

# ***Town of Little Suamico***

**OCONTO COUNTY, WISCONSIN**

## **20-Year Comprehensive Plan**



*Adopted May 2022*



**TOWN OF LITTLE SUAMICO  
OCONTO COUNTY, WISCONSIN**

**CHAIRMAN:** Elmer Ragen  
**SUPERVISOR:** Dave Pribyl  
**SUPERVISOR:** Douglas Allen

**CLERK/TREASURER:** Lisa Glinski  
**DEPUTY CLERK/TREASURER:** Sharon VanDeHeuvel

**TOWN PLAN COMMISSION:** Elmer Ragen, Chairman  
Ray Palonen  
Vicky Storzer  
Guy Gooding  
Elizabeth Pappe  
Keith Helmle  
Wesley Kobylarczyk



# TOWN OF LITTLE SUAMICO 20-YEAR COMPREHENSIVE PLAN

Prepared by:

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



Amended by:

Town of Little Suamico Plan Commission

&

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



**Adopted: August 11, 2008**

**Amended: May 9, 2022**



**Resolution No. 2022-3**

**A RESOLUTION TO APPROVE AN AMENDMENT TO  
THE TOWN OF LITTLE SUAMICO 20-YEAR COMPREHENSIVE PLAN**

**WHEREAS**, the Town of Little Suamico, Wisconsin, pursuant to Sections 60.10(2)(c), 62.23, 61.35, 60.22(3), and 66.1001(4)(b) of the Wisconsin Statutes, adopted a comprehensive plan on August 7, 2008; and

**WHEREAS**, the Town of Little Suamico, is hereby amending the Town of Little Suamico 20-Year Comprehensive Plan to update the plan including but not limited to land uses, projections and the general plan design which will extend the design year of the plan to the year 2040; and

**WHEREAS**, the Town of Little Suamico Plan Commission finds that the Town of Little Suamico 20-Year Comprehensive Plan with the proposed amendments, addresses all of the required elements specified in Section 66.1001(2) of the Statutes and that the comprehensive plan, with the proposed amendment, is internally consistent; and

**WHEREAS**, the Town of Little Suamico has duly noticed and held an open house and public hearing on the proposed amendment and plan update, following the procedures in Section 66.1001(4)(d) of the Statutes and the public participation procedures for comprehensive plan amendments adopted by the Town Board.

**NOW, THEREFORE, BE IT RESOLVED**, that pursuant to Section 66.1001(4)(b) of the Statutes, the Town of Little Suamico Plan Commission hereby adopts this Resolution approving the amendments to the Town of Little Suamico 20- Year Comprehensive Plan.

**BE IT FURTHER RESOLVED** that the Plan Commission does hereby recommend that the Town Board enact an ordinance adopting the Comprehensive Plan Amendment.

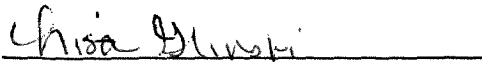
**Adopted** by the Town of Little Suamico Plan Commission this 5<sup>th</sup> day of May, 2022.

Ayes 7 Noes 0 Absent     



Elmer Ragen, Chairman  
Town of Little Suamico Plan Commission

Attest:



Lisa Glinski, Clerk  
Town of Little Suamico





**Ordinance No. 2022-1**

**AN ORDINANCE TO ADOPT AN AMENDMENT AND UPDATE TO  
THE TOWN OF LITTLE SUAMICO 20-YEAR COMPREHENSIVE PLAN**

The Board of Supervisors of the Town of Little Suamico, Wisconsin, do ordain as follows:

**Section 1.** Pursuant to Sections 60.10(2)(c), 62.23, 61.35, and 60.22(3) of the Wisconsin Statutes, the Town of Little Suamico is authorized to prepare, adopt, and amend a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Statutes.

**Section 2.** The Town Board, by the enactment of an ordinance, formally adopted the document titled, "Town of Little Suamico 20-Year Comprehensive Plan," on August 7, 2008.

**Section 3.** The Town Plan Commission, by a majority vote of the entire Plan Commission at a meeting held on March 22nd, 2022, adopted a resolution approving the amendment and recommending adoption of the Town of Little Suamico 20-Year Comprehensive Plan Amendment by the Town Board.

**Section 4.** The Town published a Class 1 public notice and held an open house and public hearing on March 22, 2022 to obtain public comments regarding the comprehensive plan amendment and update.

**Section 5.** The Town Board hereby adopts this Ordinance adopting the amendment to the Town of Little Suamico 20- Year Comprehensive Plan.

**Section 6.** The Town Clerk is directed to send a copy of the plan update to the parties listed in Section 66.1001(4)(b) of the Statutes.

**Section 7.** This Ordinance shall take effect upon passage by a majority vote of the full membership of the Town Board and publication or posting as required by law.

**Adopted** by the Town of Little Suamico Board of Supervisors this 9<sup>th</sup> day of May 2022.

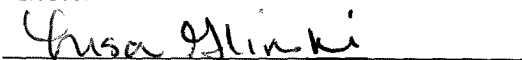
Ayes 3 Noes 0 Absent 0



Elmer Ragen, Chairman  
Town of Little Suamico

Date Published/Posted: May 10, 2022

Attest:



Lisa Glinski, Clerk  
Town of Little Suamico



RESOLUTION NO. 62

**TOWN OF LITTLE SUAMICO PLAN COMMISSION  
ADOPTION OF THE TOWN OF LITTLE SUAMICO  
20-YEAR COMPREHENSIVE PLAN**

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

AND WHEREAS, the Comprehensive Plan has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (future land use plan) for the 20-year planning period;

AND WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Wisconsin Statutes 66.1001 (Smart Growth);

AND WHEREAS, the Comprehensive Plan has been drafted by the Town of Little Suamico Plan Commission;

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

Dated this 7 day of August, 2008,

Resolution introduced and adoption moved by DOUG ALLEN.

Motion for adoption seconded by KEITH HELM.

Voting Aye: 4 Nay: \_\_\_\_\_

APPROVED:

  
\_\_\_\_\_  
Town of Little Suamico Plan Commission Chair

ATTEST:

  
\_\_\_\_\_  
Town of Little Suamico Plan Commission Secretary



**TOWN OF LITTLE SUAMICO**  
**ORDINANCE NO. 36**

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, to include the Town of Little Suamico, under the guidelines of Section 66.1001 Wisconsin Statutes; and,

WHEREAS, the project included a public participation plan in every stage of the process for preparation of a Comprehensive Plan for the Town of Little Suamico, 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 Town of Little Suamico Plan Commission held a public hearing on August 7, 2008, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985 that was published at least 30 days before the hearing was held, and the notice included all of the following information:

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

WHEREAS, on August 7, 2008, the Town of Little Suamico Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Plan Commission; and,

WHEREAS, the Town Board of the Town of Little Suamico, having carefully reviewed the recommendations of the Town of Little Suamico Plan Commission, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan elements relating to issues and opportunities, natural, agricultural and cultural resources, population and housing, economic development, transportation, utilities and community facilities, intergovernmental cooperation, land use and implementation, and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the Town of Little Suamico, which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development.

NOW, THEREFORE, the Town Board of the Town of Little Suamico, Oconto County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the Town of Little Suamico Plan Commission to the Little Suamico Town Board, attached hereto as Exhibit A, is hereby adopted.

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

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


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

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

Adopted this 17<sup>th</sup> day of August 2008, by a majority vote of the members of the Town Board of the Town of Little Suamico.

  
Town Board Chairperson

Attest:

  
Town Clerk

# Volume I

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## *Town Plan*

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### Town of Little Suamico 20-Year Vision Statement

*“The Town of Little Suamico is a well-organized and highly functioning community in which varying land uses support one another. The highway corridor is vibrant and diverse, while smartly designed residential developments offer housing and recreational opportunities for all age groups and incomes. Through strategic partnerships and use of progressive planning methods, the town has been able to efficiently accommodate the continued population and business growth with little compromise to its country feel and valuable natural features. The town’s wise annual investment in utilities and services is a welcoming invitation to new businesses wanting to locate in Little Suamico and provide quality jobs and shopping opportunities for its residents.”*





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**CHAPTER 1:  
INTRODUCTION**

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## PURPOSE OF THE COMPREHENSIVE PLAN

This comprehensive plan for the Town of Little Suamico was prepared to address continued development pressures and the steady increase in demand for services from residents and businesses during the next 20 years. The goal of the plan is efficiently accommodate the many needs of a growing community through efficient development strategies while establishing measures to preserve much of the town's remaining open spaces 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 expansion, housing development, location of public services, and sound economic development. The *Town of Little Suamico 20-Year Comprehensive Plan* is a legal document that provides the policy framework from which town officials will base their future land use decisions.

The cornerstone of this plan is the future land use map, referred to in this document as the General Plan Design (GPD), **Map 3.1**. The goals for each of the plan's individual elements are supported by a detailed list of objectives, policies, and programs to provide a roadmap for officials and residents to follow as they work to implement the town's comprehensive plan. This GPD map shall be used for reference and in conjunction with the Oconto County's zoning ordinances, Town of Little Suamico ordinances, and other planning materials such as the sanitary district operations plan to help guide decisions on where and how the Town of Little Suamico should be developed as well as preserved during this 20 year planning period.

### **State Planning Legislation**

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

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

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

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

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

## HOW TO USE THIS PLAN

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

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

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

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

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

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

**Appendices: Town Plan** - contains town public participation materials; nominal group results; community survey results; intergovernmental cooperation workshop results; land use comparisons; and other relevant materials generated or gathered during the plan development process.

**Volume II: County Resources:** This volume contains countywide background information that served as a basis for the preparation of the town's development strategies and General Plan Design.

**Chapter 5: Natural, Agricultural and Cultural Resources** - provides 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 the town and Oconto County.

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

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

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

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

**Appendices: County Resources** - contains a countywide inventory of natural resources information; nominal group results; economic SWOT results; visioning survey results; a detailed list of available housing, economic development, and transportation financial and technical resources; 2007 countywide land use inventory; a glossary of definitions; and other relevant input and materials generated or gathered during the plan development process.

**PLAN DEVELOPMENT PROCESS**

The Town of Little Suamico was one of sixteen communities to enter into an agreement with Oconto County to submit a multi-jurisdictional application to the Wisconsin Department of Administration in 2005 for grant funding to offset the cost of completing/or updating their comprehensive plans. The application was successful, and an award of \$263,000 was made to Oconto County in April 2006. The comprehensive planning grant required recipients to put forth a local match, which could be distributed over a three year period. Oconto County contracted with the Bay-Lake Regional Planning Commission (BLRPC) to assist 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 planning phases:

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

- Countywide background data was collected, analyzed, and presented for review.
- The Oconto County Planning Advisory Committee (OCPAC) and communities within the three planning clusters review and provide input on the countywide background materials.
- Three (3) Open Houses were conducted, one in each of the county’s three Planning Clusters (Southern, Central, and Northern). These Open Houses were held in May and June 2007 to allow the public to review countywide background materials, ask questions, and provide feedback.



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

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

- The Town of Little Suamico Plan Commission held its initial planning meeting with BLRPC staff in August 2007.
- Public meetings were held on a monthly basis to review materials and facilitate a number of activities such as the mid-point open house on February 13, 2008 to gather additional input from residents and landowners.
- The town's vision statement was developed along with the land use goals, objectives, policies, and programs by using results from the various issue identification workshops and background data.
- A preliminary General Plan Design was prepared along with the recommended land use strategies to guide future development and conservation of the town over the next 20 years.
- 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 required thirty-day review of the town's plan was held during the month of July 2008 to allow citizens, landowners, neighboring communities, and other interested parties to review the completed draft of the *Town of Little Suamico 20-Year Comprehensive Plan*.
- Little Suamico's second open house was held on August 6, 2008 to allow the public to review the planning materials and provide input as to the contents of the draft plan.
- The required Public Hearing on the *Town of Little Suamico 20-Year Comprehensive Plan* was held on August 7, 2008, and the Plan Commission made recommendation for adoption of the plan following the public hearing. Any input received during the review, open house, and public hearing was considered and included in the town's comprehensive plan as appropriate.
- The *Town of Little Suamico 20-Year Comprehensive Plan* was completed on August 11, 2008 with its adoption as an ordinance by the Little Suamico Town Board.

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

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

## **Plan Amendment**

The first amendment of the Town of Little Suamico 20-Year Comprehensive Plan began in 2018 with assistance from Oconto County Planning. The updated Town of Little Suamico 20-Year Comprehensive Plan was adopted in 2022. The focus of this amendment was to update the existing land use data, general plan design, land use recommendations, goals, policies, and implementation schedule.

## **Public Participation Process**

### **Public Participation Plan**

The key to drafting and adopting a comprehensive plan that fits the town's future planning needs is gathering input from residents and land owners at all stages of plan development. In accordance with s. 66.1001(4), Wis. Stats., the Town of Little Suamico approved "Procedures for Adoption or Amendment of the Town of Little Suamico Comprehensive Plan" at their Town of Little Suamico Town Board meeting on September 11, 2006 to maximize the opportunities to gain valuable public input while developing this very important planning document. A copy of the public participation plan is included as Appendix A of *Volume I: Town Plan*.

Open meetings were held monthly to review background data, finalize each plan element, and create the General Plan Design. In addition to these planning meetings, the following steps were used to gather additional input from the public.

### **Community Survey**

A community survey was conducted in January 2008 to solicit the feelings residents and landowners had toward existing town services and amenities and to gain their insight on what they thought the town would look like in the year 2025. 2,687 surveys were sent out to residents and land owners of the town and 283 were returned, a 10.5 percent return rate. The surveying process provided input utilized in the preparation of a vision statement; some background information for drafting the goals, objectives, policies, and programs; and a general consensus on where and what type of development the town would experience in the future. A summary of the community survey's key findings are highlighted below. The complete results of the community survey can be found in Appendix B of *Volume I: Town Plan*.

