

CHAPTER 3: FUTURE LAND USE PLAN

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INTRODUCTION

This portion of the *Town of Doty 20-Year Comprehensive Plan* highlights the town's future land use plan, known as the General Plan Design (**Map 3.1**). 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 Doty. The General Plan Design was developed based on the information contained in:

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

20-YEAR GENERAL PLAN DESIGN

Land Use Recommendations

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

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

- Residential
- Mixed Use
- Commercial / Light Industrial
- Industrial
- Parks and Recreation
- Government / Institutional / Utilities
- Agricultural / 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 Doty 20-year planning period.

Residential

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

Concentrated Residential

The intent of this classification is to maintain good quality **single-family** residences existing in concentrated areas around waterways and within forested lands. Future residential development shall maintain character with existing adjacent developments.

Recommendations:

- **Developments will continue to be concentrated in areas adjacent to Boulder, Star, Quill, Big and Lower Island, Boot, and Shay Lakes.** Consideration should be given to the following issues as these areas become more developed:

- Existing infrastructure and accessibility to future development
- Provision of emergency services
- Maintaining ground and surface water quality
- Availability of groundwater
- Capacity of roads and safe traffic patterns

- **Concentrated development will continue as planned around Archibald Lake Road near the northern town boundary.** Development in this area will be an extension of that which is already located around Archibald Lake in the Town of Townsend.
- **Additional concentrated residential development will be allowed in the area along STH 64 west of intersection with County T where appropriate.**
- **Infill should be maximized in concentrated residential areas that have existing development whenever possible.** Utilizing infill development will result in limiting the costs to extend infrastructure, minimizing the loss of open space and productive woodlands, and decreasing the travel distance between residences and existing services. However, due to the town's lack of sanitary and stormwater services, it is important that infill development be done in a manner that will continue to protect the town's surface water features.
- **One and two family residencies will be the primary development** with the possibility of infill developments and rehabilitation, or redevelopment of existing structures.
- **Encourage development techniques which maintain a balance between the natural environment and new development.** It is recommended that various development techniques such as conservation subdivisions are utilized in concentrated areas in an effort to protect surrounding environmental features, preserve open space throughout residential areas, and protect woodlands and wildlife habitats within the town.
- **Multi-family housing will be given consideration based on the needs of the town's residents.** Residents throughout the northern portion of Oconto County have expressed some demand for multi-family and elderly housing options. The town will consider multi-family housing development on a case-by-case basis.
- **New residential development types are encouraged to minimize the co-location or adjacent location of incompatible uses.** Conflicting size, type, design, or location of development may detract from existing properties.
- **Future residential development should maximize protection of environmentally sensitive areas.** Environmentally sensitive areas located in areas of proposed residential development should be preserved.
- **When considering residential development proposals in shoreland areas** the potential impacts on the water resource, 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

The “Rural Residential” category is illustrated as “Agriculture / Woodlands” on the town’s 20-Year General Plan Design and encompasses single-family residences. This category focuses on individual single-family residences built on larger lots located predominately within agricultural, wooded, and open space land use designations. The town’s vision is to protect productive farmland and existing natural areas (vegetated areas and/or open space views) from development that will cause fragmentation of such features.

Recommendations:

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

Commercial

The Commercial land use classification also includes retail, professional, and service sector businesses. Most business development in the Town of Doty has been limited primarily to the intersection of County Highway T and State Highway 64. The town would like to continue to minimize commercial development but also recognizes a need for the addition of some commercial, retail, and service related businesses to serve local needs. The town has not identified any locations 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.** The town encourages new businesses to feature attractive, well-maintained buildings that include appropriate signage and lighting so not to detract from the rural, natural character of the community.
- **New commercial development should be directed away from environmentally sensitive areas** (shown as “Environmental Corridors” on Map 3.1).
- **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.

- **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 development. New development should minimize the costs of utility and road extension. 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 on residential and retail users.
- **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 grow 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 at the intersection of CTH T and STH 64. It is not the intent of the town to promote significant residential development within this area.

Recommendations:

- **Mixed use development is planned** at the intersection of CTH T and STH 64. 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 services and facilities; utilities and utility sites; cemeteries; and public services provided to the town residents.

