated communities and within the smaller designated areas as shown on the General Plan Design to preserve larger tracts of existing agriculture land, woodlands, and open space.

Note: The projections are for single family homes does account for multiple family and apartment complexes which have greater residential densities.

Commercial Projections

To calculate commercial land use projections, a ratio between residential acreage and commercial land use acreage (*residential: commercial*) was determined based on the countywide 2007 land use inventory. That ratio of one acre of residential land to every one acre of commercial land for the incorporated communities was 1:6 and while that comparison for towns translates to 1:21 ratio.

Industrial Projections

To determine future industrial land use needs, a ratio between residential acreage and industrial land use acreage (*residential: industrial*) was also determined based on the countywide 2007 land use inventory. That ratio of one acre of residential land to every one acre of industrial land for the incorporated communities was 1:6 and 1:01 for the towns. Please note: this industrial land use projection does not include non-metallic mining operations.

Table 2.5: Five-Year Incremental Land Use Projections, 2015 - 2035

NET RESIDENTIAL ACREAGES						
Year	Towns		Cities/Villages		County Total	
	Acres	Total	Acres	Total	Acres	Total
2015	1,247.5	1,247.5	68.8	68.8	1,316.3	1,316.3
2020	3,018.0	4,265.5	192.0	260.8	3,210.0	4,526.3
2025	3,433.5	7,699.0	206.5	467.3	3,640.0	8,166.3
2030	3,288.0	10,987.0	160.0	627.3	3,448.0	11,614.3
2035	2,110.5	13,097.5	19.1	646.4	2,129.6	13,743.9
NET COMMERCIAL ACREAGES						
Year	Towns		Cities/Villages		County Total	
	Acres	Total	Acres	Total	Acres	Total
2015	59.4	59.4	11.5	11.5	70.9	70.9
2020	143.7	203.1	32.0	43.5	175.7	246.6
2025	163.5	366.6	34.4	77.9	197.9	444.5
2030	156.6	523.2	26.7	104.5	183.2	627.7
2035	100.5	623.7	3.2	107.7	103.7	731.4
NET INDUSTRIAL ACREAGES						
Year	Towns		Cities/Villages		County Total	
	Acres	Total	Acres	Total	Acres	Total
2015	8.3	8.3	11.5	11.5	19.8	19.8
2020	9.9	18.2	32.0	43.5	41.9	61.7
2025	12.7	30.9	34.4	77.9	47.1	108.8
2030	14.5	45.4	26.7	104.5	41.2	149.9
2035	18.1	63.5	3.2	107.7	21.3	171.2

Source: Bay-Lake Regional Planning Commission, 2009; and Oconto County Planning, 2014.

Agricultural Projections

According to the Wisconsin Agricultural Statistical Service and Wisconsin Department of Revenue, Oconto County is seeing the diversion of approximately 192 acres of agriculture land to another land use each year. With a projected 18,308.2 acres of land needed for residential, commercial, and industrial development during this 20 year planning period, a percentage of that acreage total will be taken out of current agriculture production and existing open space and woodlands. With nearly 170,000 acres of agricultural and pasture lands identified in the 2007 land use inventory, Oconto County is working to preserve as much of these remaining open spaces as possible over the next 20 years by enforcing countywide land use controls; encouraging development to locate in areas where it is economically feasible to do so; and directing more dense development to the incorporated communities. To ensure existing and future agriculture operations have the ability and incentive to continue, Oconto County intends to preserve their more productive and larger tracts of agriculture land through the designation of a farmland preservation area and application of the land use recommendations and implementation of the development strategies contained in this comprehensive plan.

In 1970, there were 25 persons per square mile. In 2000, that figure rose to 35 people per square

mile. Reviewing the 2013 WDOA population projections, the population density in Oconto County should increase to over 42 persons per square mile by 2025 and over 44 persons per square mile by 2040. This increase will put increased pressure on existing agriculture, open space, and natural resource land to be developed for other uses.

IMPLEMENTATION GOALS

During the planning process, goals were developed to guide how Oconto County will approach overall growth and development and the need to expand services over the next 20 years. These goals are also listed by topic with applicable objectives and policies in Chapter 4 of *Volume I: County Plan*.

LAND USE: To endorse a balanced mix of land uses that afford opportunities for economic development, sustainable natural resources, and compatible development patterns, while respecting private property rights.

INTERGOVERNMENTAL COOPERATION: To utilize the adopted comprehensive plans as a means to enhance internal and external communication processes amongst Oconto County, local communities, neighboring municipalities, and state and federal offices concerning land use matters.

NATURAL RESOURCES: To protect, preserve, and promote a healthy and thriving natural environment in which to live, work, and recreate.

AGRICULTURAL RESOURCES: To maintain, promote, and enhance Oconto County's vast agriculture industry through preservation and sustainability efforts initiated at all levels of government.

CULTURAL RESOURCES: To invest the necessary resources to identify, preserve, and promote all the unique elements that encompass Oconto County's rich history.

HOUSING: To work with local communities to secure and apply the necessary tools to offer a variety of quality housing opportunities for all segments of the county's current and future population.

ECONOMIC DEVELOPMENT: To promote an environment in Oconto County that attracts employers and investment in order to expand the tax base and provide quality employment opportunities.

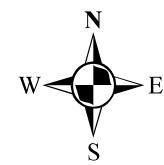
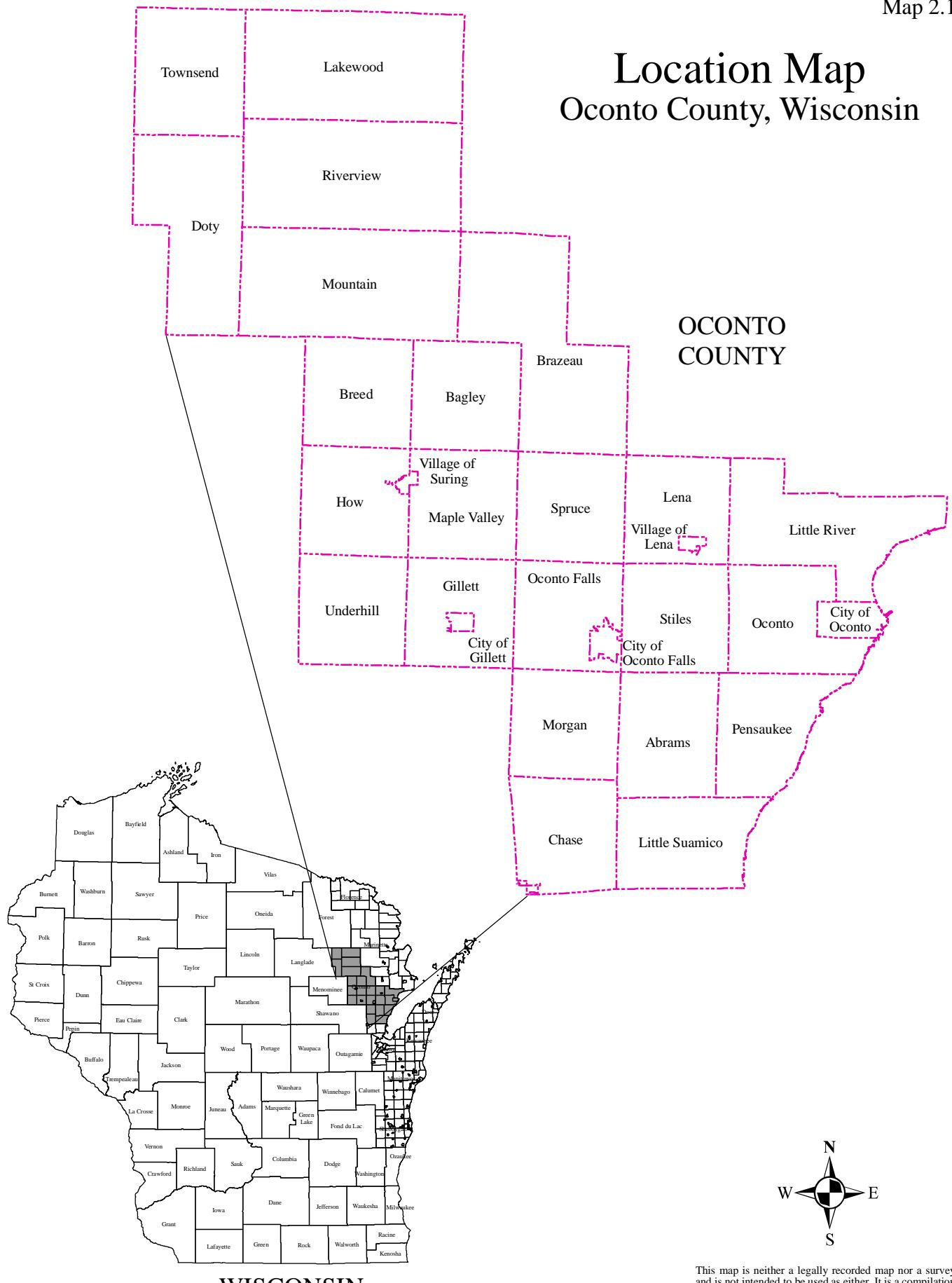
TRANSPORTATION: To advocate for a safe and efficient multi-modal transportation system that can be cost effectively maintained, improved, and expanded to meet the changing needs and wants of county residents and businesses.

UTILITIES/COMMUNITY FACILITIES: To ensure county services, facilities, and utilities are maintained at a level that appropriately addresses the expanding requirements of a diverse population, economy, and communication network.

PARKS AND RECREATION: To take full advantage of the county's vast amount of natural features, cultural features, and eclectic communities to expand recreational opportunities for residents and to draw more visitors to Oconto County.

Location Map

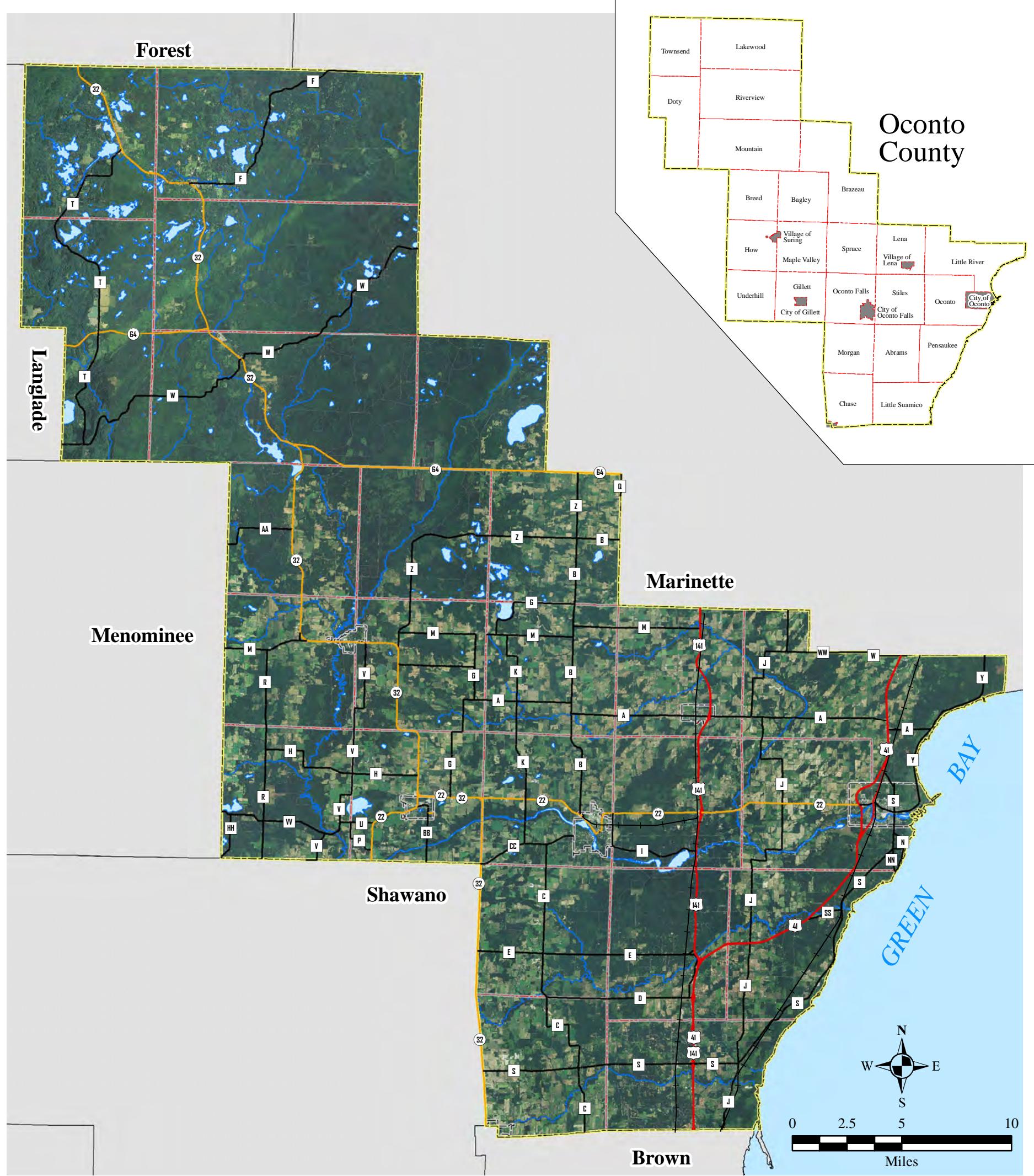
Oconto County, Wisconsin



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

Planning Area

Oconto County, Wisconsin



Base Map Features

- ❖ Federal Highway
- ❖ State Highway
- ❖ County Highway
- ❖ Local Roads
- ❖ Railroad
- ❖ Township Boundary
- ❖ City/Village Boundary
- ❖ County Boundary
- ❖ Lakes and Rivers

CHAPTER 3: FUTURE LAND USE PLAN

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INTRODUCTION

This chapter discusses in detail the 20-Year General Plan Design (GPD); Farmland Preservation Area; and supporting land use recommendations for Oconto County. The information in *Volume II: County Resources* and the adopted local comprehensive plans were referenced during the preparation of the county's preferred General Plan Design and Farmland Preservation Area. The GPD reflects the type, location, and density of specific future land uses Oconto County would like to promote during this planning period, while the Farmland Preservation Area designates the areas to be preserved for agricultural use. A complete list of preferred land use classifications with development recommendations as listed below; a detailed list of implementation strategies provided in Chapter 4 of this plan; and implementation tools such as county ordinances will help guide county officials in achieving the 20-General Plan Design (**Map 3.1**).

GENERAL PLAN DESIGN

Land Use Classifications

The Oconto County 20-Year General Plan Design illustrates the following land use classifications. Within each classification, there are land use recommendations to help ensure those classifications are being developed according to their definitions and purpose. Encouraging the development and preservation of these land use classifications through the application of these recommendations will better preserve the county's rural character while promoting efficient and orderly growth throughout Oconto County.

- Residential
- Neighborhood Mixed Use
- Commercial
- Industrial/Light Industrial
- Governmental/Institutional/Utilities
- Park and Recreation
- Agricultural
- Woodlands/Open Space
- Transportation
- Mineral Resources Overlay
- Public Lands
- Environmental Corridors Overlay

Land Use Recommendations

During the review, consideration, and implementation of the land use recommendations outlined below, Oconto County will take in consideration the land use recommendations put forth by the local communities before any decisions or additional recommendations are made at the county level.

Residential

The Residential land use classification is divided into four categories *concentrated residential, rural residential, shoreland residential, and multi-family residential*. The Residential land use recommendations are written to promote orderly and efficient growth patterns that are consistent with adjacent land uses and to preserve surrounding natural features.

Concentrated Residential

The Concentrated Residential category is illustrated as “*residential*” on the county’s 20-Year

General Plan Design. This category encompasses those areas of the county that already have large concentrations of housing development or have approved subdivision or development agreements in place.

- The planning for and platting of future concentrated residential developments and expansion of current subdivisions should follow local and county land use regulations as applicable.
- These areas should have or can efficiently extend adequate supporting infrastructure, such as a sanitary district, and therefore accommodate future growth conducive with similar existing residential types and densities.
- The integration of varying residential design standards such as conservation by design subdivisions are encouraged to better integrate the existing natural features and topography into the developments.
- The ability to connect existing and future residential subdivisions should be considered as an important component of the developments in order to promote multi-modal transportation options.
- The designation of concentrated development areas should consider the location and content of the existing environmental features and minimize the impacts to them to help ensure their long-term sustainability and health.
- Any new residential developments should consider the provision of emergency services to limit cul-de-sacs, ensure roads have connectivity to allow for multiple access routes, ensure access to water, and have proper road and directional signage.
- Existing and future residential developments should consider the application of a comprehensive stormwater management plan to address the large percentage of impermeable services to better protect ground and surface water quality.
- During the platting of concentrated residential areas, county and local officials should reference available land use information, including existing adjacent land uses, to ensure there is sufficient quality groundwater to serve the long-term needs of the development.
- New and existing subdivisions, where practicable, are encouraged to include various types of recreational facilities (i.e. open spaces, trails, parks) into the development plans.
- Shared on-site wastewater treatment systems should be considered where appropriate.

Rural Residential

The Rural Residential category is illustrated as “agricultural, open space, and woodlands” on the county’s 20-Year General Plan Design. It encompasses single-family residences built on predominately agricultural, wooded, and open space land use designations.

- The permitting of rural residences should follow local and county land use regulations as applicable.
- The approval process for construction of rural residences should consider surrounding land uses and environmental features to limit fragmentation and comprising of natural elements.
- Access controls should be monitored to limit the number of single family driveways along primary transportation corridors to improve safety and reduce road maintenance costs.

- Single family residences are encouraged to locate in areas that do not detract from the community's appearance and environmental integrity.
- Residential development should be discouraged and limited in areas shown as agricultural on the GPD and also shown as a Farmland Preservation Area on the Farmland Preservation Area Map(s).

Shoreland Residential

The Shoreland Residential category consists primarily of single family and limited types of multi-family housing directly on a water feature, along with second tier development. Many of the county's surface waters have already experienced heavy development along their shorelands. Additional growth in these areas is placing additional development pressure on the natural environment leading to poor water quality, loss of wildlife habitat, and a diminished quality of life.

- Any additional development in the shoreland zone must be in compliance with the Oconto County Shoreland Zoning Ordinance and any adopted local ordinances in order to provide a layer of protection from future development along the shorelands.
- Second tier development within the shoreland zone should be properly planned to minimize the impact to water resources.
- The county should not encourage keyholing, or the procurement of water rights for property owners without water frontage.
- Shoreland development plans should identify and maintain public access points as well as consider additional public access to the water resource.
- Increased building setbacks and expanded vegetated shoreline buffers should be implemented, whenever possible, to help maintain, or improve, the water quality and habitat potential of the county's surface water features.
- Any new plans for expansion or alteration of existing structures in shoreland areas should account for and mitigate, if necessary, the increased impacts of that development. Plans for the expansion or alteration of an existing structure should investigate methods to mitigate any increase in negative impacts on the county's surface waters, such as septic system upgrades/alterations, stormwater control, or shoreline restoration.
- The construction of sanitary districts should be encouraged in new and future developments to help preserve water quality and minimize risks to the environment.

Multi-Family Residential

The Multi-Family Residential category is defined as those structures containing three or more households. This category includes apartment complexes, condominiums, and long-term care facilities.

- The permitting of multi-residences should follow local and county land use regulations as applicable.
- Areas designated for multi-family residential development should be exclusive to this type of development.

- Multi-family housing development in concentrated residential areas will be given consideration on a case-by-case basis in order to ensure conflicts with existing land uses do not occur.
- Multi-family housing developments should be considered only if adequate infrastructure, including a sanitary district, is available.
- Exceptions for smaller multi-family developments will be made, such as town homes, if proof can be provided that the development will be adequately serviced by existing infrastructure.
- It is recommended that these developments occur on larger lots within areas of designated concentrated residential development.

Neighborhood Mixed Use

The Neighborhood Mixed Use land use classification encompasses areas characterized by having several types of land uses within a relatively small geographical area. The three rural neighborhoods designated the county's 20-Year General Plan Design are Abrams in the Town of Abrams and Little Suamico and Sobieski in the Town of Little Suamico. These types of areas have a mix of land uses consisting of residential, commercial, retail, recreation, and government. These areas were once small economic centers to serve the local needs of the area's residents.

- A strong visual image should be promoted 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.
- It is recommended that the lower level of the buildings be converted back to commercial and retail use when feasible.
- The rehabilitation and utilization of existing buildings is encouraged to as a critical element in the long-term viability, appearance, and function of these areas.
- These mixed land use areas should encourage a balance of pedestrian and vehicular movement.
- The utilization of appropriate zoning and design regulations will help regain a vibrant business appearance, such as siting of parking lots and garages in less prominent locations and the inclusion of proper landscaping, fencing and vegetation to buffer mixed land uses will help create a small community feel.
- These areas will contain mixed commercial and retail businesses, such as specialty shops, governmental services, churches, personal services, restaurants, financial institutions, 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 or rehabilitated buildings being built within these communities.
- The maintenance and expansion of municipal services are encouraged in these areas to heighten their capabilities of attracting new investment into these communities.

Commercial

The Commercial land use classification includes retail, professional, and service sector businesses as shown on the county's 20-year general plan design.

- The permitting of commercial businesses should follow local and county land use regulations as applicable.
- Oconto County is directing most of its rural commercial business growth to areas along prime highway corridors and designated areas throughout the county that offer commuter traffic business and the ability to isolate those areas from other land uses.
- Infill commercial development is recommended to take advantage of existing infrastructure and adjacent complimentary land uses.
- Existing businesses should maintain a crisp appearance, while new commercial developments should be of similar scale and not detract from the character of the surrounding properties.
- Future highway commercial sites should accommodate the needs of current residents as well as serving the needs of transient customers by allocating ample room for parking and drive-thru services.
- The maintenance and implementation of the detailed corridor development plan will include consistent design standards and address signage, transportation, land use, and design issues for those businesses locating along the corridor.
- With home-based businesses envisioned to remain a large segment of the county's economic development base, county and town officials should continually monitor the operations of approved home-based businesses to ensure they are not comprising or conflicting with adjacent land uses.

Industrial / Light Industrial

The Industrial/Light Industrial land use classification specifically accommodates manufacturing businesses which creates or changes raw or unfinished materials into another form or higher valued product. Since industrial manufacturing can occur at various intensities, the inclusion of light industrial accommodates less intense operations.

- The permitting of industrial businesses should follow local and county land use regulations as applicable.
- Industrial and Light Industrial operations are recommended to locate in areas on the county's General Plan Design with adequate services and infrastructure to support the industrial operations and to avoid land use conflicts with neighboring properties.
- Oconto County should promote the establishment of TIF (Tax Incremental Finance) Districts as a financial tool to attract businesses.
- Infrastructure and county facilities should be monitored to address issues that would prohibit expansion or location of new industrial and/or light industrial development in Oconto County.
- Industrial and light industrial sites should not detract from the rural atmosphere of the county through the adopting and application of appropriate county and local land use regulations. It is important to control the look of industrial operations through the preparation of design standards that include landscaping, building design, lighting, parking, etc.

- The establishment of appropriate land use ordinances, such as a buffer ordinance, is recommended to prevent incompatibilities with existing land uses.
- The location of future light industrial development should not be detrimental to the surrounding area by reason of dust, smoke, odor, degradation of groundwater, or other nuisance factors.
- Light industrial operations can be permitted in designated commercial land use areas as deemed appropriate by local and county ordinances.
- More intense industrial operations are recommended to locate within the incorporated communities where infrastructure and complimentary land uses are available.

Governmental/Institutional/Utilities

The Governmental/Institutional/Utilities land use classification encompasses all county government buildings and private utility routes and utility sites used by residents, businesses, and visitors.

- All county-owned facilities and properties should be operated in a manner to avoid issues with traffic, noise, or other compromises to surrounding land uses.
- All county-owned facilities should be located and signed in a manner to ensure safe access into and out of all public buildings and facilities.
- The renovation of and construction of new county facilities should be done with energy conservation as a goal.
- County officials should remain aware of changing issues and the siting of telecommunication towers and antennas and wind generation facilities.
- The siting of future and upgrades to existing utility infrastructure should be done in cooperation with local and county review and input to avoid negative impacts to area land uses or natural features.
- Joint planning for future facilities and the use of existing facilities should be done collaboratively with state and federal departments and local communities to avoid duplication of costs and sites.

Park and Recreation

The Park and Recreation land use classification includes all county-owned recreational facilities, trails, parks, and open spaces located throughout the county.

- Oconto County will utilize their Park and Recreation Plan as a tool to assess county-owned recreational assets to further determine the need to construct new facilities and/or upgrade those already in place.
- The construction or renovation of existing recreational facilities should be accounted for within the county's annual capital improvement budget.
- Future recreational facilities should be constructed or retrofitted to allow access by either motorized or non-motorized means.
- County officials should review subdivision proposals for the inclusion of parks and open space to serve residents within these more concentrated residential developments.

- County recreational facilities should be maintained to accommodate all age groups, levels of disabilities, and skills.
- The county should cooperate with the local communities, recreational groups, surrounding counties, and Wisconsin Department of Natural Resources to promote the expansion and connectivity of recreational trails.

Agricultural

The Agricultural land use classification is the designated areas of Oconto County devoted to the growing of crops and the raising of livestock. Agricultural areas that have been identified and designated for preservation are shown as “Farmland Preservation Area” on the Farmland Preservation Area maps as found later in this chapter.

- The county should implement and monitor goals to promote preservation of agricultural lands and the farmer’s right to farm.
- Limited non-agricultural related development permitted within this land use classification should comply with county and local ordinances and done in a manner which minimizes the negative impact on the agricultural use(s) in the area and limits parcel fragmentation.
- Any development permitted within this land use classification should be limited, comply with county and local ordinances, limits fragmentation, and done in a manner which has the least amount of impact on the productive agricultural lands, productive forest lands and natural environment.
- The use of best management practices for agricultural activities will help maintain these valuable agriculture lands from development, natural degradation and minimize the adverse impacts on the productivity of the soil as well as the quality of surface water and groundwater.
- Land use ordinances should promote the creation and operation of agricultural businesses, specialty farms, and direct marketing opportunities to help diversify the county’s economy.
- The integration of natural and/or man-made buffers through adoption and application of county and/or local ordinances are encouraged to minimize conflict between farming and future non-farming operations.
- Large-scale farming operations are to be recommended for areas of the county capable of supporting such facilities with minimal impact on environmental corridors and surface water features.

Woodlands/Open Space

The Woodlands/Open Space land use classification consists of private woodlands and open space areas found throughout Oconto County.

- Future development in these areas should occur at a low density and in a manner that helps ensure there are minimal negative impacts on the natural environment and lessen the likelihood of parcel fragmentation.
- The preservation of large tracts of natural areas and/or features is recommended in order to enhance/retain buffers between incompatible uses while maintaining scenic views throughout the county.

- Various development techniques, such as conservation by design subdivisions, are encouraged to help preserve large contiguous tracts of woodlands and open space.
- The application of best management practices by landowners will help protect the county's large acreages of natural features and open space that can be utilized to enhance the quality and type of recreational opportunities and facilities.
- Support sustainable forestry practices.

Public Land

The Public Land designation encompasses county, state, and federally owned land in Oconto County.

State of Wisconsin

The State of Wisconsin owns several small parcels of land scattered throughout the county. Most of these parcels can be found along the USH 41/141 that are owned by the Wisconsin Department of Transportation. Many of these parcels were purchased as the corridor was being expanded over the past 40 years. It is unlikely the State of Wisconsin will sell these parcels to the local community for future development, so the local communities must be aware of the state's ownership of these parcels when considering the area for future development.

There are parcels owned by the Wisconsin Department of Natural Resources located primarily along Green Bay of Lake Michigan. This land is designated as a public wildlife preserve for the protection and enhancement of flora and fauna in the area.

Oconto County Forest

Oconto County envisions the existing county-owned land to remain in public ownership throughout the planning period. The maintaining of large tracts of forested lands help encourage diverse vegetative and biological communities, plus provide multiple recreational opportunities, such as hunting, fishing, hiking, cross-country skiing, camping and snowmobiling.

Nicolet National Forest

The U.S. Forest Service envisions the existing federally-owned land to remain in public ownership throughout the planning period. The maintaining of large tracts of forested lands help encourage diverse vegetative and biological communities, plus provide multiple recreational opportunities, such as hunting, fishing, hiking, cross-country skiing, camping and snowmobiling.

Transportation

The Transportation land use classification covers both motorized and non-motorized travel. This classification includes recommendations for the existing and future transportation network; recreation trails; airports; harbors; and rail lines found in Oconto County.

- It is recommended that new residential development be minimally visible from the road through the utilization of buffers or setbacks from major transportation routes and future residential development.
- For any new proposed concentrated development, an Area Development Plan should be provided that will allow county and local officials to review and ensure that future roads are well designed to promote efficient and safe traffic flow and offer critical access by emergency services.

- The continued utilization of the PASER (Pavement Surface Evaluation and Rating) program will assist county officials in maintaining the roads in the future and ensure there is a cost effective road management plan in place.
- Recreational paths and trails, such as snowmobile trails, should have proper signage and intersection controls to ensure safe crossing and interaction with vehicles.
- Any land use decisions being made on property surrounding the J. Douglas Bake Airport should consider future expansions in order not to compromise the ability to upgrade the facility to meet future needs.
- Future land use decisions for properties along the rail lines should not comprise the ability of the railroad companies to expand services to meet future needs of the region.
- County-owned harbors used for commerce and/or recreation should be maintained and improved as needed.

Mineral Resources Overlay

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

- Oconto County Officials will work with the towns and the Wisconsin Department of Natural Resources to monitor existing mining operations and correct any identified problems in a timely manner.
- The towns should recommend conditional use requirements to the county that ensure the mining operation does not significantly compromise surrounding land uses.
- The application of setbacks will help alleviate issues with neighboring properties.
- Mining operations should be sited in areas that will have little negative impact on the neighboring properties, adverse effects on groundwater, or significant wear on local roads.
- Oconto County, towns, and the Wisconsin Department of Natural Resources will work together to ensure mining operations are properly closed and reclaimed.
- Oconto County, with support of the affected town, will pursue avenues in which to reclaim mining operations not sufficiently reclaimed.
- The reclaimed mining sites will be available for other land uses that are best suited for the area and needs of the town. (i.e. agriculture, recreational, residential)



Environmental Corridors

Environmental corridors contain four components; 100-year floodplain as defined by the Federal Emergency Management Agency (FEMA), WDNR wetlands, 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 county that are most sensitive to development and are intended to be preserved.

- Encourage the preservation of environmental corridors and other sensitive areas.



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 Neighborhood Mixed Use land use classifications.
- Reclamation of former and current quarry sites for future residential and/or recreational opportunities.
- Development within the identified sanitary districts where infrastructure and compatible land uses already exist.
- Development with the extraterritorial planning areas of the incorporated communities where infrastructure can be cost effectively extended to meet the increase in growth.

Table 3.1 contains a summary of the year 2035 projected land uses, along with their approximate acreage totals, as shown on the Oconto County 20-Year General Plan Design (**Map 3.1**). It is important to note these future land uses are illustrated by general location and are to be used as a point of reference when making land use decisions.

Table 3.1: 20-Year General Plan Design Acreage Allocations

General Plan Design Category	Acres Needed in 2035
Residential	87,103
Commercial	12,520
Industrial	1,157
Mixed Use	1,058
Governmental/Institutional/Utilities	650
Agricultural/Open Space	146,524
Parks and Recreation	2,554
Transportation	7,601
*Public Lands	185,915
Woodlands	373,701
Water Features	14,463
Totals	833,246

*Public Lands are an overlay and may contain other land uses.

Source: Bay-Lake Regional Planning Commission, 2009.

In comparison to the future land use allocations noted in the above table, the 2007 Land Use inventory indicated Oconto County had 21,318 acres of residential land use, 1,231 acres in commercial land use, and another 1,909 acres determined to be used for industrial land use, which consists of several non-metallic mining operations. For a complete list of current land uses, please see Table 2.3 in Chapter 2.

FARMLAND PRESERVATION AREA

The farmland preservation area for Oconto County was identified and designated in cooperation with local officials, stakeholders and advisory groups. The ability of Oconto County landowners to continue farming in areas with favorable conditions for supporting agricultural enterprises requires minimizing conflict and disturbances with current and future land uses. The purpose of the Farmland Preservation Area is to:

- Preserve productive agricultural lands in the long-term.
- Preserve the rural character and aesthetic quality of Oconto County.
- Minimize non-agricultural development within productive agricultural areas.
- Maintain farmer eligibility for farmland preservation incentive programs, such as tax credits.

Farmland Preservation Rationale

Designating a farmland preservation area began with Oconto County Planning proposing rationale. This rationale was reviewed and finalized with assistance from the planning advisory committee, local officials, and stakeholders. Prior local and county comprehensive planning efforts utilized much of the same criteria and rationale to allocate agricultural areas on future land use maps. Therefore, the 20-Year General Plan Design as found in the Oconto County 20-year Comprehensive Plan provides the foundation for creating the Oconto County Farmland Preservation Map. The intent of this planning process is to focus farmland preservation efforts in

areas that are actively being used for agricultural purposes. The following criteria were considered and applied consistently across Oconto County in the process of designating the farmland preservation area.

- Whether soils are suitable for agricultural production.
- Whether the land has historically been used for agricultural use or agricultural related use.
- Whether the land is in close proximity to agricultural infrastructure.
- Whether the land is in undeveloped natural resource or open space areas that connect other farmland parcels to create a large, uninterrupted block of preserved area.
- Whether the land may be under some development pressure, but not currently located in an area planned for development in the next 15 years.

The lands to be preserved for agricultural purposes have been identified as the “Farmland Preservation Area” on the Oconto County Farmland Preservation Area Map (**Maps 3.2 - 3.32**). All other areas are shown as “Non-Farmland Preservation Area” or as “Non-Farmland Preservation Area (Public Lands)” on these maps. The following gives additional insight into the criteria being considered and overall rationale in determining the farmland preservation area and non-farmland preservation area.

Farmland Preservation Area includes:

- Areas shown as agricultural on the Oconto County 20-Year General Plan Design Map (**Map 3.1**, Oconto County 20-Year Comprehensive Plan). *The 20-Year General Plan Design designated agricultural areas based on a 2007 land use inventory showing existing agriculture. This is consistent with the county intent to preserve areas that are truly being used for agricultural purposes.*
- A portion of areas shown as woodlands/natural areas or environmental corridors on the Oconto County 20-Year General Plan Design Map (**Map 3.1**, Oconto County 20-Year Comprehensive Plan). *Oconto County selected parcels within these future land categories to include in the Farmland Preservation area if the parcel was part of contiguous ownership that included agricultural lands. This allows for all of the agricultural landowner's lands to be eligible for the farmland preservation incentive programs. Parcels that were not part of contiguous ownership that included agricultural lands were not included.*
- Areas with soils suitable for agricultural production. *Oconto County utilized soils data to confirm that the farmland preservation area aligns with soil types that are best suited for agricultural production. This data also assisted in review of non-contiguous areas and parcels along the preservation area boundaries. As would be expected, a majority of the privately owned lands that are most suitable for agricultural production based on soil type are being actively used for agriculture. Refer to Chapter 5 of Volume II: County Resources for additional prime agricultural soils information including **Map 5.13**, Prime Agricultural Soils.*

Non-Farmland Preservation Area Includes:

- Areas shown as residential, commercial, mixed use, light industrial, park and recreation, governmental/institutional/utilities, transportation, or public lands on the Oconto County 20-Year General Plan Design Map (**Map 3.1**, Oconto County 20-Year Comprehensive Plan).
- Areas not planned for development, but based on location and proximity to areas planned for development would likely see development pressures within the next 15 years. *The development pressure these areas will most likely encounter would be the rural residential type which is addressed in the land use recommendations of the Oconto County 20-Year Comprehensive Plan.*
- A portion of areas shown as woodlands/natural areas or environmental corridors on the Oconto County 20-Year General Plan Design Map (**Map 3.1**, Oconto County 20-Year Comprehensive Plan). *Parcels within this future land use category that are not part of contiguous ownership that includes agricultural lands were not included.*
- Agricultural areas not contiguous with large uninterrupted blocks of agricultural lands.
- Areas that are not currently zoned agriculture or forestry. *For current zoning maps please refer to the Oconto County website at <http://www.co.oconto.wi.us> and the Planning/Zoning/Solid Waste Department webpage.*
- Parcels less than ten acres in size and not part of continuous agricultural ownership.
- Areas included in the Abrams, Brazeau, Kelly Lake, Krakow, Lakewood, Little River North Shore, Little Suamico, Pensaukee, and Town of Oconto sanitary districts. *Refer to Chapter 9 of Volume II: County Resources for additional sanitary district information including **Map 9.2**, Sanitary Districts.*
- Areas owned by federal, state, or county government. *These public lands are shown on the farmland preservation maps (**Map 3.2 – 3.32**) as “Non-Farmland Preservation Area (Public Lands)”.*
- Areas within City and Village boundaries.

In total approximately 198,000 acres are within the designated “Farmland Preservation Area” as shown on the Farmland Preservation Map.

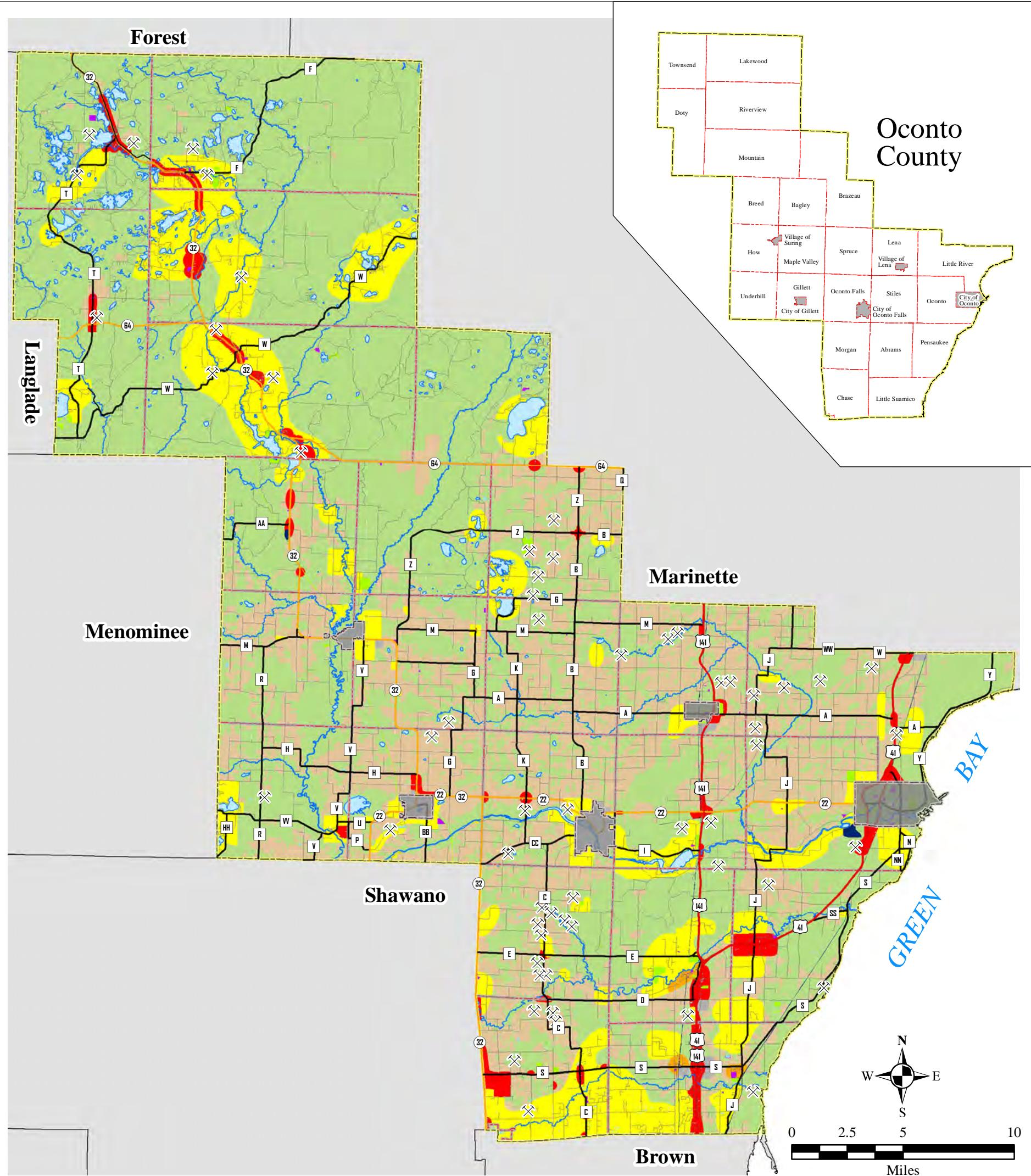
Farmland Preservation Map

The Oconto County Farmland Preservation Map was created on a countywide basis; however the maps have been presented at the town and sub-town level to provide the necessary detail to identify whether a parcel is within the designated farmland preservation area. (**Map 3.2 – 3.32**) The owner of lands shown within the farmland preservation area will be eligible to participate in Agricultural Enterprise Areas (AEA), Purchase of Agricultural Easements (PACE), and Farmland Preservation Zoning through the Wisconsin Farmland Preservation Program. Each of these programs has specific requirements that must be met. All lands shown within a non-

farmland preservation area are not eligible to participate in aforementioned farmland preservation programs. The Farmland Preservation Map is to be referenced as a future land use map in conjunction with the Oconto County 20-Year General Plan Design Map. Should any inaccuracies or inconsistencies between the Farmland Preservation Map and the Oconto County 20-Year General Plan Design Map exist, the Farmland Preservation Map shall supersede and the county shall take the necessary steps to amend the General Plan Design.