- Satisfied with residential and commercial development
- Important to preserve natural resources
- Locate commercial development primarily along corridor
- Would like attract a grocery store, restaurants, retail, and light industry
- Need more employment opportunities locally
- No need for new recreational facilities
- Fire protection is good to excellent
- Police protection adequate to poor
- No to incorporation
- Support regional court system
- Majority of age respondents 46-59 and have lived in the town 11-20 or over 30 years
- Live on an average residential lot size of 1.5 to 2.9 acres
- Place of employment is primarily in Brown County
- Majority of respondents had no children at home
- What features of the town do you like most :
  - Country setting, quiet, spacious lots
  - Close to Green Bay, businesses, recreational opportunities, wildlife
  - Being in the country away from big city trouble and problems
  - Rural area, clean air, quiet
  - Lower taxes



- Friendly, safe, and calm
- Oconto Falls School District
- What are the greatest challenges facing the town:
  - Well and septic overload-possible water shortage and contamination
  - Too many people not enough police or fire protection
  - Keeping it small town
  - Overgrowth, becoming another Village of Howard
  - Attracting the right business
  - Growth and how to not push out the farmer and small land owner
  - Roads and congestion
  - Services not meeting the needs for a growing community
  - Development in Sobieski
  - To meet all the needs of growth and pleasing the majority that live here
  - School growth
  - Sewer and water

### **Nominal Group Exercise**

On September 26, 2007, members of the Town of Little Suamico Plan Commission participated in a Nominal Group Exercise to identify those issues most important for the town to address during this 20 year planning period. To address those issues most important to the town, each member was given three votes and asked to vote and prioritize the issues. The following are the top 10 issues and concerns facing the town according to this issue identification process. All issues on the list were considered while drafting goals, objectives, policies, and programs for the town's comprehensive plan. A description of the nominal group process and the entire list of results can be found in Appendix C of *Volume I: Town Plan*.

- Grocery store
- Business incentives (TIF, etc.)
- More money for parks and recreation
- Governmental units working together
- Elderly housing
- Water and sewer system to accommodate growth
- Protect image of the town
- Municipal court system to enforce ordinances
- Professional buildings
- Health care facilities

As part of the plan amendment process that began in 2018, the town reviewed and discussed these prior nominal group results as well as county nominal group results. These results and the additional discussion assisted the town in the plan update process.

A complete list of the Nominal Group Exercise can be found in Appendix C of *Volume I: Town Plan*.

### **Intergovernmental Cooperation Workshop Results**

An Intergovernmental Cooperation Workshop was conducted on April 16, 2008 for communities

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

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

### **Positive Working Relationships**

- Shared services (emergency-mutual aid)
- Extra territorial planning area between Oconto Falls and Stiles
- Trans-county and town agreements for road maintenance and snow plow
- Agreements for joint sanitary with Little Suamico and Pensaukee and Oconto (future)
- Cluster meetings – good source of information-education
- Mar-Oco landfill – good working relationship with Marinette County
- County recently updated 911 system – has mutual aid with surrounding communities/counties to help with disaster response
- Coordination between county and local zoning
- Economic Development: countywide and county funded OCEDC
- Mutual aid agreements on wildland fire suppression between WDNR and many town and village fire departments
- Support summer recreation programs

### **Existing or Potential Land Use Conflicts**

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

## **Resolutions**

- Sharing of information between communities (e.g. meeting minutes)
- Informal get-togethers to share information between towns and county
- Information discussions between incorporated communities and towns re: extraterritorial planning areas
- Inter and Intra communication
- Shared planning
- Standardize ordinances – consistency with county – remove duplication and unnecessary items
- Sharing information on troubles between neighbors – local meetings
- Locate funding sources – to continue these meetings and planning processes
- Communities place own ordinances on a website so public can access
- Get town websites out to public – make people aware that they are out there – also promote county websites – utilize newspapers to promote
- Coordination between towns and county to find more efficient ways to implement and enforce ordinances – let county help as much as they can

As part of the plan amendment process that began in 2018, the town reviewed and discussed these prior intergovernmental cooperation workshop results. These results and the additional discussion assisted the town in the plan update process.

## **Open Houses**

Two “Open Houses” were held during the planning process. The first was held at the planning mid-point on February 13, 2008 at the Little Suamico Town Hall. Approximately 35 residents, landowners, and other interested parties attended the event. Several displays and informational pieces were available for review, including:

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

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

The second open house was held on August 6, 2008 at the Little Suamico Town Hall. It was held at the conclusion of the planning process to allow the residents and other interested persons the opportunity to review the completed draft plan and give input as to its contents and scope.

As part of the plan amendment process, an open house was held to provide residents and any interested persons an opportunity to review the updated plan materials and give input as to its contents and scope. Plan update materials were also made available on the Oconto County website throughout the plan update project.

**VISION STATEMENT**

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

*“The Town of Little Suamico is a well-organized and highly functioning community in which varying land uses support one another. The highway corridor is vibrant and diverse, while smartly designed residential developments offer housing and recreational opportunities for all age groups and incomes. Through strategic partnerships and use of progressive planning methods, the town has been able to efficiently accommodate the continued population and business growth with little compromise to its country feel and valuable natural features. The town’s wise annual investment in utilities and services is a welcoming invitation to new businesses wanting to locate in Little Suamico and provide quality jobs and shopping opportunities for its residents.”*



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# **CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS**

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## INTRODUCTION

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

## COMMUNITY INVENTORY

### Description of Planning Area

#### **Town of Little Suamico Planning Area**

The Town of Little Suamico is located at the southern end of Oconto County encompassing an area of approximately 37 square miles, or 23,930 acres. The nearest cities from the center of town are: Oconto Falls, 11 miles to the northwest; Oconto, 14 miles to the northeast; and Green Bay, 12 miles south. The Town of Little Suamico contains two unincorporated communities: Sobieski located in the central portion of the town and adjacent to USH 41/141, and Little Suamico found in the east central portion of the town at the junction of CTH J and CTH S. The towns of Pensaukee and Abrams comprise the town's northern border; the Village of Suamico (Brown County) serves as its southern border; Green Bay of Lake Michigan is Little Suamico's eastern border; while the Town of Chase is the town's western neighbor. **Map 2.1** provides a general location of the Town of Little Suamico in Wisconsin, and **Map 2.2** highlights the planning area.



### Past Planning Efforts

The current Town of Little Suamico ordinances address several conditions or issues within the town and either support or expand upon county ordinances. They will be instrumental in the implementation of this comprehensive plan. A list of those ordinances addressing land use has been compiled in Chapter 4: Implementation of this comprehensive plan.

**Sewer and Water Plan:** The *Oconto County Sewer and Water Plan* was prepared by Max Anderson Associates to identify areas having a problem with or a need for centralized utility systems, based on population, housing, density, and the age and types of individual utility systems. The plan was adopted in 1971 and reports future sewer and water needs for communities within the county.

**Green Bay West Shore Study:** The study was prepared in 1980 by the Bay-Lake Regional Planning Commission under the Coastal Management Program. This report contains background data for a coastal study area, which includes the Town of Little Suamico. An identification of problem/conflict areas in terms of existing natural resources and land use are included in this report.

**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.

**The Oconto County - Green Bay West Shore Sewer Service Area Plan:** This regional plan was prepared during 1995 by the Bay-Lake Regional Planning Commission and approved by the Wisconsin Department of Natural Resources in April 1996. This plan was developed as a “growth control” tool and defines a “sewer service area boundary” for the community of Little Suamico (as well as other areas) which should accommodate sewered growth for the next 20 years. Additionally, this plan defines and identifies those significant natural resources known as “environmental corridors” which prohibits publicly sewered development.

**Cumulative and Secondary Impacts of Potential Infrastructure Improvements in Southeastern Oconto County:** was prepared during 1995 and 1996 by the Bay-Lake Regional Planning Commission through an agreement with the Wisconsin Coastal Management Program. This plan was developed for the same study area as the sewer service area plan. It contains an inventory of existing physical and social characteristics as well as discussions on future highway and sewer improvements. The plan recommends specific actions which the county and individual communities may wish to employ to plan for growth effectively.

**Town of Little Suamico Town Plan:** This plan was initiated in 1991 and finished by the town in 1993. The document contains a set of goals as well as a preferred land use map. The background information is reflected within the *Town of Little Suamico 2020 Comprehensive Plan*.

**Town of Little Suamico 2020 Comprehensive Plan:** The town completed and adopted a land use plan in 2000. Planning assistance was provided by the Bay-Lake Regional Planning Commission. This plan formulated strategies to guide future development throughout the town with the creation of a 20-year General Plan Design.

The goal of the comprehensive planning process is to inventory existing ordinances and identify the key findings from these plans to ensure their consistency in utilization and implementation with the comprehensive plan. Any of the plans still being used should be revisited from time to time to check their relevance to current conditions and whether there is any progress being made towards their implementation.

### **Town of Little Suamico 20-Year Comprehensive Plan**

In August of 2008, the Town of Little Suamico adopted an updated comprehensive plan entitled the Town of Little Suamico 20-Year Comprehensive Plan. This plan was developed with planning assistance from Bay-Lake Regional Planning Commission and Oconto County Planning staff as part of a county wide planning project. In 2018, the Town of Little Suamico began working with Oconto County Planning staff to complete the first major update to the comprehensive plan. This plan update was completed and adopted in XXXX.

## **Community Resources**

### **Natural Resources**

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

The resources that lie above and beneath the ground are very important when considering future development. Those resources found within the Town of Little Suamico are highlighted below. Expanded definitions and countywide maps of these natural resources can be found in Chapter 5 of *Volume II: County Resources*.

- Two soil types can be found in the Town of Little Suamico. Lake silt and clay covers a majority of the town with a small section in the northeastern corner containing soils related to outwash sand and gravel. The contour of the town encompasses a number of depressions and basins and is scattered with lake and outwash plains. This combined topography and soil type limits the amount of water driven erosion that is likely to occur in the town.
- The depth to bedrock is 60 inches or greater providing natural filtration of contaminants from septic systems, farming operations, and stormwater runoff before they get to the groundwater.
- The town is located within two watersheds-the far northeastern area contains the Pensaukee River watershed while the majority of the town can be found in the Suamico and Little Suamico Rivers watershed. These watersheds are part of the larger Lake Michigan Basin that drains directly into Green Bay of Lake Michigan.
- There are no bodies of water classified as lakes in the Town of Little Suamico. However, the Green Bay of Lake Michigan borders the entire eastern side of the town.
- Within the Town of Little Suamico, there are several prominent river and stream features including the Little Suamico River and its tributaries found in the central area of the town. The Little Suamico River flows easterly, while Tibbet Creek located in the northeastern area of the town and Kirchner Creek in the far northeast part of the town, drain to the south. These creeks and rivers drain into Green Bay of Lake Michigan.
- Topography and drainage within the town are primarily the result of glaciation. This glaciation has caused the area to be poorly drained and pocketed with marshes and wetlands.
- The topography within the Town of Little Suamico reflects the previously described glaciation with landscapes fluctuating from level to rolling. A majority of the town maintains elevations of approximately 640 feet above sea level. The upland woodlands (those woodlands that are not in a wetland) are located throughout the town. These woodlands are primarily found in areas that are unsuitable for agricultural use; mixed in with ridges and steep slopes; adjacent to primary water features such as the Little Suamico River and bordering wetlands which are prone to flooding.
- Surface waters are abundant throughout Oconto County. **Map 2.3** illustrates the surface water features in the town.
- The Plan Determinants consist of wetlands, floodplains, steep slope (12 percent or greater), and the 75-foot setback from surface water features. Each of these four Plan Determinant features for the town is shown on **Map 2.4**. The individual plan determinants merged together form a single feature known as “environmental corridors”, which is displayed on the town’s General Plan Design (**Map 3.1**).
  - Several areas of steep slope are present in the westcentral area, along with a small area in the eastcentral area of the town. Areas of steep slope are comprised of soil characteristics that can be seen as a constraint to development due to their tendency for increased runoff

and soil erosion.

- The floodplains are located adjacent to the Green Bay of Lake Michigan in the eastern part of the town; Little Suamico River and its tributaries in the central portion of the town; and Tibbet Creek and Kirchner Creek in the northeastern area of the town.
- The town has a large, contiguous wetland complex located along the Green Bay shoreline providing vital wildlife habitat.

## Agricultural Resources

Despite the continued urbanization of Little Suamico, there remains approximately 5,700 acres of farm and pasture lands in the town. Land noted as prime agricultural land is primarily located in the central part of the town, east of U.S. Highways 41/141. **Map 2.4** reflects the location and amount of prime agriculture land in the town. Areas that have been designated as farmland preservation areas within the town are shown on **Map 3.18** and **Map 3.19** found in Chapter 3 of *Volume I: County Plan*.

More information regarding agricultural resources and farmland preservation in the town and the county can be viewed in Chapter 3 of *Volume I: County Plan* and Chapter 5 of *Volume II: County Resources*.

## Cultural Resources

Cultural Resources are typically sites, features, and/or objects of some importance to a culture or a community for scientific, aesthetic, traditional, educational, religious, archaeological, architectural, and historic reasons.

- The Wisconsin Historical Society maintains a list of 34 historically significant structures located in the Town of Little Suamico. A majority of these listings are homes, former businesses, and agriculture related structures. Some of the more prominent entries on the historical society's site are the St. John's Evangelical Lutheran Church, the John Grosse House, and the Frank Allen General Store and Hotel.

A comprehensive list of historically significant features for the town can be found on the Wisconsin Historical Society's website at <http://www.wisconsinhistory.org/>

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

- a. Landmarks (reference points)-
  - Little Suamico River
  - Tibbet Creek
  - Kirchner Creek
  - Sobieski
  - Little Suamico
  - Little Suamico Recreation Park
- b. Pathways (roads, trails, etc.)-
  - U. S. Highways 41 and 141

- County Highways J and S
  - Little Suamico River
  - Canadian National and Escanaba-Lake Superior Railroad
- c. Edges (boundaries)-
- Green Bay of Lake Michigan
  - Brown County
  - Towns of Chase, Abrams, and Pensaukee
- d. Districts (encompass areas of commonality)-
- Local School Districts – Pulaski and Oconto Falls
  - NWTC
  - Little Suamico Sanitary District
  - Little Suamico Fire Department
  - County Rescue Emergency Services
- e. Nodes (destinations within the center of a district)-
- Town Hall
  - Fire Station
  - Little Suamico Recreation Park
  - Town Recycling Center
  - Sobieski
  - Little Suamico

## Economic Resources

The town’s local economy is dependent upon its commercial development located within the town’s two hamlets and along the U.S. Highways 141/41 corridor. According to the 2017 land use inventory, there were 209 acres of identified commercial land and 19.7 acres of industrial land use, which is primarily one active quarry.

Other employment types found in the Town of Little Suamico include food and beverage service, restaurants, gas and convenience stations, sales, service and repair, recreation, and construction.