Recommendations:

- This classification is **limited to the area around the existing Town Hall**, centrally located within the town. Existing town services will continue and allow for the future expansion of the fire department and Town Hall.
- **Town officials should continually monitor the efficiency and effectiveness of all town provided services** to identify the need for improvement, change in policy, establishment of mutual aid agreements, or future capital investments.
- **Future municipal development should be located in a manner that maximizes safety and minimizes negative impacts.** It should be ensured that safe access into and out of municipal buildings is available for all emergency services, such as fire and rescue, town officials, and town residents.
- **Town officials should remain aware of siting and other changing issues** regarding telecommunication towers, antennas, and wind generation facilities.
- **Future governmental and utility services shall locate adjacent to this land use, if feasible,** in order to develop a town center and identity as well as to minimize any negative effects on adjoining land uses.

Park and Recreation

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

Recommendations:

- **Future town recreational facilities should be located in scenic areas that can provide appropriate vehicular and pedestrian access.** Residential and commercial areas should be buffered from park activities by natural vegetation or open space.
- **Work with Oconto County to create and update 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, WDNR, US Forest Service and other pertinent agencies 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 Map 3.1) and away from area 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 (**Map 3.1**). The agricultural classification is designed to preserve existing lands devoted to the growing of crops and the raising of livestock.

Recommendations:

- **The town should 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 3.9 and 3.10** 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.
- **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 has the least amount of negative impact on agriculture lands and helps ensures fragmentation of larger agriculture tracts does not occur.
- **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.
- **Larger-scale farming operations** are recommended to be located in areas of the town that avoid environmental corridors and surface water features.
- **Town officials are recommended to work with Oconto County** to address the siting of large-scale farming operations.

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 (**Map 3.1**). The woodland classification is designed to promote the maintenance of private woodlands and open space areas within the town.

Recommendations:

- **If residential development is permitted in these areas, low density development should be considered.** Future development in these areas should be done in a fashion which is least impactful to the natural environment and ensures fragmentation of quality woodlands and open space does not occur.
- **Utilize existing natural areas to enhance the character of the town.** Preserve large natural areas and features to enhance and retain buffers between incompatible uses while maintaining scenic views of the town.
- **Maintain the town’s private woodland areas.** Woodlands should not be developed with higher densities. Utilizing unique development options such as conservation subdivision designs or clustering can help maintain the continuity of woodlands.

- **Protect the town's many natural features and open space areas** to enhance the recreational opportunities in the community.

Transportation

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



Recommendations:

- **Preserve town views along major transportation routes.** In order to preserve the natural look of the town and to minimize the negative impacts of future residential development along roads, it is recommended that visibility of residential development from the road is minimized.
- **Maintain 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.
- **Consider adopting an Official Map** to delineate future road extensions.
- **Recreational paths and trails such as snowmobile trails should have proper signage and intersection controls** to ensure safe crossing and interaction with vehicles.
- **Ensure there is adequate off-street parking in areas of commercial and light industrial development.**

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 existing mining operations.** Any issues involving the mining operation should be brought to the attention of the county officials in a timely manner.
- **The town will 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 be sited in areas that will have little negative impact** on the neighboring properties, adverse effects on groundwater, or significant wear on local roads.
- **The town will work with Oconto County and the Wisconsin Department of Natural Resources** to ensure mining operations are properly closed and reclaimed.
- **The town will 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: the 100-year floodplain as defined by the Federal Emergency Management Agency (FEMA); WDNR wetlands; steep slopes of 12 percent or greater; and a setback from all navigable waterways as defined by the Oconto County Shoreland Zoning Ordinance. Together, these elements represent the areas of the town that are most sensitive to development and are intended to be preserved through the implementation of this comprehensive plan.

Recommendations:

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



IDENTIFIED SMART GROWTH AREAS

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

The Town of Doty identified lands containing *existing* concentrated development, which include areas surrounding Star and Boulder Lakes, along with areas surrounding the intersection of State Highway 64 and County Highway T as the town’s “smart growth areas”.

- As a rural community without a developing community center, the Town of Doty intends to continue to direct new development to areas where existing development has taken place or to those areas already platted for future residential development. The town intends to promote contiguous, efficient development patterns in these areas through

careful planning and infill; therefore better preserving the town's valued woodlands, surface waters, and other natural features that constitute much of the town's landscape.

- Locating future commercial and light industrial development in designated areas surrounding the intersection of State Highway 64 and County Highway T will assist in meeting the needs of the town residents and tourists while taking advantage of the excellent exposure and ease of access to the highway.

Map 3.1: 20-Year General Plan Design