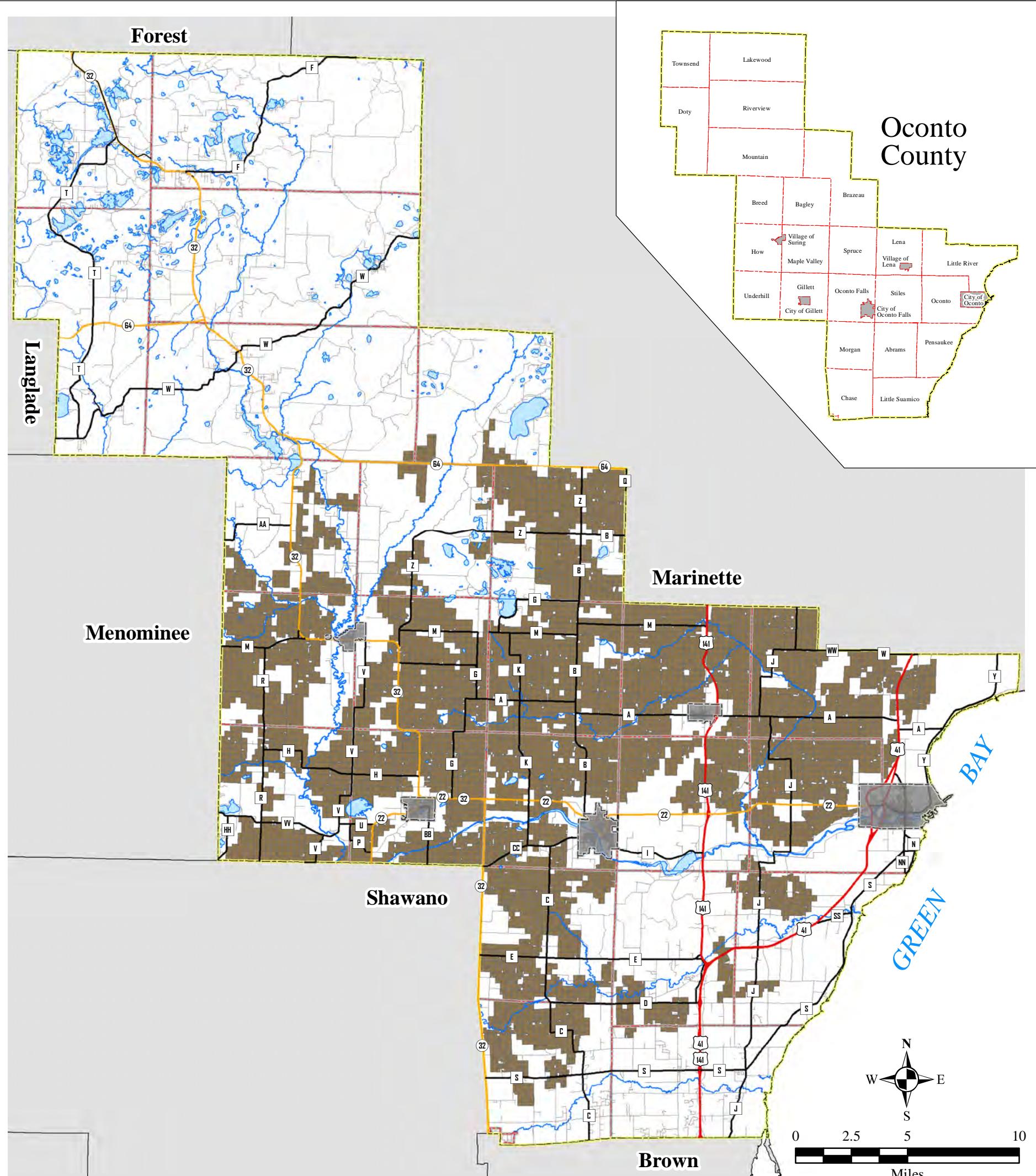
20-Year General Plan Design

Oconto County, Wisconsin



Farmland Preservation Map

Oconto County, Wisconsin



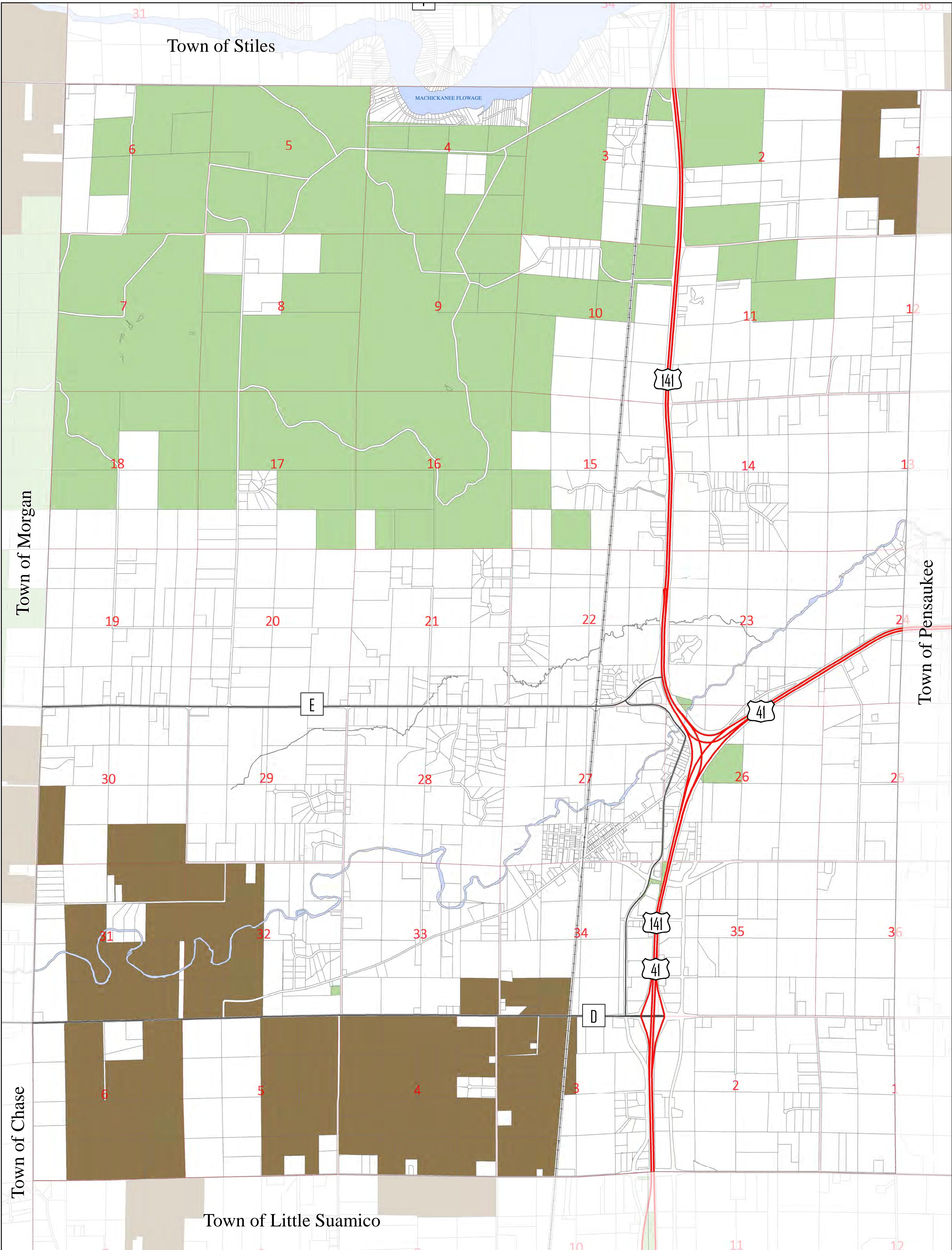
Base Map Features

- ↗ Railroad
- ↗ Federal Highway
- ↗ State Highway
- ↗ County Highway
- ↗ Local Roads
- +
- City/Village Boundary
- +
- Township Boundary
- +
- County Boundary
- +
- Lakes and Rivers

- Farmland Preservation Area
- Non-Farmland Preservation Area (Public Land)
- Non-Farmland Preservation Area

Note: Please refer to Map 3.3 through Map 3.32 for detailed farmland preservation maps by town.

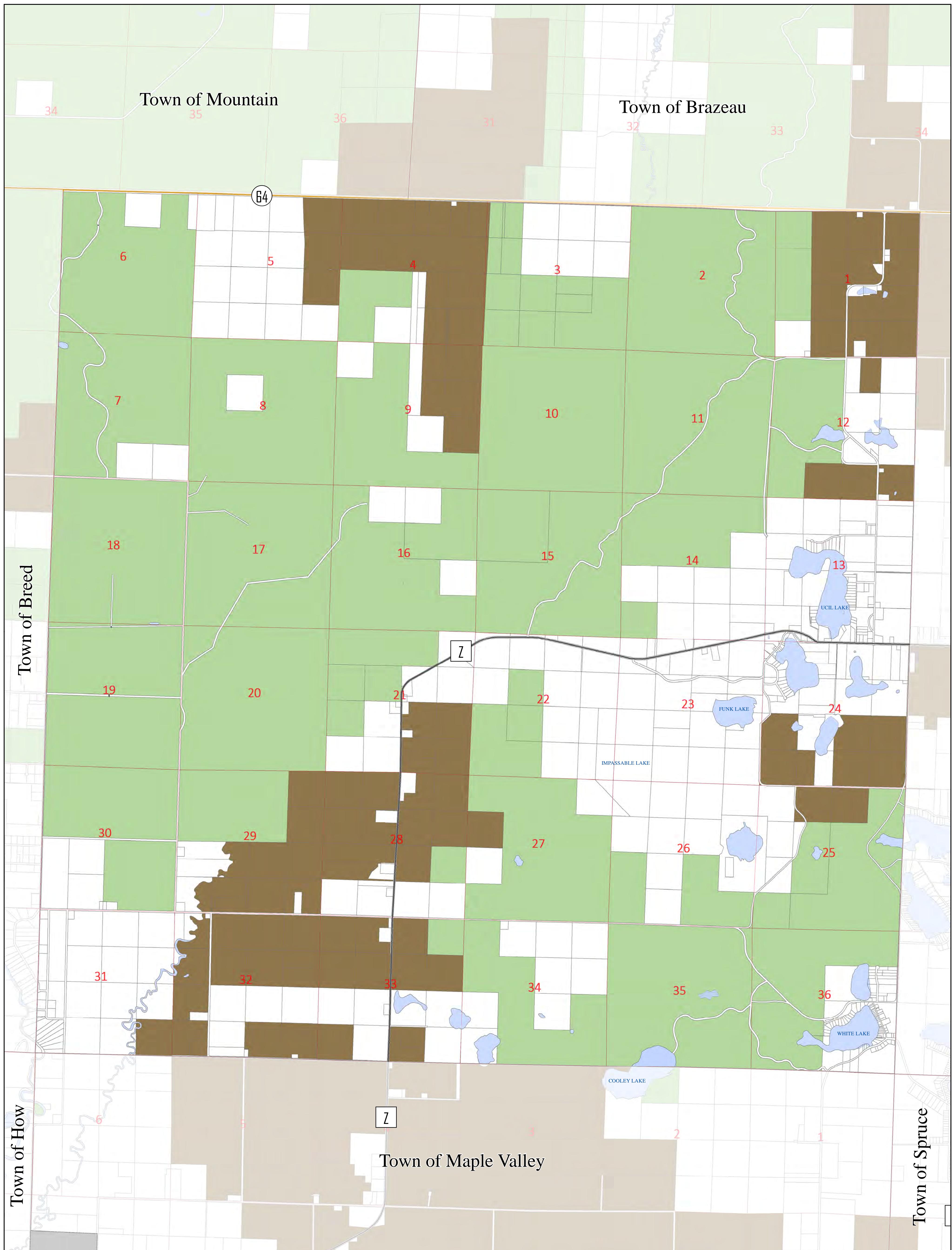
Town of Stiles



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Source: Oconto County Planning; September 2014
DATCP Certified: December 2014

0 0.25 0.5 1 Miles

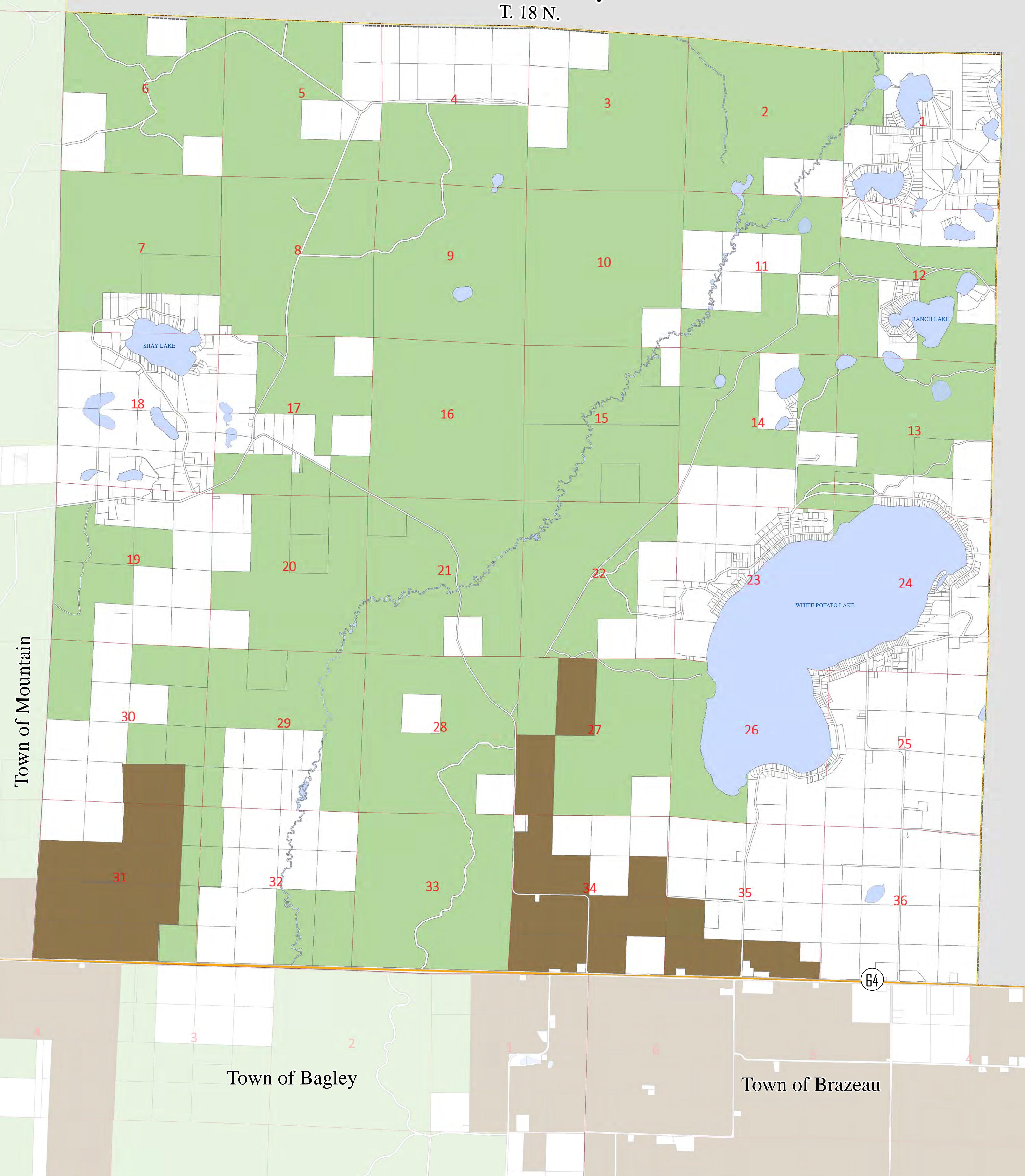


Map 3.4
Farmland Preservation Map
Town of Bagley
Oconto County, Wisconsin

- Farmland Preservation Area
- Non-Farmland Preservation Area
- Non-Farmland Preservation Area (Public Land)

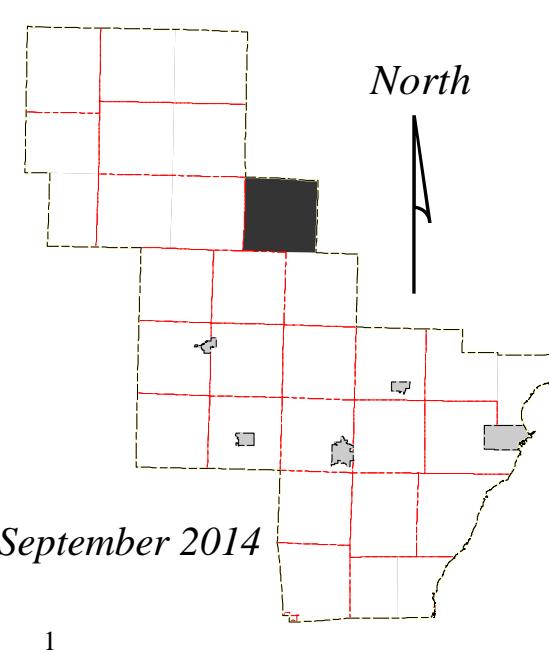
Base Map Features

County Boundary	Railroad
City/Village Boundary	Federal Highway
Township Boundary	State Highway
Parcel Boundary	County Highway
Section Line	
Lakes and Rivers	

Marinette County
T. 18 N.

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Source: Oconto County Planning; September 2014
DATCP Certified: December 2014



Map 3.5 Farmland Preservation Map Town of Brazeau (North Half) Oconto County, Wisconsin

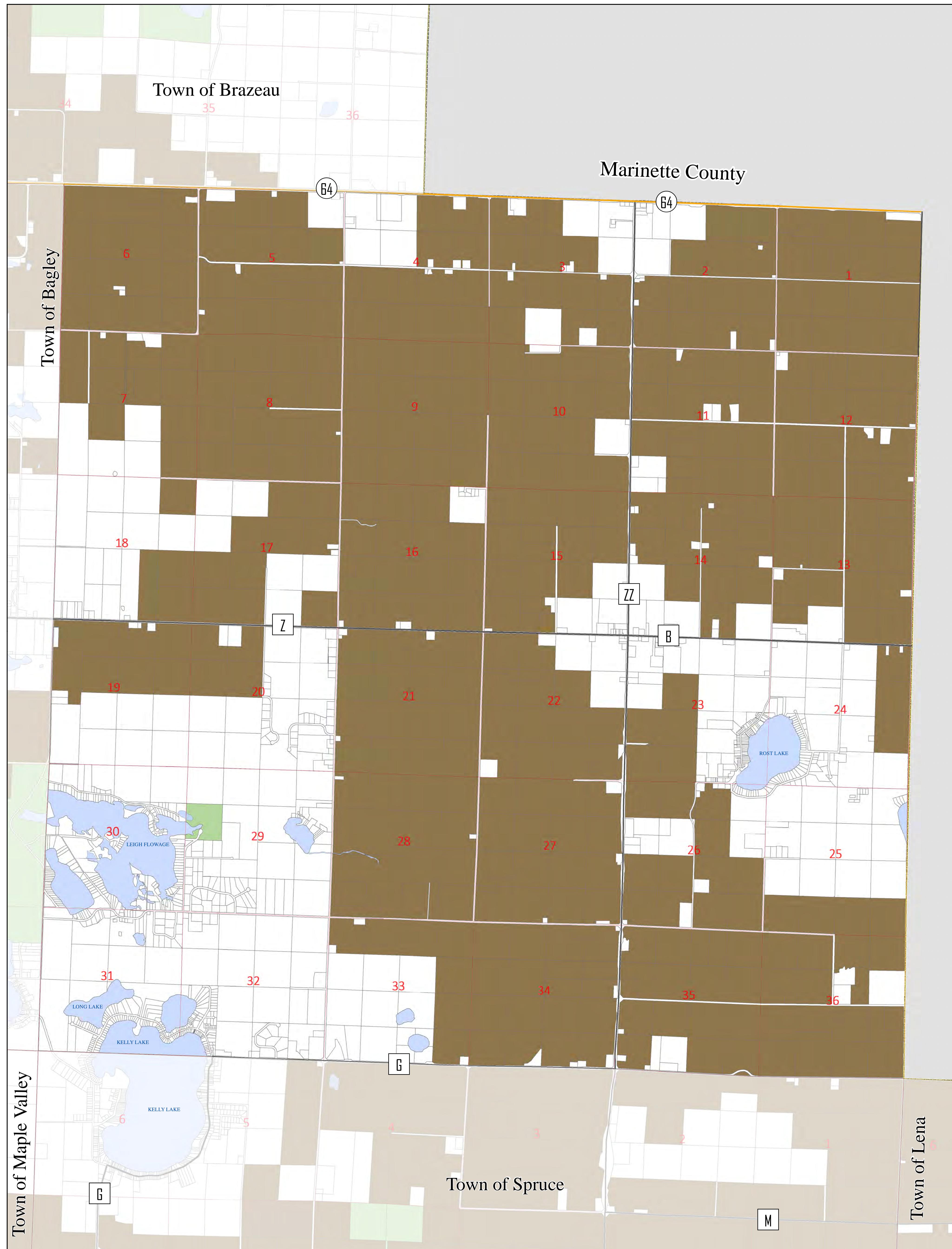
■ Farmland Preservation Area

□ Non-Farmland Preservation Area

■ Non-Farmland Preservation Area (Public Land)

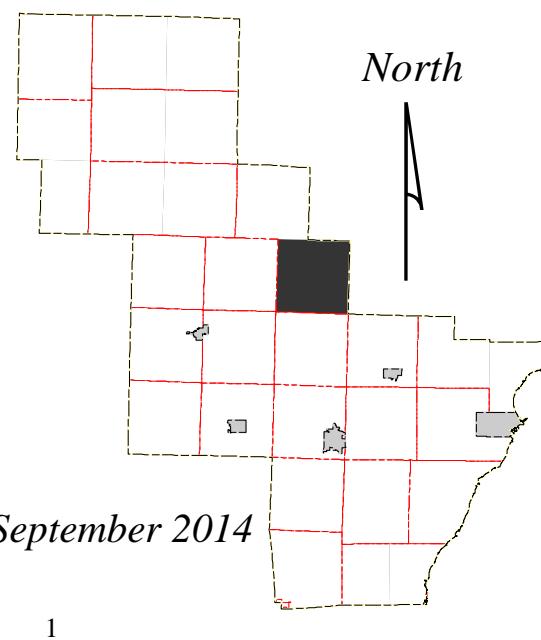
Base Map Features

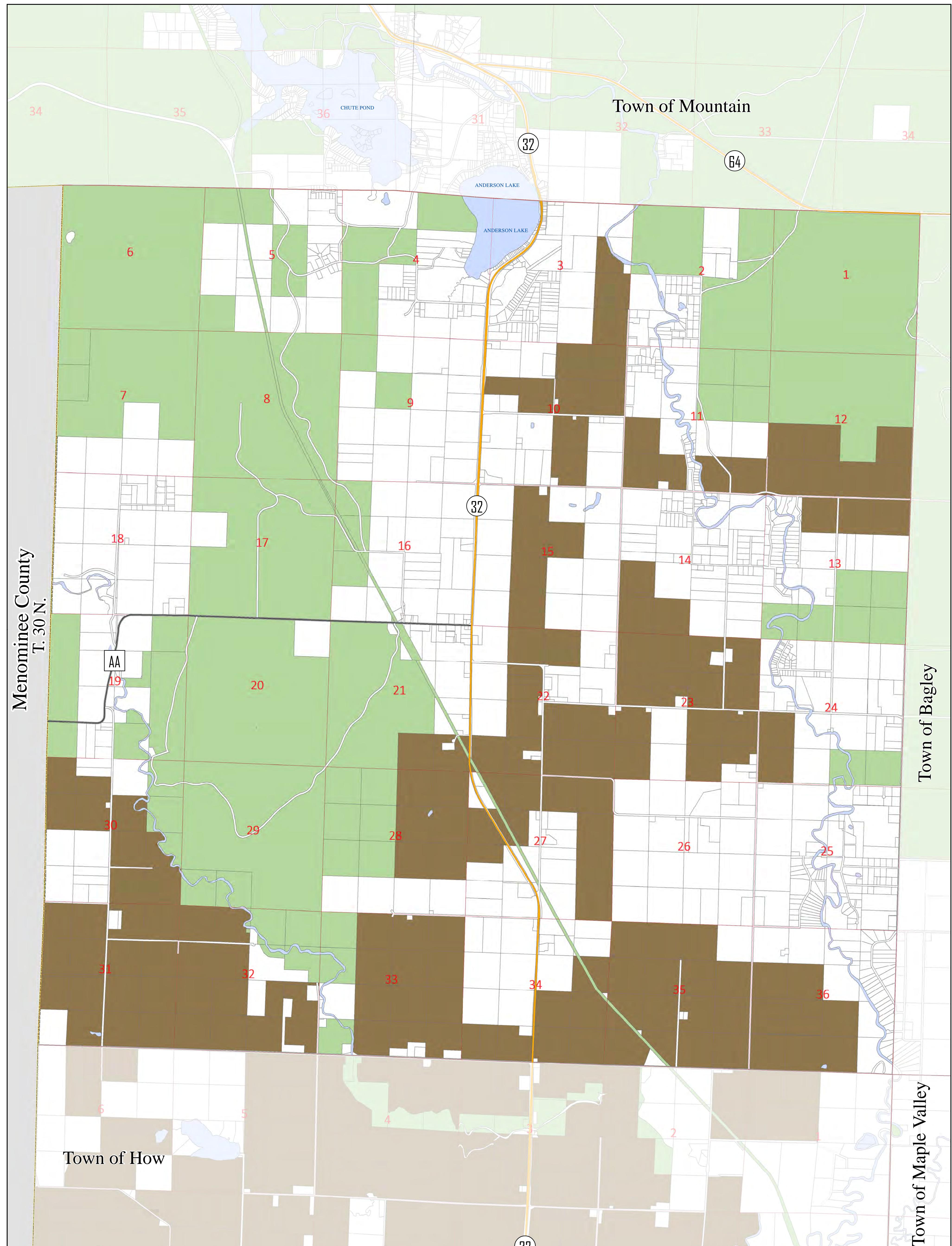
■ County Boundary	~~~ Railroad
■ City/Village Boundary	~~~ Federal Highway
■ Township Boundary	~~~ State Highway
■ Parcel Boundary	~~~ County Highway
~~~ Section Line	
■ Lakes and Rivers	



This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained.

Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

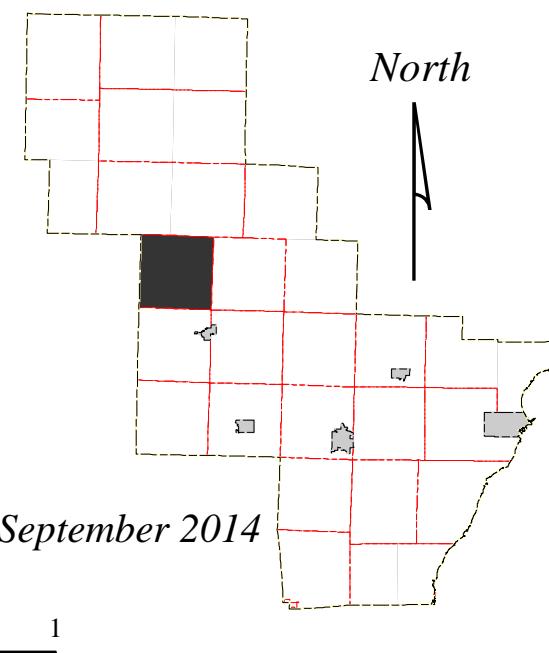




This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained.

Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

0 0.25 0.5 1 Miles

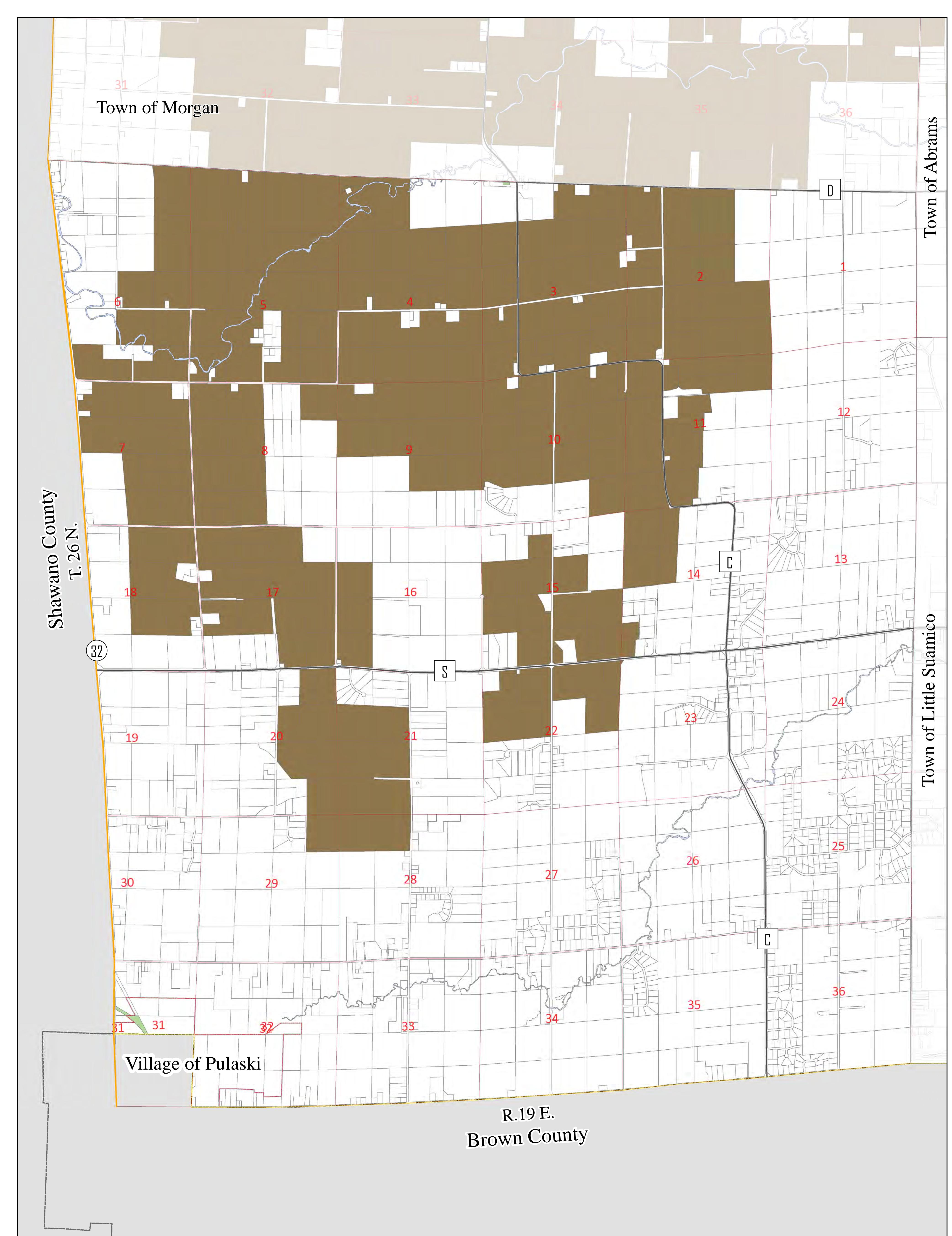


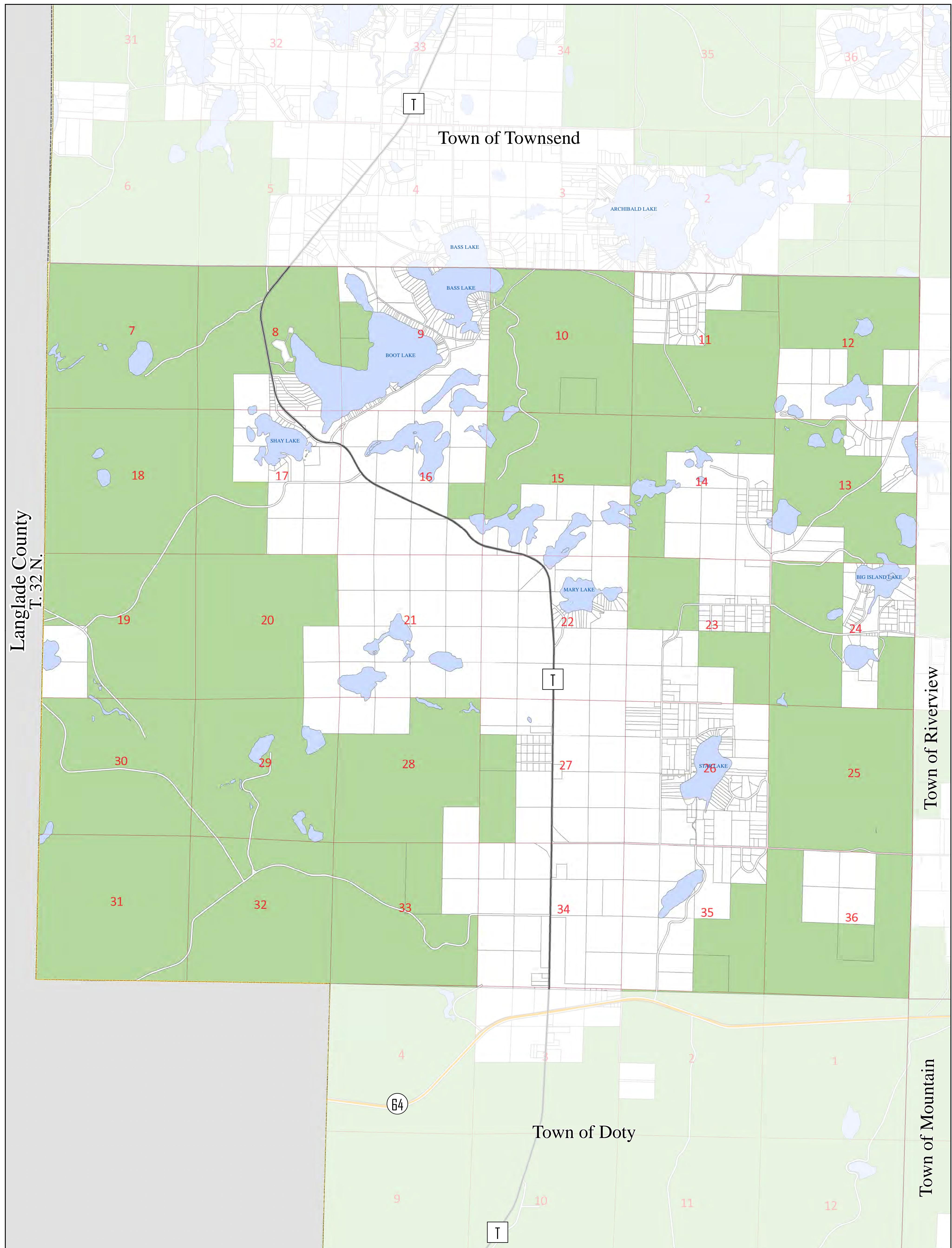
### Map 3.7 Farmland Preservation Map Town of Breed Oconto County, Wisconsin

- Farmland Preservation Area
- Non-Farmland Preservation Area
- Non-Farmland Preservation Area (Public Land)

#### Base Map Features

County Boundary	Railroad
City/Village Boundary	Federal Highway
Township Boundary	State Highway
Parcel Boundary	County Highway
Section Line	
Lakes and Rivers	





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Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

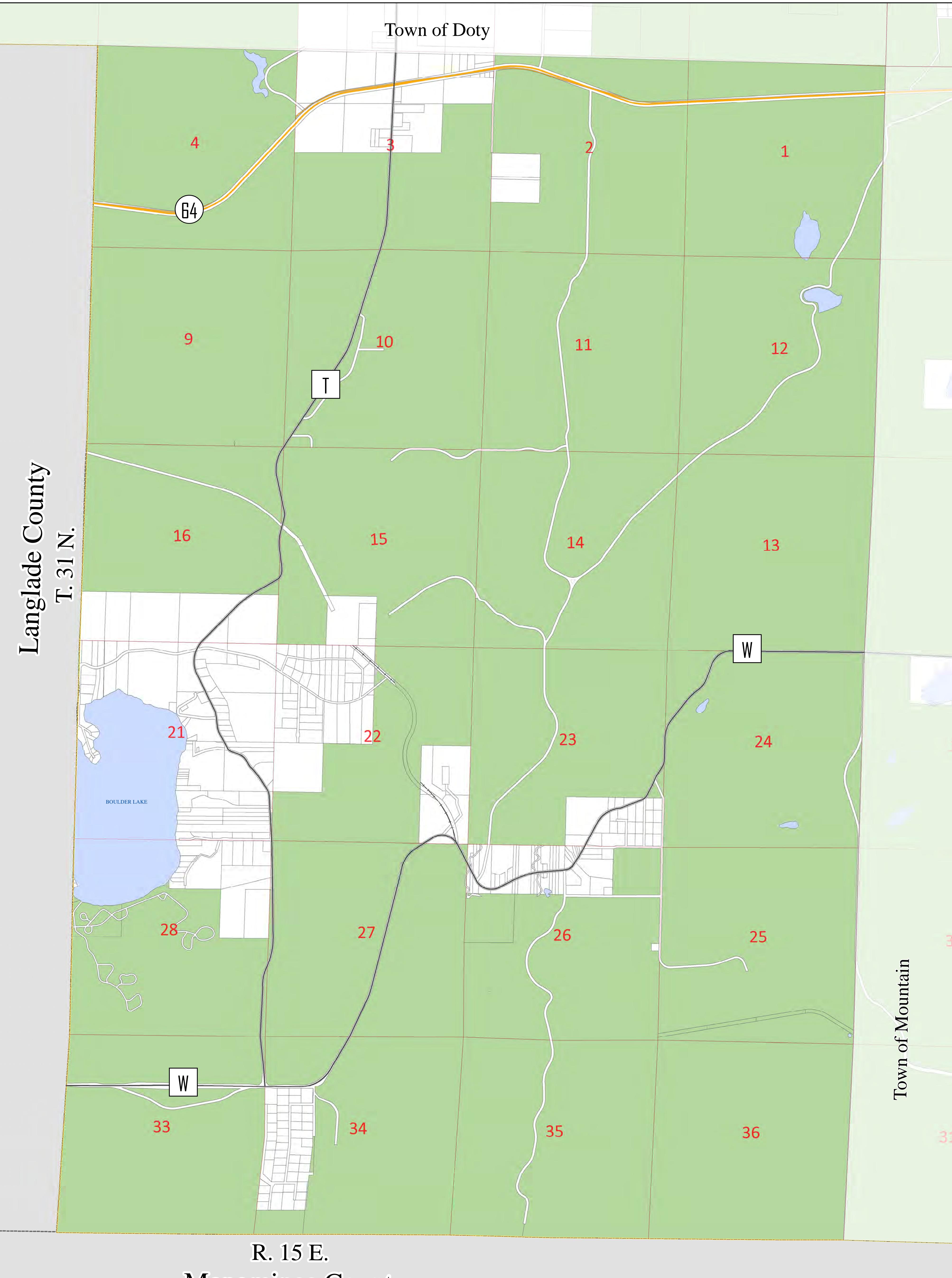
0 0.25 0.5 1 Miles

### Map 3.9 Farmland Preservation Map Town of Doty (North Half) Oconto County, Wisconsin

**Farmland Preservation Area**  
**Non-Farmland Preservation Area**  
**Non-Farmland Preservation Area (Public Land)**

#### Base Map Features

	County Boundary		Railroad
	City/Village Boundary		Federal Highway
	Township Boundary		State Highway
	Parcel Boundary		County Highway
	Section Line		
	Lakes and Rivers		



This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained.

Source: Oconto County Planning; September 2014  
 DATCP Certified: December 2014

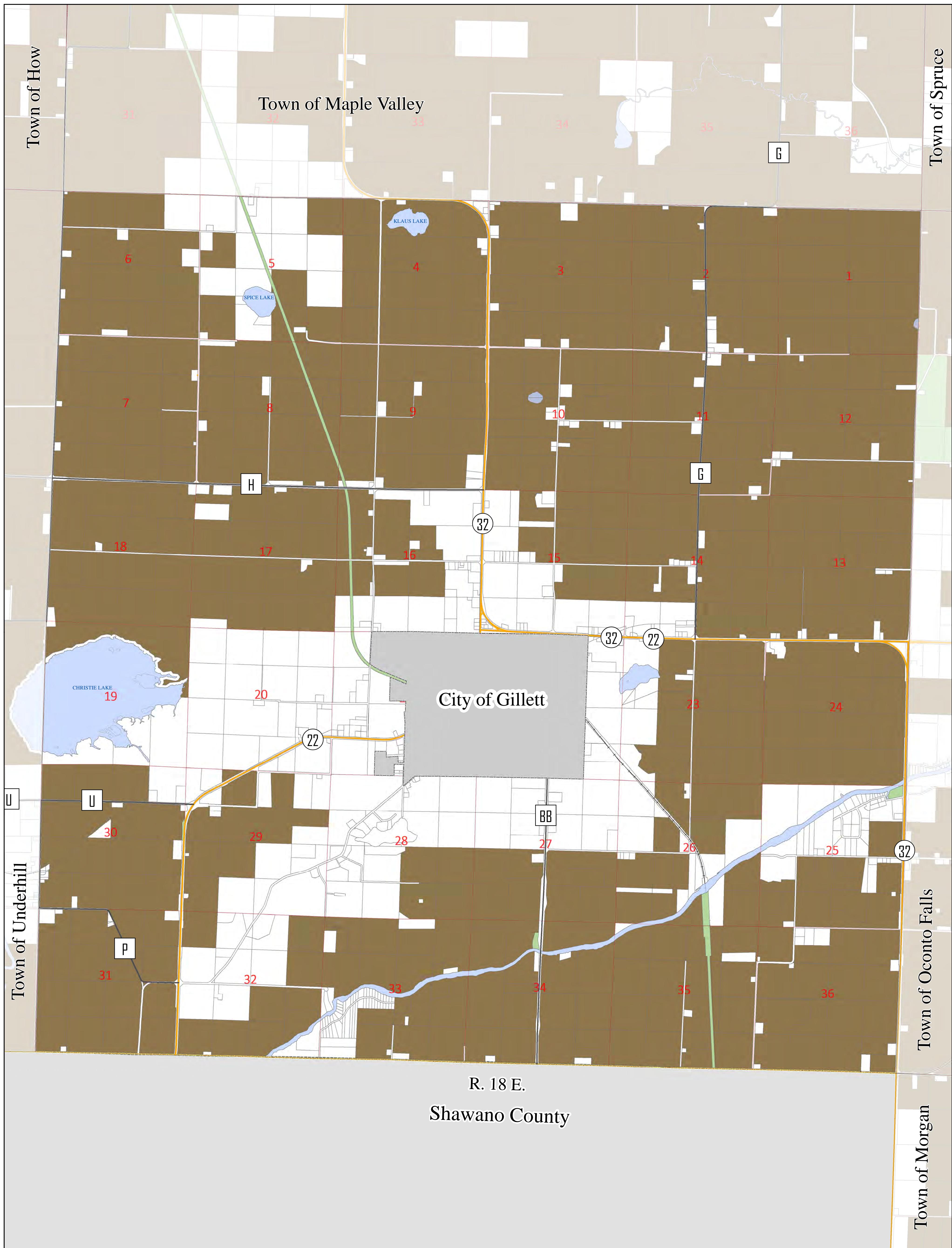
0 0.25 0.5 1 Miles

**Map 3.10**  
**Farmland Preservation Map**  
**Town of Doty (South Half)**  
**Oconto County, Wisconsin**

█ Farmland Preservation Area  
█ Non-Farmland Preservation Area  
█ Non-Farmland Preservation Area (Public Land)

**Base Map Features**

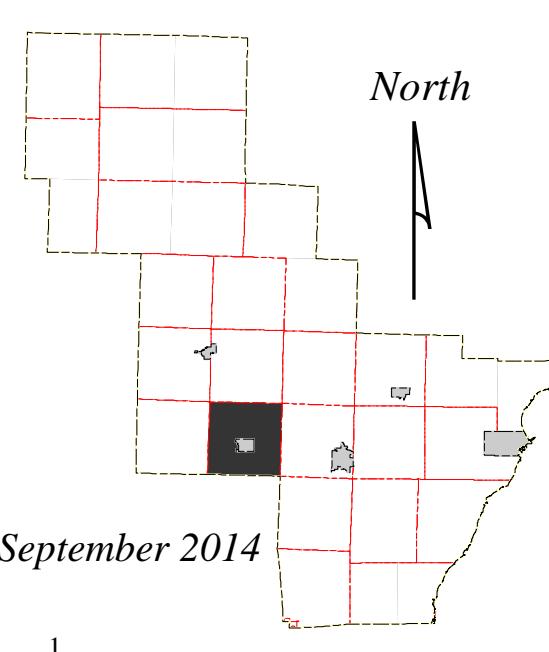
- County Boundary
- City/Village Boundary
- Township Boundary
- Parcel Boundary
- Section Line
- Lakes and Rivers
- Railroad
- Federal Highway
- State Highway
- County Highway

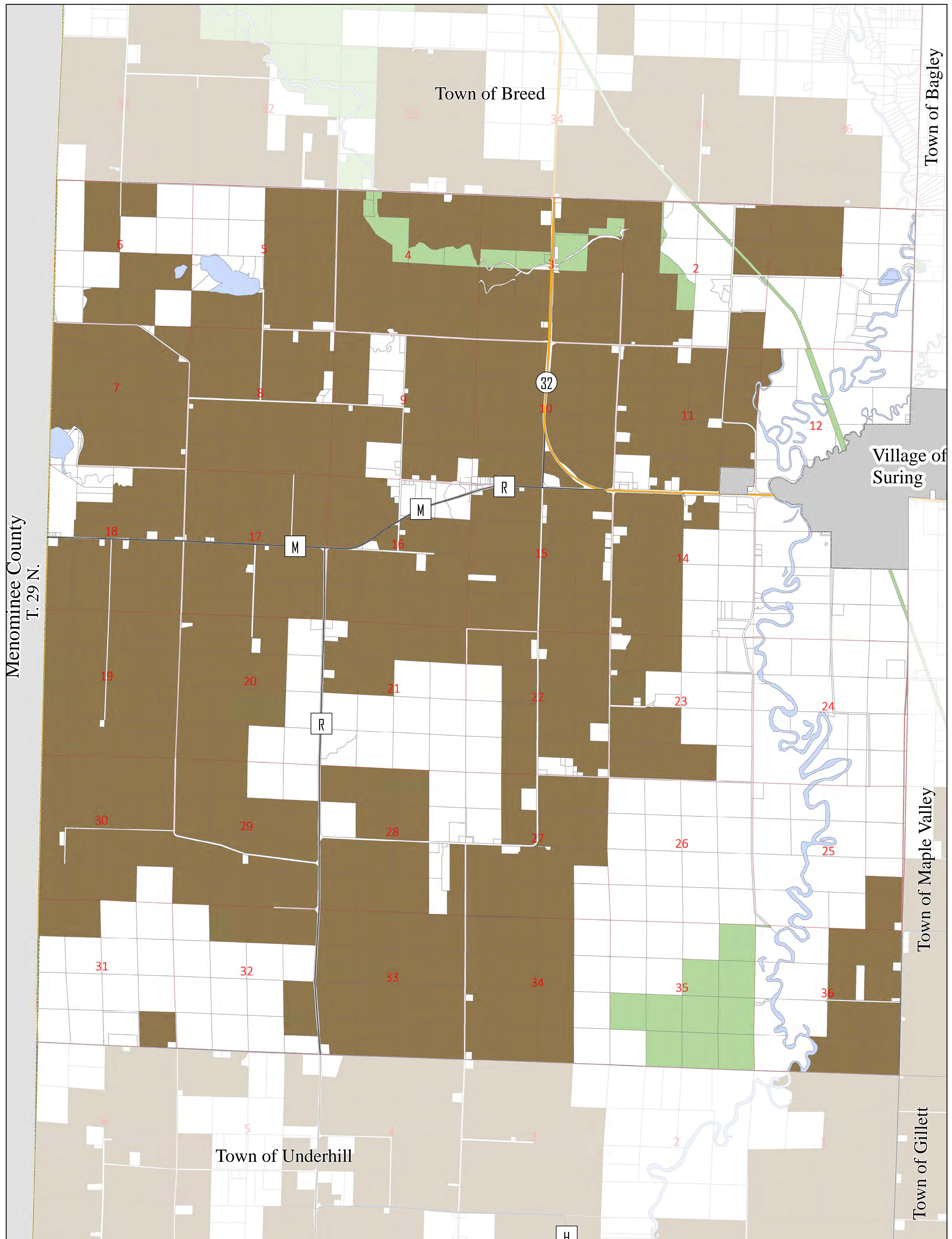


This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained.

Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

0 0.25 0.5 1 Miles

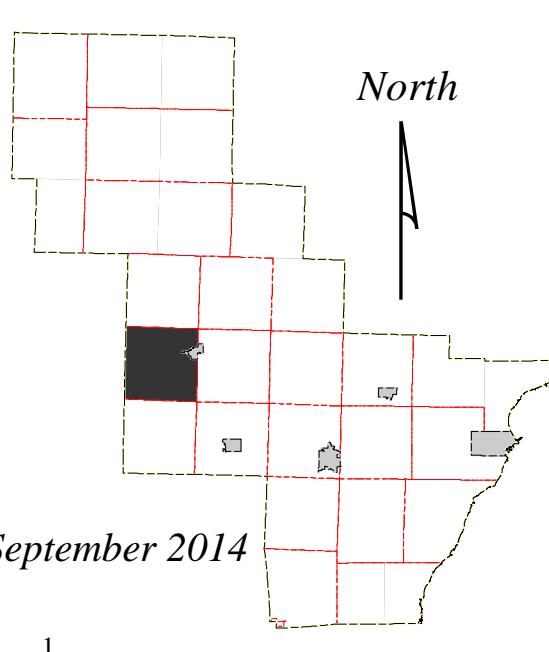




This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained.

Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

0 0.25 0.5 1 Miles

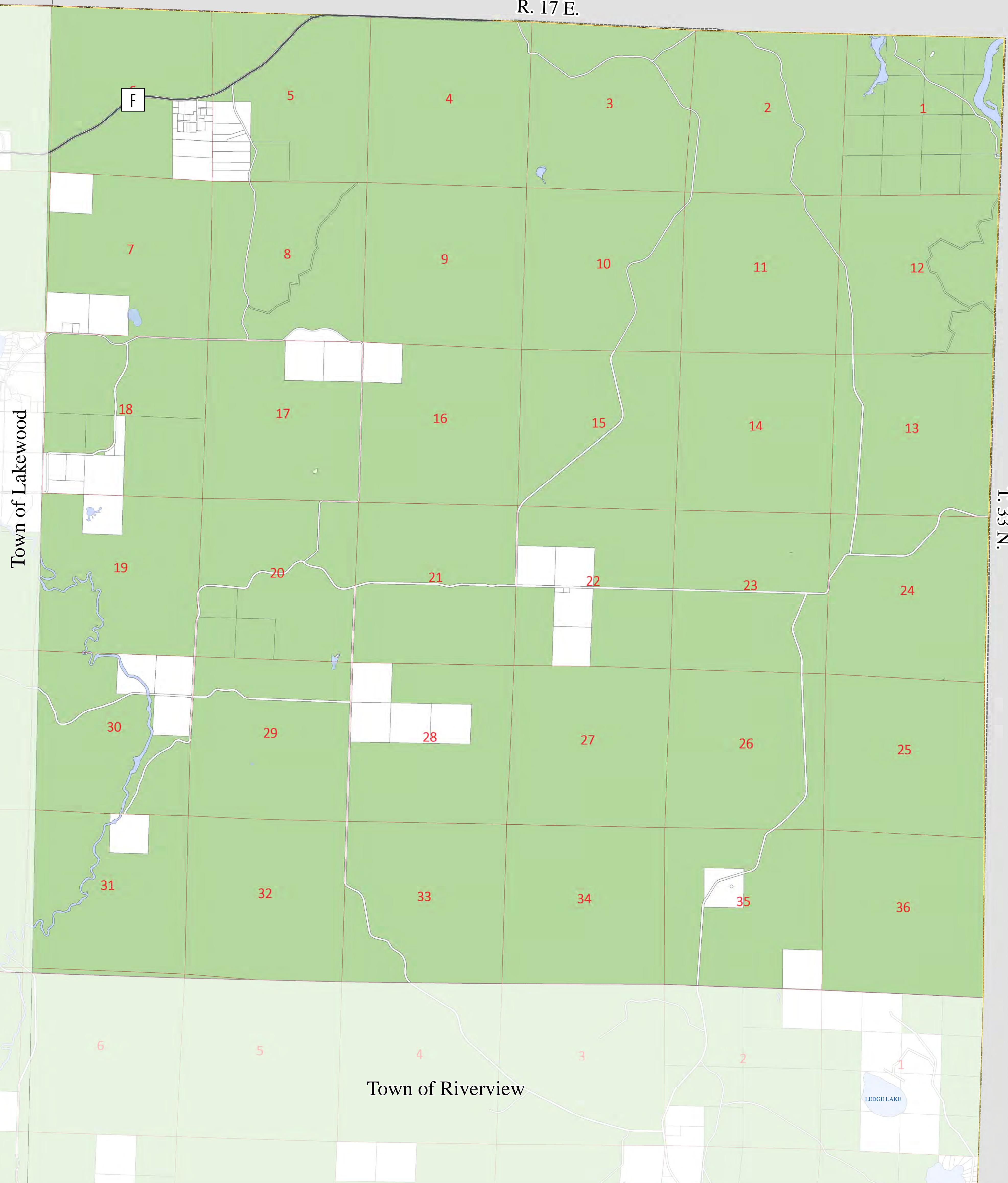


Map 3.12  
Farmland Preservation Map  
Town of How  
Oconto County, Wisconsin

■ Farmland Preservation Area  
□ Non-Farmland Preservation Area  
■ Non-Farmland Preservation Area (Public Land)

Marinette County  
R. 17 E.

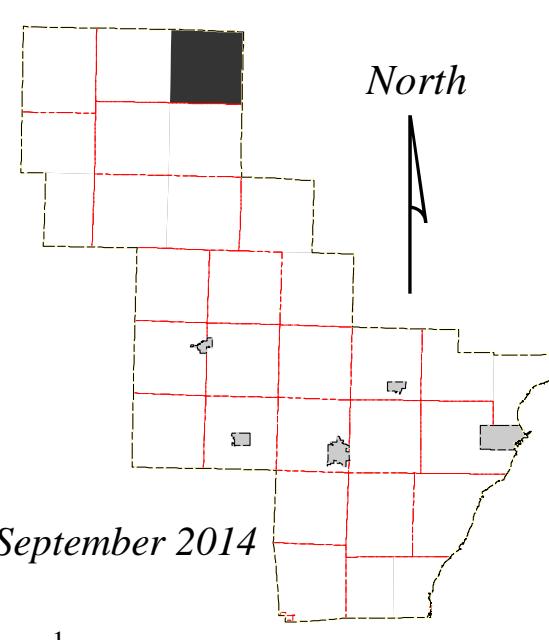
Marinette County  
T. 33 N.



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Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

0 0.25 0.5 1 Miles



**Map 3.13**  
**Farmland Preservation Map**  
**Town of Lakewood (East Half)**  
Oconto County, Wisconsin

■ Farmland Preservation Area

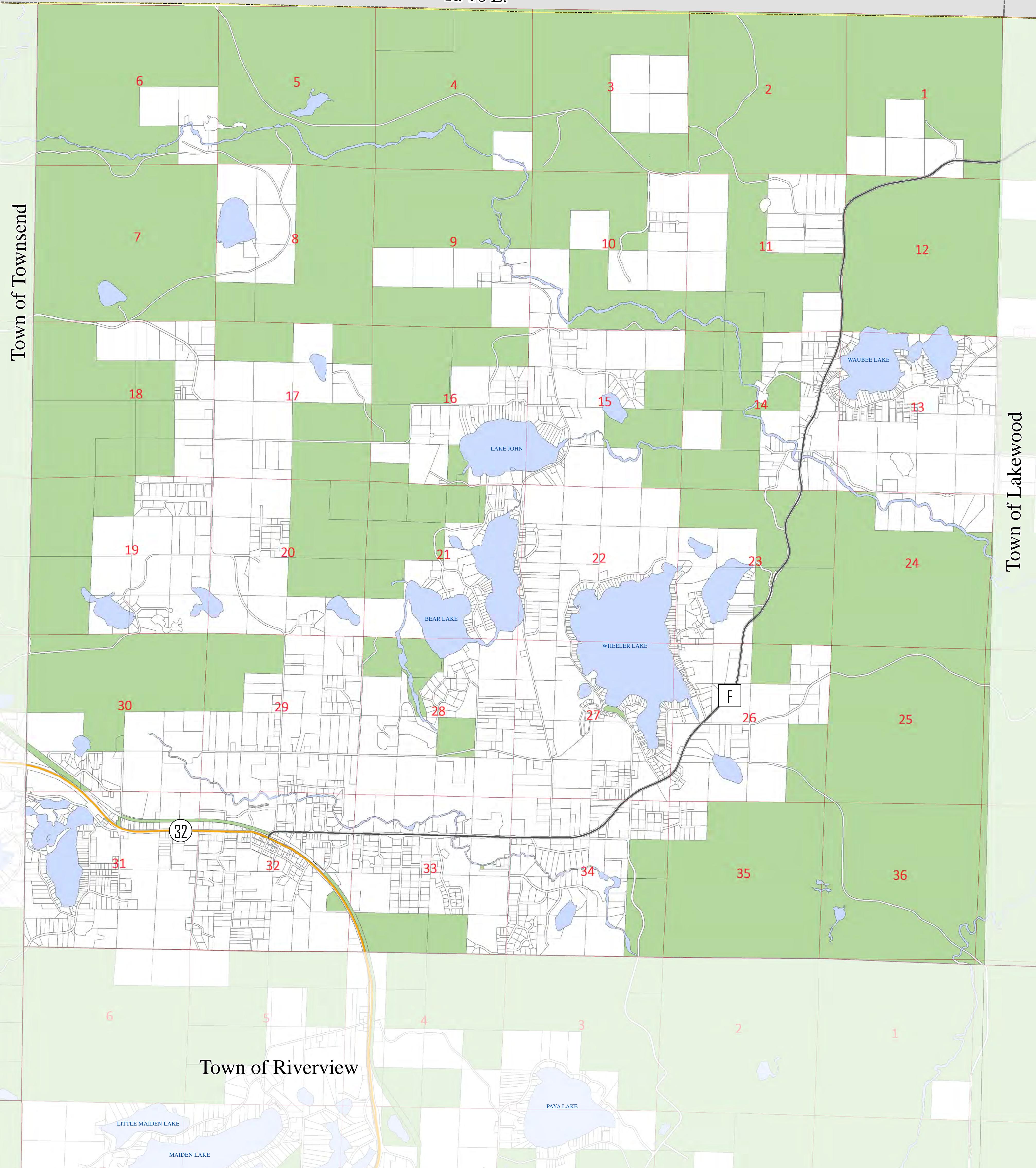
□ Non-Farmland Preservation Area

■ Non-Farmland Preservation Area (Public Land)

**Base Map Features**

■ County Boundary	~~~ Railroad
■ City/Village Boundary	~~~ Federal Highway
■ Township Boundary	~~~ State Highway
■ Parcel Boundary	~~~ County Highway
~~~ Section Line	
■ Lakes and Rivers	