## Utilities and Community Facilities

An inventory and assessment of existing facilities is made to determine whether or not there may be condition and capacity issues in meeting future development needs. Information on the Town of Little Suamico’s community and public facilities is outlined below. The town’s parks and community facilities are shown on **Map 2.6**.

The Town of Little Suamico municipal building is located at 5964 County Road S. This building was constructed in 2011 replacing the previous building. The Town Hall serves as space for meetings, elections, training, miscellaneous community events, and county zoning meetings. Town residents maintain their own wells for drinking water. A



portion of the town is part of the West Shore Sewer Service Area that includes the towns of Stiles, Pensaukee, and Little River and the City of Oconto. Residents contract with private garbage haulers for collection of their recyclables and refuse. The town has a recycling center on Allen Road where residents can bring their recyclables and refuse.



The Oconto County Sheriff’s Department provides primary police protection for the town. A police service agreement between the Town of Little Suamico, Town of Chase, and the Oconto County Sheriff’s Department provides a full time deputy within these two towns. This police service agreement is reviewed annually. Fire protection is provided through the Town of Little Suamico Volunteer Fire Department. The fire station is located at 5974 County Road S and serves the entire town with a volunteer department. The department maintains mutual aid

agreements with neighboring communities. An expansion of the department’s facilities occurred in 2007. **Map 9.4** in Chapter 9 of *Volume II: County Resources* illustrates the fire districts in Oconto County. County Rescue Service, located at 1765 Allouez Avenue in Green Bay, provides emergency medical services to town residents. The EMS/Ambulance districts are shown on **Map 9.5** in Chapter 9 of *Volume II: County Resources*.

The eastern two-thirds of the Town of Little Suamico is served by the Oconto Falls School District. The Pulaski Community School District covers the western one-third of the town. See **Map 9.6** in Chapter 9 of *Volume II: County Resources* for public school districts located in Oconto County. There is no public library located in the Town of Little Suamico. Residents of the town can utilize the Oconto Falls Community Library or the Brown County Public Library system with branches in the villages of Pulaski and Howard. The United States Postal Service maintains a post office in the Town of Little Suamico at 1145 Grosse Road.

Residents can access both local and satellite TV services. Cable service is provided by Time Warner Cable and Bayland Telephone Incorporated located at 2711 E. Frontage Road in the Town of Abrams. Wisconsin Public Service and Oconto Electric Cooperative provide electric service to town residents. Gas service is available within limited areas of the town by Wisconsin Public Service. There are two privately owned cemeteries within the town-The first one is Riverside Cemetery located on Riverside Cemetery Road just off Allen Road east of U.S. Highways 141/41. The second cemetery is located at the St. John Cantius Catholic Church within Sobieski. Both cemeteries have space available. There is one telecommunications tower in the town located on Kawula Lane. There are no hospital facilities within the Town of Little Suamico. The closest hospitals are HSHS St. Clare Memorial Hospital in the City of Oconto Falls at 855 S. Main Street and St. Mary’s Hospital Medical Center at 1726 Shawano Avenue in the City of Green Bay. Building Blocks child care is located at 6090 County Highway S in Sobieski.

**Parks and Recreation**

The Town of Little Suamico has one park-Little Suamico Recreation Park located at 1015 County Road J. This community park was established by the Little Suamico Recreation Club, a non-profit group begun by town residents in 1967. The park grounds were purchased by the club in 1971. The park provides



residents with three ball fields (one of which is lighted for night play) with score board, volleyball courts, tennis courts, a picnic area near the river, soccer field, swings, children’s play apparatus with slides, basketball court, and a combination storage building and concession stand. Parking consists of a gravel parking area. The park is now owned and maintained by the Town of Little Suamico. This park is noted on **Map 2.6**. Please see **Map 9.7** in Chapter 9 of *Volume II: County Resources* for a detailed inventory of county operated park and recreational areas within Oconto County.

## Transportation

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

- U.S. Highway (USH) 141 is a principal arterial route. The function of an arterial highway is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. Over the years, the portion of USH 141 from Green Bay, through Oconto County has slowly been upgraded to freeway and expressway standards.
- U.S. Highway (USH) 41 is also classified as a principal arterial highway. In 1972, the portion of USH 41/USH 141 from the northern end of the freeway near Suamico north of Green Bay to the USH 41/USH 141 "split" at Abrams was converted to four-lane, divided highway. In 1991 and 1992 the interchange at the USH 41/USH 141 “split” at Abrams was constructed. In 1999, the interchanges at CTH S (at the unincorporated community of Sobieski) and at the USH 41 and USH 141 "split" (at Abrams) were completed as part of the ongoing conversion of the portion of USH 41/USH 141 from Suamico (in Brown County) to the Town of Abrams to full freeway standards. In 2000, the interchange at Brown Road was completed and USH 41/USH 141 from Suamico to Abrams became a fully-controlled access freeway.
- County Highways (CTH) J and S are classified as collector roads. The primary function of county roads classified as “collectors” is to provide general "area to area" routes for local traffic. CTH J originates in Brown County, travels north through the towns of Little Suamico and Pensaukee, and into the Town of Oconto. CTH S begins at County Highway J in the Town of Little Suamico and travels west through the central part of the Town of Chase into Shawano County.



Table 8.2 found in Chapter 8 of *Volume II: County Resources* lists the mileage of roads under the jurisdiction of the Town of Little Suamico by function. **Map 8.1** found in Chapter 8 of *Volume II: County Resources* provides the location of the roads by function within the town.

Rail service is provided by the Canadian National Railroad Company (the CN) and the Escanaba-Lake Superior Railroad Company (the E&LS). The CN track originates approximately 105 miles north in the City of Ishpeming, Michigan. The track



traverses south from Ishpeming through the Upper Peninsula, through the cities of Marinette and Peshtigo on to the City of Oconto. From Oconto, the CN runs south to the City of Green Bay.

The E&LS is a privately owned shortline railroad company operating in Northeastern Wisconsin and the Upper Peninsula of Michigan. The 208 mile mainline of the E&LS stretches from Ontonagon, Michigan on the shores of Lake Superior to Green Bay. In addition to the mainline, two key branches are the 6-mile Stiles Junction to the City of Oconto Falls line and the 21-mile Crivitz to Marinette line.

**Land Use Inventory**

A detailed field inventory for the Town of Little Suamico was completed by the Bay-Lake Regional Planning Commission in 2007. In 2017, as part of the plan update a detailed existing land use inventory was completed by Oconto County Planning. A consistent standard land use classification methodology and process was used to determine existing land uses. Please refer to Chapter 11 of *Volume II: County Resources* for a description of these categories.

A breakdown of the town’s general land uses with acreages is shown on Table 2.1. **Map 2.7** displays the existing land uses for the Town of Little Suamico.

Table 2.1: Existing Land Use

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
<b>DEVELOPED</b>			
<i>Single Family</i>	3,515.2	15.1	83.1
<i>Two Family</i>	17.7	0.1	0.4
<i>Mobile Homes</i>	36.6	0.2	0.9
<i>Multi-Family</i>	0.9	0.0	0.0
<i>Vacant Residential</i>	9.7	0.0	0.2
Total Residential	3,580.1	15.4	84.6
Commercial	209.0	0.9	4.9
Industrial	19.7	0.1	0.5
Transportation	182.9	0.8	4.3
Communications/Utilities	6.9	0.0	0.2
Institutional/Governmental	34.9	0.1	0.8
Recreational	31.8	0.1	0.8
Agricultural Structures	165.5	0.7	3.9
<b>Total Developed Acres</b>	<b>4,230.9</b>	<b>18.1</b>	<b>100.0</b>
<b>UNDEVELOPED</b>			
			Percentage Undeveloped Land
Croplands/Pasture	5,708.1	24.5	29.9
Woodlands	10,773.3	46.2	56.4
Other Natural Areas	2,348.5	10.1	12.3
Water Features	258.2	1.1	1.4
<b>Total Undeveloped Acres</b>	<b>19,088.1</b>	<b>81.9</b>	<b>100.0</b>
<b>Total Land Area</b>	<b>23,319.0</b>	<b>100.0</b>	

Source: Oconto County Planning, 2020

## DEMOGRAPHIC TRENDS AND FORECASTS

### **Population**

#### **Historic Population Trends**

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

The Town of Little Suamico experienced a decrease in population from 1910 to 1960. The town's population has rebounded and has grown considerably during the past 50 plus years. According to the 2010 U.S. Census count, the town population was 4,799, which was an increase of 922 from the 2000 U.S. Census count of 3,877. The town's location has made the area a desirable place for individuals to reside. Town residents can enjoy the rural atmosphere while being only minutes from an array of amenities in nearby City of Green Bay.

For more information on population trends in Oconto County refer to Chapter 6 of *Volume II: County Resources*. For town specific population data refer to Tables 6.14 – 6.18 found in Chapter 6 of *Volume II: County Resources*.

#### **Population Projections**

By analyzing past population trends, it is possible to project future growth. The use of forecasting calculates, or predicts, a future number by using existing figures. By projecting future population growth over this 20 year planning period, it will enable the Town of Little Suamico to better understand future needs for housing, utilities, transportation, recreation, and a number of other population influenced services. For this comprehensive plan, the town has utilized Wisconsin Department of Administration (WDOA) projections. Based on WDOA population projections, the Town of Little Suamico can anticipate continued new resident growth.

More information on population projections for Oconto County and the Town of Little Suamico can be found in Chapter 6 of *Volume II: County Resources* with town specific projections shown in Table 6.17.

### **Housing**

#### **Housing Trends and Characteristics**

As reported by the U.S. Census the Town of Little Suamico's total number of housing units has steadily increased over the years. The town saw an increase of 492 units between 2000 and 2010.

For more information on the number of housing units in Oconto County and the Town of Little Suamico can be found in Table 6.19 found in Chapter 6 of *Volume II: County Resources*.

#### **Housing Projections**

Utilizing the Wisconsin Department of Administration (WDOA) occupied housing unit projections, the town can expect to see a continued increase in occupied housing units.

For more information on housing projections for Oconto County and the Town of Little Suamico refer to Table 6.20 found in Chapter 6 of *Volume II: County Resources*.

### **Economic Development**

The Town of Little Suamico's economy is heavily dependent upon retail and commercial



businesses. The highway corridor along with the number of existing businesses, form a solid economic basis for future growth in the town.

A majority of the town’s residents, 38.1 percent, are employed in management, professional, and related occupations. For a breakdown of employed persons by occupation for the Town of Little Suamico refer to Table 7.11. This table along with other county and town economic information can be found in Chapter 7 of *Volume II: County Resources*.

## **LAND USE TRENDS AND FORECASTS**

### **Existing Land Use Issues and Conflicts**

The Town of Little Suamico has experienced rapid residential development over the years. As the town 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, may cause problems for future planning activities and will need to be addressed within the General Plan Design context and the implementation strategies outlined in the comprehensive plan.

- There are multiple driveways along main transportation routes such as County Highway S only serving single residences and businesses that are a cause for safety and maintenance concerns.
- The wide-spread residential and commercial development will have negative impacts on the environmental corridors and natural areas.
- Many of the existing and future sub-division lay-outs have single entrance and exit roads and do not allow for trail or recreation connectivity.
- There is little or no growth or redevelopment within Little Suamico or Sobieski.
- Most development is within the areas within the Pulaski School District.
- The highway corridor interchanges are underutilized for development and the entire corridor has little cohesiveness.
- The Little Suamico Sanitary District is not serving the fastest or the most densely developing residential and commercial areas.
- The lack of a municipal water system limits the town’s ability to serve residences or attract new businesses to the town.
- There are no defined or designated areas for additional recreational facilities.
- The towns overall strong growth will result in the continued loss and fragmentation of agriculture land and open space.

### **Anticipated Land Use Trends**

The continued increase in fuel prices will be a major consideration as to where people chose to live and work. The Town of Little Suamico has and continues to be an ideal location for those wanting to reside in the country yet within a short driving distance of shopping, schools, and amenities. Based on population projections, Little Suamico can anticipate a considerable number of new residents residing in the town in the future. This growth will translate into the following anticipated land use trends.

- There will be continued expansion of existing residential sub-divisions and the creation of

additional densely developed sub-divisions.

- With a large number of already determined and platted residential lots, the focus should be on infill development within existing subdivisions as opposed to creating new concentrated housing developments.
- As commercial growth pushes north from Brown County, the town will experience strong general corridor development.
- Without the availability of municipal water, smaller businesses are more inclined to locate within the town.
- More home-based businesses including small community farms, oftentimes organic certified, are a fit for urbanizing areas where there are smaller agriculture parcels available.
- There may be a need for additional recreational facilities and trails to accommodate all types of recreation.
- The influx of new residents and businesses will expedite the need for additional municipal services such as a stormwater management program, expanded sanitary district, and construction of municipal water supply or connection to Green Bay’s Water Utility.

## **Development Considerations**

### **Land Supply**

The town’s location will continue to be a draw for those individuals wanting larger lot sizes but within a reasonable driving distance to amenities, shopping, schools, and recreation. The Pulaski Area School District and the Oconto Falls School District will be a draw for young families. Despite the rapid growth taking place within Little Suamico, there continues to be ample room for residential development with over 19,000 acres of undeveloped land still available. The Little Suamico Sanitary District covers a large portion of the central part of the town and has capacity to service additional businesses and homes. With the completion of the expansion of the U. S. Highways 141/14 corridor, there is sufficient land for commercial and light industrial development along this well-traveled transportation route and at the valuable interchanges. However, there will be limited development opportunities for some types of land uses due to the lack of utilities, primarily water and sewer services.

### **Land Price**

As the areas immediately surrounding the Green Bay Metro area become more densely developed, such as the villages of Howard and Suamico, communities like Little Suamico will be very desirable. Correspondingly, the value of the land will increase. The land located within desirable business locations, such as within the Little Suamico Sanitary District and along the U.S. Highways 141/41 corridor will retain a higher market value because of its development options. Therefore, land values in commercial and 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 in the town. The value of limited natural resources land (wooded and open space) will continue to be desired for hunting/recreational purposes and bring strong cost per acre sales.

**LAND USE PROJECTIONS**

**Five Year Incremental Land Use Projections**

The Comprehensive Planning legislation s. 66.1001, Wis. Stats. requires comprehensive plans to include projections in five-year increments for future residential, commercial, industrial, and agricultural land uses over the 20-year planning period. The Wisconsin Department of Administration (WDOA) projections were used to determine anticipated future growth within the town.

