

CHAPTER 3: FUTURE LAND USE PLAN

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INTRODUCTION

This portion of the *Town of Bagley 20-Year Comprehensive Plan* highlights the town's future land use plan, known as the General Plan Design. The General Plan Design builds upon the town's existing land use issues to establish a planning strategy and map which will guide the location and density of future development, while preserving various natural resources, over the next 20 years in the town of Bagley.

20-YEAR GENERAL PLAN DESIGN

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

1. *Volume II: County Resources*;
2. The community inventory and development goals found in Chapter 2 (Inventory, Trends, and Forecasts) of *Volume I: Town Plan* and the development goals found in Chapter 4 (Implementation) of *Volume I: Town Plan* of *Volume I: Town Plan*.

The data and input in these sections of the plan were major components in both the development of the General Plan Design Map (**Map 3.1**) and the following Recommended Development Strategy for the town's 20-year planning period.

Land Use Recommendations

The following land use classifications associated with the town of Bagley Future Land Use Plan best represent the community's character and are in the best interest of the town's future growth.

Note: All categories are not represented on the General Plan Design Map (**Map 3.1**), however future development strategies for each are discussed in this chapter. The town's future land use classifications include:

- Residential
- Mixed Use
- Commercial
- Industrial / Light Industrial
- Parks and Recreation
- Governmental / Institutional / Utilities
- Agriculture / Woodlands
- Transportation
- Mineral Resources Overlay
- Environmental Corridors Overlay

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

Residential

It is the intent of this classification to promote orderly and efficient growth patterns that is consistent with adjacent land uses. As a result, residential development in the town of Bagley is categorized into *concentrated residential* and *rural residential*.

Concentrated Residential

The Concentrated Residential category is illustrated as *Residential* on the town's 20-Year General Plan Design Map (**Map 3.1**). The compact residential classification is designated for

portions of the town that contain large concentrations of development and will allow for future growth with similar residential types and densities.

Recommendations:

- **Developments will continue to be concentrated adjacent to Ucil Lake, Pecor Lake, Wescott Lake, and White Lake.** Consider the following issues as these areas become more developed.
 - Provision of Emergency services
 - Quality of surface waters
 - Stormwater management
 - Connectivity of Transportation system
 - Traffic control
 - Signage
 - Nuisances
- **Areas in the southwestern portion of the town west of Peshtigo Brook Rd. and areas south of White Lake Road are considered adequate for future compact residential growth.** The area is currently platted and should provide for future orderly residential growth with few environmental impacts.
- **One and Two family residencies will be the primary development** with the possibility of infill developments and rehabilitation, or redevelopment of existing structures.
- **New residential development types are encouraged to conform to surrounding uses.** Conflicting size or type of development may detract from existing properties.
- **Future residential development shall be sensitive to natural features.** Environmentally sensitive areas (i.e. woodlands, wetlands, steep slopes, floodplains, etc.) in new areas of residential development should be preserved.
- **When considering residential development proposals in shoreland areas** the potential impacts on the water resources, shoreline erosion, wildlife habitat, and surrounding natural resources should be reviewed.
- **The single family residential zoning district will be the primary zoning district of choice for any proposed residential development** in areas shown as concentrated residential. The town may also consider the use of the rural residential zoning district on a limited basis when the use of that district better aligns with existing residential development.

Rural Residential

Future residential development is highly encouraged toward areas in the Residential classifications on the 20-Year General Plan Design Map (**Map 3.1**). However, the town's agricultural lands, private woodlands, and open spaces will likely encounter residential development pressure during the 20-year planning period. This residential category is intended to allow low density development while maintaining the town's visual and environmental integrity. The following recommendations provide methods to best protect the town's rural landscape from increased fragmentation.