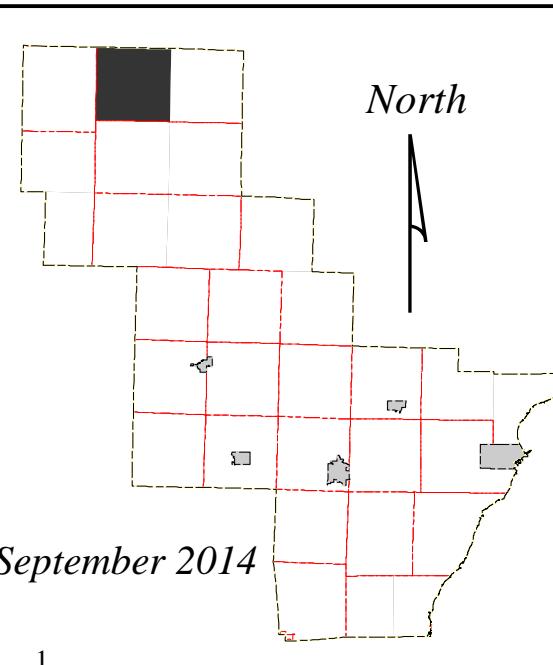
Forest County
R. 16 E.



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Source: Oconto County Planning; September 2014
DATCP Certified: December 2014

0 0.25 0.5 1 Miles



Map 3.14
Farmland Preservation Map
Town of Lakewood (West Half)
Oconto County, Wisconsin

- Farmland Preservation Area
- Non-Farmland Preservation Area
- Non-Farmland Preservation Area (Public Land)

Base Map Features

- County Boundary
- City/Village Boundary
- Township Boundary
- Parcel Boundary
- ~ Section Line
- Lakes and Rivers
- ~ Railroad
- ~ Federal Highway
- ~ State Highway
- ~ County Highway

Town of Brazeau

Marinette County
R. 20 E.

Town of Spruce

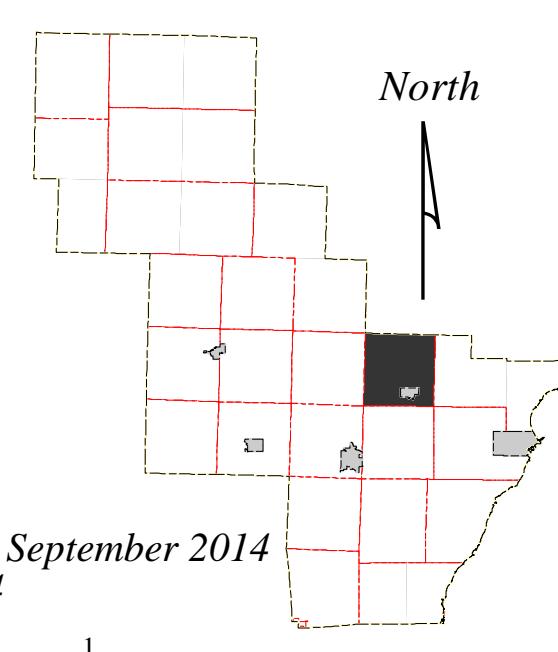
Town of Little River

Town of Oconto Falls

Town of Oconto

Town of Stiles

Village of Lena



This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained.

Source: Oconto County Planning; September 2014
DATCP Certified: December 2014

0 0.25 0.5 1 Miles

Map 3.15 Farmland Preservation Map Town of Lena Oconto County, Wisconsin

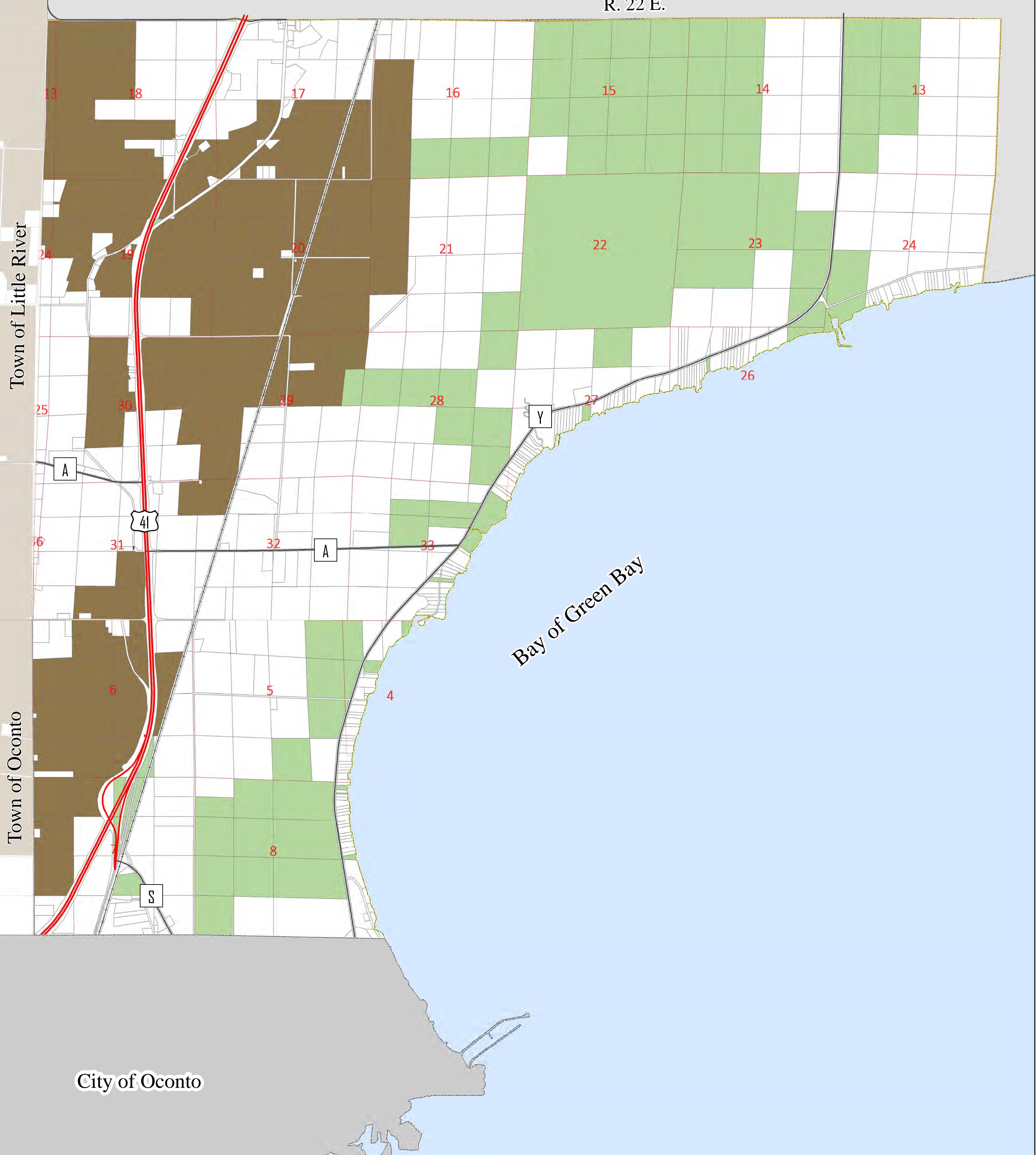
- Farmland Preservation Area
- Non-Farmland Preservation Area
- Non-Farmland Preservation Area (Public Land)

Base Map Features

- County Boundary
- City/Village Boundary
- Township Boundary
- Parcel Boundary
- Section Line
- Lakes and Rivers
- Railroad
- Federal Highway
- State Highway
- County Highway

Marinette County

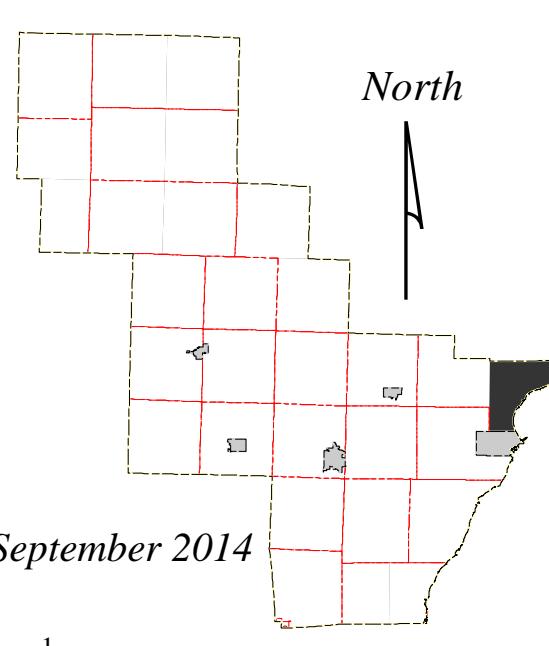
R. 22 E.



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Source: Oconto County Planning; September 2014
DATCP Certified: December 2014

0 0.25 0.5 1 Miles

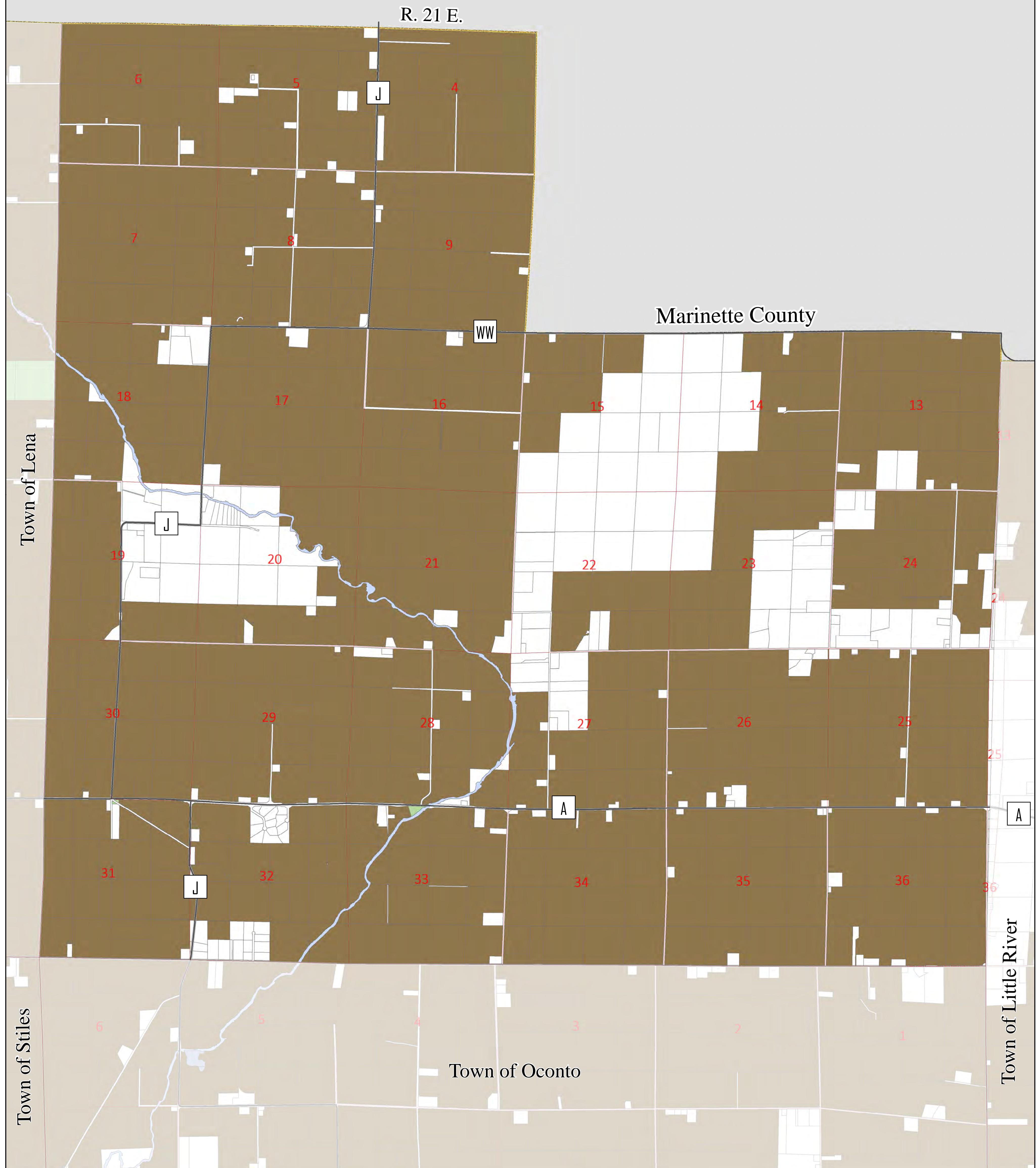


Map 3.16
Farmland Preservation Map
Town of Little River (East Half)
Oconto County, Wisconsin

- Farmland Preservation Area
- Non-Farmland Preservation Area
- Non-Farmland Preservation Area (Public Land)

Base Map Features

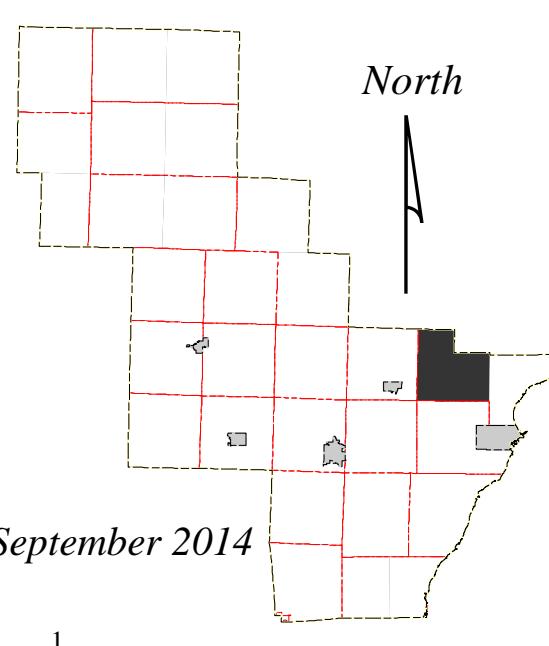
County Boundary	Railroad
City/Village Boundary	Federal Highway
Township Boundary	State Highway
Parcel Boundary	County Highway
Section Line	
Lakes and Rivers	



This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained.

Source: Oconto County Planning; September 2014
DATCP Certified: December 2014

0 0.25 0.5 1 Miles

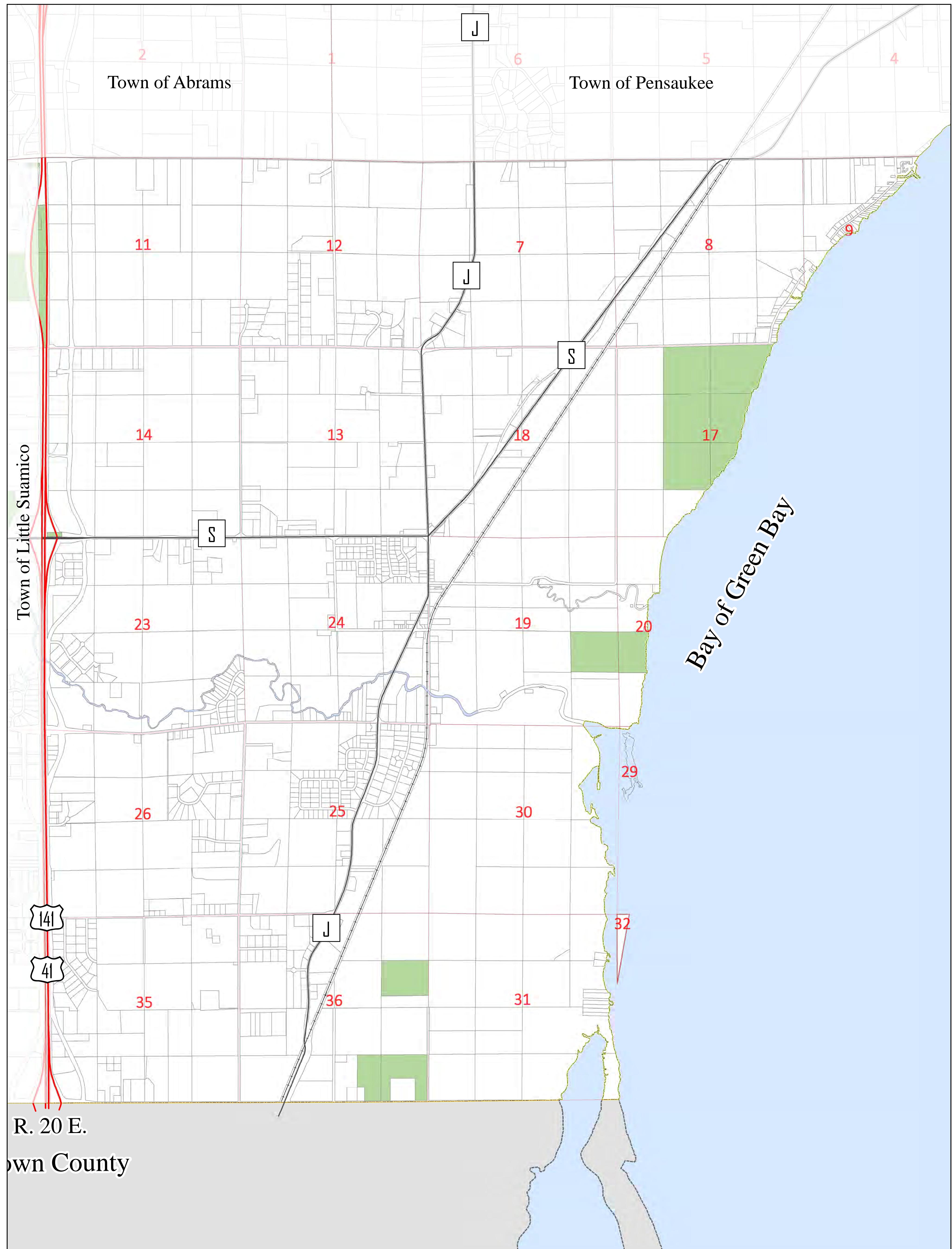


Map 3.17
Farmland Preservation Map
Town of Little River (West Half)
Oconto County, Wisconsin

- Farmland Preservation Area
- Non-Farmland Preservation Area
- Non-Farmland Preservation Area (Public Land)

Base Map Features

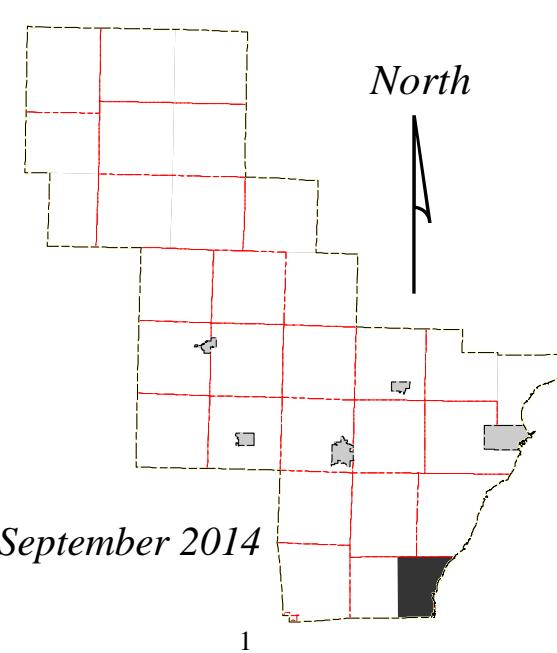
County Boundary	Railroad
City/Village Boundary	Federal Highway
Township Boundary	State Highway
Parcel Boundary	County Highway
Section Line	
Lakes and Rivers	



This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained.

Source: Oconto County Planning; September 2014
DATCP Certified: December 2014

0 0.25 0.5 1 Miles



Map 3.18
Farmland Preservation Map
Town of Little Suamico (East Half)
Oconto County, Wisconsin

- Farmland Preservation Area
- Non-Farmland Preservation Area
- Non-Farmland Preservation Area (Public Land)

Base Map Features

- County Boundary
- City/Village Boundary
- Township Boundary
- Parcel Boundary
- ~ Federal Highway
- ~ State Highway
- ~ County Highway
- ~ Section Line
- Lakes and Rivers

Town of Abrams

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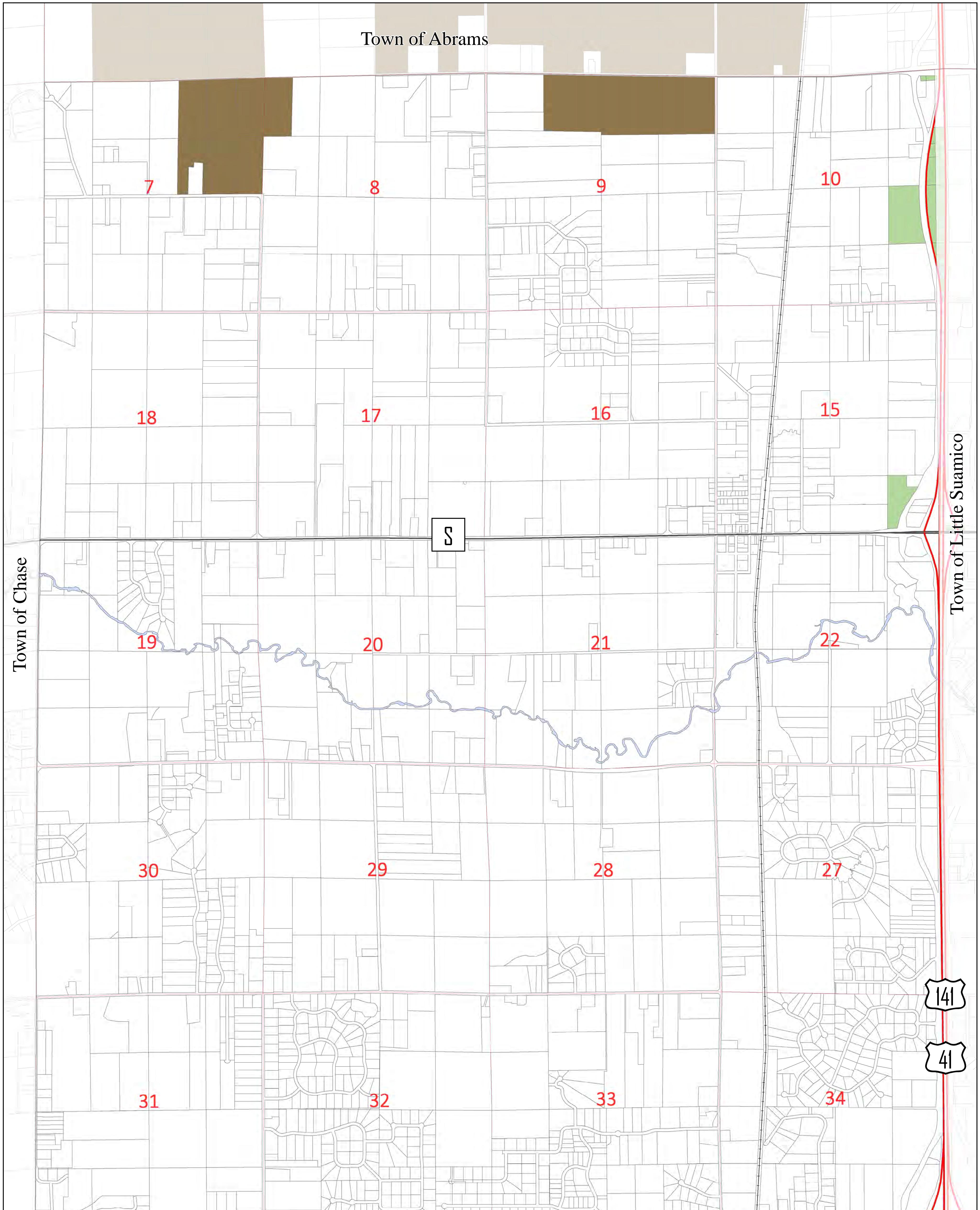
41

R. 201

Dowm C

Town of Little Suamico

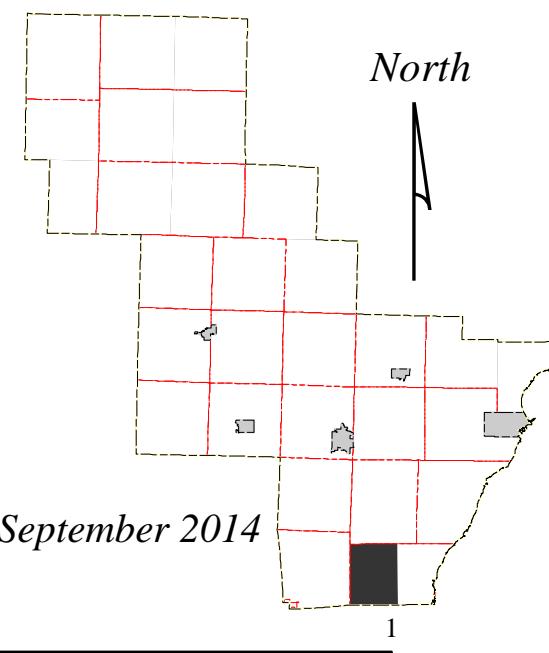
Town of Chase



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Source: Oconto County Planning; September 2014
DATCP Certified: December 2014

0 0.25 0.5 1 Miles



Map 3.19 Farmland Preservation Map Town of Little Suamico (West Half) Oconto County, Wisconsin