It is **not** the intent of this comprehensive plan to see an entire area within a land use classification noted on the General Plan Design to be developed. The specified uses should be allowed if consistent with the type, location, and density of existing development. Some of the land within the land use classification is not developable due to natural features, easements, setbacks, existing preferred land uses, or lack of supporting infrastructure. Within developing areas, these additional considerations and land uses generally account for approximately 25 percent of the gross land area. Given these considerations, the gross land use needs for residential, commercial, and industrial development for the Town of Little Suamico by 2040 is 3,337 acres. The net acreage total for each of the illustrated land uses in Table 2.8 is 2,503 acres. The Town of Little Suamico future land use projections can be viewed in Table 2.8.

Table 2.2: Five-Year Incremental Land Use Projections, 2020-2040

Year	Residential		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2020	669.4		39.1		3.7	
2025	495.0	1164.4	28.9	68.1	2.7	6.4
2030	517.1	1681.5	30.2	98.3	2.9	9.3
2035	414.0	2095.5	24.2	122.5	2.3	11.6
2040	256.5	2352.0	15.0	137.5	1.4	13.0

Source: Oconto County Planning, 2020

**Residential Projections**

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

- Wisconsin Department of Administration (WDOA) Projections;
- A per residential lot average of one and one-half acres; and
- A multiplication factor ranging from 1.25 to 2.25 to allow for market flexibility and to further account for the continued decline in persons per household from 2.6 in 2020 to 2.46 by 2040.

Using this projection method illustrated in Table 2.3, the Town of Little Suamico can anticipate adding 988 new homes by 2040. The land needed for these new residents equates to 2,352 net acres and 3,136 gross acres.

Table 2.3: Five-Year Incremental Housing Land Use Projections, 2020 - 2040

Year	New Housing Units	Acres/DU	Market Value	Acres Needed
2020	357	1 1/2	1.25	669.4
2025	220	1 1/2	1.5	495.0
2030	197	1 1/2	1.75	517.1
2035	138	1 1/2	2	414.0
2040	76	1 1/2	2.25	256.5
<b>Total</b>	<b>988</b>			<b>2,352.00</b>

Source: Oconto County Planning, 2020

Note: The new housing units shown for 2020 would be the increase from the number of housing units determined in the 2010 census and the projected number of housing units in 2020. From 2010 thru 2020 it is projected the town will see 357 new housing units. From 2020 thru 2025 it is projected the town will see 220 new housing units. The projections are for single family homes and do not account for multiple family and apartment complexes which have greater residential densities.

### Commercial Projections

To calculate commercial land use projections, the ratio between residential acreage and commercial land use acreage is determined based on the 2017 land use inventory. That ratio was 17.1 acres of residential land to every one acre of commercial land for a 17.1:1 ratio. Based on this ratio, the town can anticipate allocating some 137.5 net acres for new commercial development equating to 183.39 gross acres during this planning period. This calculation is shown in Table 2.4 below. Commercial areas have been designated along the U.S. Highways 141/41 corridor that will be suitable for both local and transient traffic. The corridor will also allow light industrial operations, if they fit the size and scale of the surrounding land uses and complement the existing business community.

Table 2.4: Five-Year Incremental Commercial Land Use Projections, 2020 - 2040

Year	Res. Acreage	Ratio	Acres Needed
2020	669.4	17.1	39.1
2025	495.0	17.1	28.9
2030	517.1	17.1	30.2
2035	414.0	17.1	24.2
2040	256.5	17.1	15.0
<b>Total</b>			<b>137.5</b>

Source: Oconto County Planning, 2020

### Industrial Projections

The ratio between residential acreage and industrial land use acreage is also determined based on the 2017 land use inventory. That ratio was 181.3 acres of residential land to every one acre of industrial land for a 181.3:1 ratio. As reflected in Table 2.5, the Town of Little Suamico has allocated 13 net acres for future light industrial development equating to 17.3 gross acres.

Table 2.5: Five-Year Incremental Industrial Land Use Projections, 2020 - 2040

Year	Res. Acreage	Ratio	Acres Needed
2020	669.4	181.3	3.7
2025	495.0	181.3	2.7
2030	517.1	181.3	2.9
2035	414.0	181.3	2.3
2040	256.5	181.3	1.4
<b>Total</b>			<b>13.0</b>

Source: Oconto County Planning, 2020

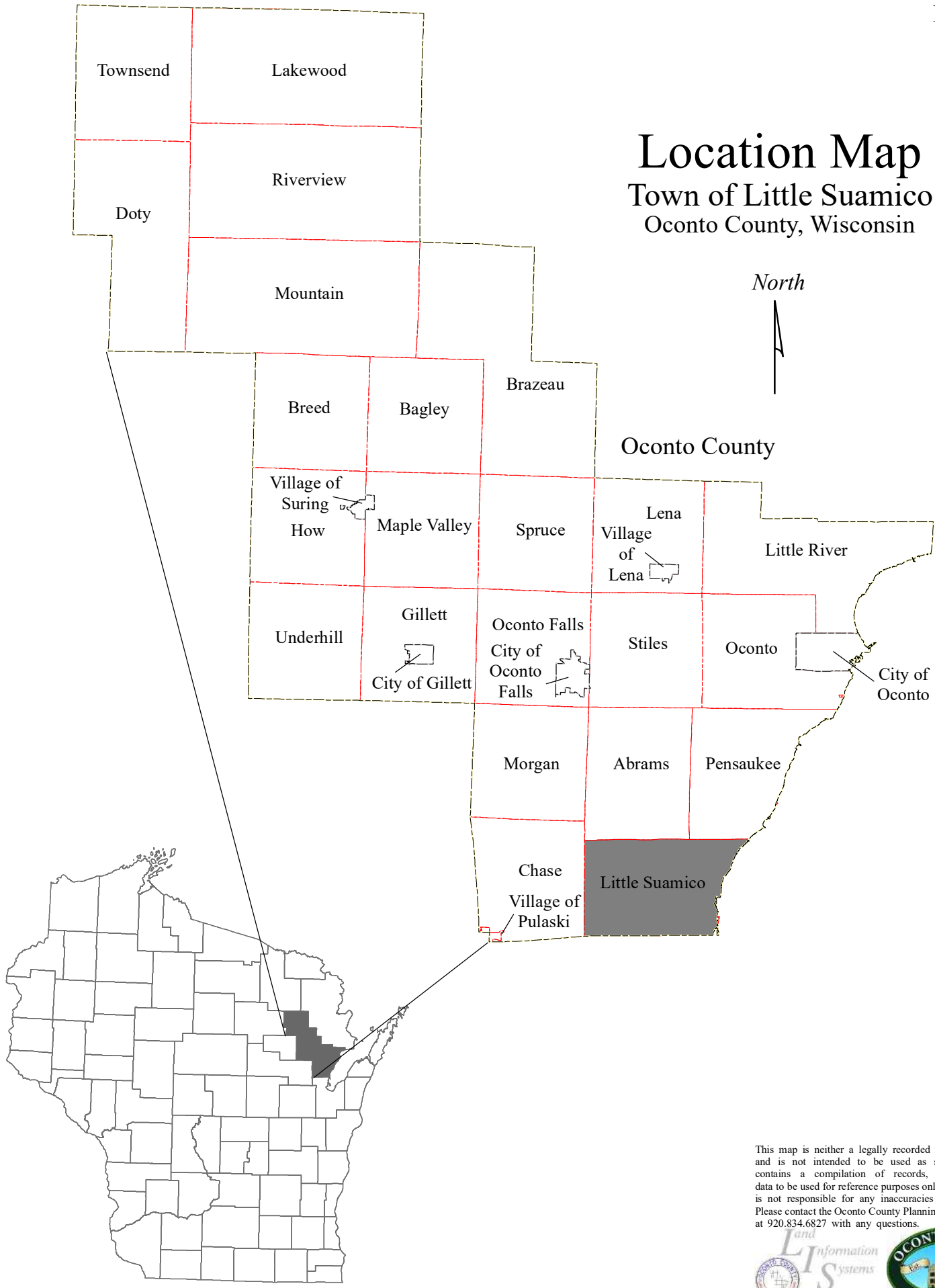
### Agricultural Projections

With over 5,700 acres of agricultural and pasture lands identified during the town’s 2017 land use inventory, there is the intention to preserve as much of these remaining open spaces as possible over the next 20 years. With the need for an estimated 3,337 acres of additional residential, commercial, and industrial land uses by 2040, careful planning will need to take place to ensure existing agriculture and open space lands are preserved. As development pressures continue to grow, consideration should be given as to where and how these open areas should be preserved to maintain the aesthetics and rural character of the Town of Little Suamico.

# Location Map

## Town of Little Suamico

### Oconto County, Wisconsin



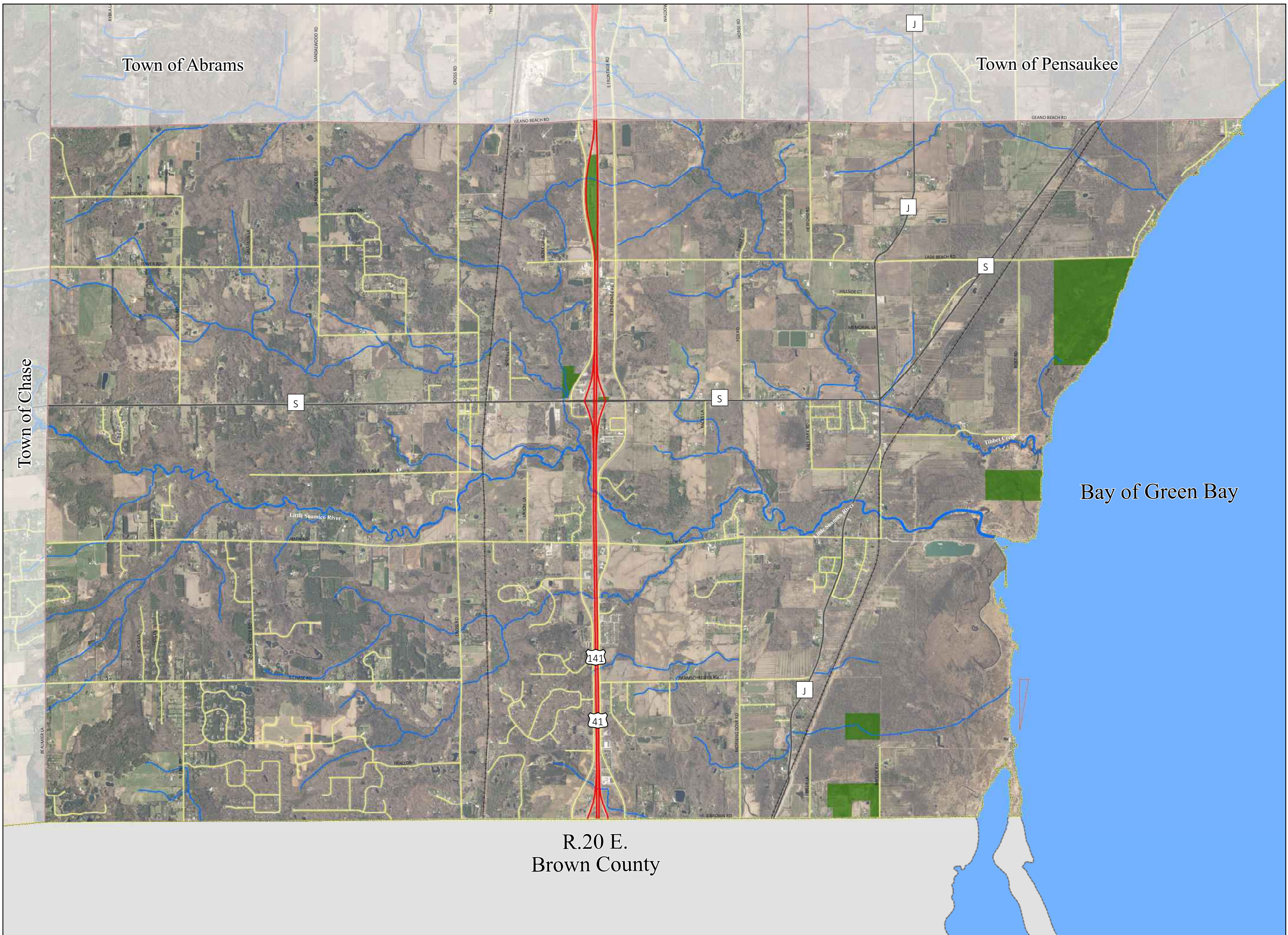
Wisconsin

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. Please contact the Oconto County Planning & Zoning Office at 920.834.6827 with any questions.