Recommendations:

- **If residential development is permitted, low density development should be considered** as long as steps are taken to preserve agricultural and wooded areas, viewsheds, open spaces and areas deemed important for the town to keep preserved.
- **Encourage new development techniques which maintain a balance between agricultural/woodland areas and new development.** Utilize various development techniques such as conservation/cluster subdivisions in an effort to protect the surrounding environmental features; allow for more open space; and preserve farmland, woodlands and wildlife habitats within the town.
- **As new residential developments occur within agricultural areas,** the property owner shall be aware that all farming activities will continue regardless of odor, dust, noise, etc.
- **The rural residential zoning district will be the primary zoning district of choice for any proposed residential development** while the town may also consider the single family residential zoning district on a limited basis when a smaller lot size would further the towns intent of preserving woodlands and agricultural lands.

Commercial

The town does not view itself as a community that would attract large commercial or industrial businesses during the 20-year planning period. Large businesses are expected to locate within nearby communities that have adequate infrastructure. As a result, no locations have been identified as commercial on **Map 3.1**. However, future businesses will be considered in the town on a case-by-case basis.

Recommendations:

- **Businesses in the town should be compatible with the character of the town.** Any new commercial business must be consistent with the scale of the town and be environmentally friendly.
- **Control the appearance of commercial businesses** by reviewing designs, signage, and landscaping of future commercial establishments through building scale and appearance.
- **The town supports home-based businesses** that are properly permitted, compatible with the character of the town, and do not negatively impact other area land uses.
- **Proposed businesses not located within areas planned for commercial development will be considered on a case-by-case basis.** The town should first determine if the business will negatively impact the surrounding land uses and if it is a use that is consistent with the vision of the town. If a change in zoning is considered to permit the proposed business, the town may consider utilizing the restricted commercial or neighborhood commercial zoning districts.
- **The location of home-based businesses should be carefully scrutinized to ensure their operations do not interfere or compromise surrounding land uses or the rural integrity of the town.** For any home based businesses that grows to a level that requires a change in zoning, the town should first determine if the business will negatively impact the surrounding land uses. If a change in zoning is required to permit the business, the town may consider utilizing the restricted commercial or neighborhood commercial zoning districts.

Industrial / Light Industrial

The Industrial/Light Industrial land use classification specifically accommodates manufacturing businesses which create or change 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 town does not view itself as a community that would attract large industrial operations during the 20 year planning period and have not identified any areas for industrial development on **Map 3.1**. Industrial uses are expected to locate within nearby communities that have adequate infrastructure, while light industrial uses may be considered in areas designated for commercial development on **Map 3.1** or in other areas where commercial businesses may be considered.

Recommendations:

- **Light Industrial uses in the town should be compatible with the character of the town.** Any new light industrial uses must be consistent with the scale of the town and be environmentally friendly.
- **Control the appearance of light industrial businesses** by reviewing designs, signage, and landscaping of future establishments through building scale and appearance. Any new light industrial business development should be directed away from environmental sensitive areas (shown as “Environmental Corridors” on Map 3.1).
- **Development of new light industrial spaces should be carefully planned in order to minimize the impacts on existing infrastructure.** Proposals for new development should consider the adequacy of existing infrastructure to accommodate the needs of that area. New development should minimize the costs of utility and road extensions. Additionally, the presence of truck traffic, noise, and other impacts of industrial activity should be minimized when located near residential areas. When necessary, buffers should be created to minimize impacts between residential and light industrial land uses.
- **The location of home-based businesses should be carefully scrutinized to ensure their operations do not interfere or compromise surrounding land uses or the rural integrity of the town.** For any home based businesses that grow to a level that requires a change in zoning to light industrial, the town should first determine if the business will negatively impact the surrounding land uses.

Mixed Use

The Mixed Use land use classification includes areas with a mix of existing residential and commercial land uses. It is the intent of this classification to promote continued development of commercial uses within these areas, as they are located to the west of Wescott Lake. It is not the intent of the town to promote significant residential development within this area.

Recommendations:

- **Mixed use development is planned west of Wescott Lake.** This location is envisioned to contain primarily commercial, retail, and service related businesses that will be widely used by the town’s residents and visitors along with some existing residential uses and some limited new residential uses.