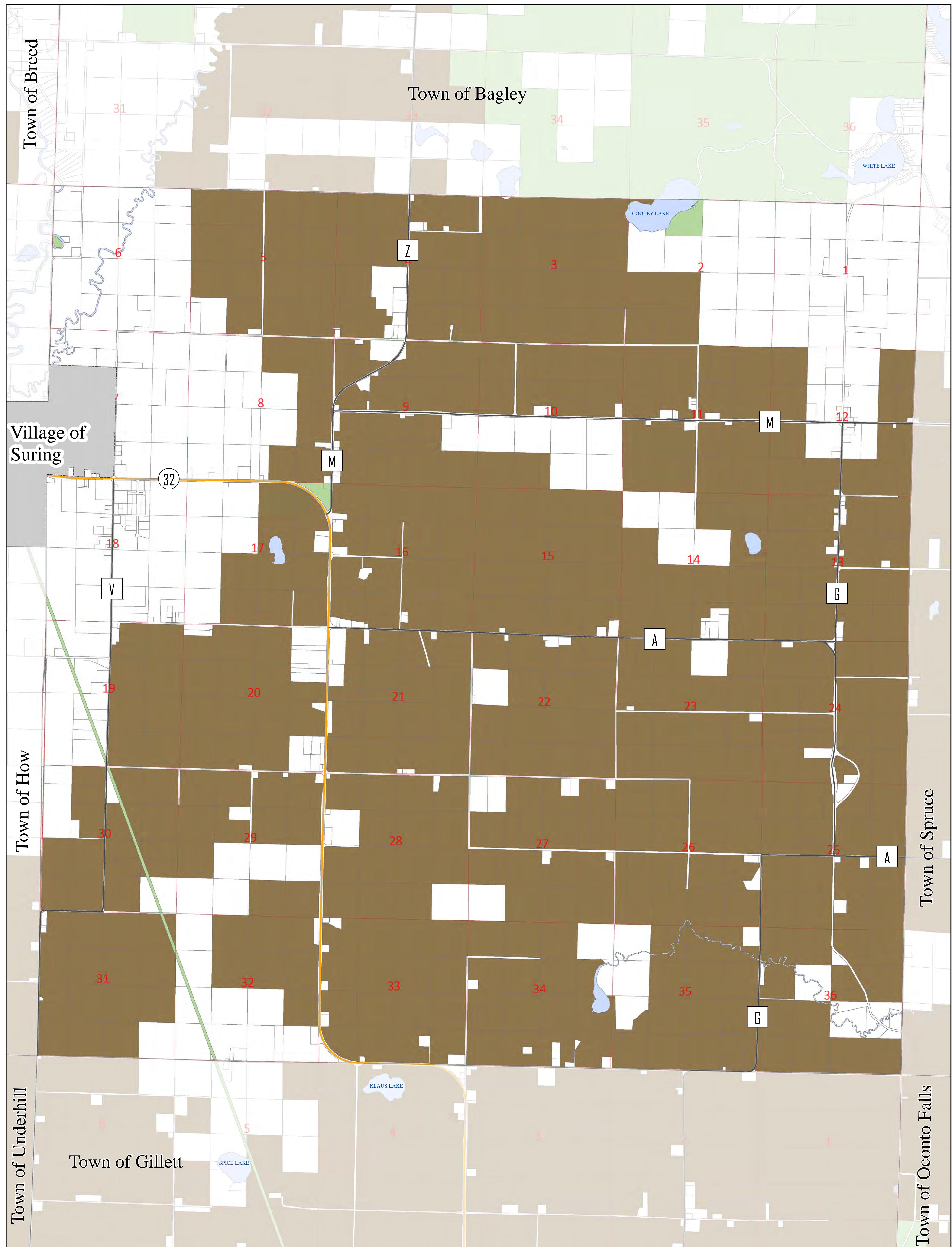
■ Farmland Preservation Area

□ Non-Farmland Preservation Area

■ Non-Farmland Preservation Area (Public Land)