Oconto County Planning & Zoning





**Base Map Features**

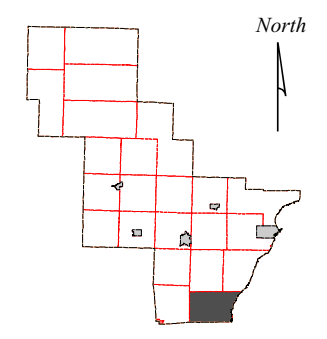
- Federal Highway
- State Highway
- County Highway
- Town Road
- Recreation Trail
- Railroad
- Surface Water
- County Boundary
- City/Village Boundary
- Township Boundary
- Public Land

**Map 2.2  
Planning Area**

**Town of Little Suamico**  
Oconto County, Wisconsin

Bay of Green Bay

R.20 E.  
Brown County



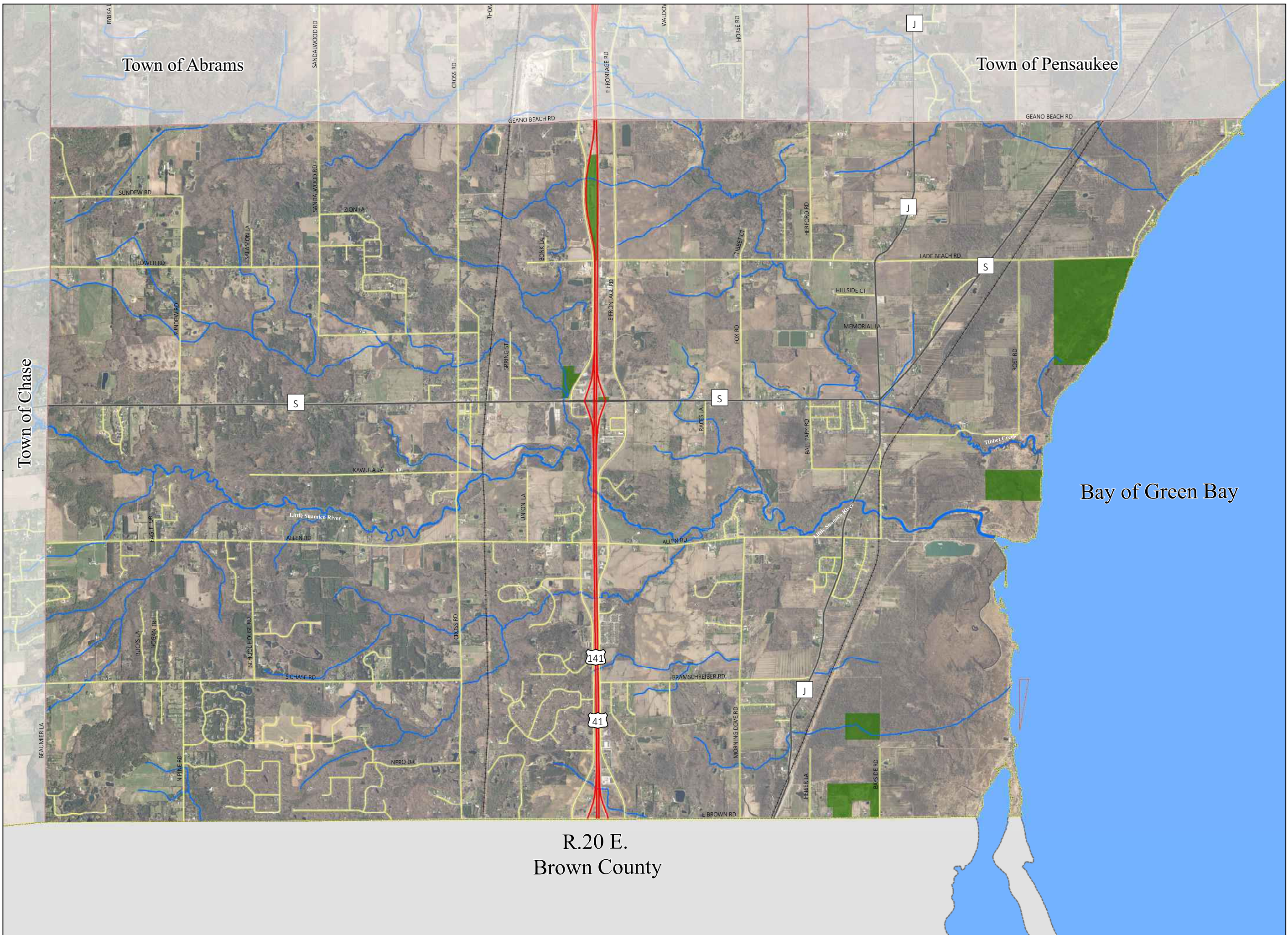
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Source: Oconto County Planning, 2020  
0 0.25 0.5 1 Miles









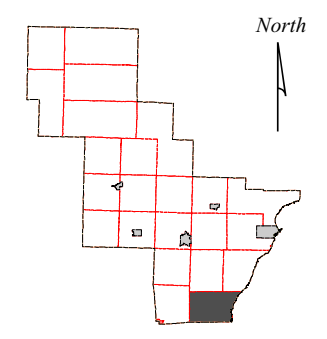
**Base Map Features**

- Federal Highway
- State Highway
- County Highway
- Town Road
- Recreation Trail
- Railroad
- County Boundary
- City/Village Boundary
- Township Boundary
- Public Land

**Map 2.3  
Surface Waters**

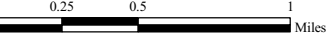
**Town of Little Suamico**  
Oconto County, Wisconsin

- Surface Water



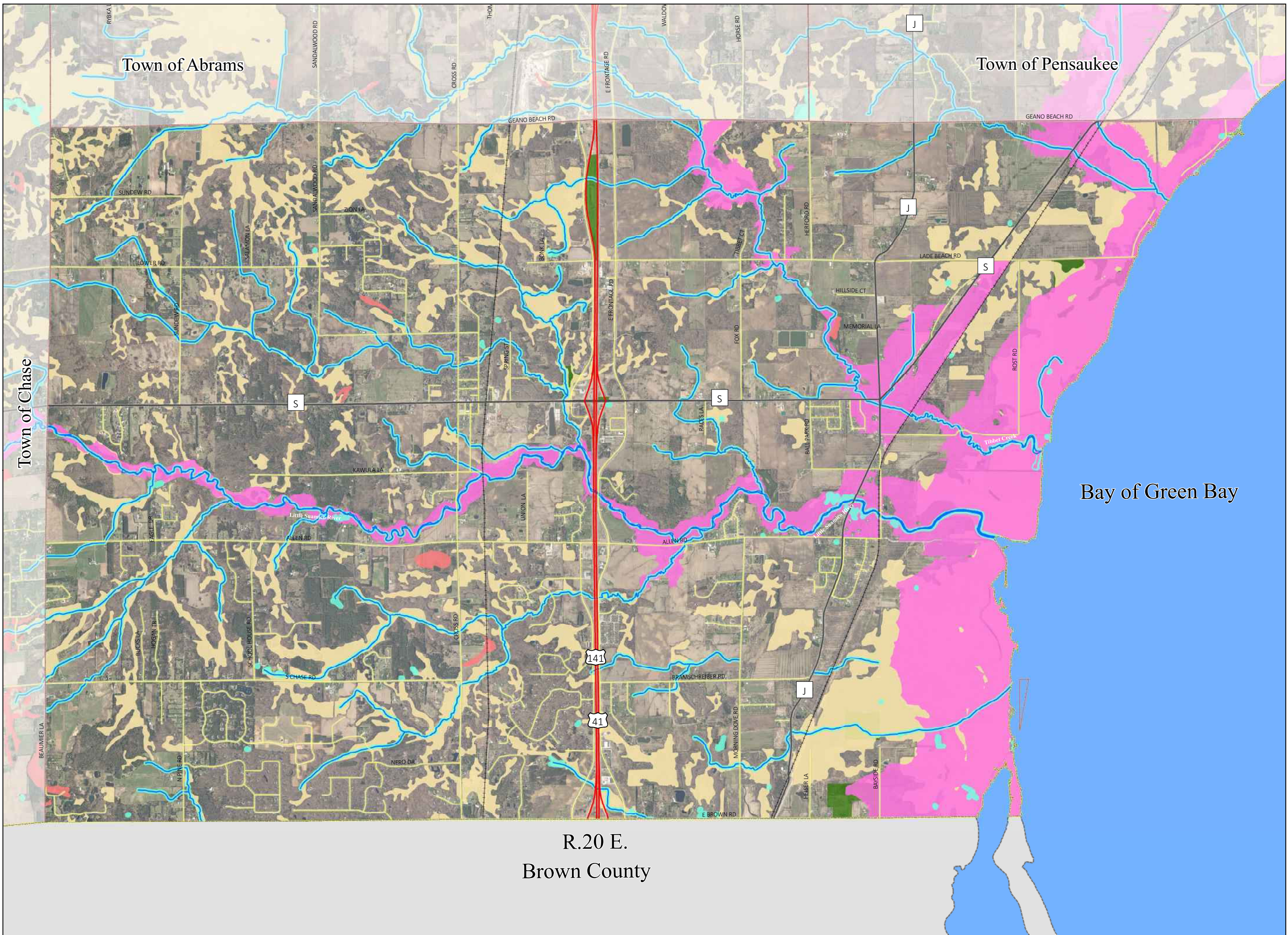
This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained. Please contact the Oconto County Planning & Zoning Office at 920.834.6827 with any questions.

Source: Oconto County Planning, 2020



R.20 E.  
Brown County





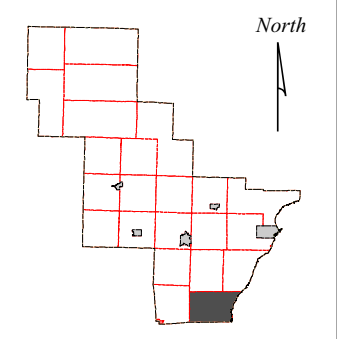
**Base Map Features**

- Federal Highway
- State Highway
- County Highway
- Town Road
- Recreation Trail
- Railroad
- Surface Water
- County Boundary
- City/Village Boundary
- Township Boundary
- Public Land

**Map 2.4  
Plan Determinants**

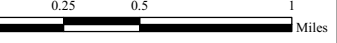
**Town of Little Suamico**  
Oconto County, Wisconsin

- 75' Surface Water Setback
- 100 Year Floodplains
- Steep Slope 12% or Greater
- WDNR Wetlands

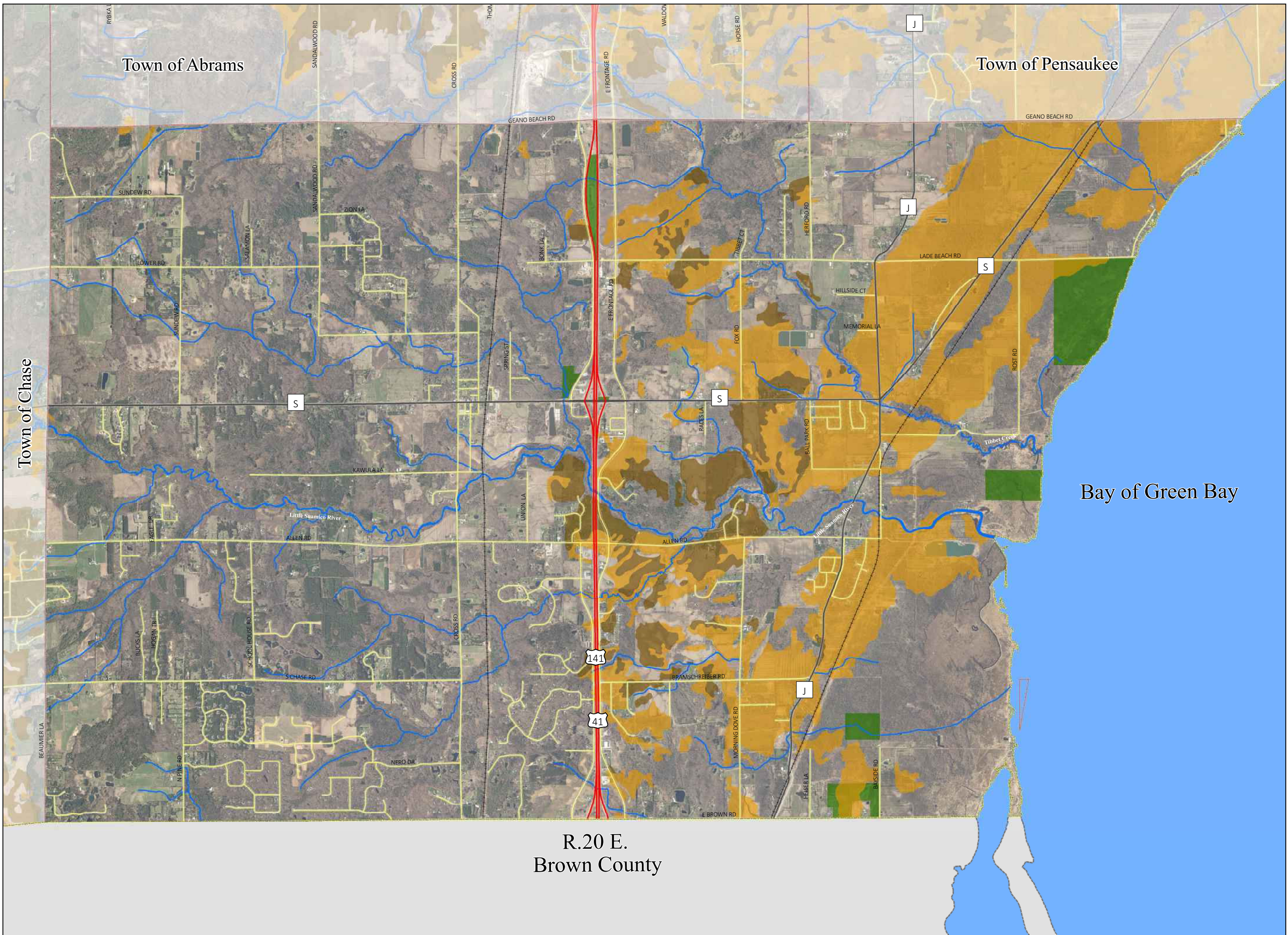


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Source: Oconto County Planning, 2020







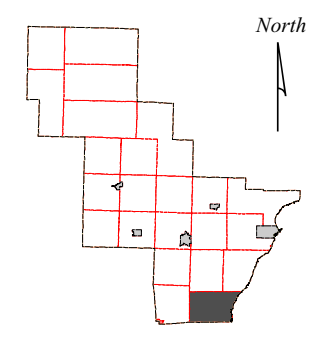
**Base Map Features**

- Federal Highway
- State Highway
- County Highway
- Town Road
- Recreation Trail
- Railroad
- Surface Water
- County Boundary
- City/Village Boundary
- Township Boundary
- Public Land

**Map 2.5  
Prime Agricultural  
Soils**

**Town of Little Suamico  
Oconto County, Wisconsin**

- Prime Agricultural Soils
- Prime Agricultural Soils (Where Drained)