- **New businesses should be compatible with the character of the town.** The town encourages new businesses to feature attractive, well-maintained buildings that include appropriate signage and lighting so not to detract from the rural character of the community and the mixture of uses within the planned mixed use area.
- **New development should be directed away from environmentally sensitive areas** (shown as “Environmental Corridors” on Map 3.1).
- **Development of new commercial spaces should be carefully planned in order to minimize the impacts on existing infrastructure.** Proposals for new development should consider the adequacy of existing infrastructure to accommodate the needs of that area. New development should minimize the costs of utility and road extensions. Additionally, the presence of truck traffic, noise, and other impacts of commercial activity should be minimized when located near residential areas. When necessary, buffers should be created to minimize impacts between residential and business land uses.
- **Residential uses within these mixed use areas are anticipated to continue, however it is not the intent of the town to promote significant residential development within these planned mixed use areas.** The town will utilize the single family residential zoning district for the limited new residential uses as needed.
- **The general commercial zoning district will be the primary zoning district of choice for any proposed commercial proposals.** When a commercial proposal within one of the designated mixed use areas is situated amongst existing residential uses the town may wish to utilize the restricted commercial or neighborhood commercial zoning district.

Governmental/Institutional/Utilities

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

Recommendations:

- **Promote the use of shared on-site wastewater treatment systems where appropriate.** For cluster type developments discuss shared on-site systems as an option with developers.
- **Continue to provide safe and convenient access to the town’s public buildings.**
- **The town board will continue to monitor services provided to the town residents.** Because many of the services, including fire, police and emergency services, road maintenance, disposal of solid waste, etc. are being provided by other agencies and municipalities, the town board should work with adjoining communities and Oconto County to help provide future services to a growing population as effectively and efficiently as reasonably possible.
- **Explore renewable energy options where feasible.** More homeowners are utilizing individual renewable energy systems for the power. Discuss any possible impacts to the town’s landscape prior to allowing individual systems.

Park and Recreation

The Park and Recreation land use classification discusses existing recreational facilities, trails,

boat landings, beaches, and parks and open spaces within and around the town of Bagley. In addition, ensure that the public is served with adequate park facilities, ranging from passive to active recreation.

Recommendations:

- **Continue to maintain the boat landings located within the town.**
- **Maintain communication with the Suring School District regarding changes to the Suring School Forest.**
- **Be involved in updates to the Oconto County Comprehensive Outdoor Recreation Plan.**
- **Cooperation in planning park and recreational facilities.** If future recreational development were to occur in or around the town, it is recommended that the town cooperate with the surrounding towns, Oconto County, etc. to promote connectivity of recreational uses such as trails.
- **Proposed private campgrounds should be compatible with the character of the town and located in areas that do not conflict with area land uses.** Any campground proposals should be directed away from environmentally sensitive areas (shown as “Environmental Corridors” on Maps 3.1) and away from areas that do not have suitable soils to support the sanitary system needs of the proposed use.

Agricultural

The Agricultural land use classification encompasses lands being utilized for agricultural purposes within the areas illustrated as “Agriculture / Woodlands” on the town’s 20-Year General Plan Design (**Maps 3.1**). The agricultural classification is designed to preserve existing lands devoted to the growing of crops and the raising of livestock.

Recommendations:

- **Encourage the preservation of agricultural lands and the farmer’s right to farm.** Areas that have been designated as farmland preservation areas within the town are shown on **Map 3.4** found in Chapter 3 of *Volume I: County Plan*. The town should verify the location of development proposals in relation to areas designated for farmland preservation when reviewing development proposals in the area illustrated as agriculture/woodlands on the town’s 20-Year General Plan Design.
- **Future residential developments are encouraged to be directed toward areas in the Residential classification.** In an effort to create orderly and efficient development patterns, in addition to providing efficient services, the town should encourage residential developments to the areas indicated on the General Plan Design Map (**Map 3.1**).
- **If residential development is permitted in these areas, low density development should be considered.** Future development in these areas should be done in a fashion which is least impactful to the natural environment and ensures fragmentation of quality open space does not occur.
- **Where appropriate, encourage new development techniques and programs which will preserve as much farmland as possible.** Utilize various development techniques such as conservation/cluster subdivisions to help protect the farmlands within the town.