Base Map Features

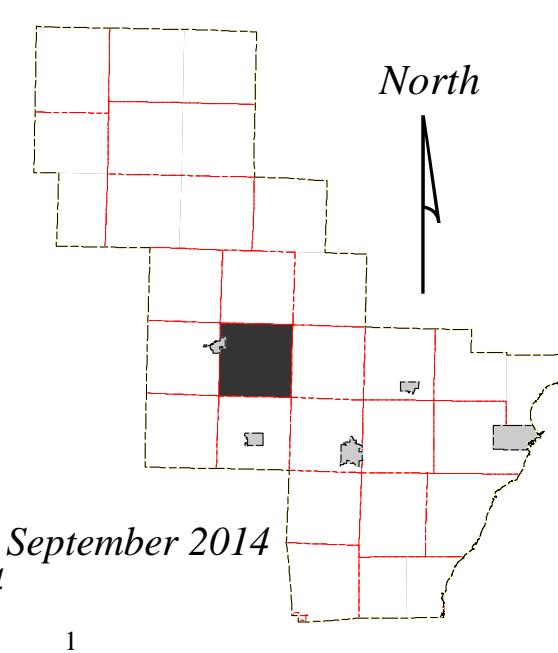
■ County Boundary	~~~ Railroad
■ City/Village Boundary	~~~ Federal Highway
■ Township Boundary	~~~ State Highway
■ Parcel Boundary	~~~ County Highway
~~~ Section Line	
■ Lakes and Rivers	



This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained.

Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

0 0.25 0.5 1 Miles

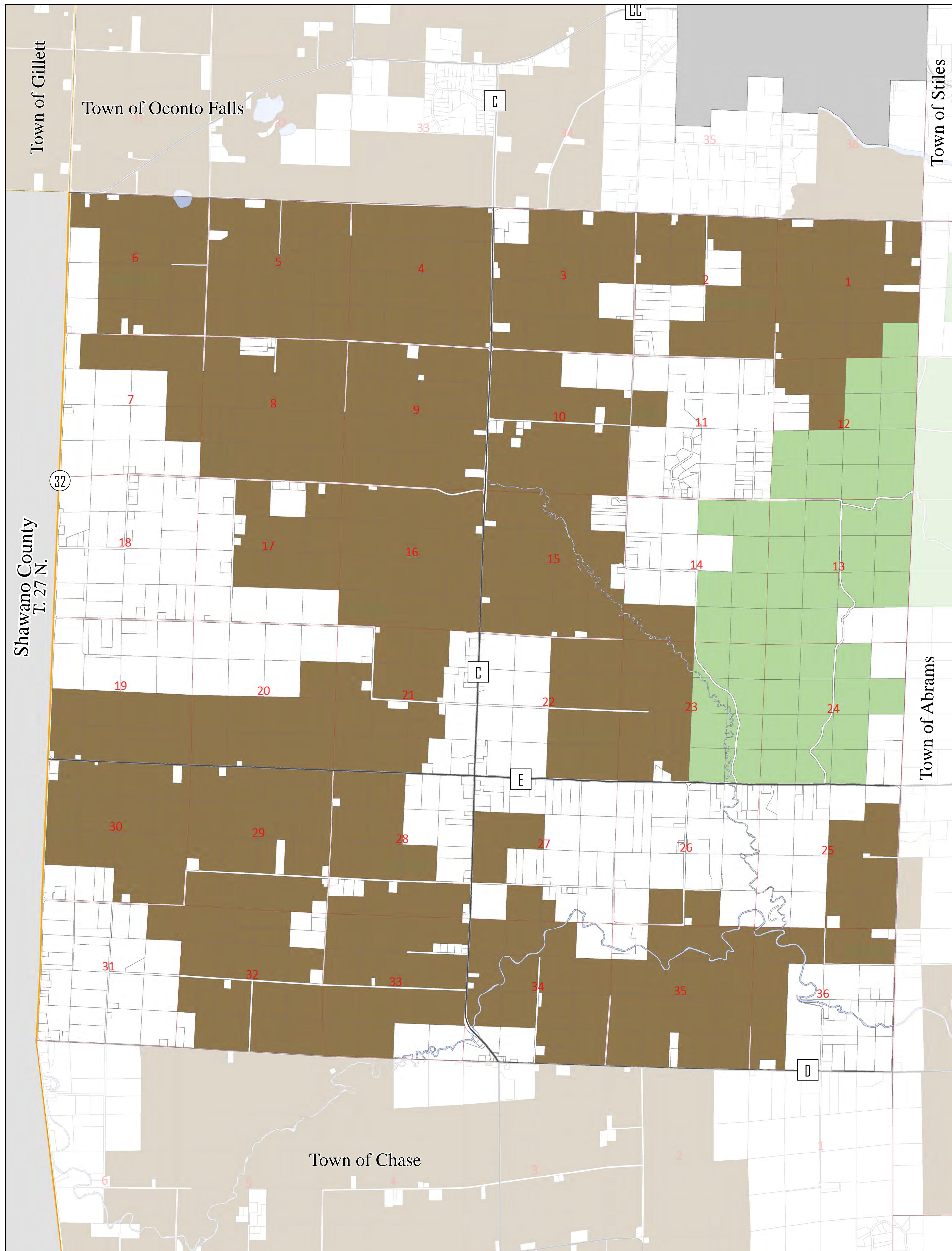


Map 3.20  
Farmland Preservation Map  
Town of Maple Valley  
Oconto County, Wisconsin

■ Farmland Preservation Area  
□ Non-Farmland Preservation Area  
■ Non-Farmland Preservation Area (Public Land)

**Base Map Features**

- County Boundary
- City/Village Boundary
- Township Boundary
- Parcel Boundary
- Section Line
- Lakes and Rivers
- Railroad
- Federal Highway
- State Highway
- County Highway



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Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

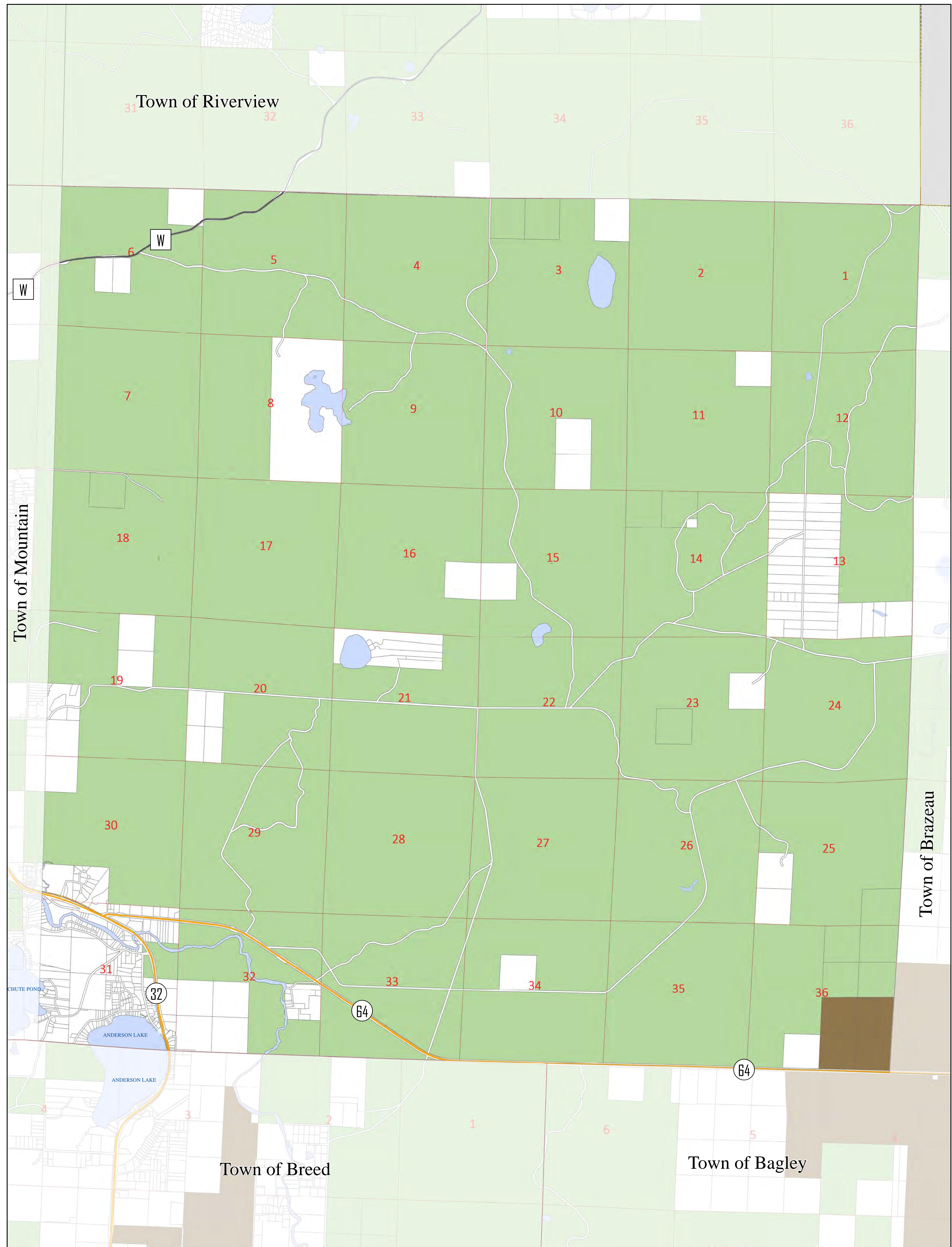
0 0.25 0.5 1 Miles

**Map 3.21**  
**Farmland Preservation Map**  
**Town of Morgan**  
**Oconto County, Wisconsin**

- Farmland Preservation Area
- Non-Farmland Preservation Area
- Non-Farmland Preservation Area (Public Land)

**Base Map Features**

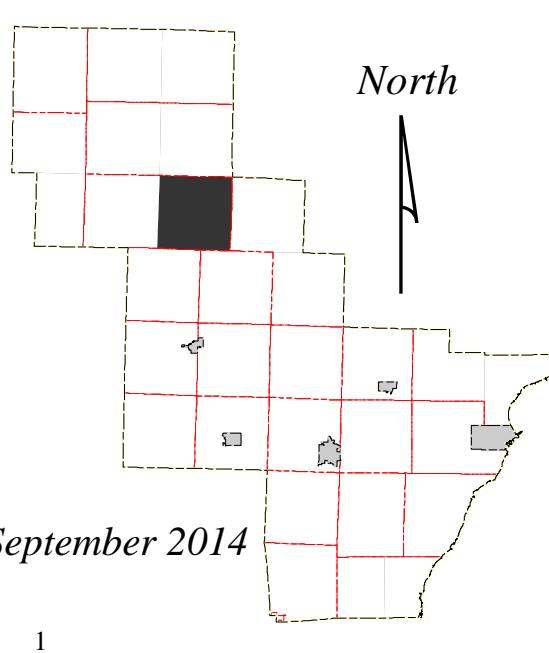
- County Boundary
- City/Village Boundary
- Township Boundary
- Parcel Boundary
- ~ Section Line
- Lakes and Rivers
- ~ Railroad
- ~ Federal Highway
- ~ State Highway
- ~ County Highway



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Source: Oconto County Planning; September 2014  
 DATCP Certified: December 2014

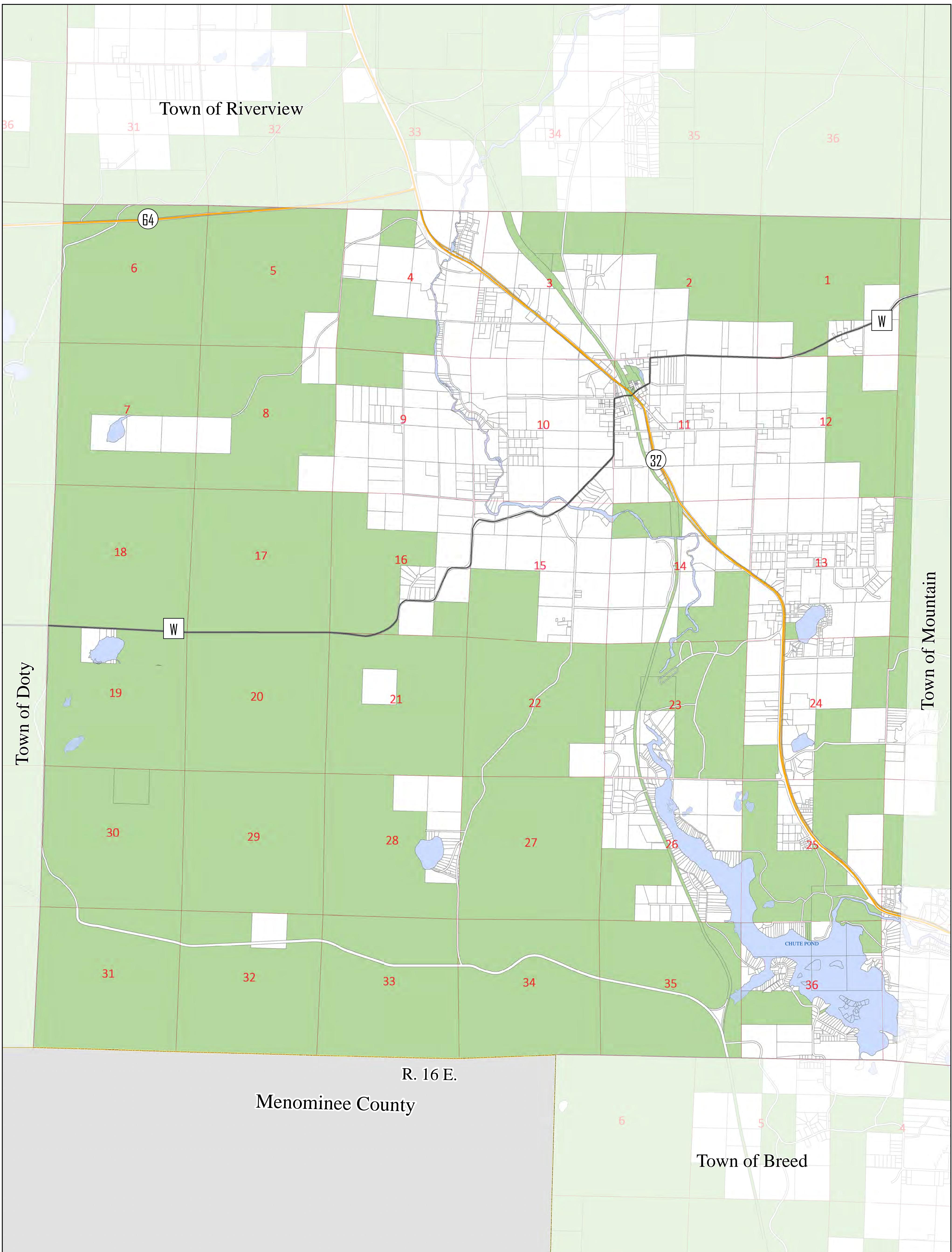
0 0.25 0.5 1 Miles



**Map 3.22**  
**Farmland Preservation Map**  
**Town of Mountain (East Half)**  
**Oconto County, Wisconsin**

**Legend**

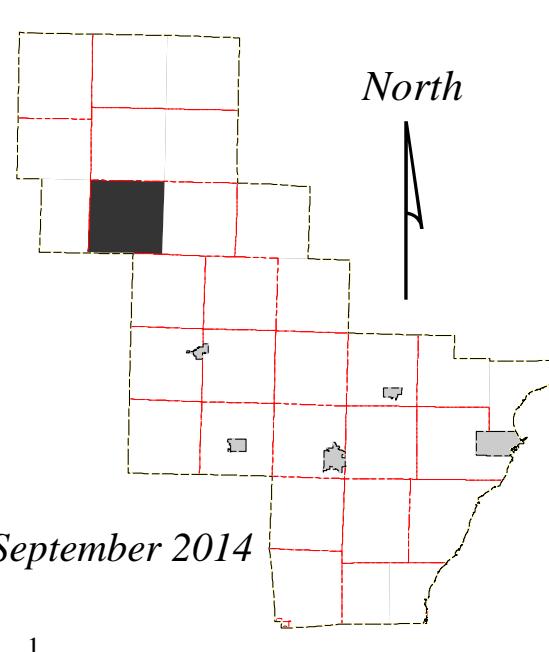
- Farmland Preservation Area** (Brown)
- Non-Farmland Preservation Area** (White)
- Non-Farmland Preservation Area (Public Land)** (Light Green)



This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained.

Source: Oconto County Planning; September 2014  
 DATCP Certified: December 2014

0 0.25 0.5 1 Miles

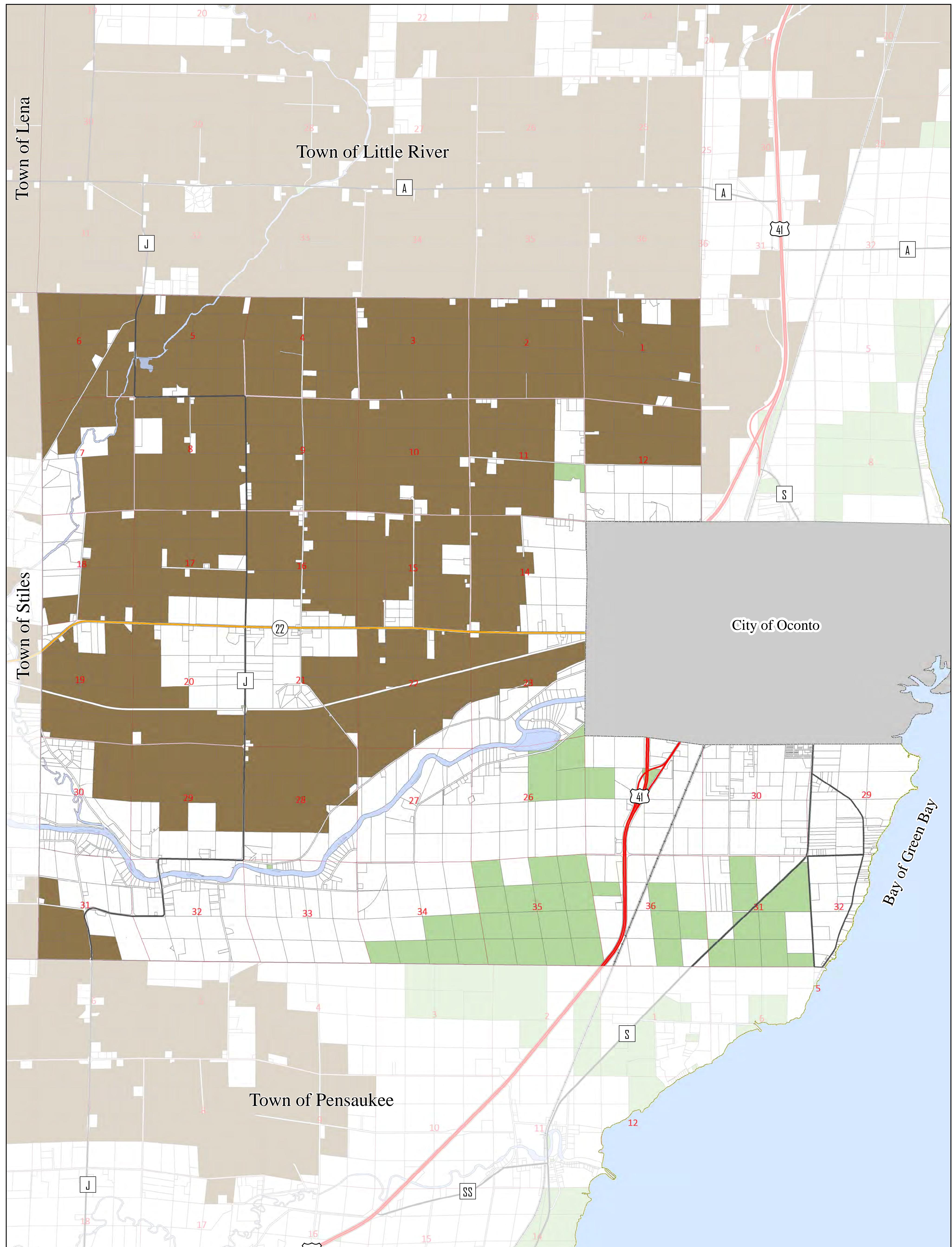


**Map 3.23**  
**Farmland Preservation Map**  
**Town of Mountain (West Half)**  
**Oconto County, Wisconsin**

**Farmland Preservation Area**

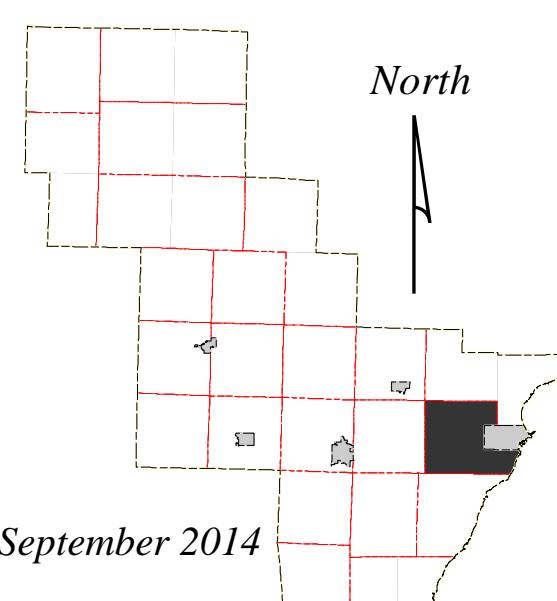
**Non-Farmland Preservation Area**

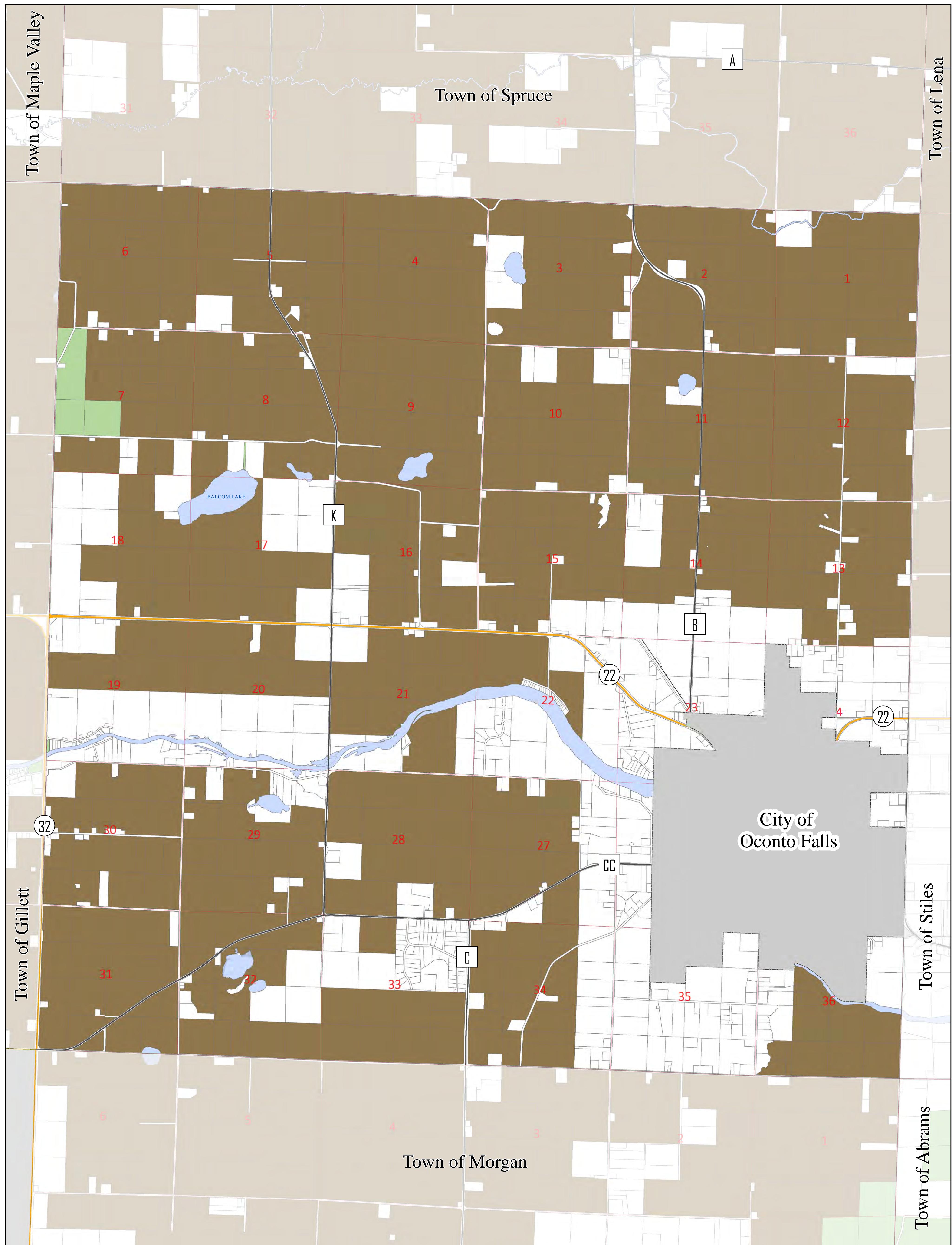
**Non-Farmland Preservation Area (Public Land)**



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Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

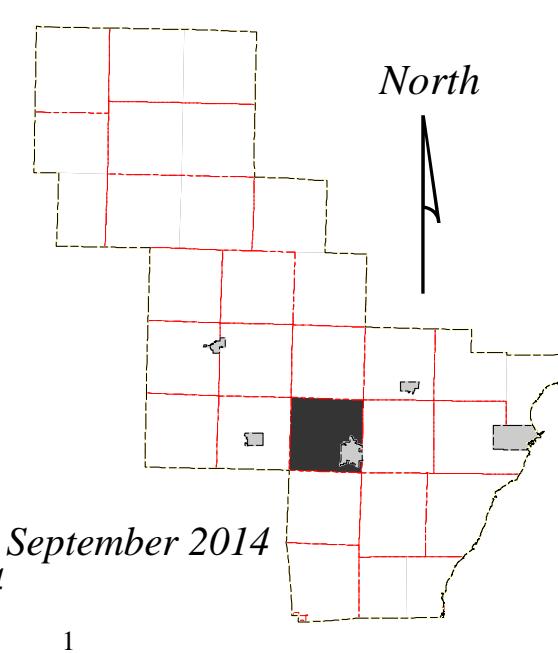




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Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

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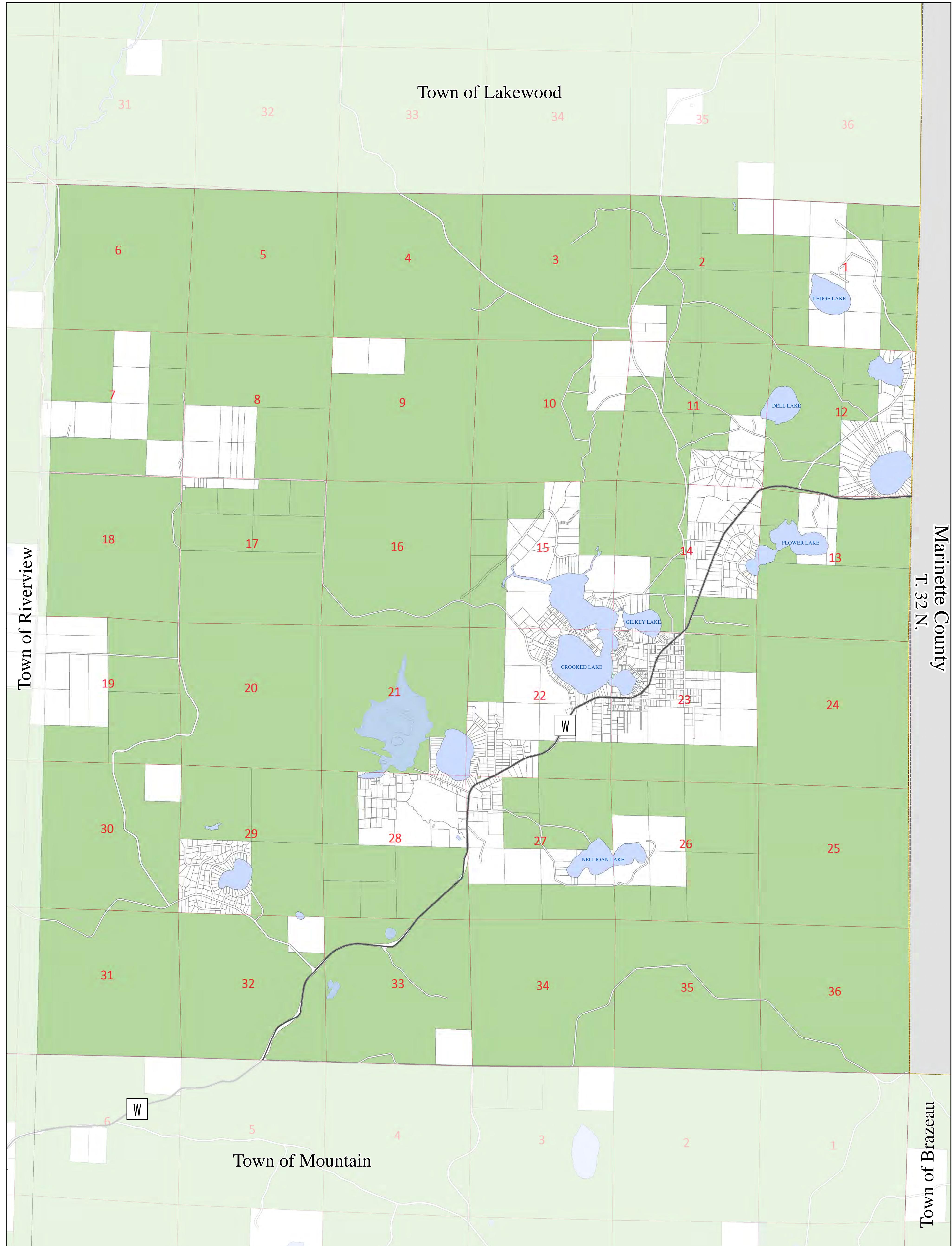
Map 3.25  
Farmland Preservation Map  
Town of Oconto Falls  
Oconto County, Wisconsin

■ Farmland Preservation Area  
□ Non-Farmland Preservation Area  
■ Non-Farmland Preservation Area (Public Land)

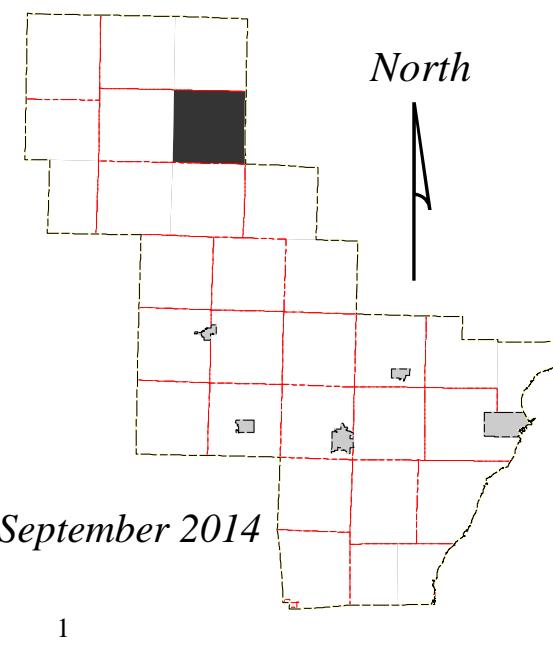
**Base Map Features**

- County Boundary
- City/Village Boundary
- Township Boundary
- Parcel Boundary
- Section Line
- Lakes and Rivers
- Railroad
- Federal Highway
- State Highway
- County Highway





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Source: Oconto County Planning; September 2014  
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0 0.25 0.5 1 Miles

**Map 3.27**  
**Farmland Preservation Map**  
**Town of Riverview (East Half)**  
Oconto County, Wisconsin

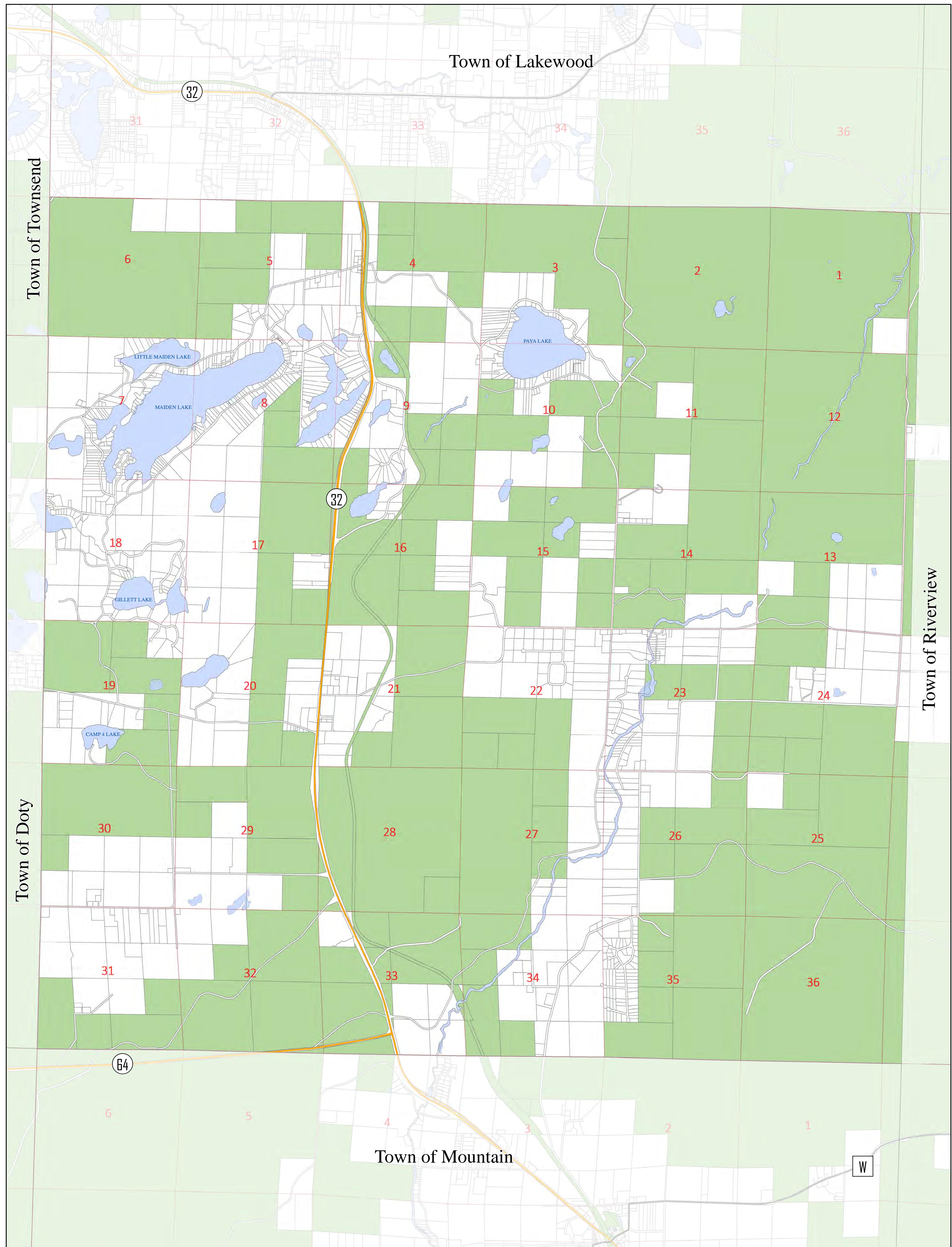
■ Farmland Preservation Area

□ Non-Farmland Preservation Area

■ Non-Farmland Preservation Area (Public Land)

**Base Map Features**

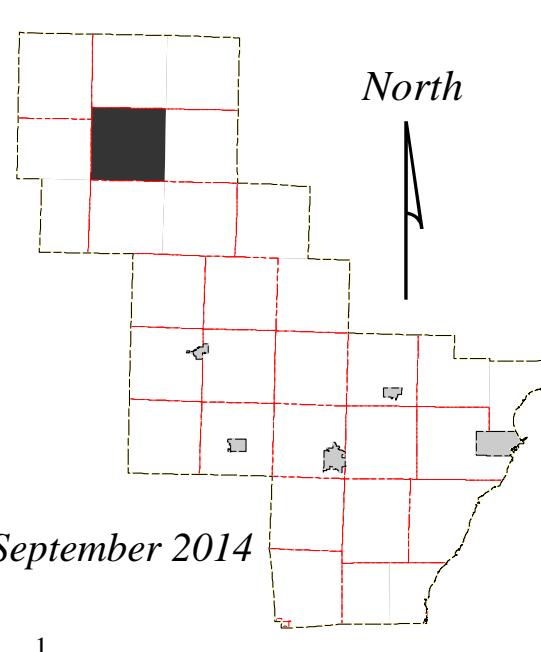
■ County Boundary	~~ Railroad
■ City/Village Boundary	~~ Federal Highway
■ Township Boundary	~~ State Highway
■ Parcel Boundary	~~ County Highway
~~ Section Line	
■ Lakes and Rivers	



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Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

0 0.25 0.5 1 Miles

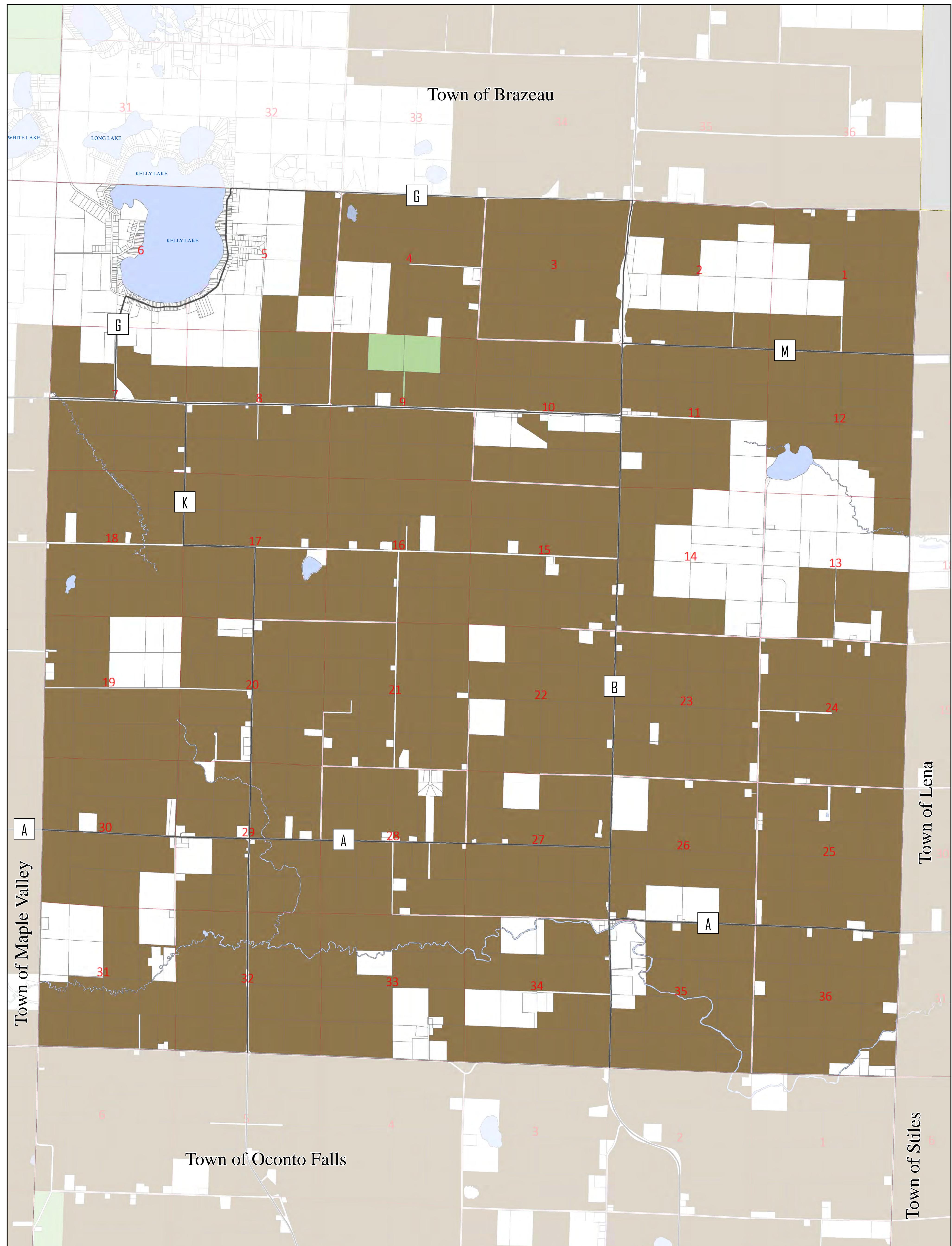


**Map 3.28**  
**Farmland Preservation Map**  
**Town of Riverview (West Half)**  
Oconto County, Wisconsin

■ Farmland Preservation Area  
□ Non-Farmland Preservation Area  
■ Non-Farmland Preservation Area (Public Land)

**Base Map Features**

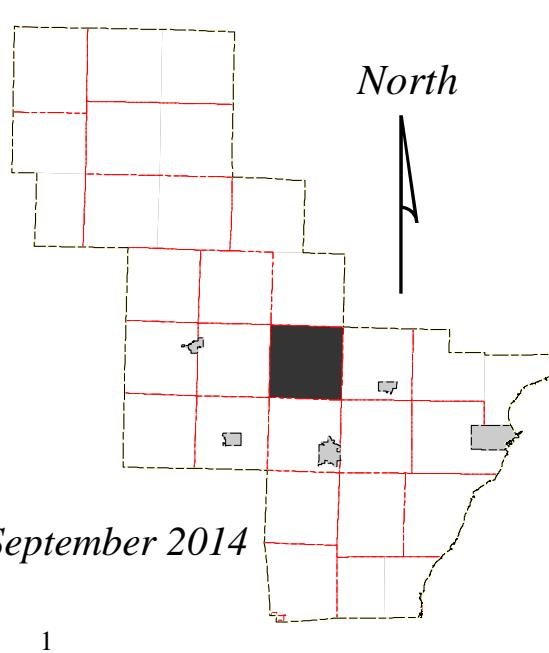
- County Boundary
- City/Village Boundary
- Township Boundary
- Parcel Boundary
- Section Line
- Lakes and Rivers
- Railroad
- Federal Highway
- State Highway
- County Highway



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Source: Oconto County Planning; September 2014  
DATCP Certified: December 2014

0 0.25 0.5 1 Miles

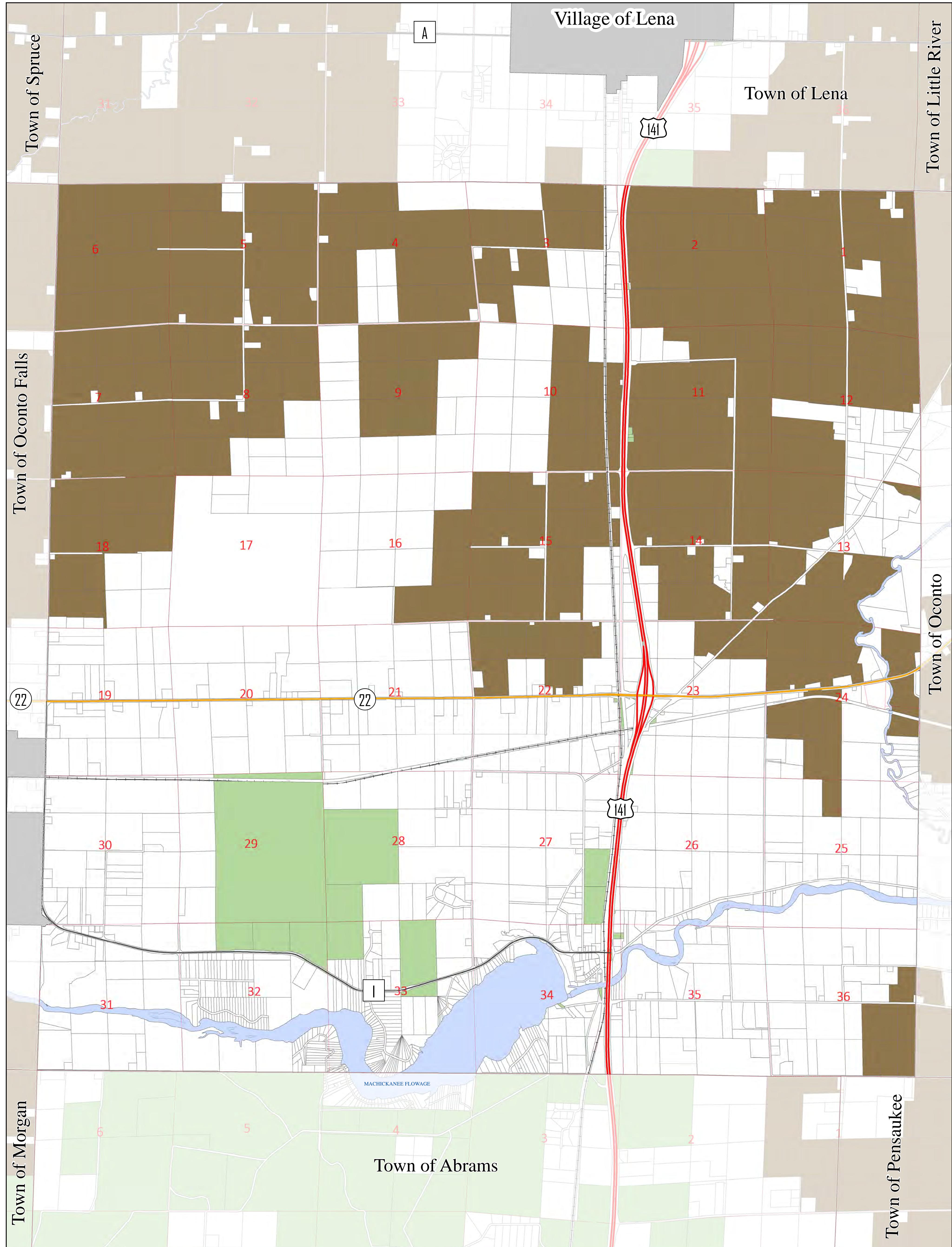


Map 3.29  
Farmland Preservation Map  
Town of Spruce  
Oconto County, Wisconsin

■ Farmland Preservation Area  
□ Non-Farmland Preservation Area  
■ Non-Farmland Preservation Area (Public Land)

#### Base Map Features

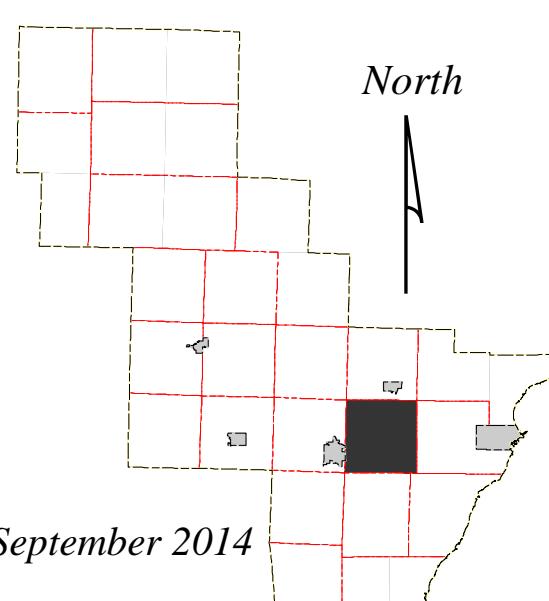
- County Boundary
- City/Village Boundary
- Township Boundary
- Parcel Boundary
- Section Line
- Railroad
- Federal Highway
- State Highway
- County Highway
- Lakes and Rivers



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0 0.25 0.5 1 Miles

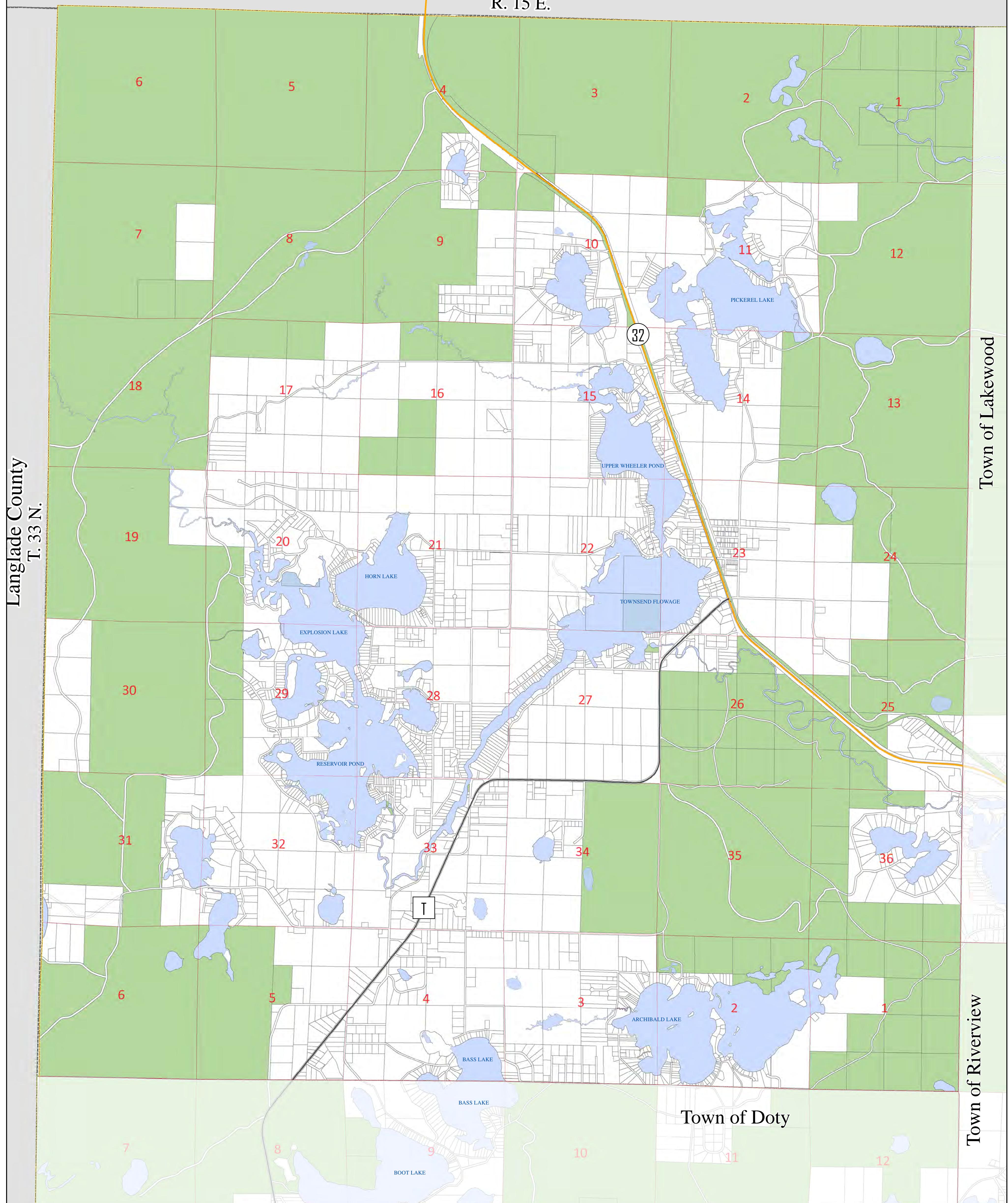


### Map 3.30 Farmland Preservation Map

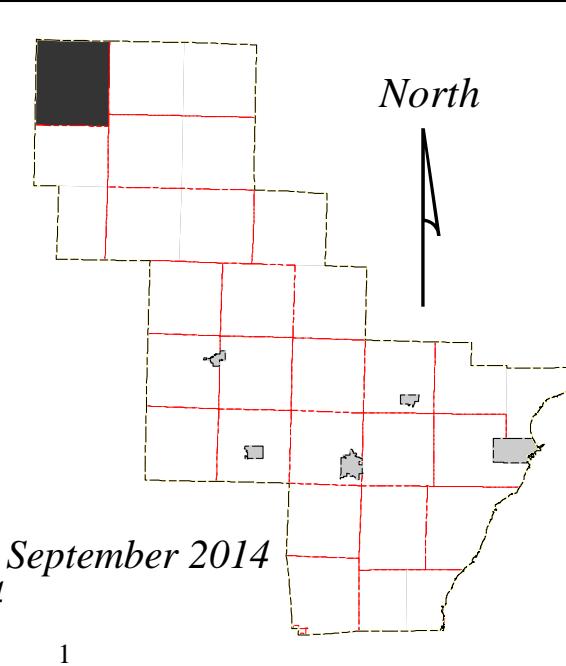
**Town of Stiles**  
 Oconto County, Wisconsin

- Farmland Preservation Area
- Non-Farmland Preservation Area
- Non-Farmland Preservation Area (Public Land)

Forest County  
R. 15 E.



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**Map 3.31**  
**Farmland Preservation Map**  
**Town of Townsend**  
**Oconto County, Wisconsin**

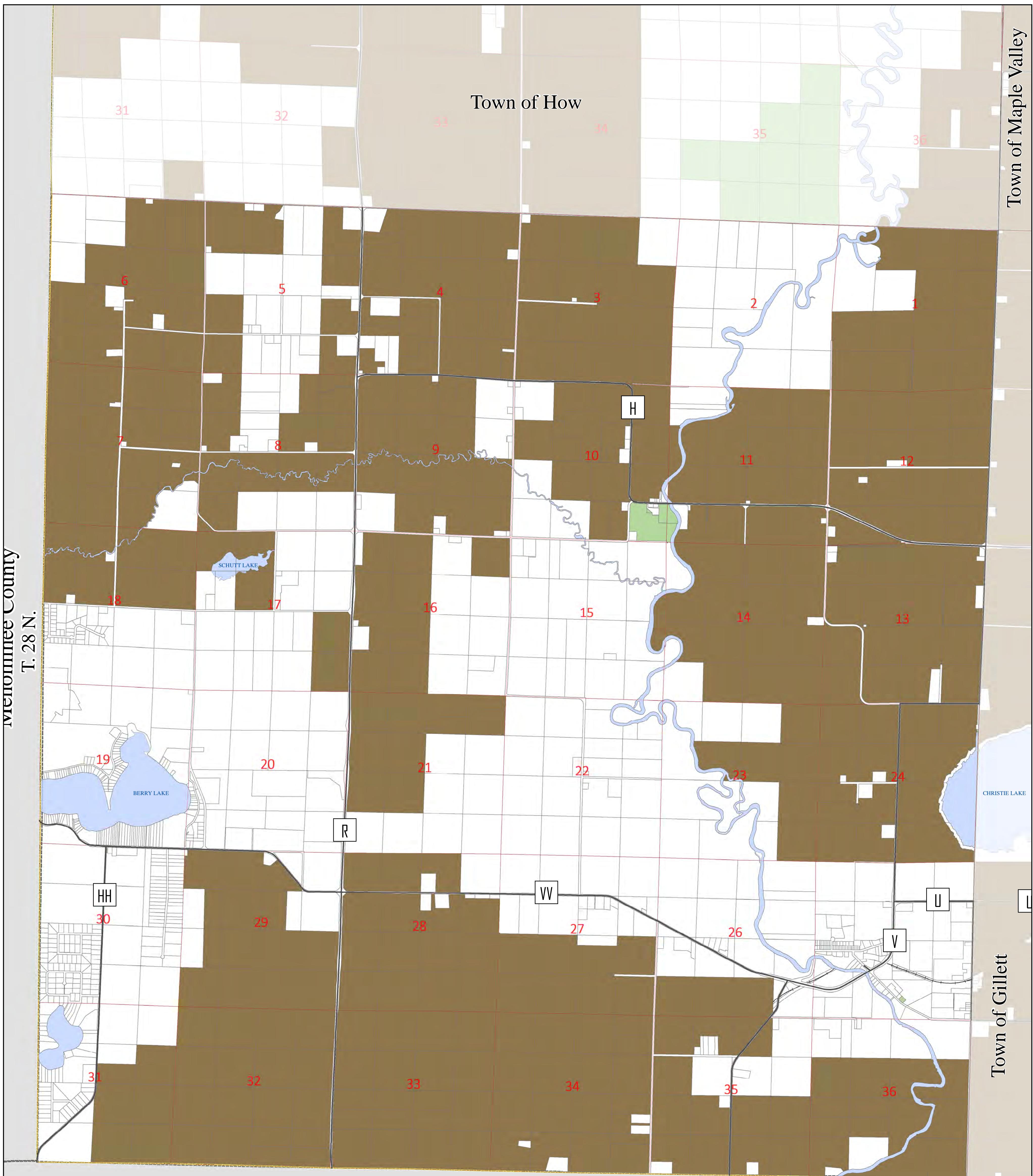
■ Farmland Preservation Area

□ Non-Farmland Preservation Area

■ Non-Farmland Preservation Area (Public Land)

**Base Map Features**

- County Boundary
- City/Village Boundary
- Township Boundary
- Parcel Boundary
- ~ Railroad
- ~ Federal Highway
- ~ State Highway
- ~ County Highway
- ~ Section Line
- Lakes and Rivers



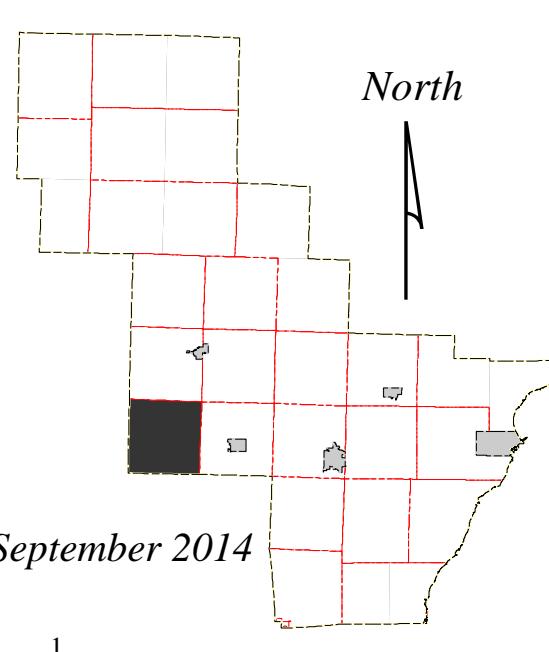
**Map 3.32**  
**Farmland Preservation Map**  
**Town of Underhill**  
**Oconto County, Wisconsin**

- Farmland Preservation Area
- Non-Farmland Preservation Area
- Non-Farmland Preservation Area (Public Land)

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Source: Oconto County Planning; September 2014  
 DATCP Certified: December 2014

0 0.25 0.5 1 Miles



**Base Map Features**

- County Boundary
- City/Village Boundary
- Township Boundary
- Parcel Boundary
- ~ Section Line
- Lakes and Rivers
- ~ Railroad
- ~ Federal Highway
- ~ State Highway
- ~ County Highway

## **CHAPTER 4: IMPLEMENTATION**

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## **INTRODUCTION**

This chapter contains the responsibilities, methodology, steps, stakeholders, and strategies to implement the *Oconto County 20-Year Comprehensive Plan*. A thorough timetable details when and how the plan should be amended over time to meet the changing needs of Oconto County and its local communities. The detailed list of development strategies will guide county officials and staff to implement each element of the comprehensive plan in a defined and coordinated manner.

## **RESPONSIBILITIES OF LOCAL OFFICIALS**

As directed by the Oconto County Board of Supervisors, the Planning and Zoning Committee has the primary responsibility of implementing the *Oconto County 20-Year Comprehensive Plan*. The Planning and Zoning Committee will be directing Oconto County staff during the implementation of the county's comprehensive plan as well as any future amendments to the document. Elected officials and county staff need to be familiar with the plan's land use recommendations, development strategies, General Plan Design, and vision statement, since much of the rationale needed to make future land use decisions will be based on this information. The *Oconto County 20-Year Comprehensive Plan* shall be consulted before changes are made to land uses and ordinances to ensure they are consistent with the comprehensive plan. If a decision needs to be made that is inconsistent with the comprehensive plan, the comprehensive plan must be amended to reflect this change in policy before it can take effect.

## **CONSISTENCY WITH EXISTING PLANS, REPORTS, AND STUDIES**

This plan was created in a manner to promote consistency amongst all the elements and their respective development strategies. It is important the Oconto Board of Supervisors and county staff 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, including ordinances and regulations that are not maintained and enforced by Oconto County. Oconto County should continue to work cooperatively with local communities to ensure all land use ordinances and maps are consistent with the county's comprehensive plan, General Plan Design, and Farmland Preservation Maps. A glossary of Planning and Zoning Terms is provided as *Appendix F of Volume I: County Plan*.

## **UPDATING THE COMPREHENSIVE PLAN**

County staff, under the direction of the Planning and Zoning Committee, will have the primary responsibility to amend/update the *Oconto County 20-Year Comprehensive Plan*. Any changes made to the comprehensive plan should follow s. 66.1001 (4)(b), Wis. Stats. and the procedures for fostering public participation approved by the Oconto County.

It is recommended that the county's comprehensive plan be reviewed/amended by the Planning Commission based on the following schedule:

- ***Annually***
  - Review the vision statement, land use recommendations, and development strategies;
  - Maintain demographic updates based on new Wisconsin Department of Administration (WDOA) population and housing estimates, and U.S. Census data;
  - Review implementation priorities;
  - Update any changes to General Plan Design text or map; and
  - Ensure new or revised ordinances are consistent with the plan.
- ***Five Years***
  - Review U.S. Census data, WDOA population and housing projections to update *Volume II: County Resources* as needed;
  - Identify changes in ordinances and policies that have occurred over the past five years and their potential impacts on the county and make revisions as necessary; and
  - Incorporate any applicable information generated during the updating of local and 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 county's vision statement, General Plan Design development strategies and map, land use recommendations, update the county's population, housing, and economic data, along with other relevant planning information inventoried in *Volume II: County Resources*.
  - Review ordinances and other controls to ensure consistency with the plan.

## IMPLEMENTATION OF LOCAL LAND USE CONTROLS IN CONJUNCTION WITH COUNTY ZONING

### Zoning

#### **Oconto County Zoning Ordinance**

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

- The comprehensive plan's preferred land uses need to be compared to the existing zoning map to determine compatibility within existing districts. The Planning and Zoning Committee, along with Oconto County staff, should work closely with local communities to make informed joint decisions on rezones and the application of conditional uses. It is not the

intent of the zoning map to become a direct reflection of the comprehensive plan because the General Plan Design provides a look at future land uses while zoning addresses present day.

- The county zoning ordinance can be an effective tool the preservation of agricultural lands and should be considered when considering tools for preserving and enhancing agriculture in Oconto County.

## **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 subdivider 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.

The adoption and use of an official map may be an important consideration in the future for several of the local communities experiencing a large amount of concentrated development. Towns located within extraterritorial planning areas of incorporated communities may also want to evaluate the need to create an official map with its incorporated neighbor through joint planning to ensure development occurs in an organized and efficient manner. Oconto County may offer their support during preparation of an official map to help ensure development does not comprise surrounding natural features, agriculture lands, or county operations.

## **Floodplain Ordinance**

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

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

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

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

## **Shoreland Ordinance**

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

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

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

## **Land Division/Subdivision Ordinance**

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

Oconto County does have a Land Division Ordinance in place. The ordinance applies to any act of division of a lot, parcel, or tract which existed on the effective date of the ordinance by the owner thereof or his agent for the purpose of transfer of ownership or building development where the act of the division creates one or more new lots, parcels, tracts or units, if the lot, parcel, tract or unit being created is equal to or smaller in area than the adopted minimum acreage.

## **Other Ordinances and Regulations**

Oconto County may in the future elect to adopt additional ordinances and regulations to assist in the implementation of the county's comprehensive plan as well as the local adopted comprehensive plans. Examples of these ordinances and regulations may include:

- Erosion and Stormwater Control Ordinances
- Design Review Ordinance
- Conservation Design Subdivision Ordinance

## **IMPLEMENTATION OF DEVELOPMENT STRATEGIES**

There are development strategies (goals, objectives, and policies) for each of the comprehensive plan elements. These strategies were created based on the goals stated in the adopted local comprehensive plans and through input received during the preparation of the county's comprehensive plan and 2014 plan amendment. Oconto County officials and staff will prioritize the order in which the strategies will be implemented based on the needs of the county and the role the county plays in the implementation of local plans.

### **Goals, Objectives, and Policies**

Goals, objectives, and policies 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, long range, and represent an end to be sought, although they may never actually be fully attained.
- **Objectives** - are measurable ends toward reaching a defined goal.
- **Policies** – is a rule or a set of rules or a defined course of action to work toward accomplishing an objective.

## **LAND USE**

***Goal:*** *To endorse a balanced mix of land uses that afford opportunities for economic development, sustainable natural resources, and compatible development patterns, while respecting private property rights.*

***Objective:*** Reference the recommendations of the land use plan before any land use decisions are made to ensure future development fits within the context and framework of the General Plan Design and Farmland Preservation.

## **COMMUNITY PLANNING**

***Goal:*** *To utilize the Oconto County 20-year Comprehensive Plan as a guide when making future land use decisions to ensure development occurs in a planned and coordinated manner.*

***Objective:*** Utilize this 20-year comprehensive plan to best reflect the long term interests of Oconto County residents.

***Policies:***

- Consult this 20-year comprehensive plan before making any decisions regarding land use changes and ordinances to help ensure future development occurs in a planned and coordinated manner.
- Establish, maintain, and enforce county land use ordinances that are designed to uniformly address land use issues throughout Oconto County.
- Encourage cooperation and communication between Oconto County, local communities, and neighboring communities in implementing this 20-year plan.
- Provide plan updates as needed to local and neighboring communities.
- Participate in meetings with local communities to discuss implementation of the county and local 20-year comprehensive plans.
- Continue to work with local communities on understanding and updating county land use ordinances.
- Promote educational assistance for local communities with interpreting, updating, and enforcing local land use ordinances.
- Provide educational workshops for local communities to promote enhanced understanding of land use regulations, such as rezones, conditional uses, and land divisions.

- Provide support to local communities to better address land use development within extraterritorial planning areas.
- Provide support to local communities in reviewing and considering updates to the local comprehensive plan.

**Objective:** The Planning and Zoning Committee, at the direction of the County Board of Supervisors, is responsible for reviewing and updating this comprehensive plan.

**Policies:**

- Maintain maps and geospatial data relevant to the implementation of the comprehensive plan and to monitor land use changes within the county.
- Continue to support planning initiatives undertaken within Oconto County.
- Review the comprehensive plan on an annual basis and update as necessary with plan updates scheduled at a minimum of every five years.
- Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the county's comprehensive plan.

### **INTERGOVERNMENTAL COOPERATION**

**Goal:** *To utilize the adopted comprehensive plans as a means to enhance internal and external communication processes amongst Oconto County, local communities, neighboring municipalities, and state and federal offices concerning land use matters.*

**Objective:** Promote cooperation amongst local and neighboring communities, organizations, and agencies.

**Policies:**

- Work cooperatively with surrounding communities to minimize conflicts in preferred land uses along municipal boundaries.
- Participate in future meetings and planning activities that could impact the implementation of this comprehensive plan.
- Participate in future meetings with local communities to discuss land use issues.
- Work with local communities and other agencies to mutually address issues of concern regarding natural features that span across municipal boundaries.
- Work with local communities to adopt tools to further implement their comprehensive plans.
- Work with local communities, and other agencies and organizations to maximize resources through joint ownership or usage agreements whenever possible.
- Utilize “mutual aid agreements” as a cost effective means to provide services.
- Support local civic groups such as sportsmen’s, snowmobile, and athletic clubs in their efforts to preserve and expand recreational opportunities for residents and visitors.
- Maintain active membership in the Wisconsin Counties Association (WCA) as a critical resource for information on issues that will impact the county.

- Work with local communities and other agencies to develop and implement tools that promote and enhance agriculture and agribusiness.
- Promote GIS and collective efforts that aid and promote intergovernmental cooperation.

## **NATURAL RESOURCES**

***Goal:*** *To protect, enhance, and promote a healthy and thriving natural environment in which to live, work, and recreate.*

***Objective:*** Promote preservation and enhancement of the county's environmentally sensitive areas; such as wetlands, floodplains, shorelands, river/creeks, open spaces, woodlands, steep slopes, and floodplains.

***Policies:***

- Promote cooperative efforts with local communities as well as state and federal agencies to enhance understanding of natural resource location, type, and importance.
- Maintain a current environmental corridor map as well as other resource maps as reference tools in implementing the county's General Plan Design.
- Promote access to natural resources.
- Direct growth away from environmentally sensitive areas in order to protect the benefits and functions they provide while limiting the need for future public and/or private dollars spent on flood control, stormwater management, habitat restoration, erosion control, and water quality improvements.
- Maintain familiarity with local, county, state, and federal regulations that regulate the county's natural resources.
- Work cooperatively with WDNR, US Army Corps of Engineers, and USDA to ensure continued and consistent protection and enhancement of environmentally sensitive areas.
- Continue to review, update, and implement the recommendations of the Oconto County Land and Water Resource Management Plan.
- Support GIS efforts that aid in the preservation and enhancement of the quality natural resources in Oconto County.

***Objective:*** Preserve, enhance, and promote the quality of the lakes, rivers and streams of Oconto County.

***Policies:***

- Work cooperatively with local communities, local associations, state and federal agencies to ensure protection and improvement of surface water resources.
- Support educational efforts that promote sustainable land use practices within the watersheds.

- Work cooperatively with local communities as well as state and federal agencies to address known and potential contamination problems and to pursue additional protection and remediation measures.
- Support and promote the development of plans and land use regulations that promote surface water quality.
- Support cooperative efforts with state agencies to properly inspect, maintain, repair, and plan for the future of Oconto County owned and operated dams.
- Work with UW-Extension to provide information and education regarding Best Management Practices (BMP's) and other measures local communities and property owners can implement to improve water quality.
- Support efforts and programs that assist property owners with the installation of Best Management Practices (BMP's) to protect against animal waste runoff.
- Support efforts and programs that require periodic evaluations and maintenance for all POWTS systems.
- Continue to support the review, updating, and implementation the Oconto County Animal Waste Ordinance.
- Continue to support the review, updating, and implementation of the Green Bay West Shore Sewer Service Area Plan.
- Support efforts that promote the use of sound agricultural and soil conservation methods that minimize erosion impacting surface waters.
- Support communities in the maintenance of existing sanitary districts and in the establishment of sanitary districts in more densely developing areas.
- Cooperatively work with federal, state, county agencies and other non-governmental organizations for control of non-native invasive species.

**Objective:** Preserve, enhance, and promote the quantity and improve the quality of Oconto County groundwater resources.

**Policies:**

- Support studies that monitor the number of wells being constructed, closed, and measure the level of general water quality within Oconto County.
- Promote and support the development of wellhead protection plans and ordinances that prohibit uses with the potential to contaminate municipal wells.
- Work cooperatively with local communities as well as state and federal agencies to address known, existing, and potential contamination problems and to pursue additional protection and remediation measures.
- Support efforts to identify what and where certain agricultural practices are occurring in the county (i.e. pesticide application, manure spreading, etc.)
- Support cooperative efforts to provide educational opportunities and incentives for groundwater friendly types of agriculture.

- Promote and support the development of land use regulations that promote groundwater quality.
- Promote and support the maintenance identification of existing POWTS and maintenance of all POWTS systems within the county.
- Work with UW-Extension to provide information and education regarding Best Management Practices, water testing, and other measures local communities and property owners can implement to improve water quality.
- Support cooperative efforts to identify and close abandoned wells.
- Support communities with existing sanitary districts and in the establishment of sanitary districts in more densely developing and environmentally sensitive areas.
- Support GIS efforts that aid in the preservation of groundwater quality.

**Objective:** Preserve, enhance, and promote the quality of public and private forest resources within Oconto County.

**Policies:**

- Support efforts to conserve forestlands in the preservation of their ecological importance.
- Continue to enforce and implement the recommendations of the Oconto County Forest Comprehensive Land Use Plan.
- Support and promote efforts that provide information on recreational use of county, state, and federal forest lands.
- Support efforts to prevent use conflicts within the county, state, and federal forests.
- Support and promote educational efforts on sustainable forestry practices.
- Support wildfire prevention programs and wildfire control planning activities within Oconto County.
- Support and promote cooperation with the Federal Forest Service to establish, and sustain a diverse and well-balanced range of recreational services and facilities within the federal forests.
- Cooperatively work with federal, state, county agencies and other non-governmental organizations for control of non-native invasive species.

**Objective:** Identify Oconto County's non-metallic mineral resources and plan for their use accordingly.

**Policies:**

- Work cooperatively with local communities and state agencies to minimize the impacts of mining operations, ensure the timely reclamation of abandoned mining operations, and enforce the non-metallic mining ordinance.
- Work to maintain resources identifying active mining operations and significant non-metallic resources.

- Promote efforts to provide information and education regarding non-metallic resources and the extraction of these resources to local communities and property owners.
- Work to enhance communications between non-metallic resource owners, mining operators, local communities, and residents.
- Work to maintain a database of reclaimed, active, and potential mining locations.
- Work cooperatively with local communities and state agencies to assist local communities seeking land use options for reclaimed mining locations.

**Objective:** Protect air quality.

**Policies:**

- Promote and support efforts to educate citizens, land owners, and tourists regarding their actions impacting air quality.
- Work cooperatively with local communities as well as state and federal agencies to address unauthorized open burning, especially the burning of materials that release toxic substances.

### **CULTURAL RESOURCES**

**Goal:** *To invest the necessary resources to identify, preserve, and promote all the unique elements that encompass Oconto County's rich history.*

**Objective:** Preserve and promote the vast historical and cultural resources that contribute to the identity and character of Oconto County.

**Policies:**

- Work with local communities and other agencies and organizations to identify historic resources for consideration in future planning and development projects.
- Ensure there is adequate and sufficient funding to provide maintenance and preservation of historical sites, buildings, and cultural resources through utilization of the county's funding resources.
- Promote and support educational efforts that encourage Oconto County residents to learn about and care for the county's historical and cultural resources.
- Support efforts by local communities, organizations, and other entities to rehab, preserve, and promote historic sites, buildings, and cultural resources located within Oconto County.
- Support efforts to ensure known cemeteries, human burials, and archeological sites are protected from development activities.
- Support efforts, events, and activities that promote cultural heritage.

### **AGRICULTURAL RESOURCES**

**Goal:** *To maintain, promote, and enhance Oconto County's vast agricultural resources through preservation and sustainability efforts initiated at all levels of government.*

**Objective:** Maintain large contiguous agricultural tracts and open spaces to promote and enhance

the county's strong agriculture economy.

***Polices:***

- Continue to monitor compliance with soil conservation standards of the Farmland Preservation Program.
- Maintain as part of the Oconto County Comprehensive Plan all required parts of the Farmland Preservation Plan meeting DATCP certification standards and therefore also maintaining eligibility for farmland preservation tax credits under Chapter 91, Wisconsin Statutes.
- Encourage the use of the Farmland Preservation Program in efforts to protect agricultural lands.
- Support local landowner petitions to establish Agricultural Enterprise Area's (AEAs).
- Support GIS efforts that aid in the preservation of county agricultural lands.
- Maintain accurate farmland preservation maps which identify agricultural areas of the county to be preserved.
- Utilize zoning as a tool to further protect and preserve farmland preservation areas.
- Support efforts to minimize parcel fragmentation in the agricultural areas of the county.
- Support efforts to promote agricultural enterprise startups that directly support the agricultural community including processing, repair, and supply type business.
- Support efforts to develop and promote direct farm marketing locations and facilities.
- Direct non-agricultural development away from productive agricultural lands.
- Support coordinated efforts that identify the needs of local agricultural operators and ways of retaining and improving their farming operations through integration and management practices.
- Identify areas with prime agricultural soils that are most vulnerable to conversion to non-farm land uses.
- Support efforts to assist new/young farmers pursuing agricultural endeavors in the county.
- Continue to promote farmland preservation initiatives such as the Working Lands Initiative, through educational programs and workshops.
- Support and promote coordinated efforts with UW-Extension, DATCP, and Center for Land Use Education, etc. to provide educational and technical materials to aid in the preservation, enhancement, and promotion of the county's agriculture industry.
- Support and promote coordinated efforts with UW-Extension and other agencies and stakeholders to provide educational and technical materials to aid in the transition of farm ownership to the next generation.

**Objective:** Minimize the potential for conflicts between agricultural and non-agricultural land uses.

**Policies:**

- Promote tools and incentives that protect prime agricultural soils and agricultural operations from non-agricultural land uses.
- Work with state transportation officials to include agricultural uses when considering transportation updates.
- Provide information to homebuyers regarding rural living and what to expect when living in an agricultural community (e.g. odors, hours of operation, slow moving vehicles)
- Support efforts that promote the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.
- Work with local communities and other agencies to address issues involving agricultural and non-agricultural land uses.
- Support the separation of incompatible land use practices that reduce potential conflicts between agricultural and other land uses.
- Continue to encourage cooperation between agricultural producers and public resource managers.

## **HOUSING**

**Goal:** *To work with local communities to secure and apply the necessary tools to offer a variety of quality housing opportunities for all segments of the county's current and future population.*

**Objective:** Promote initiatives that provide a range of housing choices to meet the needs of all income levels, age groups, and persons with special needs.

**Policies:**

- Promote the availability of assisted living and elder care facilities while continually monitoring the housing needs of the aging population.
- Advocate for the maintenance, preservation, and rehabilitation of the existing housing stock.
- Support opportunities for multi-family, group housing, and other high density residential development within existing neighborhoods with established sewer and water services.
- Continue to evaluate fee schedules and other land use controls that may negatively impact the availability of affordable housing.

**Objective:** Promote housing developments be constructed in areas that do not negatively impact the environment; agricultural lands; or existing land uses.

***Policies:***

- Encourage cluster/conservation developments that will minimize land use impacts while accommodating development and maintaining green space, agricultural lands, and other natural features.
- Continue to evaluate land use ordinances regulating residential development to ensure that impacts to agricultural lands, natural resources or existing land uses are minimized.
- Direct density development to areas able to provide the necessary services (e.g. sewer and water).
- Encourage land uses with higher densities to locate in areas with sufficient infrastructure to better accommodate those developments.
- Continue to protect the most productive agricultural lands for continued agricultural use.

***Objective:*** Identify and utilize government agencies, local neighborhood associations, non-profit agencies, and private sector industries to implement these housing recommendations.

***Policies:***

- Support coordinated efforts with NEWCAP and other agencies to provide educational materials and information on financial programs, home repairs, and home modifications.
- Continue to monitor the availability of state and federal programs for the development or redevelopment of low to moderate-income housing or housing rehabilitation.

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## **ECONOMIC DEVELOPMENT**

***Goal:*** *To promote an environment in Oconto County that attracts employers and investment in order to expand the tax base and provide quality employment opportunities.*

***Objective:*** Maintain a coordinated network of procedures, processes, and principles conducive for businesses growth.

***Policies:***

- Work with local communities and organizations and regional economic development entities on efforts and initiatives that are designed to take advantage of the economic conditions and opportunities available to Oconto County.
- Review and update the economic development strategies, programs, and investments annually to ensure they sufficiently address the ever changing economic conditions and opportunities and are consistent with the county's comprehensive plan.
- Monitor the changes to and application of county land use ordinances to ensure they promote and do not inhibit appropriate business development. This includes the methods to address the increasing number of home-based businesses.
- Maintain an updated forestry plan that establishes implementation strategies to take full advantage of the economic resources offered by the Oconto County Forest.

- Establish and maintain appropriate measures to promote the county's agriculture industry, and encourage the preservation, expansion, and diversification of agricultural businesses.
- Support GIS efforts that promote and enhance economic development.
- Support efforts undertaken by the university, technical college, local school districts, and workforce agencies to help ensure Oconto County has a skilled workforce for employers to utilize.
- Work to maintain and expand the number of mutual aid (i.e., road maintenance) and partnership agreements (i.e. Oconto County Economic Development Corporation) to better maximize the resources available to support business development activities.

**Objective:** Improve the infrastructure needed to sustain current and future businesses.

**Policies:**

- Implement the goals within the county that address the human and capital investments as well as the long-range planning initiatives needed to maintain a quality road system.
- Support infrastructure development activities and initiatives, such as the Wisconsin Department of Transportation's Capital Improvements Plan that further promotes economic investment in Oconto County.
- Work with applicable entities to continue to improve the county's transportation network that includes the harbors, airports, rail lines, and road system comprised of state, county, and local routes.
- Work with applicable entities to monitor and improve the interaction with and impact of large agricultural equipment.
- Participate in initiatives, both public and private, that seek to expand the coverage and quality of broadband, cell phone, cable, etc. throughout the county.

**Objective:** Increase the number of quality jobs and tax base through business retention, development, expansion, and recruitment activities of employers and skilled employees.

**Policies:**

- Promote quality home-based businesses that do not significantly increase noise, traffic, odors, or lighting, or otherwise negatively impact the surrounding land uses.
- Monitor the content and application of county land use ordinances to ensure they do not deter potential employers from moving to Oconto County.
- Support the usage of economic development grants, programs, or tax incentives at all governmental levels as methods to improve economic development opportunities in Oconto County.
- Assist local communities in the inventorying of underutilized sites and to support redevelopment of those areas for a better land use.

- Utilize local and regional economic development entities to monitor the health and prosperity of existing businesses and at what time and level it is appropriate for the county to intervene to assist that respective business(es).
- Work with local, regional, state, and federal officials to identify and implement initiatives to further promote the economic viability of the county's vast agricultural and forestry resources.
- Support farm marketing programs that promote Oconto County agriculture and help farmers improve profitability.
- Support programs to expand markets for agricultural products.
- Promote locally grown and sustainable agricultural enterprises.
- Market the county's economic assets through multiple media options, such as television, radio, internet, print, brochures, and booklets.
- Support efforts to recruit workers to the county (e.g. Manufacturers Alliance) that connect job seekers to skilled manufacturing jobs.
- Participate in training initiatives that focus on retraining and the upgrading of the skills currently held by the county's workforce.
- Partner with businesses and communities in the identification and integration of green energy and energy saving techniques.

***Objective:*** Increase the amount of tourism revenue Oconto County receives annually.

- Support the programs and projects of organizations, such as the Oconto County Historical Society, in their efforts to preserve and promote the county's vast historical and cultural features and assets.
- Work with local communities to identify and better promote the historical and cultural resources they have available to increase tourist traffic.
- Partner with local, regional, and state economic development and tourism entities, such as International Trade, Business and Economic Development Council (ITBEC) and Wisconsin Department of Tourism to enhance promotion of the county's economic assets through multiple media options, such as television, radio, internet, print, brochures, and booklets.
- Implement the strategies developed within the Oconto County Comprehensive Outdoor Recreation Plan to further promote the county's natural resources.
- Partner with local civic organizations and clubs and communities in their attempts to maintain, improve, and promote trails, parks, and recreational areas to further advance the county's tourism industry.
- Support efforts to establish businesses that promote tourism within Oconto County.