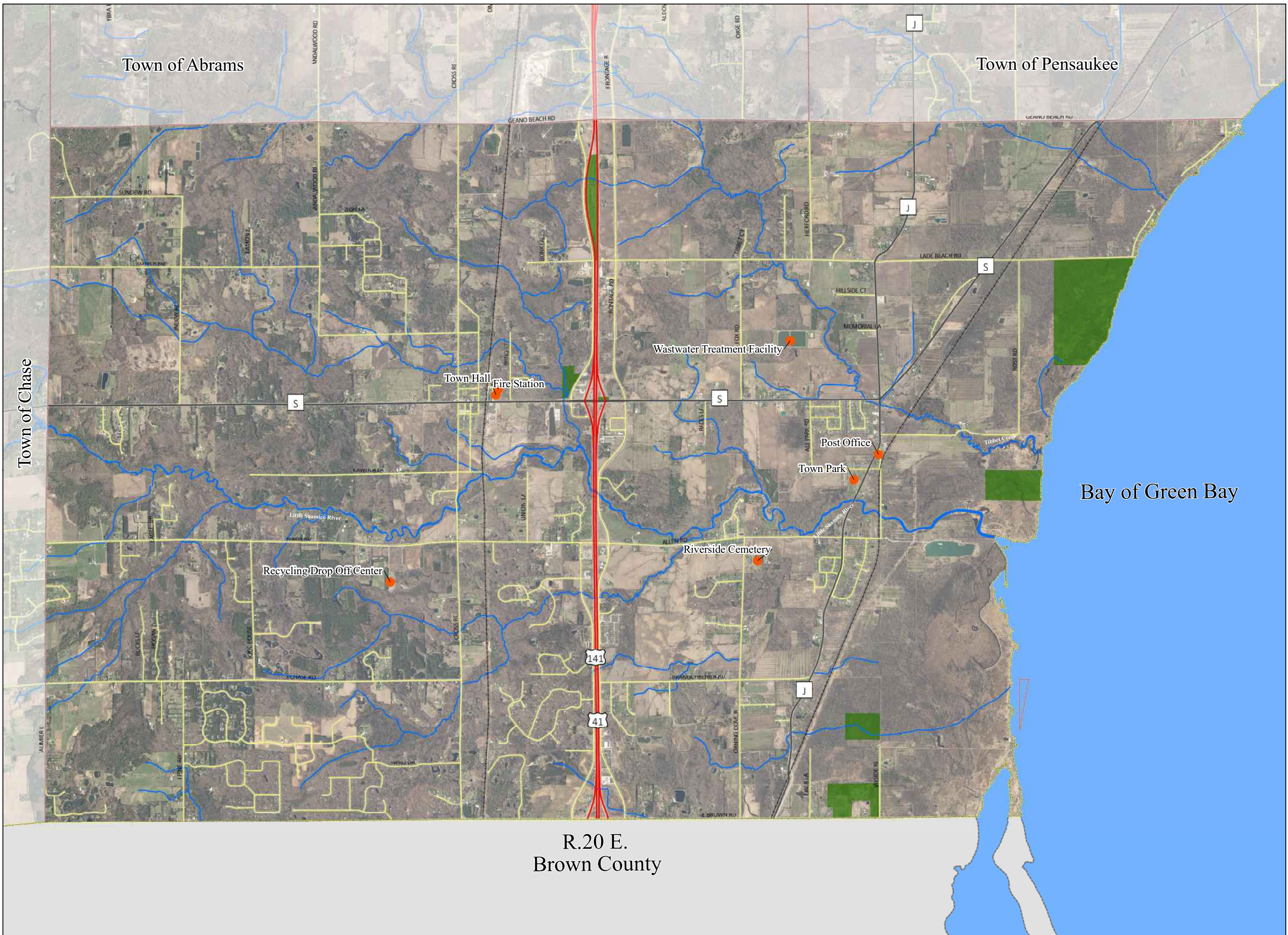
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Source: Oconto County Planning, 2020  
0 0.25 0.5 1 Miles



R.20 E.  
Brown County



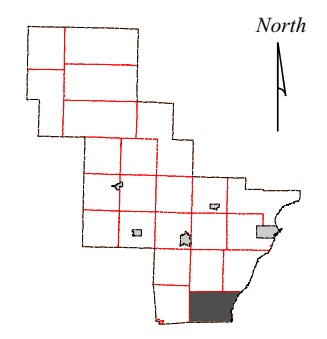


**Base Map Features**

- Federal Highway
- State Highway
- County Highway
- Town Road
- Recreation Trail
- Railroad
- Surface Water
- County Boundary
- City/Village Boundary
- Township Boundary
- Public Land

**Map 2.6  
Public and  
Community Facilities  
Town of Little Suamico  
Oconto County, Wisconsin**

- Public and Community Facilities



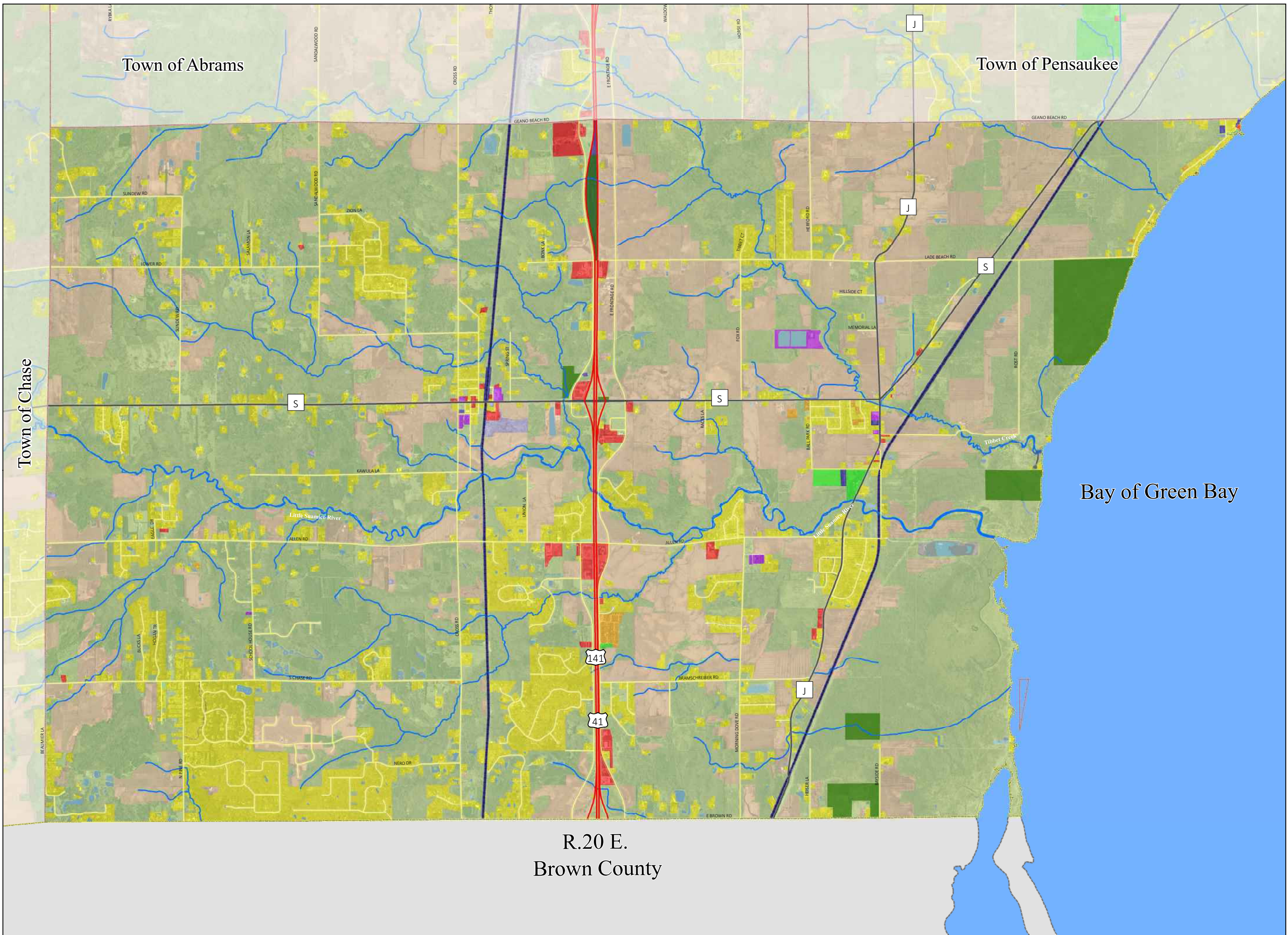
This map is neither a legally recorded map nor a survey and is not intended to be used as such. This map contains a compilation of records, information, and data to be used for reference purposes only. Oconto County is not responsible for any inaccuracies herein contained. Please contact the Oconto County Planning & Zoning Office at 920.834.6827 with any questions.

Source: Oconto County Planning, 2020  
0 0.25 0.5 1 Miles









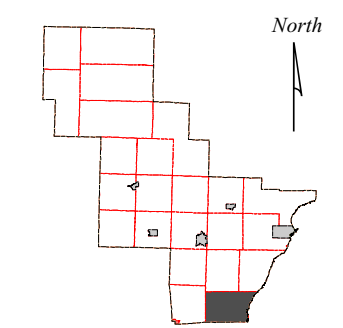
**Base Map Features**

- Federal Highway
- State Highway
- County Highway
- Town Road
- Recreation Trail
- Railroad
- Surface Water
- County Boundary
- City/Village Boundary
- Township Boundary
- Public Land

**Map 2.7  
Existing Land Use  
Inventory**

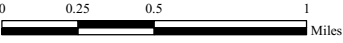
**Town of Little Suamico**  
Oconto County, Wisconsin

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



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Source: Oconto County Planning, 2020





**CHAPTER 3:  
FUTURE LAND USE PLAN**

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## INTRODUCTION

This chapter discusses in detail the 20-Year General Plan Design and supporting land use recommendations for the Town of Little Suamico. The background information and data provided in *Volume II: County Resources* was referenced by Plan Commission members during the year-long preparation of the town’s preferred future land use map. From these monthly meetings and presentations to the public, the Town of Little Suamico 20-Year General Plan Design (**Maps 3.1**) was drafted and approved. The map reflects the type, location, and density of specific future land uses the town would like to promote during this planning period. The existing land use inventory, a detailed list of development strategies, and a series of implementation tools such as county and local zoning ordinances will assist town officials in achieving the 20-General Plan Design.

## 20-YEAR GENERAL PLAN DESIGN

### Land Use Classifications

The following land use classifications support the Town of Little Suamico future land use map. Utilizing these land use classifications, this section details the suggested type, location and density of development for the Town of Little Suamico 20-Year General Plan Design. They define those vital land use characteristics that will assist in the preservation of the town’s rural character and promote efficient and orderly growth. The town’s future land use classifications are:

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

### Land Use Recommendations

Utilizing these land use classifications, this section details the suggested type, location and the general density of development for the Town of Little Suamico 20-year planning period.

#### **Residential**

It is the intent of this classification to promote orderly and efficient growth patterns consistent with adjacent land uses. The town prefers to promote single-family residences at varying densities dependent upon the presence of an adequate transportation system, municipal services, and the natural landscape. Residential development in the Town of Little Suamico is categorized in two categories- *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 3.1**). This residential classification is designated for portions of the town that already contain or have platted large concentrations of development and within areas that have or are planned to have adequate infrastructure to allow for future growth at similar residential types and densities. Within these concentrated residential areas development will

occur meeting the town required minimum of 1.5 acres. Residential development at 1.5 acres will be serviced by private wells and sanitary systems. Residential development will smaller acreage requirements should occur within the boundaries of the sanitary district. Other things to consider as residential densities increase and expand include:

- Integration of varying residential design standards such as conservation by design subdivisions
- Connectivity of denser developed residential subdivisions
- Location and content of the existing environmental features
- Existing infrastructure and accessibility to future development
- Cost effectiveness of the extension of municipal services
- Formulation and implementation of a stormwater management plan
- Provision of emergency services
- Preservation of ground and surface water quality
- Availability of groundwater
- Location and quality of recreational facilities
- County and local land use regulations

*Recommendations:*

- **Concentrated residential development is most likely to occur** in areas of the town closest to the Green Bay Metro Area influence and to larger residential developments taking place throughout the Town of Little Suamico.
- **Concentrated development will continue as planned** based on existing development patterns, natural features, and environmental corridors.
- **For any new subdivisions being proposed, an Area Development Plan should be provided.** A plan will allow the town to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town’s future maintenance costs or be disruptive for fire, police or rescue services. Such plans are encouraged to have connectivity to adjacent developing areas to allow residents the opportunity to more safely walk, run, and bike within these neighborhoods.
- **The Little Suamico Sanitary District covers a large portion of the central area of the town including the neighborhoods of Little Suamico and Sobieski.** More concentrated residential development is anticipated to occur within the district. It is important to ensure the sanitary district does not repel development due to hook-up charges and monthly fees.
- **Safe pedestrian, recreational and emergency travel options should be promoted** between new and existing subdivisions.
- **Infill should be maximized in concentrated residential whenever possible** to limit the costs to extend infrastructure; minimizing the loss of open space and woodlands; and decreasing the travel distance between residences and existing services. However, due to the



town’s limited sanitary and stormwater services, it is important that infill development be done in a manner to protect the town’s surface water features.

- **Shared on-site wastewater treatment systems should be promoted where appropriate.** For cluster type developments outside of the sanitary district, discuss shared on-site systems as an option with developers.
- **Pursue maintenance standards that address neglected structures and properties** that negatively impact the character of the town.
- **Multi-family housing will be given consideration based on the needs of the town’s residents.** The town will make exceptions for smaller multi-family developments, such as town homes, if proof can be provided that the development will be adequately serviced by existing infrastructure. In such situations, it is recommended that these developments occur on larger lots within areas of designated concentrated residential development or in the Little Suamico Sanitary District.
- **The incorporation of various development techniques helps maintain a balance between the natural environment and new development.** It is recommended that various development techniques such as utilization of conservation subdivisions in these areas in an effort to protect surrounding environmental features; preserve open space; and protect woodlands and wildlife habitats.
- **Future residential development should maximize protection of environmentally sensitive areas** (i.e. woodlands, wetlands, steep slopes, floodplains, etc.) in order to minimize soil erosion and damage to surface waters.
- **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 “*Agricultural / Woodlands*” on the town’s 20-Year General Plan Design (**Map 3.1**) and encompasses single-family residences built predominately within agricultural, wooded, and open space land use designations. The town’s intent is to protect open spaces existing natural areas (vegetated areas and/or open space views) from development that will cause fragmentation of such features.

### ***Recommendations:***

- **Low density development is promoted to help maintain the town’s visual and environmental integrity.**
- **New residential development should conform to surrounding uses** in order not to detract from or conflict with existing properties.
- **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 towns intent of preserving woodlands and agricultural lands.

### 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 along the U.S. Highway 41/141 corridor, in Little Suamico located at the intersection of county highways J and S in the east central area of the town and in Sobieski located west of the highway corridor on County Highway S. It is not the intent of the town to promote significant residential development within these areas.