- **Advocate that agricultural lands are under adequate farming practices.** It is important for these lands to continue to be under the best management practices for agricultural activities. Inappropriate agricultural practices can have an adverse impact on the quality of surface water and groundwater unless properly managed.
- **Work with Oconto County to address the issue of large-scale farming operations.** Large-scale farming operations are recommended to be located in areas of the town that avoid environmental corridors and surface water features.

Woodlands/Open Space

The Woodlands/Open Space land use classification encompasses lands being utilized for woodland and natural open space and is illustrated as “*Agriculture / Woodlands*” on the town’s 20-Year General Plan Design (**Maps 3.1**). The woodland classification is designed to promote the maintenance of private woodlands and open space areas within the town.

Recommendations:

- **Utilize existing natural areas to enhance the character of the town.** Preserve large natural areas and/or features to enhance/retain buffers between incompatible uses while maintaining scenic views of the town.
- **Maintain the town’s private woodland areas.** Woodlands should not be developed with great densities. Utilizing unique development options such as conservation subdivision designs or clustering can help maintain the continuity of woodlands.
- **Protect the town’s many natural features and open space areas** to enhance the recreational opportunities in the community ranging from passive to active recreation.

Transportation

Identifies the existing road network in addition to recommendations for safety and improved traffic movement in the town.

Recommendations:

- **Ensure a cost effective road system management plan.** Utilize the PASER (Pavement Surface Evaluation and Rating) program to assist in maintaining the roads in the future.
- **Transportation network in planned developments** should be designed to allow for efficient provision of emergency services and utilities.
- **Consider adopting an Official Map** to delineate future road extensions, especially in areas planned for compact development.
- **Recreational paths, routes, and trails such as snowmobile trails should have proper signage and intersection controls** to ensure safe crossing and interaction with vehicles.

Mineral Resources Overlay

The Mineral Resources Overlay is depicted on the General Plan Design to ensure active and future quarries are identified within the town. This overlay includes both metallic mining, although extremely rare, and non-metallic mining activities. In most cases, the type of mining to occur in Oconto County will involve extraction of gravel, marl, clay, and similar materials to be

conducted for a specified approved period of time. When mining is complete and the site is reclaimed, the overlay shall be removed and the previous land uses allowed to continue.

- **The town should work with Oconto County Officials to monitor mining operations.** Any issues involving the mining operation should be brought to the attention of the county officials in a timely manner.
- **The town should adequately review proposed mining operations.** The town should recommend conditional use requirements to the county that ensure the mining operation does not significantly compromise surrounding land uses. The application of setbacks will help alleviate issues with neighboring properties.
- **Mining operations should show that they have little negative impact** on the neighboring properties or other portions of the town and surrounding areas. This includes negative impacts on groundwater and local roads.
- **Ensure mining operations are properly closed.** The town should work with surrounding communities, Oconto County and state agencies to ensure that mining sites are reclaimed to a natural setting.
- **The town should pursue avenues in which to reclaim mining operations not sufficiently reclaimed.**
- **The reclaimed mining sites will be available for other land uses.** The town will need to determine the land use that best suits the area and needs of the town. (i.e. agriculture, recreational, residential)

Environmental Corridors

Environmental corridors contain four elements including; 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 town that are most sensitive to development and are intended to be preserved.

Recommendations:

- **This plan should serve as a guide for the preservation of environmental corridors.** Using the environmental corridors as a guide when reviewing proposed developments will give the town background information to determine what areas are important to maintaining the rural character and quality of the town's natural resource base. The corridors are an overlay to the recommended plan (**Map 3.1**) and should be utilized as a reference.
- **Recommend that developments steer away from environmental corridors as much as possible,** or they are designed in such a manner to minimize the negative effects on water resources, wildlife habitats and the overall character of the town.

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.”

The Town of Bagley identified lands containing existing concentrated development near Ucil Lake and Wescott Lake as the town’s “smart growth areas”.

- The Town of Bagley is intending for areas platted out for additional growth to infill while utilizing contiguous, efficient development patterns. This allows for more orderly and efficient development patterns.
- Concentrating development in designated areas also aids in the preservation of the town’s valued open space lands, along with its private woodlands and various natural resources that make up much of the town’s landscape.

Map 3.1: 20-Year General Plan Design