## **TRANSPORTATION**

***Goal:*** *To advocate for a safe and efficient multi-modal transportation system that can be cost effectively maintained, improved, and expanded to meet the changing needs and wants of*

*county residents and businesses.*

**Objective:** Coordinate efforts with local communities, WDOT and other entities to maintain a safe, efficient, and accessible countywide transportation system.

**Policies:**

- Support cooperative planning, implementation and maintenance of the Oconto County transportation network.
- Work with local communities on their annual assessment of road pavement conditions, road drainage and ditch maintenance needs, and adequacy of visual clearance corners.
- Work with local communities on the development of land use regulations that can impact transportation routes or safety such as driveway or culvert ordinances.
- Maintain and expand the number of mutual aid agreements that will maximize resources and enhance the county's overall transportation network.
- Promote multi-modal means of transportation that complement the existing transportation network. This includes the expansion of expansion of existing air, rail, harbors, highways, and trails.
- Partner with regional, state, and federal departments to identify additional transportation options, such as mass transit and inter-modal facilities that will promote efficient methods to transports goods and people.
- Provide assistance to local municipalities as they plan for future development within their communities through review of site design plans, establishment of official maps, and the implementation of their comprehensive plans.
- Work to expand transportation accessibility options for the county's elderly and disabled residents.
- Communicate with the Wisconsin Department of Transportation to address problem areas within the county's transportation network, i.e. intersections, bridges, weight restrictions, current design features, and signage.
- Work with local municipalities to identify where farm/nonfarm road use conflicts exist and implement measures to minimize conflict.

**Objective:** Maintain consistent funding for maintenance and enhancement of the Oconto County transportation network.

**Policies:**

- Continue to seek adequate and consistent sources of revenue to fund needed transportation improvements and enhancements through state and federal programs and initiatives.
- Utilize the County Highway Five-Year Improvement Program to prioritize and allocate funding for road improvements and maintenance.

- Ensure equipment is in good working order and is replaced as needed and county highway personnel have the training and skills to safely and efficiently handle their job duties.
- Work with local and regional economic development officials to identify future transportation needs of businesses. This would include improvement to existing facilities as well as creation of a deep water harbor, expanded rail and air service, or the inclusion of an inter-modal transfer facility to more efficiently move raw and finished products.
- Work with local and regional economic and planning entities, such as the Bay-Lake Regional Planning Commission to prepare highway corridor studies that would take full advantage of the adjacent properties without compromising transportation routes or natural features.

## **UTILITIES AND COMMUNITY FACILITIES**

***Goal:*** *To ensure county services, facilities, and utilities are maintained at a level that appropriately addresses the expanding requirements of a diverse population, economy, and communication network.*

***Objective:*** Maintain county facilities that are safe and adequately serve the needs of the county and can be cost effectively renovated to meet future needs.

***Policies:***

- Maintain county facilities that are in good repair and will meet the future needs of Oconto County residents in mind.
- Ensure there is adequate and consistent funding to provide maintenance of county facilities and properties through utilization of the Capital Improvement Plan.
- Monitor the need to upgrade facilities in order to add 21st Century communication systems to meet state and/or federal requirements.
- Continue to support the review, updating, and implementation of the Green Bay West Shore Sewer Service Area Plan.
- Work to integrate energy savings practices to reduce the costs for county operations.

***Objective:*** Improve county services offered to the public.

***Policies:***

- Annually assess the need to add, revise, expand, or discontinue services offered to the public through internal and external analysis and review.
- Ensure county staff have the skills and tools necessary to handle their job responsibilities.
- Engage the Oconto County Board of Supervisors on an ongoing basis in discussions on ways to improve the services offered by the county.
- Provide high-quality law enforcement and emergency services through the addition of equipment, training, and inter-governmental communication system.

- Review and update county plans, such as the Forestry Plan, Multi-Hazards Mitigation Plan, Farmland Preservation Plan, Park and Outdoor Recreation Plan, etc. that look to proactively address the long-term needs of the county.
- Support the Nicolet Federated Library System's efforts to expand and improve services throughout the county.
- Review and adopt county ordinances that will provide a guideline on future development types and location in order not compromise existing land uses or natural features.

**Objective:** Expand intergovernmental cooperation activities to better serve the public.

***Policies:***

- Promote cost sharing and mutual aid agreements with local and adjacent communities and counties to enhance services provided in the region.
- Coordinate with local communities as well as state and federal agencies to provide disaster preparedness, response, and recovery in an efficient manner.
- Work cooperatively with the school districts to advocate and support actions by the state to provide adequate funding of public education capital and operational expenses.
- Support education initiatives through workforce development or institutions of higher education that seek to improve the education and skill levels of county residents.
- Participate in countywide discussions with local communities and school districts on the best methods to extend communication infrastructure, like broadband, throughout the county.
- Lead discussions on how energy efficiency processes, technology, and equipment can be appropriately integrated into public operations.
- Work more with all identified stakeholders to ensure the Oconto County 20-Year Comprehensive Plan is implemented.

## **PARKS AND RECREATION**

***Goal:*** *To take full advantage of the county's vast amount of natural features, cultural features, and eclectic communities to expand recreational opportunities for residents and to draw more visitors to Oconto County.*

**Objective:** Maintain a quality park and recreational system for all county residents and visitors alike to enjoy.

***Policies:***

- Prepare and update as necessary the Oconto County Park and Recreation Plan and other plans that plan for the maintenance and improvement of public park and recreation facilities.
- Support cooperative planning and maintenance efforts amongst the county, school districts, and local communities to ensure Oconto County parks and recreational facilities meet future needs.

- Evaluate park and recreational facilities and programs annually to ensure they coincide with the recreational needs of county residents.
- Support cooperative efforts to enhance accessibility to county-owned recreation and park facilities for those who are disabled.
- Monitor the application of county zoning ordinances and easement rights to limit the likelihood of land use conflicts adjacent to county-owned properties.
- Work to ensure there are adequate public access points to all public features, such as the county forest, lakes, rivers, and Green Bay of Lake Michigan.

**Objective:** Maintain consistent funding for maintenance and enhancement of all Oconto County parks and recreational facilities and programs.

**Policies:**

- Continue to seek adequate and consistent sources of revenue to fund needed maintenance, enhancement, and development of park and recreational facilities.
- Utilize the Capital Improvements Plan to prioritize and allocate funding for park and recreational facilities maintenance and updates.
- Support efforts of local clubs and organizations to enforce trail use rules and trail maintenance.
- Support efforts that minimize conflicts between motorized and non-motorized recreational uses.
- Promote use of the Oconto County Website, Recreational Maps, and other resources to maximize awareness of recreational opportunities and limitations.
- Assist local communities to develop a recreational plan that enhances their respective park and recreational facilities.
- Work with local communities to address the redevelopment of old garbage dump sites, underutilized properties, and former non-metallic mining operations into potential recreational sites.
- Work with local communities and applicable agencies to ensure the long-term eco-health of the county park system.
- Support GIS efforts that promote and enhance parks, recreational facilities, and recreation programs.

**Implementation Steps**

County officials should establish a general process and timetable for addressing the development strategies that will ultimately lead to implementing the comprehensive plan and to assist local communities in the implementation of their plans. The steps to prioritize the development strategies should include the following:

1. To ensure the comprehensive plan remains current, review of the plan should be a standing agenda item for at least two Planning and Zoning Committee meetings and a minimum of one County Board meeting per year. The review of the comprehensive plan should also

include assessment of the county's land use control tools (e.g., ordinances and regulations) listed previously in this chapter.

2. Planning and Zoning Committee members and county planning staff should identify priority objectives and policies and a schedule for addressing. These priority strategies will lead to the implementation of additional policies in subsequent years.
3. Planning and Zoning Committee members and county planning staff should identify key stakeholders and collaborators to assist in the implementation of the development strategies. A list of some of those entities is provided at the end of this chapter.
4. The priority objectives and policies should be separated based on topic such as housing, economic development, transportation, parks and recreation. The separation of policies by topic will allow for the delegation of projects to other entities.
5. The implementation schedule should be evaluated and revised on an annual basis. Planning and Zoning Committee members and county planning staff will need to monitor the Inventory and Trends highlighted in Chapter 2 to ensure the development strategies address the changes in local demographics and to the regional economic environment.
6. Oconto County has many tools available for the implementation of the stated development strategies over the 20-year planning period. There are comprehensive lists of financial and technical resources to implement many of the strategies listed for the housing, economic development, and transportation elements of the plan in *Volume II: County Resources*.

## **Stakeholders**

Bay-Lake Regional Planning Commission

Civic and Recreation Clubs

Local Lake Organizations

Local Sanitary Districts

Local School Districts

Local Cities, Villages, and Towns

United States Department of Agriculture, Natural Resources Conservation Service

United States Forestry Service

Wisconsin Department of Administration

Wisconsin Department of Agriculture, Trade, and Consumer Protection

Wisconsin Department of Natural Resources

Wisconsin Department of Transportation

**VOLUME I – APPENDIX A**  
**PROCEDURES FOR PUBLIC PARTICIPATION**



# Oconto County

## Comprehensive Planning

## Public Participation Plan

Procedures for Public Participation for Adoption or Amendment of the Oconto County Comprehensive Plan.

Adopted by the Oconto County Board  
of Supervisors on August 24, 2006.



Oconto County Planning









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## **Introduction**

The Oconto County Planning Process is designed to engage stakeholders and facilitate community involvement. Passive and active means of participation outlined in this plan will provide guidance while promoting stakeholders to express ideas, opinions, and expertise throughout the planning process, resulting in a publicly supported County Comprehensive Plan.

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

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

Acknowledging the need for continuous public involvement throughout the planning process and the requirements of 66.1001(4)(a) Oconto County will adopt these written public participation procedures. These adopted procedures will provide Oconto County the framework to maximize public involvement throughout the planning process.

## **Objectives of the Multi-Jurisdictional Planning Process**

The following is a list of objectives that Oconto County would like to achieve throughout the development and adoption of the Oconto County Comprehensive Plan:

- Affectively, address the multiple levels of public participation, while providing an effective mix of participation opportunities that include public information, public education, public input, public interaction and public partnership.
- Affectively, utilize and monitor the various public participation strategies set forth, in order to provide for diverse public participation opportunities throughout Oconto County.
- Affectively, maximize the efficiency of plan development as well as intergovernmental cooperation through a joint planning effort.
- Affectively, address the diverse needs, issues and priorities for all planning participants.
- Affectively, set forth means of discussing, addressing and resolving conflict between planning participants.
- Affectively, utilize the planning process and maximize public participation to create comprehensive plans that meet the requirements of 66.1001 Wis. Stats. for local communities and Oconto County.

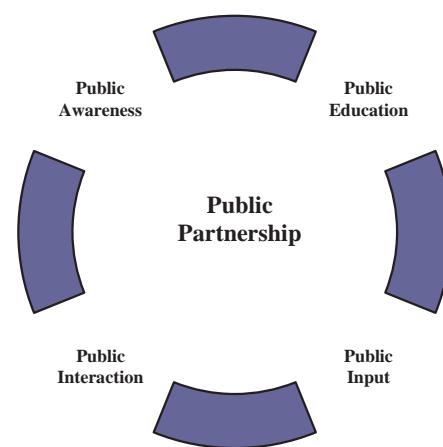
Various county departments and administrative bodies at the local and county levels have certain responsibilities for implementation of the public participation plan, the planning process and the aforementioned objectives.

- Oconto County Board of Supervisors
- Oconto County Planning and Zoning Committee
- Oconto County Planning Advisory Committee (OCPAC)
- Oconto County Technical Advisory Committee (TAC)
- Oconto County Planning and Zoning
- Oconto County UW-Extension
- Municipal Governing Bodies and Plan Commissions

## **Public Participation Guidelines**

Throughout the planning process Oconto County will utilize mediums and activities outlined in this plan to foster public participation. The County will encourage the widest degree of public involvement possible within budget constraints, to produce a plan that truly reflects the ideas, desires, and objectives of county stakeholders and special interest groups. All meetings throughout the planning process will be open to the public and will be noticed in accordance with state open meetings law. All meetings will include a period or means of obtaining public comment.

Passive and active means of public participation will create *public* awareness through *education*; promote *input*, *interaction*, and *partnership* with Oconto County residents, property owners, business owners, special interest groups, and community organizations throughout the planning process. Direct mailings, news releases, displays, exhibits, a county website, and use of additional mass media will be used to create/increase **Public Awareness** of the comprehensive planning process and participation opportunities. **Public Education** will provide citizens with objective information to assist them in understanding issues and various alternatives for addressing the issues. Educational workshops, publications and informational meetings will also aid in providing education. **Public Input** will be critical in assessing the needs of Oconto County and will assist in assessing alternatives developed to address identified needs. Public input will be collected throughout the planning process utilizing surveys, emails, focus groups, web page, interactive open houses and public meetings. Throughout the planning process focus will be placed on maintaining **Public Interaction**. Visioning exercises, nominal group workshops, S.W.O.T analysis, intergovernmental cooperation workshops; in addition to utilizing the web page for feedback, “one-on-one” staff contacts (as needed) will promote “active” interaction with the public. The highest level of participation will be the **Public Partnership**, in which local plan commissions and planning clusters are able to work together in the development of ideas that Oconto County will strive to implement.



### **Passive Public Participation Efforts**

Passive public participation efforts will take place throughout the comprehensive planning process. These efforts are informative or policy oriented in nature (passive), as opposed to active public participation sessions. These passive participation efforts will provide the public with information on:

- The requirements of comprehensive planning law and other laws and regulations that affect land use
- The contents of comprehensive plan elements
- The Oconto County planning process
- Upcoming participation sessions and plan progress

The following are detailed (passive) public participation efforts:

- **Oconto County Website**

Throughout the planning process residents will be encouraged to log onto the County's website to obtain information on the comprehensive planning process. The website will be updated as significant plan progress is made and when new opportunities arise. All agendas, minutes, public notices, draft chapters, fact sheets, newsletters, schedules and surveys associated with the comprehensive plan or planning process will be posted on the website. Website postings will be a convenient and up to date source of information for the general public. The county website can be found at [www.co.oconto.wi.us](http://www.co.oconto.wi.us). The County website provides the opportunity for online information requests and the opportunity to sign on to an email list server. Public access to the internet is available at each of the public libraries throughout the county. See Appendix C for Library Information.

- **Email Updates**

Summaries of plan progress will be provided by email to members of the Technical Advisory Committee (TAC), Oconto County Planning Advisory Committee (OCPAC), Local Plan Commissions (North, Central, South Clusters), and Local officials. Citizens, property owners and additional stakeholders may register to receive email updates upon request by visiting the County Website at [www.co.oconto.wi.us](http://www.co.oconto.wi.us).

- **Fact Sheets and News Letters**

Fact sheets and news letters will be utilized to inform and educate citizens about the Oconto County comprehensive planning process. More specifically these publications will inform the general public about planning requirements, plan issues, plan progress, and upcoming participation sessions. These publications will be available at the Oconto County Courthouse, area libraries, post offices, police/sheriff stations, municipal halls, and other community locations deemed appropriate. Publications will serve as a source of information for those citizens that do not visit the County Website on a regular basis or do not have internet access. Newsletters will be produced and distributed quarterly, with fact sheets being produced on an as-needed basis.

- **Plan Information Displays**

Meeting notices, draft chapters and other upcoming public participation sessions will be available for review at each municipal (town, village, city) hall and other locations deemed appropriate. Planning displays will be placed at the Oconto County Courthouse and at libraries throughout the county (Farnsworth Public Library, Gillett Area Public Library, Lake Country Public Library, Lena Area Public Library, Oconto Falls Area Public Library, Suring Area Public Library, Suring Area New Public Library) and other locations deemed appropriate. These displays will contain information about the plan and upcoming public participation sessions. Appendix C lists the contact information and location for each of the local libraries.

- **Written Comments**

Written comments from the public may be submitted to Advisory Committee members or planning staff at any time during the planning process. Notices of this policy, contact information, as well as an online comment sheets will be available on the Oconto County Website [www.co.oconto.wi.us](http://www.co.oconto.wi.us) under the comprehensive planning link or at the Planning and Zoning Office.

- **Press Releases**

Press releases regarding the comprehensive planning process and progress will be provided to local communities, area newspapers, radio stations and those community groups that prepare and distribute local newsletters.

- **Presentations to Local Groups**

The Oconto County Technical Advisory Committee (TAC) consisting of County Planning, Land Information, Land Conservation, UW-Extension, Economic Development, Highway, Forestry and Parks, Emergency Management, the selected consultant, and other advisory entities will work with local non-profits, local governments, community groups, and business groups with interest in the development of the Oconto County comprehensive plan. Presentations will be made to County government and advisory committees throughout the planning process

Additional means of passive public participation will be used throughout the planning process when determined and deemed appropriate.

## **Active Public Participation Efforts**

Active public participation efforts will take place throughout the comprehensive planning process. These efforts are involvement oriented in nature (active), as opposed to the informative or policy nature of passive participation.

The following are detailed (active) public participation efforts:

- **Nominal Group Workshops**

An ideas workshop (Nominal Group) will be conducted at the local, cluster and county levels. These workshops will be conducted to identify key issues within the local jurisdictions and at the cluster level. Public participation is essential.

- **Visioning Workshops**

Workshops will be conducted at the cluster level to assist vision development at the local, cluster and county levels. These workshops will utilize the outcomes of the nominal group workshops and be conducted early in the planning process. Public participation is essential.

- **Strengths, Weaknesses, Opportunities and Threats Analysis**

S.W.O.T workshops will be conducted at the cluster and county levels to identify economic strengths, weaknesses, opportunities and threats. Public participation is essential.

- **Intergovernmental Cooperation Workshops**

Workshops will be conducted at the cluster level to discuss the planning process, and identify cross boundary issues for local jurisdictions as well as the three planning clusters created as part of this planning process. Cooperation between local governments is essential to the planning process and future plan implementation. Public participation is essential.

- **Open Houses**

A minimum of two (2) “Open Houses” shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan/s and to foster/obtain public comment. The first of these open houses shall be held at the midpoint of the planning process and focus on presenting the background information and results of completed workshops. The second open house shall be held near the end of the planning process to present a draft plan to the public prior to the required public hearing. The open houses shall be noticed in the local newspapers and other sources as identified. In addition, the open houses will be noticed and posted in locations in each jurisdiction. The open house will provide the public with an opportunity to review and comment on work that has been accomplished by the Planning Team. The northern, central, and southern clusters will each conduct open houses. Public involvement is essential.

## **Planning Committees**

All Planning Advisory Committee meetings are open to the public. All meetings will provide opportunity for public comment. Meeting minutes are available on the Oconto County website at [www.co.oconto.wi.us](http://www.co.oconto.wi.us) under the comprehensive planning link or at the Oconto County Planning and Zoning Office.

- **Planning and Zoning Committee**

The Oconto County Board of Supervisors Planning and Zoning Committee will serve as the recommending body to the County Board of Supervisors regarding Comprehensive Planning. This five member committee will be updated throughout the planning process by the Planning Team and Oconto County Planning Advisory Committee.

- **Technical Advisory Committee (TAC)**

A Technical Advisory Committee (TAC) will provide technical assistance throughout the planning process. The TAC will be headed by Oconto County Planning staff will consist of UW-Extension, Land Conservation Dept., Land Information Services Dept., Economic Development Corporation, Highway Dept., Forestry and Parks Dept., Human Services Dept., WDOT and WDNR and other departments and agencies offering expertise during various aspects of plan development.

- **Oconto County Planning Advisory Committee (OCPAC)**

A Planning Advisory Committee has been formed to serve an advisory role for the Planning and Zoning Committee and County Board. The advisory committee consists of two representatives from each jurisdiction in the county. This Planning Advisory Committee will actively participate in plan preparation and periodically

update the Planning and Zoning Committee throughout the planning process. The Planning Advisory Committee will recommend a comprehensive plan to the Planning and Zoning Committee for adoption.

- **Conflict Resolving Body**

From the OCPAC membership, a steering committee will be created to serve as the conflict resolving body. This committee will develop and implement a conflict resolution procedure at the onset of the planning process.

### **Planning Clusters**

As part of the planning process, community planning clusters have been created. Utilizing these clusters will reduce the number of meetings held by consultants, therefore reducing plan costs. The use of a cluster based planning approach allows for multi-jurisdictional cooperation throughout the planning process. Please see Appendix D for Planning Cluster Map.

### **Public Participation Timeline**

Public participation activities identified within this plan and those not yet identified will be utilized throughout the planning process. Public participation will however continue to be a part of Oconto County planning long after the plans have been adopted. Please refer to the Oconto County Website for the latest information on the Oconto County Comprehensive Planning Process [www.co.oconto.wi.us](http://www.co.oconto.wi.us) or Contact the Oconto County Planning and Zoning Office.

## **Planning Team Contacts**

## **Appendix A**

### **Oconto County Planning**

Pat Virtues  
Planning, Zoning & Solid Waste Administrator  
301 Washington St.  
Oconto, WI 54153  
Phone: (920) 834-6827  
[pat.virtues@co.oconto.wi.us](mailto:pat.virtues@co.oconto.wi.us)

Jamie Broehm  
Assistant Planner  
301 Washington St.  
Oconto, WI 54153  
Phone: (920) 834-6827  
[jamie.broehm@co.oconto.wi.us](mailto:jamie.broehm@co.oconto.wi.us)

### **UW-Extension**

Dale Mohr  
Community, Natural Resources & Economic Development Agent  
Oconto County UW-Extension  
301 Washington St.  
Oconto, WI 54153  
Phone: (920) 834-6846  
[dale.mohr@ces.uwex.edu](mailto:dale.mohr@ces.uwex.edu)

### **Bay-Lake Regional Planning Commission**

Mark Walter  
Executive Director  
Bay-Lake Regional Planning Commission  
Suite 211, Old Fort Square  
211 N. Broadway  
Green Bay, WI 54303-2757  
Phone: (920) 448-2820

Richard Heath  
Assistant Director / Principle Planner  
Bay-Lake Regional Planning Commission  
Suite 211, Old Fort Square  
211 N. Broadway  
Green Bay, WI 54303-2757  
Phone: (920) 448-2820

Brandon Robinson  
Community Assistance Planner III  
Bay-Lake Regional Planning Commission  
Suite 211, Old Fort Square  
211 N. Broadway  
Green Bay, WI 54303-2757  
Phone: (920) 448-2820

**Municipal Contacts**

Town of Abrams  
 Bobbi Schneider  
 (920) 826-2299  
[townofabrams@bayland.net](mailto:townofabrams@bayland.net)

Town of Bagley  
 Alan Sleeter  
 (920) 842-4084  
[sleeteraw@ez-net.com](mailto:sleeteraw@ez-net.com)

Town of Brazeau  
 Pam Duddek  
 (920) 897-3855  
[tobrazeau@ez-net.com](mailto:tobrazeau@ez-net.com)

Town of Breed  
 LaVerne Kufner  
 (920) 842-2019

Town of Chase  
 Jeanne Wroblewski  
 (920) 822-5909  
[www.townofchase.org](http://www.townofchase.org)

Town of Doty  
 Judy Campshire  
 (715) 276-7827  
[campy@ez-net.com](mailto:campy@ez-net.com)

Town of Gillett  
 Renee Carlson  
 (920) 855-2149  
[rrcarlson@ez-net.com](mailto:rrcarlson@ez-net.com)

Town of How  
 Mary Woods  
 (920) 842-2487  
[townofhow@ez-net.com](mailto:townofhow@ez-net.com)

Town of Lakewood  
 Joanne Roy  
 (715) 478-7231  
[tnlkwd@ez-net.com](mailto:tnlkwd@ez-net.com)

Town of Lena  
 Diane Lavarda  
 (920) 829-5150  
 (920) 829-6510  
[dianel@ez-net.com](mailto:dianel@ez-net.com)

Town of Little Suamico  
 Sandra Pagel  
 (920) 826-7314  
[pagelfam@ez-net.com](mailto:pagelfam@ez-net.com)

Town of Maple Valley  
 Lorraine Riegert  
 (920) 842-2049  
[riegert@hotmail.com](mailto:riegert@hotmail.com)

Town of Morgan  
 Arvilla Rusnak  
 (920) 848-4843  
[rusnaks@bayland.net](mailto:rusnaks@bayland.net)

Town of Mountain  
 Debra Uhlenbrauck  
 (715) 276-6051  
[debclerk@ez-net.com](mailto:debclerk@ez-net.com)

Town of Oconto  
 Lori Scanlan  
 (920) 834-4351

Town of Oconto Falls  
 Gwen Holtz  
 (920) 848-2546  
[gwen@ez-net.com](mailto:gwen@ez-net.com)

Town of Pensaukee  
 Joyce Stoegbauer  
 (920) 835-5370  
[joycest@ez-net.com](mailto:joycest@ez-net.com)

Town of Riverview  
 Janice Flaherty  
 (715) 276-6914  
[clerk@townofriverview.com](mailto:clerk@townofriverview.com)

Town of Spruce  
 Barbara Baugnet  
 (920) 848-8439  
[gbaugnet@ez-net.com](mailto:gbaugnet@ez-net.com)

Town of Stiles  
 Marilyn Magnin  
 (920) 846-3159  
[stilestown@ez-net.com](mailto:stilestown@ez-net.com)

Town of Underhill  
 Louis Winkler  
 (920) 855-2063

Village of Lena  
 Janet Ragen  
 (920) 829-5226  
[villageoflena@ez-net.com](mailto:villageoflena@ez-net.com)

Village of Pulaski  
 Karen Ostrowski  
 (920) 822-5182  
[villpul@netnet.net](mailto:villpul@netnet.net)

Village of Suring  
 Carol Heise  
 (920) 842-2333  
[cmheise@ez-net.com](mailto:cmheise@ez-net.com)

City of Gillett  
 Kaye Rundquist  
 (920) 855-2255  
[kayer@ci.gillett.wi.us](mailto:kayer@ci.gillett.wi.us)

City of Oconto  
 Linda Belongia  
 (920) 834-7711  
[clerk@cityofconto.com](mailto:clerk@cityofconto.com)

City of Oconto Falls  
 Michele Ripley  
 (920) 846-4505  
[dclerk@ci.ocontofalls.wi.us](mailto:dclerk@ci.ocontofalls.wi.us)

Town of Little River  
 Sherry Strom  
 (920) 834-3617  
[tnlitriver@ez-net.com](mailto:tnlitriver@ez-net.com)

Town of Townsend  
 Lois Fischer  
 (715) 276-6856  
[totownsend@ez-net.com](mailto:totownsend@ez-net.com)

**Appendix B**

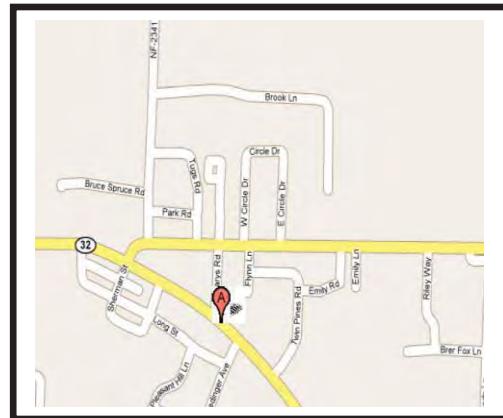
**Oconto County Public Libraries****Appendix C****Farnsworth Public Library**

715 Main Street  
Oconto, WI 54153

Director: Peggy Murphy  
Phone: 920-834-7730  
Website: <http://www.nfls.lib.wi.us/oco/>  
Email: [oco@owlsnet.owls.lib.wi.us](mailto:oco@owlsnet.owls.lib.wi.us)

## Hours:

Tuesday – Wednesday 11:00 am – 7:00 pm  
Thursday – Friday 10:00 am – 6:00 pm  
Saturday (Sept – Nov) 9:00 am – 12:00 noon

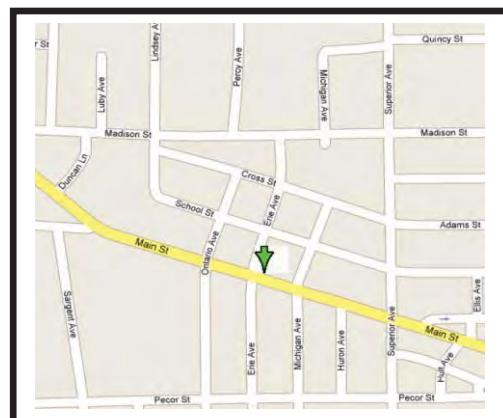
**Gillett Public Library**

200 E. Main Street  
Gillett, WI 54124

Director: Kay Rankel  
Phone: 920-855-6224  
Website: <http://www.nfls.lib.wi.us/gil/>  
Email: [gil@owlsnet.owls.lib.wi.us](mailto:gil@owlsnet.owls.lib.wi.us)

## Hours:

Tuesday - Friday 9:00 am – 7:00 pm  
Saturday (Sept – May) 9:00 am – 12:00 noon



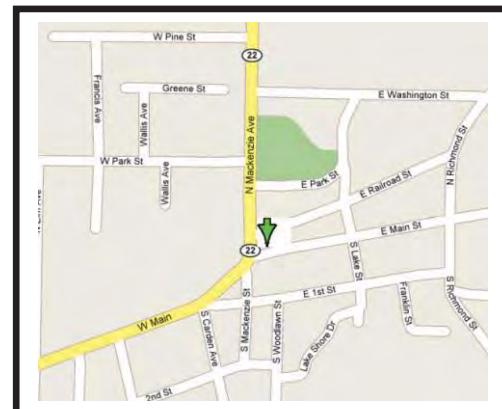
**Lakes Country Public Library**

15235 Hwy 32  
Lakewood, WI 54138

Director: Pam Ellingson  
Phone: 715-276-9020  
Website: <http://www.nfls.lib.wi.us/lak/>  
Email: [lak@owlsnet.owls.lib.wi.us](mailto:lak@owlsnet.owls.lib.wi.us)

## Hours:

Monday – Tuesday	9:00 am – 5:00 pm
Wednesday	2:00 pm – 8:00 pm
Thursday	9:00 am – 5:00 pm
Friday	2:00 pm – 8:00 pm
Saturday	9:00 am – 2:00 pm

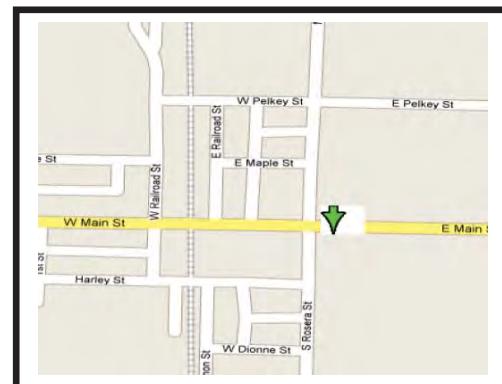
**Lena Public Library**

117 Main Street  
Lena, WI 54139

Director: Jennifer Thiele  
Phone: 920-829-5335  
Email: [len@owlsnet.owls.lib.wi.us](mailto:len@owlsnet.owls.lib.wi.us)

## Hours:

Tuesday – Thursday	1:00 pm – 6:00 pm
Friday	10:00 am – 4:00 pm

**Oconto Falls Public Library**

251 North Main Street  
Oconto Falls, WI 54154

Director: Joan Denis  
Phone: 920-846-2673  
Website: <http://www.nfls.lib.wi.us/ocf/>  
Email: [ocf@owlsnet.owls.lib.wi.us](mailto:ocf@owlsnet.owls.lib.wi.us)

## Hours:

Monday – Thursday	10:00 am – 7:00 pm
Friday	10:00 am – 5:00 pm
Saturday	9:00 am – 12:00 noon



## Suring Area Public Library

924 East Main Street  
Suring, WI 54174

Director: Maggie Waggoner

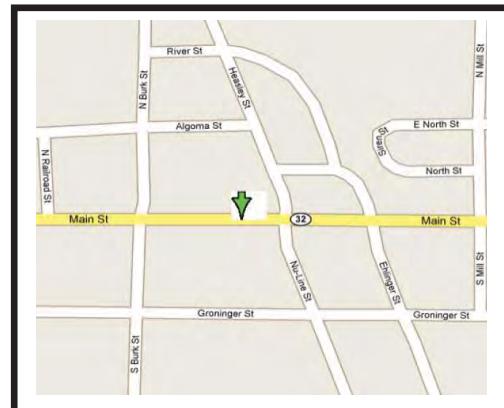
Phone: 920-842-4451

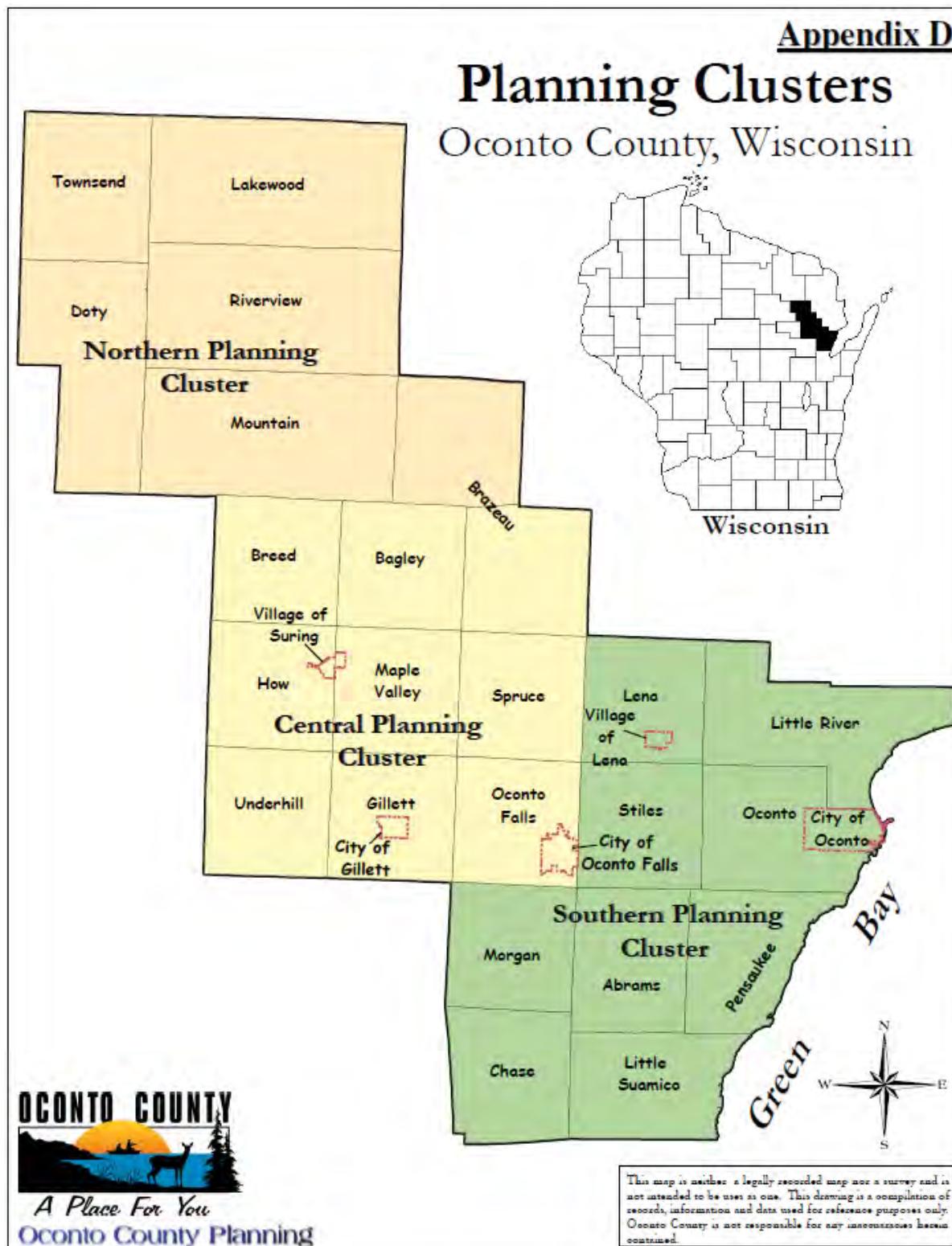
Website: <http://www.nfls.lib.wi.us/sur/>

Email: [sur@owlsnet.owls.lib.wi.us](mailto:sur@owlsnet.owls.lib.wi.us)

Hours:

Monday	10:00 am – 6:00 pm
Tuesday	1:00 pm – 5:00 pm
Wednesday	10:00 am – 6:00 pm
Thursday	1:00 pm – 5:00 pm
Friday	1:00 pm – 5:00 pm
Saturday	10:00 am – 12:00 noon







**VOLUME I – APPENDIX B**  
**PROCEDURES FOR PUBLIC PARTICIPATION**



Oconto County

## Public Participation Plan

For the development of the Farmland Preservation Plan

*Adopted June 20, 2013*



Oconto County Planning & Zoning

RESOLUTION # 52 - 13

3 TO: The Honorable Chairperson and Members of the Oconto County Board of Supervisors  
4  
5 RE: **Public Participation Plan for the development of the Oconto County Farmland**  
6 **Preservation Plan**  
7  
8  
9 WHEREAS, Oconto County is required to adopt a farmland preservation plan as defined by and in  
10 accordance with Chapter 91, Wisconsin Statutes; and  
11  
12 WHEREAS, s. 91.10(3), Stats., provides that "...a county shall follow the procedures under s.  
13 66.1001(4) for the adoption of a comprehensive plan...", and  
14  
15 WHEREAS, s. 66.1001(4)(a), Stats., requires the governing body of a county to adopt written  
16 procedures that are designed to foster public participation, including open discussion,  
17 communication programs, information services, and public meetings for which advance notice has  
18 been provided in every stage of preparation of a farmland preservation plan, and  
19  
20 WHEREAS, the Planning and Zoning Department has, consistent with s. 66.1001(4)(a), Stats.,  
21 drafted the "Public Participation Plan for development of the Oconto County Farmland Preservation  
22 Plan", and  
23  
24 WHEREAS, the Planning and Zoning Committee has reviewed and recommends approval of the  
25 "Public Participation Plan for development of the Oconto County Farmland Preservation Plan".  
26  
27 NOW, THEREFORE BE IT RESOLVED, that Oconto County Board of Supervisors does hereby  
28 approve the "Public Participation Plan for development of the Oconto County Farmland Preservation  
29 Plan".  
30  
31 BE IT FURTHER RESOLVED, that the Oconto County Planning and Zoning Department, with  
32 oversight by the Planning and Zoning Committee, is responsible for implementation of the "Public  
33 Participation Plan for development of the Oconto County Farmland Preservation Plan".

Submitted this 20th day of June, 2013

BY: THE PLANNING AND ZONING SUBCOMMITTEE  
Ron Korzeniewski, Chairman  
Louis Winkler, Vice-Chair  
Terry Brazeau, Secretary  
Ken Linzmeyer  
Darrell Page

Reviewed by Corporation Counsel:

RJW 6/4/13  
Initials of Date

Vote: 30 Ayes: 0 Nays: 0

Absent: 1

STATE OF WISCONSIN } I, Kim Pytleski  
County Oconto do hereby certify  
that the above is a true and correct copy of the  
original now on file in the office of the County Clerk and  
that it was adopted by the Oconto County Board of  
Supervisors on this date.  
Date: 4/20/01 *Kim Pytleski*  
(Seal) Oconto County Clerk

**Public Participation Plan**  
For the development of the Farmland Preservation Plan

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## Public Participation Plan For the development of the Farmland Preservation Plan

### **Introduction**

In 1985, Oconto County adopted the Oconto County Farmland Preservation Plan prepared by Bay-Lake Regional Planning Commission. This plan was developed to serve as a guide to the preservation of farmlands, woodlands, and significant environmental areas within the county and to help maintain and expand the agricultural economy. In 2009, the state of Wisconsin passed the Working Lands Initiative legislation, which overhauled the state farmland preservation program. This new legislation establishes expiration dates for existing county farmland preservation plans, requirements for certification of new updated plans and requires that a county shall adopt a farmland preservation plan meeting the requirements of Chapter 91 by January 1, 2016.

In early 2013, Oconto County accepted grant funding from the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) to update the Oconto County Farmland Preservation Plan to Chapter 91 standards. These standards require that when the county begins the farmland preservation planning process, the process follows the procedures established in s. 66.1001 (4) for plan adoption.

66.1001 (4)(a) requires the governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a the Farmland Preservation Plan.

The planning process for updating the Oconto County Farmland Preservation Plan is designed to engage stakeholders and facilitate community involvement. Passive and active participation measures outlined in this plan will provide stakeholders avenues to interact with the material, express ideas, opinions, and expertise throughout the planning process.

### **Objectives**

Throughout the planning process Oconto County will strive to meet the following objectives.

- Address the multiple levels of public participation through public information, public education, public input, public interaction and public partnership.
- Employ public participation strategies that provide for diverse public participation opportunities throughout Oconto County.
- Maximize the efficiency of plan development as well as intergovernmental cooperation through a cooperative planning effort.
- Address the needs, issues and priorities for stakeholders.
- Discuss, address, and resolve conflict between planning participants.
- Promote public participation to create a farmland preservation plan meeting the requirements of Chp. 91 and 66.1001 Wis. Stats.

### **Public Participation Guidelines**

Throughout the planning process Oconto County will utilize strategies outlined in this plan to foster public participation. The county will encourage a wide degree of public involvement to produce a plan that reflects the ideas, desires, and objectives of stakeholders. All meetings throughout the planning process will be open to the public and noticed in accordance with state open meetings law.