#### *Recommendations:*

- **Mixed use development is planned at locations along the U.S. Highway 41/141, in Little Suamico located at the intersection of county highways J and S in the east central area of the town and in Sobieski located west of the highway corridor on County Highway S.** These locations are 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.
- **A strong visual image is created by requiring front façades to face public spaces or streets** and by maintaining a distinctive architectural style through the use of size, materials, colors, texture, and composition.
- **New development should be directed away from environmentally sensitive areas** (shown as “Environmental Corridors” on Map 3.1)
- **The town recommends that the lower level of the buildings be converted back to commercial and retail use.**
- **The rehabilitation and utilization of existing buildings** is critical to the long-term viability, appearance, and function of this area.
- **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.
- **These mixed 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.** The 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.
- **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.

## Commercial

The Commercial land use classification includes retail, professional, and service sector businesses. There are several in-home businesses operating throughout the town, and more such businesses are expected to become established in the future. The town is directing most of its commercial business growth to areas along the U.S. Highway 41/141 corridor. The highway intersections at Brown Road, Allen Road, and County Highway S have experienced commercial business activity over the years. Infill and expansion of commercial development is anticipated to occur in these areas and along the access roads during this 20 year planning period and beyond.

### *Recommendations:*

- **Existing businesses should maintain a crisp appearance,** while new commercial developments 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.
- **It is expected that a mix of future commercial will locate along the U.S. Highways 141/41 highway corridor in a linear pattern.** The intent is to locate commercial developments in areas that will give future commercial developments the most exposure and allow for easy traffic access.
- **Future highway commercial sites should allow for essential uses that accommodate current residents along with transient demands,** allowing ample room for parking and drive-thru services.
- **New commercial development should be directed away from environmentally sensitive areas** (shown as “Environmental Corridors” on Map 3.1).
- **The maintenance and implementation of the detailed corridor development plan will include consistent design standards** and address signage, transportation, land use, natural and man-made buffers, and design issues for commercial businesses locating along the corridor.

- **Home-based businesses are envisioned to remain a segment of the town’s economic development base.** The town should continually monitor the operations of approved home-based businesses to ensure they are not compromising or conflicting with adjacent land uses. 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.
- **The general commercial zoning district will be the primary zoning district of choice for any commercial proposals.** When a commercial proposal is in a location with other non-commercial existing land uses, the town may wish to utilize the restricted commercial zoning district.

### **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 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 generally 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:*

- **Industrial or Light Industrial uses in the town should be compatible with the character of the town.** Any new industrial or light industrial uses must be consistent with the scale of the town and be environmentally friendly.
- **The establishment of a TIF (Tax Incremental Finance) District may be an opportunity to generate revenue to attract businesses.** Currently, the legislation limits the type of businesses activities eligible for TIF assistance.
- **The town should continually monitor the capacities of the existing infrastructure and community facilities needed to accommodate new industrial development.** If the infrastructure in a particular area requires expensive improvement to accommodate new growth, the town should carefully study and compare costs of these improvements to their overall benefit to the community.
- **Industrial sites should be created not to detract from the aesthetics of the town.** It is important for the town to control the design of industrial uses in order to maintain/enhance the aesthetics of the town. It is recommended the town develop ordinances or design standards for industries regarding required landscaping, building design, lighting, parking, etc.
- **The establishment of buffers is recommended to prevent incompatibilities with existing land uses.**
- **The location of future industrial development should not be detrimental to the surrounding area** by reason of dust, smoke, odor, degradation of groundwater, or other

nuisance factors.

- **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.

**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:*

- **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 and signed in a manner to ensure safe access into and out of all public buildings and facilities.**
- **The Little Suamico Sanitary District should be assessed on a continued basis** to ensure it is capable of handling the development pressures within that area of the town.
- **Town officials should remain aware of changing issues on telecommunication towers and antennas and wind generation facilities** and the siting of such structures.
- **The town is encouraged to maintain regular contact with the Pulaski Community School District and Oconto Falls School District** in order to be involved with the long-range plans of the district including the siting of new facilities, improvements to existing structures, recreational facilities, etc.

**Park and Recreation**

The Park and Recreation land use classification discusses existing and future recreational facilities, trails, parks, and open spaces within the town.

*Recommendations:*



- **Town officials should follow the recommendations** stated in the *Town of Little Suamico Comprehensive Outdoor Recreation Plan*.
- **The Little Suamico Comprehensive Outdoor Recreation Plan should be updated as needed** to address hiking, biking and other recreational activities and the connection of these throughout the town.
- **Any future town recreational facilities should be located in areas that can be easily accessed** by either motorized or non-motorized means.
- **Any future town recreational facilities should be built to accommodate all age groups, levels of disabilities, and skills.**

- **The town should cooperate with the surrounding towns, Oconto County, Wisconsin Department of Natural Resources** to promote the expansion and connectivity of recreational 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 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 (**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 **Maps 3.18 and 3.19** 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.
- **As residential development continues 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 the natural environment and helps ensure fragmentation of productive agriculture land does not occur.
- **New development techniques and programs should be promoted to preserve as much agricultural land as possible.** The utilization of various development techniques such as conservation/cluster subdivisions help preserve farmlands.
- **It is important best management practices are followed for agricultural activities.** Inappropriate agricultural practices can have an adverse impact on the quality of surface water and groundwater unless properly managed.
- **Adequate buffers are recommended between farming and future non-farming operations** in these areas in order to lessen conflict between land uses.
- **Town officials are recommended to work with Oconto County** to address the issue 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 recommended.** Future development in these areas should be done in a fashion which is least amount of negative impact on the natural environment and helps to ensure fragmentation of quality open space does not occur.
- **The integration of existing natural areas will help promote the rural nature of the town.** The Preservation of large tracts of natural areas and/or features is essential to enhance/retain buffers between incompatible uses while maintaining scenic views of the town.
- **Private woodlands should not be promoted for high density development.** The utilizing of conservation subdivision designs or clustering can help maintain the continuity of woodlands.
- **The application of best management practices will help protect the town’s many natural features and open space areas** that can be used to enhance the town’s recreational opportunities and facilities.

## Transportation

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

*Recommendations:*

- **To preserve the natural look of the town and to minimize the negative impacts of future residential development along roads,** it is recommended that new development be minimally visible from the road through the application of existing set-backs requirements.
- **For any new subdivisions being proposed, an Area Development Plan should be provided.** This will allow the town to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town’s future maintenance costs or be disruptive for fire, police or rescue services. Such plans are encouraged to have connectivity to adjacent developing areas to allow residents the opportunity to more safely walk, run, and bike within these neighborhoods.
- **The utilization of the PASER (Pavement Surface Evaluation and Rating) program** will assist town 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.

## 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 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 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 should work with Oconto County and the Wisconsin Department of Natural Resources** to ensure mining operations are properly closed and reclaimed.
- **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 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 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.
- **Future developments should stay back 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.
- **Development near environmental features in the town should be carefully reviewed in order to maintain ample wildlife corridors.**

## IDENTIFIED SMART GROWTH AREAS

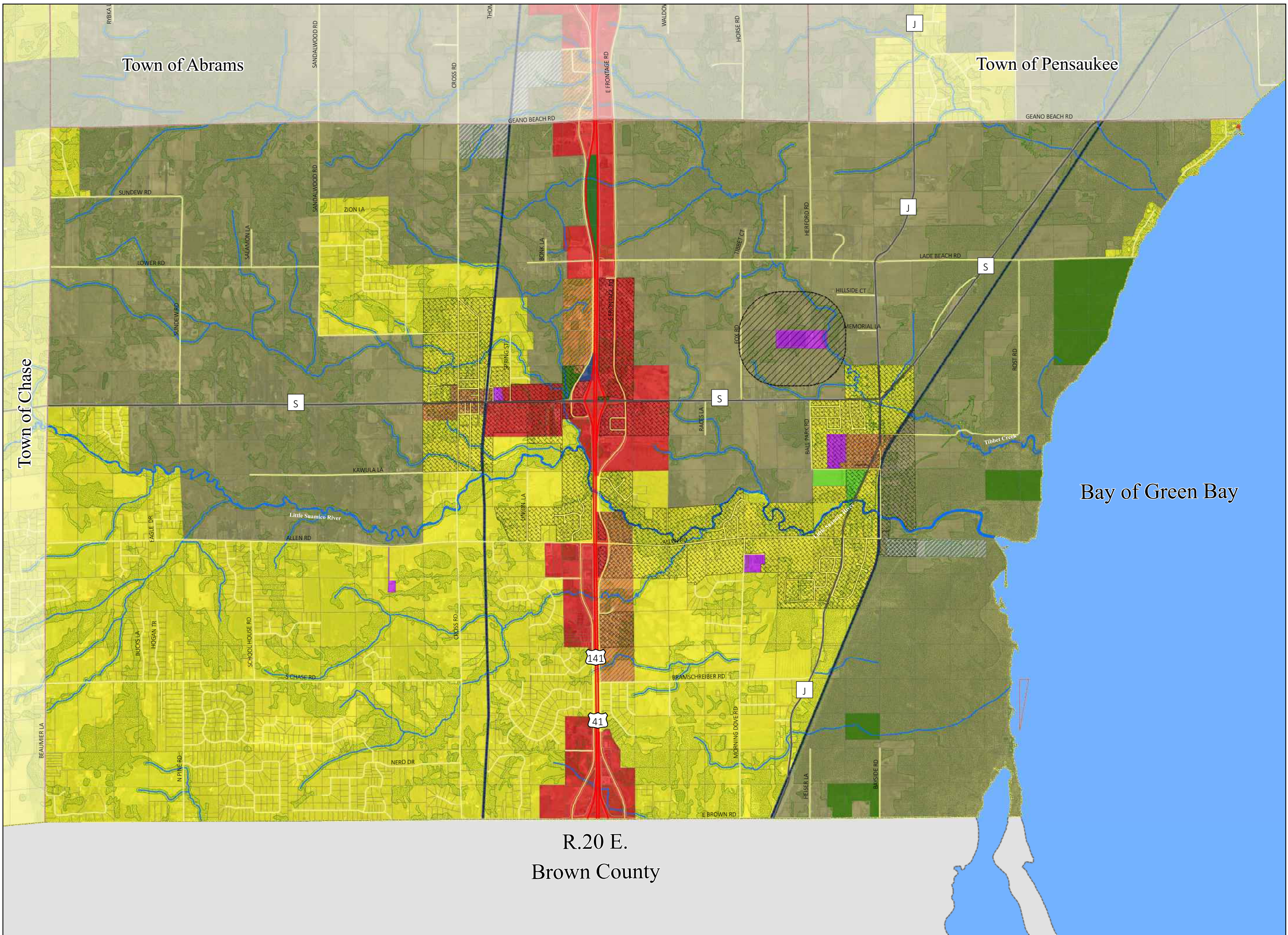
According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are

both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.”

- Redevelopment and investment in the mixed-use neighborhoods of Sobieski and Little Suamico
- Concentrated development within the Little Suamico Sanitary District
- Quality commercial development along the highway corridor







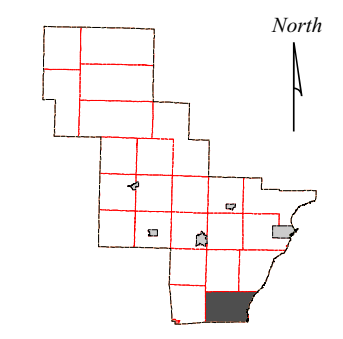
**Base Map Features**

- Federal Highway
- State Highway
- County Highway
- Town Road
- Recreation Trail
- Railroad
- Sanitary Districts
- Sanitary Lagoon Buffer
- Environmental Corridors
- County Boundary
- City/Village Boundary
- Township Boundary
- Public Land
- Surface Water

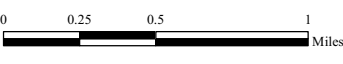
**Map 3.1  
20-Year General  
Plan Design**

**Town of Little Suamico**  
Oconto County, Wisconsin

- Residential
- Mixed Use
- Transportation
- Agriculture/Woodlands
- Government/Institutional/Utilities
- Park/Recreation
- Commercial
- Industrial/Light Industrial
- Mineral Resources Overlay



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. Please contact the Oconto County Planning & Zoning Office at 920.834.6827 with any questions.  
Source: Oconto County Planning, 2020



R.20 E.  
Brown County



**CHAPTER 4:  
IMPLEMENTATION**

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## INTRODUCTION

This chapter outlines a variety of actions and activities necessary to implement the intent and vision of the *Town of Little Suamico 20-Year Comprehensive Plan*. In addition, there is a description of how each of the plan elements are integrated and made consistent with each other; a process for amending/updating the comprehensive plan; and a mechanism used to measure the progress toward achieving the plan is also provided.

## RESPONSIBILITIES OF LOCAL OFFICIALS

As directed by the Town of Little Suamico Town Board, the Plan Commission has the primary responsibility to implement the comprehensive plan. The Little Suamico Plan Commission will be working in conjunction with Oconto County officials to assist in the implementation of the plan. Elected officials and members of the Plan Commission need to be familiar with the maps and text, in addition to the vision statement and future development strategies found within the plan. The comprehensive plan should provide much of the rationale elected officials need in making a land use decision or recommendation. When reviewing any petition or when amending any land controls within the town, the comprehensive plan shall be reviewed, and a recommendation will be derived from its identified strategies, goals, objectives, vision statement and General Plan Design. Additionally, the town will consult the comprehensive plan when working with Oconto County to develop land use ordinances or make land use recommendations. 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 elected officials and Plan Commission members periodically review the plan elements and development strategies for applicability and consistency. These reviews will also ensure the plan contains the most current information available to make land use decisions. Any town ordinances and regulations that are not maintained and enforced by Oconto County need to be periodically reviewed for consistency with the *Town of Little Suamico 20-Year Comprehensive Plan*. In addition, the town should continue to work cooperatively with Oconto County to ensure all land use ordinances and maps are consistent with the town's comprehensive plan. A glossary of Planning and Zoning Terms is provided as Appendix E of *Volume I: Town Plan*.

## UPDATING THE COMPREHENSIVE PLAN

The Plan Commission is the lead entity in amending/updating the *Town of Little Suamico 20-Year Comprehensive Plan*. Any changes to the comprehensive plan should follow s. 66.1001(4)(b), Wis. Stats. and the procedures for fostering public participation approved by the town. The town's comprehensive plan should be updated at least once every 10 years as required by s. 66.1001(2)(i), Wis. Stats.