## Public Participation Plan

### For the development of the Farmland Preservation Plan

Passive and active means of public participation will create public awareness through education; promote input, interaction, and partnership with Oconto County residents, property owners, business owners, special interest groups, and community organizations throughout the planning process. Mailings, news releases, and county website will be used to promote Public awareness of the farmland preservation planning process and participation opportunities. Public education will provide citizens with objective information to assist them in understanding issues and various alternatives for addressing the issues. Publications and informational meetings will aid in this education effort. Public Input will be essential in assessing the needs of Oconto County throughout the planning process. Public input will be collected throughout the planning process utilizing surveys, email, open house informational and public meetings, and the county website. Throughout the planning process focus will be placed on maintaining public interaction. This planning process will also place an emphasis on public partnership, as local municipalities, state and federal agencies as efforts will be made to involve these entities in plan development.

#### **Means of Public Participation Efforts**

Passive and active means of public participation will create public awareness through education and interaction with Oconto County residents and stakeholders throughout the planning process. At any point during the planning process additional public participation activities may be developed to address a specific concern or issue.

#### **Passive Public Participation Efforts**

Passive public participation efforts will provide the public with information on: the requirements of farmland preservation planning and other regulations that affect agricultural and non-agricultural land use, the planning process, avenues for public participation and plan progress. The following are passive public participation efforts the will be utilized throughout the planning process.

- **Oconto County Website**

Throughout the planning process residents will be encouraged to utilize the county website to obtain information on the farmland preservation planning process. All meeting agendas and minutes, public notices, plan drafts, maps, fact sheets, timelines associated with the farmland preservation plan will be posted on the website at [www.co.oconto.wi.us](http://www.co.oconto.wi.us). Free public internet access is available at each of the public libraries throughout the county.

- **Email Updates**

Planning process information and updates will be provided by email to members of the Farmland Preservation Advisory Committee and Local Municipalities. Citizens and stakeholders may register to receive email updates by contacting the Oconto County Planner at [jamie.broehm@co.oconto.wi.us](mailto:jamie.broehm@co.oconto.wi.us).

- **Fact Sheets and Informational Publications**

Fact sheets and other informational publications will be utilized throughout the planning process to inform citizens about farmland preservation, farmland preservation planning, plan progress and avenues for public participation. These publications may be found at the Oconto County Planning and Zoning Office, Oconto County Land Conservation Office and other community locations deemed appropriate.

**Public Participation Plan**  
For the development of the Farmland Preservation Plan

• **Press Releases**

Press releases regarding the farmland preservation planning process and progress will be provided to local news outlets.

• **Written Comments**

Written comments from the public may be submitted to the Oconto County Planning and Zoning Office at any time during the planning process.

Oconto County Planning and Zoning  
Attn: Jamie Broehm  
301 Washington St.  
Oconto, WI 54153

Written comments may also be submitted by email to [jamie.broehm@co.oconto.wi.us](mailto:jamie.broehm@co.oconto.wi.us).

**Active Public Participation Efforts**

Active public participation efforts are involvement oriented, as opposed to the informative or policy nature of passive participation. The following are active public participation efforts that will be utilized in this planning process. Approximate times for each participation effort are shown. All meeting dates will be noticed and publicized through other means to notify the public. **Tentative dates shown below were revised in September 2013.**

• **Kickoff Meeting – June – July 2013 October 2013**

An Oconto County Farmland Preservation Kick-off meeting will be held to give citizens and stakeholders an opportunity to learn more about the Working Lands Initiative. This will include information on planning, tax credits, PACE, AEs, and the Oconto County Farmland Preservation Plan Update process, timeline, and public participation opportunities. Oconto County staff will give presentations and be on hand to answer questions.

• **Public Opinion Survey – June – October 2013 December 2013 – February 2014**

A public opinion survey on farmland preservation and natural resources issues will be prepared and available online and at meetings throughout the planning process.

• **Local Meetings – July – December 2013 January 2014 – May 2014**

Planning staff will meet with local towns to review and determine areas to be designated for farmland preservation. Each town will work with planning staff to develop a jurisdictional Farmland Preservation Map. Efforts will be made to keep the Farmland Preservation Maps consistent with local comprehensive plans and future land use maps.

• **Public Information Meeting(s) – June – July 2013/Dec 2013/Jan 2014/April 2014 Oct. 2013/May-Aug. 2014**

A public information meeting(s) will be held during the planning process to give citizens and stakeholders an opportunity to review draft plan text and maps. Times, dates and locations to be determined.

• **Public Hearing – May – June 2014 August 2014**

A public hearing on the Oconto County Farmland Preservation Plan prior to County Board adoption of the plan and as an amendment to the Oconto County 20-year Comprehensive Plan. The public will have the opportunity to comment on the Farmland Preservation Plan during this public hearing. Time, date, and location to be determined.

**Public Participation Plan**  
For the development of the Farmland Preservation Plan

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**Planning Committees**

All Farmland Preservation Planning Advisory Committee meetings are open to the public. All meetings will provide an opportunity for public comment. All meeting agendas and minutes are available on the Oconto County website under the Minutes & Agendas tab or at the Oconto County Planning and Zoning Office.

- Planning and Zoning Committee

The Oconto County Planning and Zoning Committee will serve as the recommending body to the County Board of Supervisors regarding the Farmland Preservation Plan and amendment to the Oconto County Comprehensive Plan. The five member committee will be updated throughout the planning process by the planning team and Oconto County Farmland Preservation Advisory Committee.

- Oconto County Farmland Preservation Planning Advisory Committee

The Planning Advisory Committee will actively participate in the preparation of the Oconto County Farmland Preservation Plan and will recommend a Farmland Preservation Plan to the Oconto County Planning and Zoning Committee to adopt by supporting resolution to the Oconto County Board. The planning advisory committee will be comprised of local officials, stakeholders, and interested citizens. The Oconto County Planning and Zoning Committee will review and approve the membership of the planning advisory committee.

**Public Participation Timeline**

All passive public participation measures will be ongoing throughout the planning process, while active means of participation will be held at different times during the planning process. Approximate dates associated with these activities are shown above, however these dates will be further identified as the planning process progresses. For an up-to-date project timeline, project information, meeting dates, and notices please visit the Oconto County website at [www.co.oconto.wi.us](http://www.co.oconto.wi.us) or contact Jamie Broehm, Planner at [jamie.broehm@co.oconto.wi.us](mailto:jamie.broehm@co.oconto.wi.us).



**VOLUME I – APPENDIX C  
NOMINAL GROUP RESULTS**



**“Northern Cluster”**

Nominal Group Results – August 22, 2006

**Group 1**

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

**Group 2**

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

**“Southern Cluster”**

Nominal Group Results – August 24, 2006

**Group 1**

<b>3</b>	<b>Businesses/industries located in municipalities</b>
<b>3</b>	<b>Farmers “Right to Farm”</b>
2	County needs jobs
2	Lack of police force based on population totals
2	Quarries
2	Urban sprawl from Brown County
1	Continue collaboration on Re-zone between county and towns
1	Decide uniform lot sizes for cluster
1	Discuss potential sanitary district areas
1	Park and recreation is a concern, expansion of recreation and green space
1	Preservation of waterways (3 major ones)
1	Preserve working lands (forestry and ag. lands)
1	Try to keep affordable housing in area
	Address “ <u>junkie</u> ” areas in the area and county (jointly)
	Address light pollution (bright properties)
	Better utilize forest areas/other natural areas
	Billboards addressed (#/size/placement)
	Concern of school consolidation and lack of future students
	Gas prices may “drive” people out of area
	Get commercial business in area for taxes
	Highway development to be consistent in area
	Lack of multi family in area that <u>is</u> affordable
	Maintain scenic easements along highway corridors
	Not “ <u>Outgrow</u> ” resources (police/fire/park/water) natural and public
	Wetlands help define/consistent definition

**Group 2**

<b>4</b>	<b>Preserve agriculture</b>
<b>3</b>	<b>Maximize industry and promote hwy corridor for industry</b>
2	Establish a southern cluster industrial area
2	Maintain water quality (surface waters)
1	Blighted area controls
1	Control light pollution – preserve night skies
1	Create (multi-use) (non-motorized) pedestrian pathways (bike, walk etc...) to interconnect communities
1	Intergovernmental cooperation
1	Maintain historic areas and buildings
1	Maintain wooded/forested areas
1	Means of funding for local parks
1	More restrictive shoreland controls
1	Protect farmers right to farm
1	Rural development and lot size
	Aging population
	Billboard control
	Develop multi-family housing in areas with utilities
	Employment
	Increase identify and regulate non-metallic mining
	Increased population
	Keeping green space in development
	Lack of youth
	Maintain local control and protect property rights
	Maintain rural character
	More recreational events
	More stringent subdivision regulation
	Need for low income housing
	Preserve access to local water resources
	Promote tourism

**Group 3**

3	Conserve large contiguous areas of natural resources-preserve, protect groundwater/wetland resources
3	<b>Offer tax incentives to attract businesses/industry</b>
2	Develop viable, but restrictive sign/billboard ordinance that can be used county-wide
2	More sharing of services between communities
2	Protect agricultural in south as necessary
1	Centralize development near incorporated
1	Commercial developments that fit the character of the area
1	Consider impacts of transportation improvements
1	Control/eliminate spot zoning
1	Enhance/protect park and recreation areas-walking trails
1	Loss of industry
1	Ordinances to allow farm and residential activities to co-exist
1	Preservation of historic places
1	Stronger rules and laws governing abandoned farm buildings, equipment and cars
	Develop a county zoning/subdivision ordinances that can be used county wide
	Elderly housing
	Improve on shoreline zoning
	More elderly transportation
	Police – more of it
	Promote local businesses
	Promote/encourage transportation (highway and rail) access to commercial/retail/industrial
	Recognize diversity within the county
	Regulate four wheelers and dirt bikes
	Regulate housing development – locations/densities, etc.
	Stronger regulation for reclamation of gravel pits

# Oconto County Central Planning Cluster

## Nominal Group Results

August 29, 2006

### **Group 1**

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

### **Group 2**

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

### **Group 3**

**APPENDIX C – NOMINAL GROUP RESULTS**

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



**VOLUME I – APPENDIX D**  
**VISIONING SURVEY RESULTS**



# OCPAC VISIONING SURVEY RESULTS

## SPRING 2007

### **FUTURE OF OCONTO COUNTY**

*Imagine if you left the county for 15-20 years and then returned, what would you hope to see?*

#### **Natural Resources/Cultural & Historic Resources**

- Clean/cleaner lakes and streams
- More access points
- Maintain and preserve public wildlife areas
- More development of natural resources
- Wind power
- Solar power
- Geo-thermal
- Methane
- Clean rivers and lakes
- Preserve historical sites
- Protected forest lands
- Clean air
- Maintain and preserve our culture
- Historic resources kept in place and cared for
- Reclaimed gravel pits suitable for housing
- Public use of our (Chase) historical stone barn
- Reforest some of the areas that are cleared
- Conserve forest land
- Save historic building
- Maintain watersheds
- Isolated endangered species areas
- Protect woodland
- Setback from lakes, rivers
- Conserve wetlands
- Cleanup rivers and lakes
- Maintain groundwater quality
- Good water quality
- Smart forestry
- Streams preserved
- Keep natural resources
- O culture
- Farm fields
- Large wooded areas

- Maintain natural vegetation
- Create buffer zone (shorelines)
- High quality groundwater
- Limit wildlife habitat fragmentation – protect wildlife habitat
- Control invasive species
- Limit quarries
- Protect environmental corridors
- More parks along bay shore
- Family based activities
- Harbors- Pensaukee, Little River and Oconto
- Increase tourism
- Maintain rural nature
- Preserve/improve lake water quality
- Protect McLauslin Brook
- Protect timber resources
- Wilderness areas in National Forest
- Create corridors along all streams
- Sustainable forestry practices
- Clean lakes w/natural shorelines
- Abundant fish
- Abundant game
- Preserve Large Pines
- Clean Lakes
- Lakes remain open to public access
- Existing cultural sites maintained

### **Land Planning & Development**

- Preserve appearance “from the road”
- Owners use of land not government
- Less government
- Small lot sizes to maximize land usage
- Zone land to best fit its use
- Be able to re-evaluate land usage
- Cluster homes and businesses to best utilize water, sewage, etc.
- Developed highway corridors
- Lot size same 3 acres
- Zoning same
- Planned communities
- Plan for future utilities
- Practicable use for farm land
- Adequate scenery
- Keep farmland areas
- Windmill farms or solar energy

- Regulate signs
- Control junk yards
- Preserve natural vegetation
- 2 acre lot size
- Open area between mega farms and development
- No gravel pits anymore
- Rural setting
- Large lots
- No sand pits
- No sub-divisions
- Develop conservation design residential districts
- Preserve farmland
- Maintain rural character
- Commercial/industrial development by state highways
- Apartments/condos in cities
- No additional growth past “J”
- 4 lanes from Abrams to Peshtigo
- Elderly housing
- Bay shore public access
- Preserve open area
- Develop business districts
- Promote large lot sizes on Lakes
- More septic testing
- Tighter shoreland zoning
- Zone town areas to reduce sprawl
- No keyhole developments
- Maintain standards
- Larger lot sizes especially for subdivisions

### **Commerce & Industry**

- More small businesses
- Maintain local industry
- New bowling alley in Gillett
- More help from government for businesses
- Trade school for business
- Industry drawn into the area
- Commerce and industry growing and thriving
- Jobs available locally for residents
- Industry increase in Gillett
- More industry, commercial and retail businesses, and material warehouses
- Better paying jobs
- Help business with grants
- Employer friendly business

- Availability of services for business
- Have sites available
- High speed internet
- Better business practice
- Be self sufficient
- Type of jobs available
- Educate young people for jobs
- New businesses
- Industry that is here still here
- New industry if possible
- Maybe a convenience store/gas station in Morgan
- Small businesses
- Maintain quarry #s
- Develop state highways – commercial and industry
- Develop cities (i.e. Oconto, Gillett, Suring)
- Small businesses
- Large industries in Oconto, Oconto Falls, Suring, Gillett
- Improve availability to health care
- Promote clean industry
- Promote service industries
- Light manufacturing
- Clean (green) industries
- Increase industry
- No smoke stacks

## **Community Services**

- Better schools
- Expansion on emergency services
- More reliability of electric
- The hospital in Oconto enlarged
- Less mandates
- Change property tax for schools
- Schools improved feasibly
- Health facilities maintained locally
- Improved utilities
- Transportation for elderly
- Efficient energy sources
- Schools are on right track
- Emergency services continue as now
- Develop sewer district (sanitary district)
- More police service
- Possibly build nursing homes and assisted living facility
- Maintain and improve protective services

- Schools be energy efficient
- Circuit court throughout the county
- More senior services
- Intergovernmental cooperation
- Better communication
- Communication with school district
- Sharing fire-ambulance service
- Training young people for future
- Upgraded utilities
- New town hall
- Emergency services fully functional
- Schools upgraded
- Limit cellular tower development
- High standards for primary education
- Shared services (reduce costs to each township)
- Growing hospitals – need more in Northern Oconto County
- Expansion of Bond Health Center
- CMH expansions
- Schools
- Emergency response systems
- Post high school education
- Community center
- Fire department
- Police protection
- More services i.e. not Saturday office
- More sheriff presence in Northern Cluster
- Local municipal courts
- More local law enforcement
- Develop countywide emergency services
- Schools consolidated

## **Housing**

- Conservation by design
- Decrease in prefabricated housing
- Larger lot requirements
- Smart growth stopped
- Owners have free use of their land
- Affordable housing
- Attractive housing
- Clustered communities
- Elderly housing
- Increase with smart growth
- Multiple and apartment buildings

- Affordable housing (not trailers)
- Limit areas for housing
- Rules for building
- Determine condition of housing
- Use more environmental products
- Education on housing
- Senior/handicap units
- Need for diversified housing
- Central location
- Codes for building
- Adequate housing
- Affordable housing
- New homes that are compatible with existing homes
- Large lots sizes – 5 acres or more
- Slow residential
- No multi-family
- Affordable housing for all
- Subdivisions near cities
- Growth adjacent to cities
- No urban sprawl
- Harbor condos
- Limit trailer homes
- More housing with greenspace
- More assisted living
- Zoning to prevent sprawl
- Zoning for various types of housing
- Enforce housing standards

### **Transportation/Roads & Highways**

- Better roads
- All roads brought up to date
- Maintained roads
- Scenic roads
- Upgraded rail transportation
- Limited billboards
- Continue to keep up county and town roads
- Continue to update state roads
- Shuttle bus service for elderly to shop and doctor appointments
- Make some town roads through roads between 41 and 32
- Safe pedestrian along roads
- Roads in harmony with land
- Transportation for people
- System which reduces accidents

- Provide multi use utility and transportation
- Better roads
- Build roads easier to maintain
- Traffic controls
- Convenient bicycle traffic
- Future road right of way
- Affect on wildlife
- Use recycle products for roads
- Provide for multi use roads
- Good roads
- Highways kept up
- Keep maintained
- Well maintained roads
- More bicycle/walking trails
- Promote park and rides
- 4 lanes Abrams to Peshtigo
- Plan bike transportation routes
- Good roads
- More connectors-feeders
- No 4 lane highways up here
- Enforce speed limits
- Inspection of vehicles
- Adequate funding for local roads

### **Agriculture/Farming**

- Preserve existing farmland
- Workable restrictions on farmland
- Tax use not value
- Less state/federal government
- Preserved farmland
- Farmers rights protected
- Farms thriving
- Farms updated with new technology
- Preserve prime agriculture lands
- Commercial farming
- Farmers markets
- Support family units
- Promote outside of area
- Classify land
- Control mega farms
- Farms right to farm safely
- Preserve farmland
- Help young farmers get started

- Control urban sprawl
- Control runoff
- Mega-farm use high-tech
- Farming preserved
- Agriculture thriving
- More more more!!
- Open spaces
- Retain agricultural land as much as possible
- Limit housing to conservation design
- Maintained
- Preservation of forest
- Zoning for that purpose
- Control of animal waste

### **Recreation**

- More/improved trails
- Better education in schools about forests
- More camp areas
- Lower price
- More primitive camping
- Clean rivers and lakes for boating, fishing, swimming, etc.
- Parks and recreation areas for tourists and residents
- Trails-hiking, biking, skiing
- Upgrade trails
- Cooperation between villages, towns, and cities
- Preserve some green space-walking trails, recreation trails, horse areas
- Education on wildlife
- Have more public areas for hunting
- Marked trail
- Accessible to recreation areas
- Enlisting seniors for camphost
- Restock fishing programs
- Supervised trails
- Provide for scenic trails
- Facilities to meet demand
- Adequate areas
- Healthy lakes for fishing
- Parks
- Access for river & lakes for the public
- Increase tourism (promote)
- Bay shore parks
- Family activities
- Harbor development

- Develop more trail systems –quiet sports hike/bike
- Motorsports ATV, snow, motorcycle
- Recreation/bike trails
- Check the needs of various types of recreation –ATV, snowmobile, bikes, hiking, cross country skiing, etc.
- Lakes protected
- Maintain existing access points to bay
- Adequate areas set aside for recreation



**VOLUME I – APPENDIX E**  
**AGRICULTURAL SURVEY RESULTS**



# Oconto County Agriculture Survey Results



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### Oconto County Agriculture Survey Results

#### PURPOSE

The purpose of this survey was to gather input from agricultural landowners, agricultural operators, agri-business owners, and interested residents with respect to agricultural issues and farmland preservation in Oconto County.

#### PROCESS

The Oconto County Planning Department mailed postcards to 1,957 landowners; requesting input on agricultural issues and farmland preservation. Receiving this notification were landowners of parcel(s) with existing active agricultural use as found on the 2007 Existing Land Use Map (*Pg. 11-7, Oconto County 20-Year Comprehensive Plan*); planned for future agricultural, woodland, or open space as found on the Oconto County General Plan Design Map (GPD) (*Pg. 3-13, Oconto County 20-Year Comprehensive Plan*); and zoned Agricultural as found on current Oconto County Zoning Map. The postcard gave the recipient three options for completing the agricultural survey. The three options were to take the survey online; request a link to the online survey be emailed; or request a paper copy be mailed.

Planning staff utilized the survey capabilities of Google Drive to create an online survey. Of the 197 respondents, 138 completed the online survey. The Planning and Zoning Department received 44 requests for a paper copy. All 44 of these surveys were mailed, completed, and returned. In addition to the postcards, the Planning and Zoning office sent a copy of the survey to 37 active farms within areas of the county designated for future residential; commercial; or other non-agricultural, non-woodland, or non-natural resource development as found on the Oconto County General Plan Design Map (GPD) (*Pg. 3-13, Oconto County 20-Year Comprehensive Plan*). While these agricultural operators are located within areas currently not available for farmland preservation consideration, planning staff felt it was necessary to provide them the ability to provide their input. Of these 37 surveys mailed, 15 were returned. Additional attempts to provide access and awareness of the survey included an *email notification sent to town clerks; public notice was published in the Oconto County Reporter and the Oconto County Times Herald the week of March 19, 2014; and on the County Website*.



In total 1,994 survey notices or copies of the survey were sent, with 197 or 10 percent completing the survey. In this survey process, there was no test for "non-response bias". In similar surveys conducted in other counties across the state and facilitated by the local UW-Extension and Survey Research Center (SRC) at the University of Wisconsin-River Falls, non-response bias was tested through a second mailing. Responses from a second mailing are compared to the responses of the first mailing to determine statically if there would be a concern of non-response bias. Due to mailing costs, it was decided to conduct only one mailing and therefore no comparison was done for non-response bias. The responses received were compared to other county survey results and the results of multiple town land use planning surveys conducted over the past years. The responses from this survey appear to be consistent, and the valuable information and insights provided will be beneficial to this and future projects.

Oconto County  
Agriculture Survey Results

**PROFILE OF RESPONDENTS**

- Of the respondents approximately nine in ten were male and were long-term residents of Oconto County (over 20 years). (88%)
- Majority of the respondents were ages 45 and above. (89%)
- A third of the respondents were retirees. (33%)
- Of the respondents 103 or 52% consider themselves active farmers and 94 or 48% consider themselves non-active farmers. Based on review of responses it is likely that a majority of those respondents that consider themselves non-active are retired farmers or agricultural land owners that rent their lands.

Figure 1: Years Lived In Oconto County

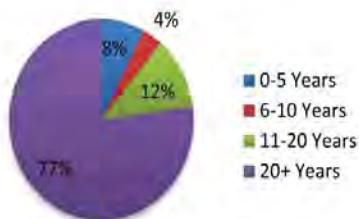


Figure 2: Gender

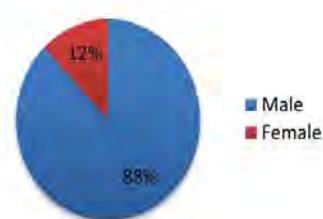


Figure 3: Age

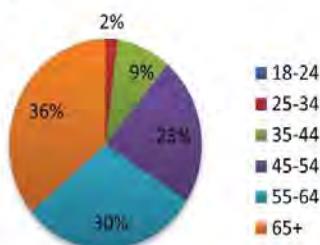
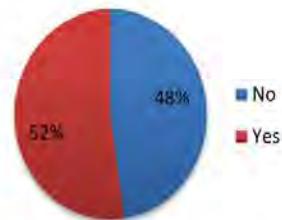
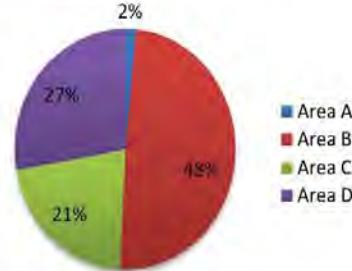
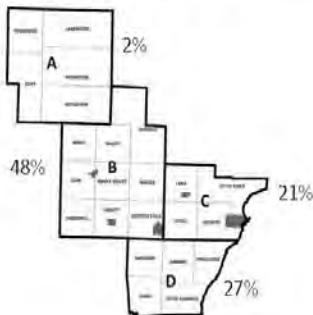


Figure 4: Actively Farming



- A majority (48%) of the respondents were located in area B as identified in Figure 5 below.

Figure 5: Location in which a majority of the respondents farm acreage and/or business is located.



Oconto County  
Agriculture Survey Results

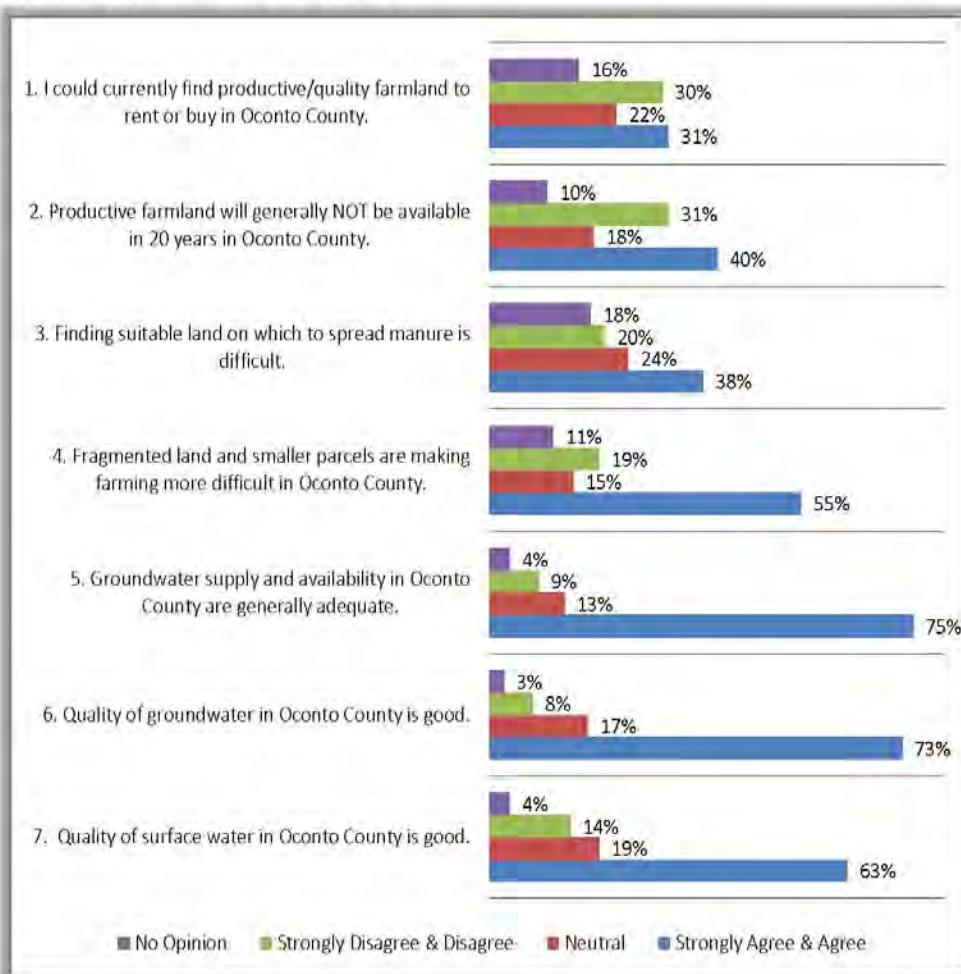
### KEY AGRICULTURAL ISSUES

Survey respondents were asked to indicate their level of agreement with seven statements relating to the impacts of agricultural trends using the following scale: strongly agree, agree, neutral, disagree, strongly disagree, or no opinion. Below **Figure 6** gives a summary of the results. For this summary the strongly agree and agree responses have been combined. This was also done for the strongly disagree and disagree responses.

Responses show that the majority of respondents felt that quality of ground and surface waters is good; groundwater supply is generally adequate; fragmentation of parcels is making farming increasingly difficult; finding land on which to spread manure is difficult; and productive farmland will generally not be available in 20 years.

The respondents were split on whether they could currently find productive quality farmland to rent or buy.

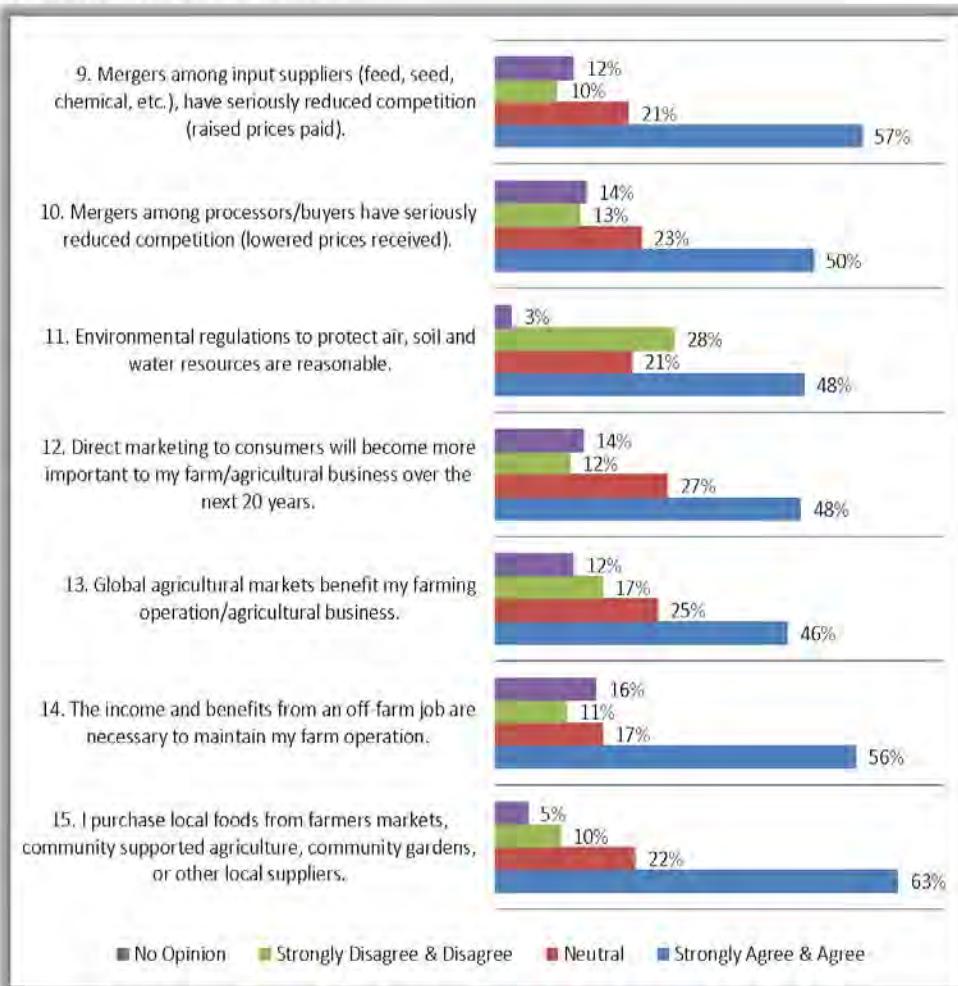
**Figure 6: Key Agricultural Resources Survey Responses**



**IMPACT OF AGRICULTURAL TRENDS**

Survey respondents were asked to indicate their level of agreement with seven statements relating to the impacts of agricultural trends using the following scale: strongly agree, agree, neutral, disagree, strongly disagree, or no opinion. Below Figure 7 gives a summary of the results. For this summary the strongly agree and agree responses have been combined. This was also done for the strongly disagree and disagree responses.

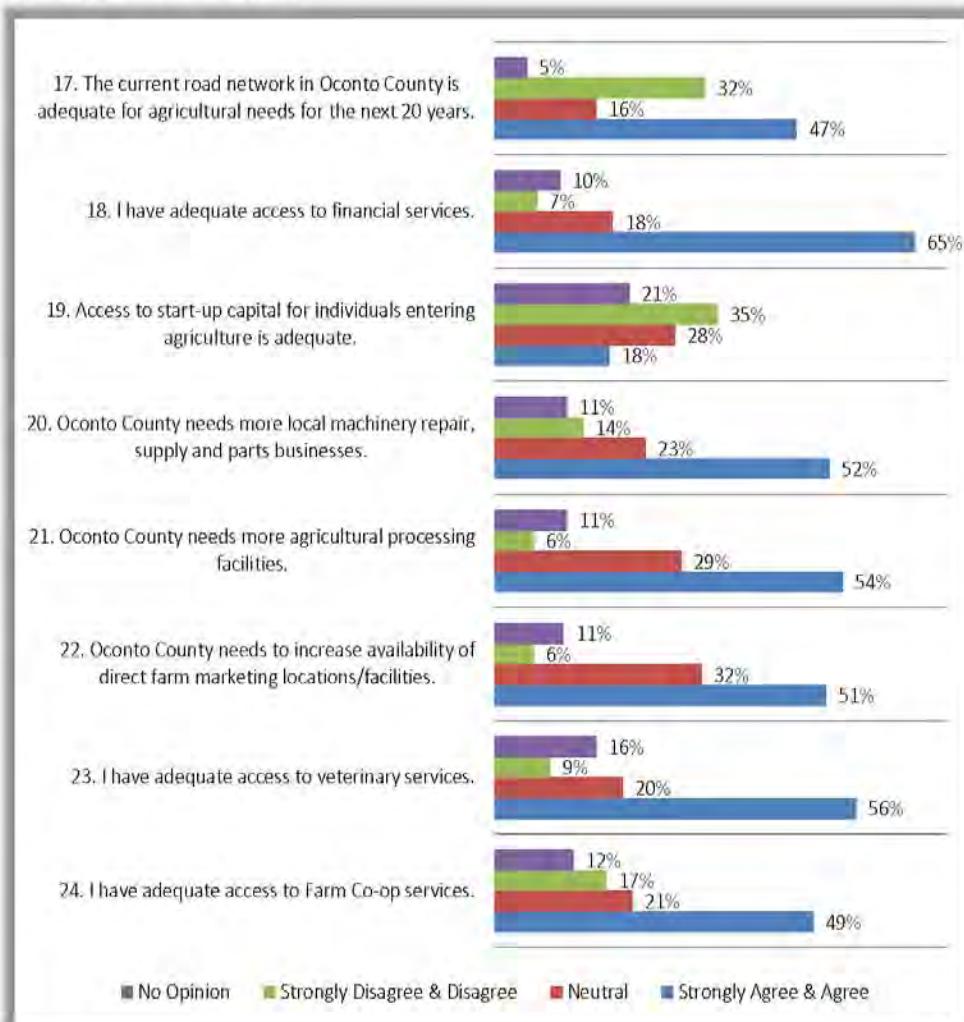
Responses show that a majority of respondents felt that mergers have seriously limited competition among agricultural suppliers, processors, and buyers resulting in higher prices to purchase needed supplies and reduced prices received for product(s) for sale. A majority of respondents also felt that environmental regulations are reasonable; direct marketing to consumers will become more necessary; global markets provide benefit to their farm operation; and off-farm income is necessary. A majority also do purchase food from farmers markets and other local suppliers when available.

**Figure 7: Impact of Agricultural Trends**

**AGRICULTURAL INFRASTRUCTURE**

Survey respondents were asked to indicate their level of agreement with eight statements relating to agricultural infrastructure using the following scale: strongly agree, agree, neutral, disagree, strongly disagree, or no opinion. Below **Figure 8** gives a summary of the results. For this summary the strongly agree and agree responses have been combined. This was also done for the strongly disagree and disagree responses.

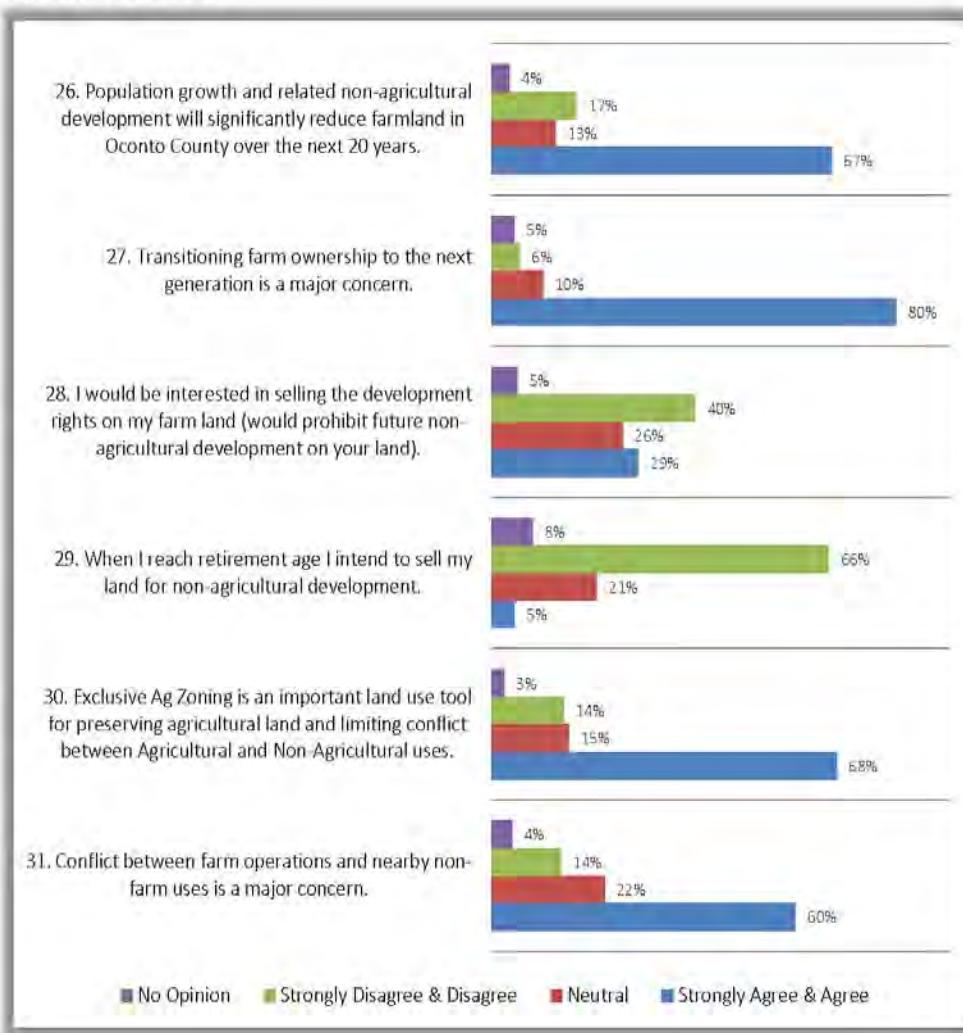
A majority of time, respondents felt that start-up capital for individuals entering agriculture is not adequate. A majority of the respondents also felt that access to farm Co-op and veterinary services was adequate; additional machine repair and parts businesses were needed as were more processing facilities; increased availability of direct farm marketing locations and facilities was needed. Respondents also felt that the current road network is adequate, however there were many written concerns identifying an issue with the current road network and the increased size of farm equipment.

**Figure 8: Agricultural Infrastructure**

**LAND USE ISSUES**

Survey respondents were asked to indicate their level of agreement with six statements relating to land use issues using the following scale: strongly agree, agree, neutral, disagree, strongly disagree, or no opinion. Below **Figure 9** gives a summary of the results. For this summary the strongly agree and agree responses have been combined. This was also done for the strongly disagree and disagree responses.

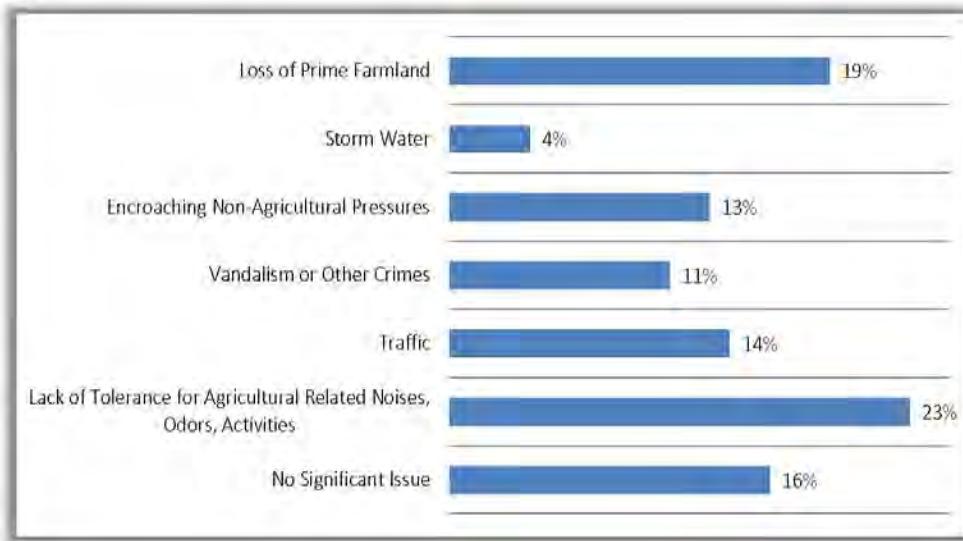
Review of the responses shows a majority of the respondents felt that non-agricultural development will impact agriculture over the next 20 years. A majority of the respondents felt that transitioning farm ownership to the next generation is a concern; do not intend to sell land for non-agricultural development; and exclusive agriculture zoning is an important tool. Respondents were generally not interested in the possibility of selling development rights to preserve farmland. Respondents also felt that conflict between farm and non-farm uses is a major concern.

**Figure 9: Land Use Issues**

Oconto County  
Agriculture Survey Results

Respondents were asked to identify current issues (if any) with non-farm land owners. Respondents were able to choose any of the following. The top issue identified was the lack of tolerance for agricultural related noises, odors, and activities; and the loss of prime farmland, as shown in **Figure 10**.

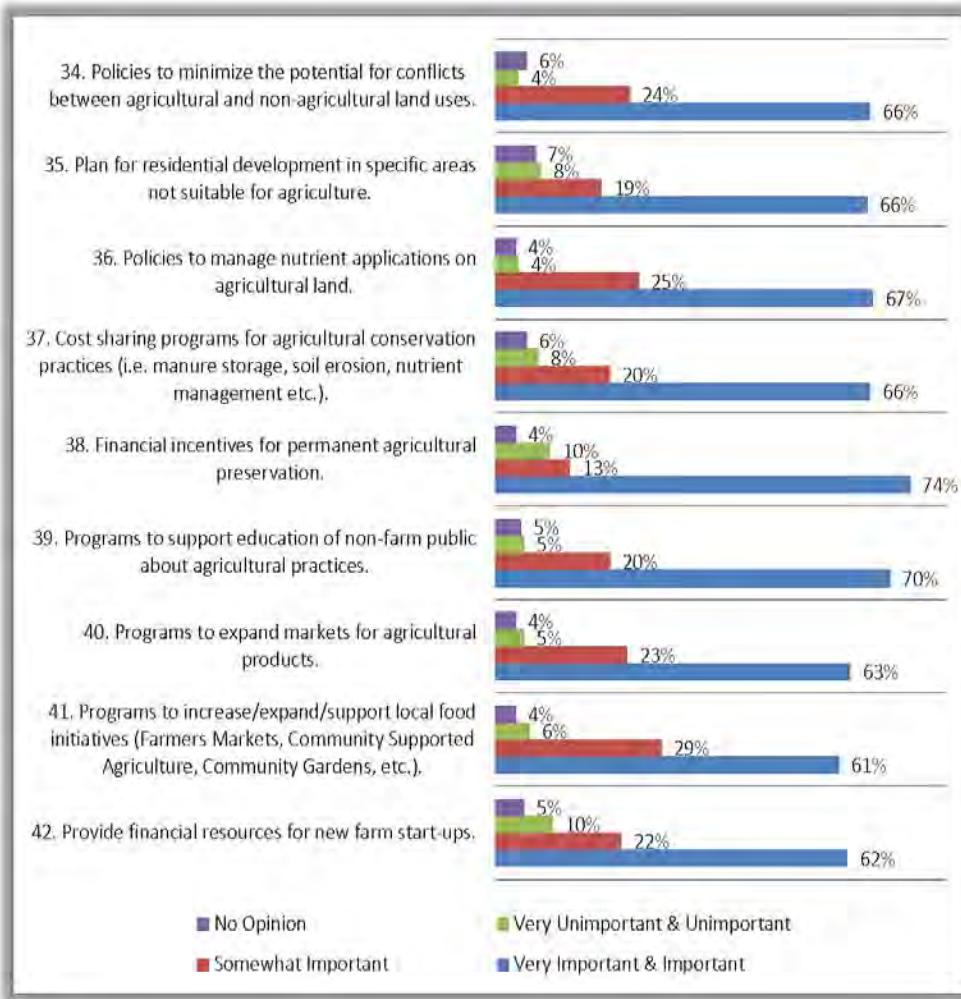
Figure 10: Issues with Non-Farm Land Owners.



**AGRICULTURAL GOALS**

Survey respondents were asked to indicate their level of agreement with nine statements relating to agricultural goals, programs, and policies using the following scale: very important, important, somewhat important, unimportant, very unimportant, or no opinion. Below Figure 11 gives a summary of the results. For this summary the very important and important responses have been combined. This was also done for the unimportant and very unimportant responses.

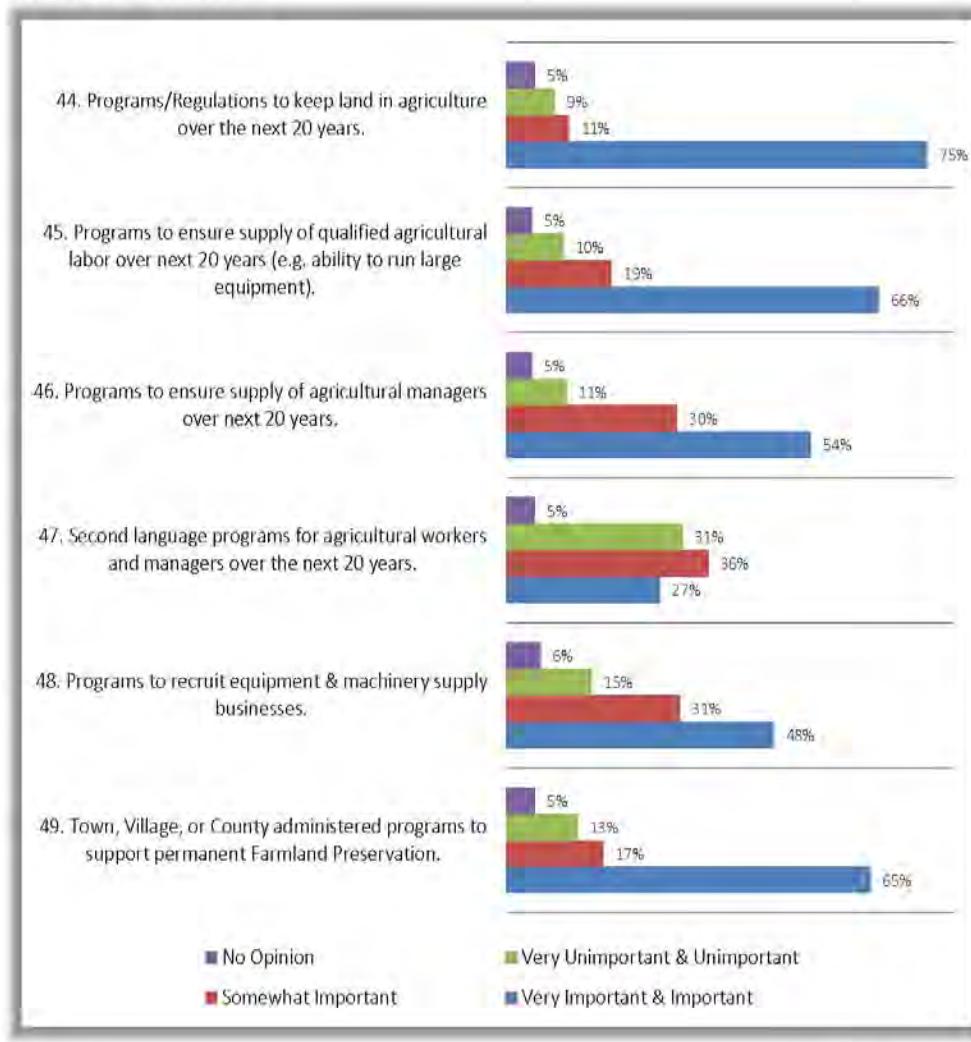
The majority of the respondents felt that the following were important or very important. Policies to minimize conflicts with non-agricultural uses; planning for residential development in areas not suitable for agriculture; policies to manage nutrient applications; cost sharing programs for conservation practices; financial incentives for agricultural preservation; programs to support education of non-farm public about agricultural practices; programs to expand markets for agricultural products; programs to increase/expand/support local food initiatives; and providing financial resources for new farm start-ups.

**Figure 11: Agricultural Goals**

**INFRASTRUCTURE GOALS**

Survey respondents were asked to indicate their level of agreement with six statements relating to agricultural goals, programs, and policies using the following scale: very important, important, somewhat important, unimportant, very unimportant, or no opinion. Below Figure 12 gives a summary of the results. For this summary the very important and important responses have been combined. This was also done for the unimportant and very unimportant responses.

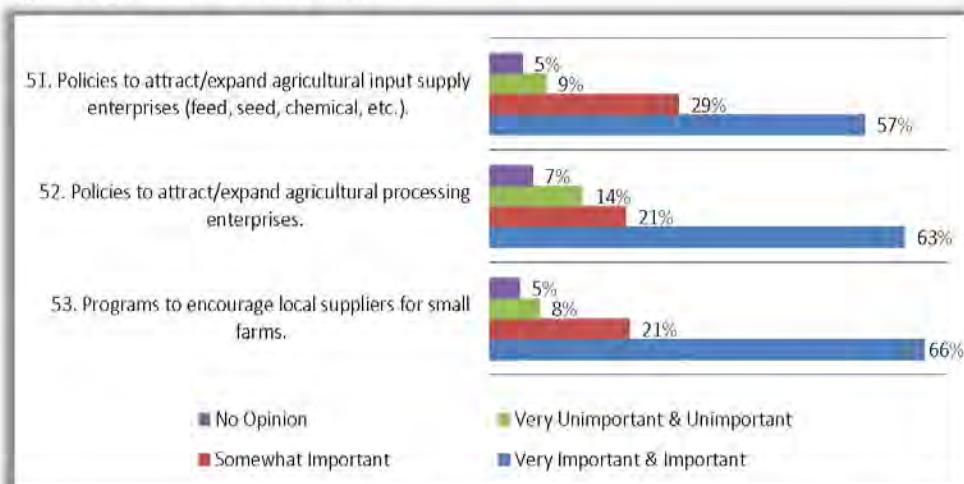
The majority of the respondents felt programs to ensure a supply of qualified managers and laborers; programs to recruit equipment and machinery supply businesses; programs and regulation to keep land in agriculture; programs providing permanent farmland preservation were important over the next 20 years. Respondents did not feel that a second language program for agricultural workers was a priority over the same period.

**Figure 12: Infrastructure Goals**

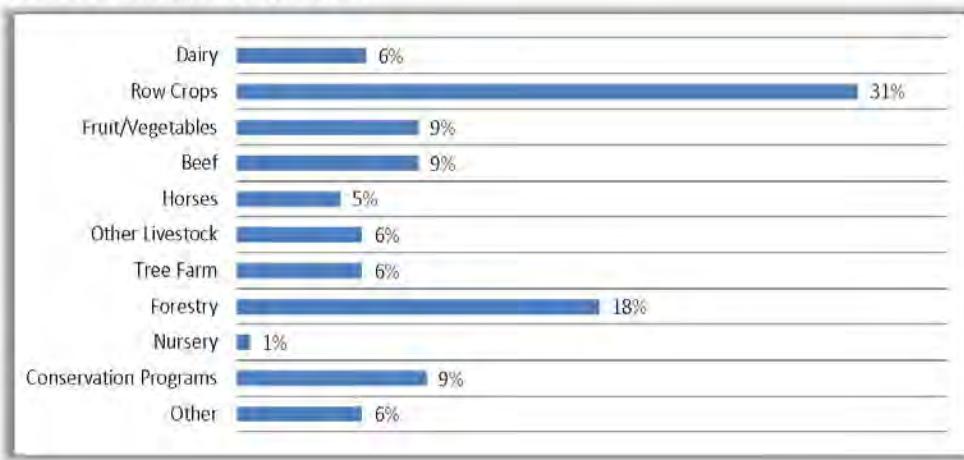
**AGRICULTURE RELATED ENTERPRISE GOALS**

Survey respondents were asked to indicate their level of agreement with three statements relating to agricultural related enterprises, programs, and policies using the following scale: very important, important, somewhat important, unimportant, very unimportant, or no opinion. Below **Figure 13** gives a summary of the results. For this summary the very important and important responses have been combined. This was also done for the unimportant and very unimportant responses.

The majority of the respondents felt programs and policies were needed to attract and expand supply and processing enterprises as well as local suppliers.

**Figure 13: Agriculture Related Enterprise Goals**

Respondents were asked to identify from the list any activities and/or enterprises current on their agriculture lands and/or farm. Respondents were able to make multiple selections. The majority of respondents utilize their agriculture land for row crops, as shown in **Figure 14**.

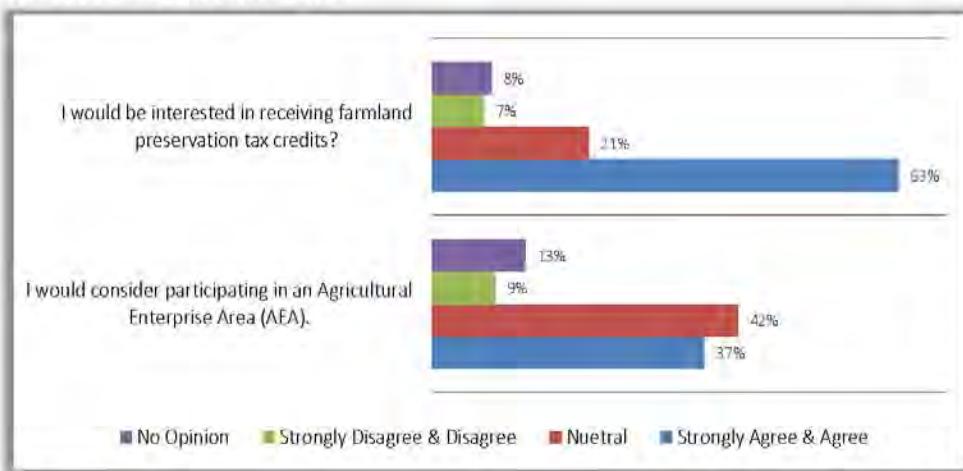
**Figure 14: Current Activities and Enterprises**

**FARMLAND PRESERVATION PROGRAM**

Survey respondents were asked to indicate their level of agreement with two statements relating to farmland preservation programs using the following scale: strongly agree, agree, neutral, disagree, strongly disagree, or no opinion. Below **Figure 15** gives a summary of the results. For this summary the strongly agree and agree responses have been combined. This was also done for the strongly disagree and disagree responses.

The majority of respondents are interested in receiving the tax credits provided through the farmland preservation. The response to whether or not the respondent would be interested in participating in an Agricultural Enterprise Area shows the need for additional information on the program being shared with area agricultural land owners so they can better understand the program.

**Figure 15: Farmland Preservation Program**



#### **ADDITIONAL COMMENTS**

Each section of the survey provided the respondent an opportunity to provide additional written comments.

The comments as submitted are as follows.

##### **The following were comments submitted about Key Agricultural Issues.**

- Protecting our water resources and quality will hopefully be a continued high priority.
- Balancing equipment size and weights with the ability of our rural roads to handle same (seemingly already too late)
- Allowable animal units allowed per contiguous acres.
- City type neighbors complain about manure spreading and smells of country living. Should not be an issue as farms were here first.
- There is very little farmland to buy in Oconto and most is being rezoned at an alarming rate. The future doesn't seem like there will be any left for agricultural purposes.
- I am greatly concerned that our ground water is being contaminated by the mega farm(s). We have had to have our water tested multiple over the years at our expense. We are worried not only by manure waste but also by chemicals spread on the ground.
- Monitor the amount of liquid manure being used.
- Ground water supplies are good, however I'm not sure about the quality and if it is safe to ingest.
- Farmers are creating dead zones by 100 acre parcel for wildlife, especially honeybee's. They cut alfalfa pre-bloom and raise soy or corn...worthless to bees. No more fence lines...they been cleared...that means no place for their favorite "wild" nectar sources to grow or brambles for birds to perch. Growing up on a small farm in the county it angers me that farmers have forgotten they are stewards of the land for ALL. Not just their own profit. We need to encourage farmers to leave areas wild to catch run off...provide wildlife habitat and some scenery besides endless...lifeless...boring rows. I pass a field that's been fallow for almost 2 years. I have yet to see a weed...of any kind growing in it. What does that tell you about how much farmers respect the soil...the Mother Earth? Farmers have lost sight of the balance they need to provide as stewards and stop being so greedy.
- Groundwater supply that is adequate, clean and safe WILL be an issue in the not too distant future.
- Wetlands are changing. Time to take another look. I own property that is mapped wetland but is tillable. I would like to increase tillable areas, but unable to because of old mappings. Way too much government control, everything is out of a book. Need to look at on site reviews, and common sense. However I understand this will fall on deaf ears. I'm just a dirt farmer.
- Although there are fragments of land that make farming more of a challenge, we do not welcome the large scale farms of over 700 head moving in and mono cropping large land areas by cutting down the remaining small wooded areas in southern Oconto County.
- Our agricultural land is taxed too high.
- I believe agricultural pumping of deep wells can affect the levels of lakes. As an owner of both ag land and a campground the levels of lake water is very important to me.
- My land is rented to a farmer that increases milk cows from 55 in 1960 to 3000 in 2010 and has bought up or rented 30 small farms. The piecemeal plotting of residential homes has caused him problems with spreading manure. City people do not want the smell even for a few days. I am in favor of preserving large acreage for farms and making people that want to move to the country agree that they will put up with the nuisance of farm smells and night time activities that is a part of modern large farming.
- There is a strong demand for crop land in the Suring area.
- I am not farming the land that I own. I rent it to others and not tried to rent any additional land.
- In our county the drainage is poor.
- Do not have any comment
- While the quantity of the groundwater is adequate. We need to a better job of protecting the quality of the groundwater.
- Ag and Residential both contribute to loss of water and land resources.
- There are small tracts being farmed by renters taking out fence lines with permission of land owner some of these tracks are different land owners are not legally binding.

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- Question 1: How much one should go in debt to get it? Question 2: This will depend on policies and economics, CRP and cost of clearing land.
- Too much manure is being applied, poor air quality and surface water at times.
- Cows and horses. If you have a dead animal or animals on your property, calls should be mandatory that you call a mink farm for disposal purposes and not buried on your property.
- In the past few years we've had some very large dairy farms come to being with extremely large herds of cattle creating very large amounts of liquid manure being applied to the land without any monitoring by the state. Leaving those farms and manure custom applications operate unmonitored will result in water contamination in a matter of probably 5 years. On the other hand there have been acres of productive farmland turned into residential housing. One's worse than the other.
- Residue from spraying with pesticides and weed killers are in our ground water and the air.
- There is more and more agriculture pollution creating the dead zone in Green Bay waters.
- Mega farms are taking over all the land \$300 an acre or more for rent.

**The following were comments submitted about Agricultural Trends.**

- Income from an Off Farm job is a necessity. Medical and Dental Insurance as well as a scheduled regular paycheck seem to be a must.
- As long as the mega farms are kept under strict control as far as environmental air, water, road use, noise levels etc. The trends of mega farms must be met by local government, DNR, and state regulators.
- Need more accountability on the part of the farmer and or cropping business regarding animal waste management and chemical applications.
- Stop buying GMO seed.
- We would love to see more CSA plans for our area in southern Oconto County and family farms joining together to provide produce and animal based products to the local school districts lunch programs. This is being done in the Appleton and New Holstein School districts.
- We rent all of our tillable land.
- We should be able to buy/sell raw milk and other farm commodities directly from the farm.
- As stated before, I could not make it as a farmer, therefore the renting of my land to the big farmer. He makes a living because he hires minimum wage help because of the slow economy and people forced to take any jobs available. Farming has become much more intense. I retired several years ago now rent out my crop land.
- I believe the current environmental regulations are reasonable, but not necessary adequate to protect the air soil and water for generations to come.
- The U.S. had monopoly laws in place. Now large corporations control everything we do!
- Any farmer doing a good job keeping records etc. can generate more income than most off farm jobs.
- Question 9: Really don't know. Question 10: Really don't know. Question 11: They could become unreasonable. There is too much uncertainty here.
- Some large farms are putting more manure on their land than what their 590 manure management plan allows. Friends had to drill new wells.
- Question 14: It depends on the size of farm you have! Question 15: Buy only if it's available and a lot are not available.
- We've lost too many local suppliers. This forces farmers to reach out further from their local area for supplies with better prices and it's hard to find both.
- Residue from spraying with pesticides and weed killers are in our ground water and the air. Help.
- We have lost control of our local supply co-ops.

**The following were comments submitted about Agricultural Infrastructure.**

- Start Up farming is almost impossible without some sort of family hand me down of land and machinery.
- Roads were never meant to be the conduit for heavy farm machinery. When roads were built "family farms" of 80-120 acres were the norm. Farmers only use of a highway was most likely to cross over the pavement to get to an adjacent field. Now, machines of significant tonnage are using all sorts of roads (state, county, towns) that are too narrow with inadequate bases resulting in road damage, traffic backups, etc.
- There are no meat processors that come to the farm to process meat in business anymore.

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- Harder to find co-ops due to closings.
- Agricultural processing facilities are fewer because of mergers. This makes them less available, but the bigger ones offer more products and better services. It's a good trade off.
- Rural roads are poorly constructed and poorly maintained. Ag machinery only gets larger and road use goes up.
- Question 17: Monies available for local road improvements is inadequate. Road design and load bearing capabilities have to be greatly updated to meet the needs of present and future. Question 23: Current vet service is adequate. Are worried about future.
- Some of the questions would apply to farms out west where you have thousands of acres of land - you don't have that in Oconto County.
- Town roads need to be improved for heavier and wider equipment. Towns need more state aid for that. Lending institutes in the Oconto Falls area only loan money to young whiskered studs working construction somewhere else making \$25 per hr. or young chicks making big bucks. They don't even want land for collateral at New Credit Union. We've lost all our local machinery dealers and repair shops because we are a depressed area with not enough need for them. Very sad situation.
- Residue from spraying with pesticides and weed killers are in our ground water and the air.
- Question 21: How are they possible? Question 22: Keep government out of it.

**The following were comments submitted about Land Use Issues.**

- Relative to above items: Frequent large semi traffic on narrow rural roads-and related odors and worries about over saturation of manure on groundwater supplies.
- I would be interested in selling the development rights on my farm land (would prohibit future non-agricultural development on your land). This is an EXCELLENT idea. This would keep agriculture in business for the long run. Legal Contracts. Who would pay?
- Just have to remember; the farms and farming were there well before they were encroached upon. Anyone with half a brain should know what farming is all about BEFORE they purchase land adjacent to a farm and all it brings. If you still wish to live in a country setting, then deal with all aspects of a farm.
- Farmer should be able to sell their property to whoever and whenever they like. There should be minimum restriction from government. The government should not spend money to purchase development rights on farmland.
- I would be extremely opposed to the government restricting the land I purchased and pay taxes on. I believe the county should focus more on restricting and requiring specific permits if they want to protect farmland.
- People that move to an area in the county that is agricultural should have NO basis for any complaint or action (odor, traffic, etc.).
- Constant trespass and theft on Sunday when you go to church, and during hunting seasons.
- I am a USDA Certified Organic Vegetable Farm.
- Encroachment of non ag practices would severely restrict my ag operations as a certified organic farm. Buffer boarders would not be enough and my guarantee of chemical free farm would be jeopardized.
- New comers to the farm areas think the couple acres they own reaches to the horizon in all four directions and that they have the power to change anything that offends them. This is not right as the farms were there before they bought the land from a developer.
- People who own land and pay property tax on land should be to decide what they want to do with property. Farm it, plant trees or develop it should be their choice, if you don't like it buy it and pay the tax and your opinion will soon change.
- I am over retirement age and am trying to keep our land in my family to keep it as farm land and as an investment for my children.
- We have deer damage problems.
- Our future depends entirely on food production.
- Question 26: This will depend on policies. Question 27: There are ways in place to get this done. Question 28/29: This will be issue for the generation after me.
- We need to preserve wildlife habitat as well as farm land.
- Liquid Manure.

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- Break-ins, stealing, sheriff department lacks authority! Rather not be called! We have lack of law enforcement in Oconto County! There is very little help mostly - no help. Something is lacking in dept! Some small farms raise (buy/sell) beef cattle and do not conform to manure regulations and there is run off right by barn which is close to (a few hundred feet) housing and neighbors.
- Too much traffic in Oconto County. There's too many flatlanders moved into Oconto County. There are hardly any natives left, I guess because small farms are done for and there's not enough industry left for employment for young folks. There are people moving around all over I don't know what they do for a living?
- Residue from spraying with pesticides and weed killers are in our ground water and the air.
- There are already too many regulations, keep government out of it.

**The following were comments submitted about Agricultural Goals.**

- Conflict is not a one size fit all solution.
- All are extremely important issues.
- Cost sharing for run off projects without inspection in spring when most large farmers just shut off pumps and left everything run off anyhow is a waste.
- The farmers have to be protected from the residential property owner's attempt to restrict farming operations that bother or offend them. I realize that as soon as an area has more non farming families the power of the vote will be in their favor. We cannot let this power make the rules and laws that will attempt to eliminate the activities required in order to farm. I am in favor of pollution controls that protect the basic environment, but still allow farming to continue.
- I believe that the agricultural communities must keep educating the general non-farm population to understand that farming is going to be more important as the population increases and the land and water resources become scarcer. This will be necessary to keep the supply of good food at a reasonable cost.
- Farm markets are not the answer for our problems.
- I strongly disagree with the cost sharing for conservation practices. Doing the right thing should be done because it is the right thing to do. Not because there's money to be made. Conservation practices protect the producer just as much as it protects the neighbor.
- Non-farm people in Oconto County, and even the whole state of Wisconsin, definitely need more education on where their food comes from! We've even met people from the Eastern US that find it hard to believe that we plant crops solely to feed our animals!
- Weekend visitors show up to cut loose and do not respect the people who live and work here year round.
- Question 41: Unfortunately with our growing season these types of enterprises are extremely hard to make a living at. Question 42: We are the land of opportunity. "When there is a will there is a way". Let's not destroy individual ambition with handouts. Education is key.
- Enforce the laws on these big farms when it comes to dumping liquid manure on their fields. Amounts over the 590 plan should not be tolerated.
- I find big farmers comply with regulations where milk is produced, but the small part-time farmer is less likely to comply as he buys and sells beef cattle. We do not need to subsidize the startup of any more big farm startups in Oconto County. We got too many here now spreading liquid manure all over unmonitored. Eliminate all residue from spraying for pesticides and weed killers, that are on non-G.M.O crops.
- These questions are two-faced.
- Provide money to the small farmers not mega farms.

**The following were comments submitted about Infrastructure Goals.**

- The county should not fund or subsidize farm initiatives that reward inefficient use of the land or create regulations that forces land preservation. Let the free enterprise markets work for themselves.
- I do not like any program that takes control of land owner rights. The land owner should have the final say over disposition of his land! Steer clear of becoming a dictatorship!
- It would be nice for the county to have a directory of Organic seed/fertilizer sellers. I only hear of them by word of mouth now. I deal with Midwest BioAg It would be nice to have some classes from them.
- Town and County should not be involved in permanent farmland preservation.
- It will not serve the people to spend money on all the aforementioned programs. It will be expensive and benefit only a few. Zoning of farm non-farm land is socialism and will take away a farmers opportunity to

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cash out on their land when retiring. If the market moves land out of farming then so be it. You will get more tax revenue and jobs if more good and services are needed for residential people.

- Supply and demand will dictate.
- Workers must be able to speak English to reside and work in Oconto County.
- I would like to see the wages of farm workers increased to where they are not still in the poverty class. Farming and farm workers should be returned to a respected profession again.
- We don't require a lot of labor.
- English is the only language for the US to worry about.
- Many of these programs would be good, but it always seems that over time, they (programs) erode the rights of individual land owners, who have purchased the property and paid the tax every year. Without programs Pro-Ag everybody will lose.
- We need to encourage all people living in America (Oconto County) to speak English as their primary language.
- If you want to work here, you should learn our language, not make us all pay to teach you.
- I think it's important to help preserve the land we have but I don't see any new farms springing up with this economy the way it is - people moving to larger cities – leaving houses empty and banks closing. It's going to take time before economy comes back - if it ever will?
- Hopefully there will be a balance between cash croppers and big dairy, but it will be hard for cash croppers to compete as BIG DAIRY will try to grab more land to spread manure in the future I heard a machinery rep telling a TV interviewer at the WPS farm show tractors will be run by GPS. No need for human hands. As far as language this is America learn English or go back home.
- No airplane spraying of chemicals.
- These programs are geared to the tourist or someone who moved here from city.

**The following were comments submitted about Enterprise Goals.**

- Free Market for USA. Those business enterprises are privately held and will come if needed. Free. Government should not spend tax payers' dollars and attempt to interrupt the natural flow of business.
- Southern Oconto County seems to be more agriculturally oriented than more northern areas so our perspective is based from our experience here for the past 25 years. We would be excited to see a rise in smaller specialty farms that create a local supply of products for cities in the area, with some becoming the local suppliers of feeds, non GMO seeds for other farmers etc....
- Nursing small farms will not help. Will waste money.
- Accomplish all policy items without raising taxes.
- Large and small farming is not a localized business. Individual Counties are no longer relevant as to making rules for farming as every farmer, big or small, are using suppliers and buyers across county lines. Oconto County is not an island, but is just a small division of all of Wisconsin, the U.S., and the world markets. I am in favor of federal rules that apply to all versus the localized laws that encourage or more so discourage business from locating in "MY" town, county or state.
- Leave the free market alone.
- No new regulations and policies are needed.
- Ag related programs should be top priority at our schools. Wise. Lost out on education 3 years ago. I pay my taxes and don't complain - my land is my love.
- We'll need change in Washington if you're going to accomplish the above!
- We don't have enough Ag supply competition. Most of them got to greedy and went out of business.
- No airplane spraying of chemicals.
- County policies cost tax dollars. Let need happen on its own.
- Don't just cater to the big farms they come first for everything.

**The following were comments submitted about the Farmland Preservation Program.**

- Not sure what AEA would all entail.
- I'd love to qualify for any kind of tax credit but we are probably too small.
- What type of credits and what does an AEA involve?

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- In order to retain farm/forest production land: one forty is taxed outrageously - may have to sell farmland to afford taxes on "Recreational" SWAMP acreage. We should not be taxed out of ownership of "green space".
- Have no idea what the AEA is!
- Keep the rights of individual land owners.
- Once small farms are gone no one will save!!
- I was on farmland preservation for 25 years ended 2013 I thought it was a good plan frees your mind of selling a tract here and there, if there is a new plan on the books will there be a maximum no of years to comply.
- But: To improve our infrastructure we need revenue. Farming would be more enjoyable if did not have so many agencies bearing down on them. OSHA, EPA, DNR, ICE, ARMY CORP etc.
- I would consider participating in an AEA as long as it didn't involve big dairy with liquid manure. I would not want to be surrounded by that.
- After reading all the answers to the questions, on this report, I would know 85% of the people that completed this form.
- Leave it alone.

**The following were any additional comments submitted about Agriculture and/or Agriculture Preservation.**

- One of the biggest roadblocks to agriculture, as well as landowner rights in general, is the burdensome and job killing regulations inflicted by local, state and federal departments. Common sense regulations are very different from agenda driven, political regulations often found in Zoning Departments, WDNR and LPA. More regulations are not always the answer. Oconto County should start with its zoning and land planning department to ensure that they are pro-business and pro agriculture before it does anything. If they are not, this survey is a waste of time and money.
- I would be interested in a farmland preservation contract so that my land could never be used for any building of homes, stores, roads, parking lots etc... Only saved for agricultural uses for all time. This would be a great program.
- I have a concern regarding the thousands of acres of good agricultural lands that have been rezoned for non-farm use just in the past 20 years or so.
- Bigger print please.
- I don't like to see loss of farmland but people have the right to do what they think is best for their land and themselves. It is a fundamental right of a free society. Also, we have more than enough taxpayer funded programs now. Research is the best role for government. Let people farm and the markets, supply and demand work.
- I found the wording of the questions in this survey difficult to follow.
- Manure run off from one farm polluted many acres of private woodland in 2013 (spring). It will happen again.
- Also area C.
- I don't think the opinion from an old farmer like me makes any difference. It will be the opinion of some college educated person studying something like this survey whose opinion that will be counted. And those types of persons won't even be living in Oconto County. I think filling out this survey was just a waste of my time.



**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 an 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 given 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 Tract:** a relatively permanent county subdivision delineated to present census data.

**Central Business District (CBD):** the primary, downtown commercial center of a city.

**Certificate of Appropriateness:** a permit issued by a historic preservation review board* approving the demolition, relocation, or new construction in a historic district.

**Certificate of Compliance:** an official document declaring that a structure or use complies with permit specifications, building codes, or zoning ordinances.

**Cesspool:** a buried chamber such as a metal tank, perforated concrete vault, or covered excavation that receives wastewater or sanitary sewage to be collected or discharged to the surrounding soil.

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

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

*See ch. 62, Wis. Stats.*

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

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

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

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

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

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

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

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

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

**Community of Place:** *See "sense of place".*

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

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

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

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

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

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

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

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

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

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

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

**Conservation Reserve Program:** a federal Department of Agriculture program that pays farmers to convert ‘erodible’ cropland into vegetative cover.

**Consolidated Metropolitan Statistical Area (CMSA):** a statistical area defined by the U.S. Census; a large metropolitan statistical area with a population of one million or more that includes one or more primary metropolitan statistical areas (PMSA). *See also “metropolitan statistical area” and “primary metropolitan statistical area” in this category.*

**Contested Case:** a hearing similar to a court proceeding where parties have a right to review and object to evidence and cross-examine witnesses who testify.

**Contiguous Properties:** properties sharing a property line.

**Cooperative Agreement:** an agreement between two or more organizations to share in the financing or managing of a property, providing of services, or some other joint venture. *Also see ss. 66.0307, 150.84, and 299.80, Wis. Stats. for specific examples of authorized agreements.*

**County:** a political subdivision of the state. Counties are delineated in ch. 2, *Wis. Stats.* Wisconsin has 72 counties. *See ch. 59, Wis. Stats.*

**cul de sac :** a circular end to a local street [French, “bottom of the bag”]

**Dedication:** the transfer of property from private to public ownership.

**Deed Restriction:** a limitation, which is recorded with the county register of deeds and to which subsequent owners are bound, on development, maintenance, or use of a property.

**Design Guideline:** an activity standard that preserves the historic or architectural character of a site or building.

**Design Review/ Control:** an aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development’s impact on a community

**Design Standards:** criteria requiring specific dimensional standards or construction techniques. *See also “performance standards”.*

**Detachment:** the transposition of land from a municipality back into a township. *See s. 66.0227, Wis. Stats.*

**Developer:** a person or company that coordinates the ownership, financing, designing, and other activities necessary for the construction of infrastructure or improvements.

**Development:** an artificial change to real estate, including construction, placement of structures, excavation, grading, and paving.

**Development Values:** the economic worth of land based upon the fair market price after residential, commercial, or industrial structures have been added.

**District:** a part, zone, or geographic area within the municipality where certain zoning or development regulations apply.

**Down Zoning:** a change in zoning classification that permits development that is less dense, intense, or restrictive. *See also “up zoning”.*

**Dwelling Unit:** the space in a building that comprises the living facilities for one family. *See also “multifamily,” “single-family attached,” and “single-family detached dwelling”.*

**Easement:** written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose. *See also “conservation easement”.*

**Ecological Impact:** a change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.

**Economic Unit:** units of land that, although they may be separated from one another physically, are considered one economically.

**Eminent Domain:** the right of a government unit to take private property for public use with appropriate compensation to the owner. *See ch. 32, Wis. Stats.*

**Enabling Act:** legislation authorizing a government agency to do something that was previously forbidden. *See also “takings”.*

**Enterprise Development Zone:** zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is “site specific,” applying to only one business, and is eligible for a maximum of \$3.0 million in tax credits. The department can designate up to 79 zones, which can each exist for up to seven years. The department is allowed to vary zone benefits to encourage projects in areas of high distress. *See s. 560.70, Wis. Stats. See also “community development zone”.*

**Environmental Corridors:** linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.

**Environmental Impact Ordinance:** a local legislative act requiring an assessment of the potential harmful environmental effects of a pending development so that steps to prevent damage can be taken.

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

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

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

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

**Esplanade:** waterfront area intended for public use.

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

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

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

**Executive Session:** *See "closed session".*

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

**Exurban Area:** the area beyond a city's suburbs.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

**Global Positioning System (GPS):** a computerized tool for determining longitudinal and latitudinal coordinates through the use of multiple orbiting satellites.

**Green Spaces:** *See “open spaces”.*

**Growth Management:** the pacing of the rate or controlling of the location of development via law enactment to manage a community's growth.

**Hamlet:** a predominantly rural, residential settlement that compactly accommodates development.

**Hamlet Lot:** a small residential lot in a contiguous group with adjacent and fronting lots oriented toward each other in some ordered geometric way and forming a boundary with the surrounding countryside.

**Hazardous Substance:** any substance or combination of substances, including solid, semisolid, liquid or gaseous wastes, which may cause or significantly contribute to an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or which may pose a substantial present or potential hazard to human health or the environment because of its quantity, concentration, or physical, chemical, or infectious characteristics. This term includes irritants, strong sensitizers, explosives, and substances that are toxic, corrosive, or flammable. *See s.292.01(5), Wis. Stats.*

**Heavy Industry:** the basic processing and manufacturing of products from raw materials; or, a use engaged in the storage or manufacturing processes using flammable or explosive materials or those that potentially involve offensive conditions. *See also “light industry”.*

**Highly Erodible Soils:** soils highly susceptible to erosion as determined by an equation that considers soil type, slope, and amount of rainfall but does not consider current land management or vegetative cover. These soils are often identified in county soil survey books.

**Historic Area:** an area designated by an authority, having buildings or places that are important because of their historical architecture or relationship to a related park or square or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.

**Historic Preservation:** the research, protection, restoration, and rehabilitation of historic properties.

**Historic Property:** a building, structure, object, district, area, or site, whether on or beneath the surface of land or water, that is significant in the history, prehistory, architecture, archaeology, or culture of Wisconsin, its rural and urban communities, or the nation. *See s.44.31(3), Wis. Stats. See s.13.48(1m)(a), Wis. Stats.*

**Homeowner's Association:** a nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.

**Home Rule:** constitutional provisions in some states that give local units of government substantial autonomy. Wisconsin is a “strong” home rule state.

**Incorporation:** orderly and uniform development of territory from town to incorporated status. *See ch. 66, subch. II, Wis. Stats.*

**Impact Fees:** cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community's costs resulting from a development. *See s. 66.0617, Wis. Stats.*

**Impervious Surface:** a ground cover such as cement, asphalt, or packed clay or rock through which water cannot penetrate; this leads to increases in the amount and velocity of runoff and corresponds to increases in soil erosion and nutrient transport.

**Improvements:** the actions taken to prepare land, including clearing, building infrastructure such as roads and waterlines, constructing homes or buildings, and adding amenities.

**Incentive Zoning:** the granting of additional development possibilities to a developer because of the developer's provision of a public benefit.

**Industrial District:** a district designated as manufacturing, research and development, or industrial park.

**Infill:** the development of the last remaining lots in an existing developed area, the new development within an area already served by existing infrastructure and services, or the reuse of already developed, but vacant properties. *See also “redevelopment”.*

**Infrastructure:** public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, and other public services.

**Installment Sale:** a real estate transaction in which the landowner and the recipient negotiate terms for the property to be transferred over an extended period of time rather than all at once.

**Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA):** a federal transportation act that authorized the first 23 “high priority corridors” of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.

**Intelligent Transportation System (ITS):** a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road

incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.

**Interim Zone of Influence:** a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.

**Interim Zone/ Development Controls:** *See “moratorium”.*

**Judicial Appeal:** the review of a local zoning decision by the state judicial system.

**Land:** soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.

**Land Banking:** the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.

**Land Exchange:** a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.

**Land use Intensity System (LUI):** a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.

**Land use Inventory:** a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.

**Land use Plan:** the element of a comprehensive plan that designates and justifies the future use or reuse of land. See s.66.1001, *Wis. Stats.*

**Landfill:** a disposal facility for solid wastes. *See ch.289, Wis. Stats.*

**Land Trust:** a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.

**Large- Lot Zoning:** a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.

**Leapfrog Development:** new development separated from existing development by substantial vacant land.

**Leaseback:** *See “purchase/ leaseback”.*

**Level of Service (LOS):** a measurement of the quantity and quality of public facilities.

**Light Industry:** the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. *See also “heavy industry”.*

**Limited Development:** the development of one portion of a property to finance the protection of another portion.

**Lot:** a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. *See also “through lot”.*

**Lot Area:** the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.

**Lot Averaging:** the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.

**Lot- by- Lot Development:** a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.

**Lot Coverage:** the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.

**Lot Depth:** the average horizontal distance between the front and rear lot lines.

**Lot Line:** the property lines at the perimeter of a lot.

**Lot Width:** the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.

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

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

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

**Manufactured Housing:** a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required

utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See 42 USC 5401 to 5425 and ch.409, Wis. Stats.*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

**Nonconforming Building:** any building that does not meet the limitations on building size or location on a lot for its use and district.

**Nonconforming by Dimension:** a building, structure, or parcel of land that is not compliant with the dimensional regulations of the zoning code.

**Nonconforming Lot:** a use or activity which lawfully existed prior to the adoption, revision, or amendment of an ordinance but that fails to conform to the current ordinance.

**Nonconforming Use:** a use (or structure) that lawfully existed prior to the adoption or amendment of an ordinance but that fails to conform to the standards of the current zoning ordinance.

**Noncontributing Building:** a building or structure that does not add to the historic architecture or association or cultural values of the area.

**North American Industry Classification System (NAICS):** a classification system developed by the United States, Canada, and Mexico to provide comparable industrial production statistics collected and published in the three countries. The NAICS replaces the Standard Industrial Classification (SIC) system and provides for increased comparability with the International Standard Industrial Classification (ISIC) system developed and maintained by the United Nations. *See also “Standard Industrial Classification (SIC)”.*

**Office Park:** a large tract that has been planned and developed as an integrated facility for a number of separate office buildings and that considers circulation, parking, utilities, and compatibility.

**One-Unit, Attached:** This is a 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

**One-Unit, Detached:** This is a 1-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes or trailers to which one or more permanent rooms have been added or built also are included.

**Open Session:** a meeting that is in accordance with Wisconsin’s ‘Open Meetings Law.’ *See s.19.85- 19.98, Wis. Stats.*

**Open (Green) Spaces:** a substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. *See also “common open spaces”.*

**Ordinance:** a local law; a legislative enactment of a local governing body.

**Orthophoto Quad:** an aerial photograph that has been adjusted, via the correcting of distortions and inaccuracies due to plane tilt, elevation differences, or the curvature of the earth’s surface, to reflect as accurately as possible the actual topography of the earth’s surface.

**Outright Donation:** the donation of land to a unit of government or a qualified charitable land conservation management organization.

**Outright purchase:** the acquisition of land for the benefit of the public.

**Overlay Zone:** an additional land use or zoning requirement that modifies the basic requirements of the underlying designation.

**Parcel:** *See “lot”.*

**Pedestrian Friendly:** a development that is primarily accessible to pedestrians rather than automobiles and with an emphasis on street sidewalks rather than parking.

**Performance Standards:** general criteria established to limit the impact of land uses or development. *See also “design standards”.*

**Pervious Surface:** a ground cover through which water can penetrate at a rate comparable to that of water through undisturbed soils.

**Planned Unit Development:** land under unified control to be developed in a single development or a programmed series of phases. A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.

**Plan Commission:** an appointed local government commission authorized to make and adopt a master plan, consistent with s.66.1001, *Wis. Stats.*, for the physical development of the city. *See s.62.23, Wis. Stats.*

**Plat:** a map of a lot, parcel, subdivision, or development area where the lines of each land division are shown by accurate distances and bearings.

**Point System:** numerical values assigned to a development’s impacts on a community’s resources.

**Political Subdivision:** a city, village, town, county, sanitary district, school district, inland lake protection and rehabilitation district, or other special purpose unit of government.

**Pre- acquisition:** a technique where one organization (usually a private land trust) purchases a property and holds it until another organization (usually a government agency) can allocate the funds to purchase it.

**Preservation:** leaving a resource undisturbed and free from harm or damage. While ‘preservation’ is often used interchangeably with ‘conservation,’ the latter entails a connotation of prudent resource use.

**Primary Metropolitan Statistical Area (PMSA):** a statistical area defined by the U.S. Census; an area within a consolidated metropolitan statistical area consisting of a large urbanized county or cluster of counties that demonstrates very strong internal economic and social links, in addition to close ties to other portions of the larger area. *See also “metropolitan statistical area” and “consolidated metropolitan statistical area”.*

**Prime Agricultural Land:** land determined by local governments to be important for sustaining agricultural operations and that are often protected from conversion to other uses. *See ch.91, Wis. Stats.*

**Prime Farmland:** farmland classified by the Natural Resources Conservation Service as best for the crop production of row, forage, or fiber because of level topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Ideally, prime farmland allows least cost to both the farmer and the natural resources. *See ch.91, Wis. Stats.*

**Principal Building:** the building, including all parts connected, where the primary use of the lot is conducted.

**Private Road:** a way open to traffic, excluding driveways, established as a separate tract for the benefit of adjacent properties.

**Privately Owned Waste- Treatment Systems (POWTS):** sewage treatment and disposal systems, which are also called on- site sanitary systems, that are not connected to sewer lines or wastewater treatment plants.

**Public Dedication:** reserving land in a subdivision for public use such as a school or park.

**Public Road:** public property dedicated and reserved for street traffic.

**Purchase of Development Rights (PDR):** a public or private government initiative that acquires the development rights of property to limit development and protect natural features or open space. *See also “rights” and “transfer of development rights”.*

**Purchase/ Leaseback:** an arrangement where a community purchases a natural area and then either leases it back with special lease restrictions or sells it back with deed restrictions designed to protect the natural features of the property.

**Quarter, Quarter Zoning:** a development standard that limits non-farm development to one house per 40 acres (1/4 of 1/4 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.