- **Annually**
  - Review the vision statement and future development strategies;

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

## IMPLEMENTATION OF LOCAL LAND USE CONTROLS 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 this zoning ordinance to achieve community goals, such as promoting public health, safety, and welfare; protection of natural resources; and to maintain community character. Zoning districts were established based on land suitability, avoidance of conflict with nearby uses, protection of environmental features, economic factors, and other locally determine land use objectives laid out by a comprehensive plan. Refer to the zoning ordinances of the Oconto County for detailed information on zoning districts, regulations, restrictions, permitted uses and, zoning maps.

- The comprehensive plan’s preferred land uses need to be compared to the existing zoning map to determine compatibility and realignment within various districts. The Town Plan Commission should work closely with Oconto County to review when re-zoning will occur, for it is not the intent that the zoning map become a direct reflection of the plan. The comprehensive plan looks out to the future while zoning deals with present day.
- The town should cooperate with Oconto County to develop ordinances that encourage the protection of the town’s natural features and aesthetic views.

- Any additional ordinances may be developed by the town or Oconto County in order to meet the “vision statement” highlighted in Chapter 1 of this plan.

### **Official Mapping**

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

The official map serves several important functions:

1. It helps assure that when the city/village/town acquires lands for streets, or other uses, it will be at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.

### **Floodplain Ordinance**

Oconto County recognizes that uncontrolled development and use of floodplains, rivers or streams can adversely affect the public health, safety, convenience and general welfare of its residents and also impair the tax base of the County. The Oconto County Zoning Ordinance regulates development in flood hazard areas to protect life, health and property and to provide a uniform basis for the preparation, implementation and administration of sound floodplain regulations for all county floodplains.

Areas regulated by the Oconto County Floodplain Ordinance include all areas in the county 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 required to carry the regional flood waters.
2. The *Floodfringe District (FF)* consists of that portion of the floodplain between the regional flood limits and the floodway.
3. The *General Floodplain District (GFP)* consists of all areas which have been or may be hereafter covered by flood water during the regional flood. It includes both the floodway and floodfringe districts.

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

Any further development in the Town of Little should remain consistent with the Oconto County Floodplain Zoning Ordinance. The town should continue to cooperate with Oconto County, WDNR, FEMA, and other appropriate agencies when updates to the Oconto County Flood Insurance Rate Maps and the Oconto County Floodplain Zoning Ordinance are proposed.

### **Shoreland Ordinance**

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

1. In unincorporated communities of Oconto County that lie within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages; and



2. Within 300 feet of the ordinary high water mark of all navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater.

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

- Further development in the Town of Little Suamico will remain consistent with the Oconto County Shoreland Zoning Ordinance.

### **Land Division/Subdivision Ordinance**

A land division/subdivision ordinance, as authorized by Chapter 236 of Wisconsin Statutes regulates the division of land 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 this 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 ten (10) acres in size, determined by the right of way.” into lots for the purpose of sale or building development. The town may regulate, by ordinance, the subdivision of land within its boundary. The subdivision ordinance is related to the zoning ordinance as it regulates the type of development that takes place on a parcel and the subdivision ordinance regulates how the parcel is created and made ready for development.

### **Local Town Ordinances**

The Town of Little Suamico has a Land Division Ordinance adopted in 2003 under authority granted by secs. 60.22(3), 61.34(1), and 236.45, Wis. Stats. This ordinance is intended to regulate the division of land within the Town of Little Suamico in order to promote the public health, safety, aesthetics, and general welfare of the community. Please see ordinance for details.

Other Town of Little Suamico ordinances involving land use include:

- Road Ordinance
- Driveway Zoning Ordinance

### **Other Ordinances and Regulations**

Other tools to implement the comprehensive plan may include the development/support of additional town controls or Oconto County regulations such as:

- Building/Housing Codes
- Blighted Building Ordinance
- Landscape Ordinance
- Road Ordinances
- Driveway Ordinance
- Erosion and Stormwater Control Ordinances
- Design Review Ordinance
- Historic Preservation Ordinances

## IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The Town of Little Suamico Plan Commission, with cooperation from Oconto County, will be directly responsible for, or oversee the implementation of most of the development strategies (goals, objectives, policies, and programs) with the Town Board ensuring the plan is being implemented in a timely manner. In total, there are ten general goals with a detailed list of objectives, policies, and programs. Since many planning issues are interrelated (e.g., land use and transportation), the objectives, policies, and programs of one element may closely relate to those stated in other areas.

The following statements specifically describe the steps the Town of Little Suamico intends to take in order to efficiently develop over the next 20 years. A majority of the strategies were taken from one of the town's current land use plan adopted in 2000 and revised to reflect the responses of the Nominal Group discussion. These strategies were revised accordingly based on feedback received during the public review steps-Open House, the 30 day review, and the plan adoption process.

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

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

- **Goals** - describe desired situations toward which planning efforts should be directed. They are broad, 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** - are a set rules or a defined course of action to work toward accomplishing an objective.
- **Programs** - are a coordinated series of actions to carry out a stated policy.

### **LAND USE**

***GOAL:*** *To use the Town of Little Suamico 20-Year Comprehensive Plan as a guide for ensuring future development occurs in an efficient, sequential, orderly manner through the centralization of commerce, entertainment, and employment activities to create identifiable, vigorous community commercial centers and livable residential neighborhoods.*

### **COMMUNITY PLANNING**

***GOAL:*** *To provide a development pattern through a coordinated mix of land uses that minimizes conflicts while enhancing the quality of life for town residents.*

***Objective 1:*** Utilize this 20-year comprehensive plan as an expression of the town's development policy.

#### ***Policies:***

- A. Consultation by the Town Plan Commission and Town Board of this 20-year comprehensive plan before making any decision regarding changes to land uses and ordinances.

- B. Ensure future development occurs in a planned and coordinated manner to maximize land uses and minimize the impact on the town’s natural features.

**Programs:**

- Continue to review existing town ordinances to ensure they are consistent with the land use recommendations and development strategies.
  - Evaluate the need to adopt additional ordinances that supplement county zoning ordinances to address issues specific to the town.
  - Adopt new or approve revised ordinances that address issues as they arise to enable the town to implement this comprehensive plan.
  - Identify resources such as tax incremental financing that can be used to maximize the use of land along the USH 141/41 corridor and within Sobieski and Little Suamico.
  - Maintain a good working knowledge of county zoning ordinances to better advise residents seeking to develop residential, commercial, and industrial land uses.
- C. Encourage cooperation and communication between the town, neighboring municipalities, and Oconto County in implementing this 20-year plan.

**Programs:**

- Present a copy and/or notice of availability on the town and/or county website of the adopted 20-year comprehensive plan to neighboring municipalities and Oconto County.
- Continue to work with Oconto County on the review, updating, and enforcement of county zoning ordinances.
- Continue to work with Oconto County to ensure issues specific to the town and the area are sufficiently addressed in the *Oconto County 20-Year Comprehensive Plan*.

**Objective 2:** Review and update of the town’s comprehensive plan is the responsibility of the Town Board and Town Plan Commission.

***Policies:***

- A. Work with Oconto County to maintain maps relevant to the implementation of the comprehensive plan and to monitor land use changes within the town.
- B. Continue to be involved on planning initiatives undertaken by Oconto County such as updating of the county’s farmland preservation and outdoor recreation plans to ensure local issues are addressed and that these plan recommendations do not contradict implementation strategies outlined in the town’s comprehensive plan.
- C. Review the comprehensive plan on an annual basis with plan updates scheduled for every five years.

- D. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town’s comprehensive plan.

### **INTERGOVERNMENTAL COOPERATION**

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

***Objective:*** Promote cooperation between the Oconto County, Oconto Falls School District, Pulaski School District or any other government entity that can make decisions impacting the town.

***Policies:***

- A. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts.

**Programs:**

- Participate in meetings with adjacent municipalities to discuss implementation of the individual comprehensive plans and potential boundary land use conflicts as needed.
  - Meet with Oconto County officials to discuss zoning issues impacting the town as needed.
  - Work with neighboring communities and agencies regarding the preservation and use of any natural resources which lie across town lines such as the Green Bay of Lake Michigan and Little Suamico River.
  - Periodically communicate with the Green Bay Municipal Sewer District on the feasibility of connecting the town’s sanitary district with the metro system.
- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

**Programs:**

- Continue to utilize “mutual aid agreements” as a cost effective method to provide services.
  - Continue to support the Pulaski School District, Oconto Falls School District, and the activities undertaken by local civic groups.
- C. Utilize the Wisconsin Towns Association (WTA) as a means to assist the town and its officials in developing and interpreting ordinances impacting land use decisions.

### **NATURAL RESOURCES**

***GOAL:*** *To preserve unique and significant open space and natural areas of the town.*

***Objective 1:*** Consider the impact to the town’s natural features and open spaces when evaluating all future projects-residential, economic, and recreational.

***Policies:***

- A. Maintain a working knowledge of the comprehensive plan and use it as educational reference document when making future land use decisions impacting the town’s natural resources.

**Programs:**

- Work with residents to better educate them on the types and locations of the town’s natural features.
  - Work with Oconto County to maintain a current map of the town’s natural features-wetlands; floodplains; lakes, rivers, and streams; woodlands; prime soils; and soils that comprise areas of steep slope.
- B. Carefully review all development proposed for areas adjacent to rivers, streams, wetlands, woodlands, and on soils types noted as steep slopes.

**Programs:**

- Continue to evaluate the need to expand the boundaries of the existing sanitary district to more efficiently serve areas of the town most likely to develop denser land uses.
  - Maintain familiarity with Oconto County’s Zoning Ordinances and state regulations that directly address development in and around the town’s natural features such as the Green Bay of Lake Michigan and Little Suamico River.
  - Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in any future residential and business development.
  - Follow the General Plan Design and land use recommendations to better direct development to areas of the town that will result in greater protection of open space, natural resources, agriculture land, and water quality.
- C. Work with Oconto County and Wisconsin Department of Natural Resource officials on any county or regional initiatives to further explore ways to best utilize and preserve the abundance of the town’s natural features.
- D. Support the efforts of civic and recreational groups on the preservation and appropriate use of the town’s significant natural areas.

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

***Policies:***

- A. Maintain a current sanitary sewer district plan.
- B. Consider adopting a stormwater management plan that includes the Sobieski, Little Suamico, the 141/41 corridor, Green Bay of Lake Michigan, and Little Suamico River.
- C. Work cooperatively with surrounding municipalities, Oconto County, Wisconsin Department of Natural Resources, and other stakeholders to identify opportunities to further protect surface and groundwater resources.

**Programs:**

- Support studies that monitor the number of wells being constructed, closed, and measure the level of general water quality within the town.
- Promote the use of sound agricultural and soil conservation methods that minimize groundwater contamination and erosion of topsoil.
- Encourage the utilization of erosion control techniques such as buffer strips, land use controls, etc. to minimize ground and surface water contamination.

**CULTURAL RESOURCES**

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

***Objective:*** Advocate for the preservation of buildings (churches, historic homes and buildings), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, etc.) that are an integral part of the town’s heritage.

***Policy:***

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

**Programs:**

- Inventory, map, and maintain a list of the town’s historic resources.
- Work with state and county agencies to identify funding sources for preservation of the town’s historic assets.
- Work with private owners of these historically significant features to identify technical and financial resources to preserve and enhance these valuable assets.

**HOUSING**

***GOAL:*** To identify and promote a variety of quality housing opportunities for all segments of the town’s current and future population.

***Objective 1:*** To develop and promote initiatives that provides a range of housing choices to meet the needs of all income levels and of all age groups and persons with special needs.

***Policies:***

- A. Follow the land use recommendations established for housing that promote orderly development, with higher densities within and adjacent to Sobieski, Little Suamico, and the sanitary district.
- B. Ensure there is an adequate amount of land dedicated to future residential development or development.
- C. Direct multi-family housing developments designed for persons of low and moderate income, elderly, and residents with special needs to locate within the town’s sanitary district or in appropriate areas where services are available.

- D. Advocate for the maintenance, preservation and rehabilitation of the existing housing stock.

**Programs:**

- Direct residents to Oconto County and NEWCAP, Inc. to obtain educational materials and information on financial programs for home repairs and modifications.
  - Work with Oconto County to address inadequate and substandard housing conditions through the development and enforcement of local ordinances.
  - Protect the older residential neighborhoods from inappropriate and incompatible land uses.
- E. Review data from the state, county, and BLRPC to monitor the town’s population growth and characteristics.

**Objective 2:** New single family housing development should be planned for in a manner that does not negatively impact the environment or compromise adjacent land uses.

***Policies:***

- A. Direct higher density residential development to Sobieski, Little Suamico, the sanitary district, and other designated areas shown on the General Plan Design to minimize impacts upon lower density areas and natural features.
- B. Maintain the existing rural nature of the town through promotion of clustered and conservation by design residential development.

**Programs:**

- Ensure emergency vehicles have access to any new developments.
  - Promote street grid patterns that will enhance the opportunity for connectivity with nearby neighbors to promote walking, hiking, and biking.
  - Work with Oconto County to ensure county zoning ordinances sufficiently address a range of housing densities and lot sizes.
  - Establish uniform setbacks for housing adjacent to industrial and commercial land uses.
- C. Regulate the construction of new homes and the remodeling of existing residences through the enforcement of building codes and ordinances.
- D. Encourage residential development that is in scale with the existing developments.
- E. Encourage residential developments to incorporate walking paths and areas for recreational opportunities into their plans.

**ECONOMIC DEVELOPMENT**

***GOAL:*** To encourage small scale economic development that does not compromise the town’s rural atmosphere.

**Objective:** Promote quality business development that will offer a variety of job opportunities to local residents.

***Policies:***

- A. Monitor the needs of existing businesses in order to ascertain their needs and when possible, assist them in meeting their needs.
- B. Locate future businesses in areas that maintain the town’s rural character, are compatible with existing land uses, and can take advantage of existing infrastructure.
- C. Consider opportunities to market the community to recruit retail services such as a grocery store, hardware store, restaurants, and financial institutions to locate in the town.
- D. Consider revitalization efforts in the Sobieski area.

**Programs:**

- Consider options to remove blighted structures and inappropriate land uses and renovate existing structures.
  - Encourage existing land owners to improve the look of their properties.
  - Consider implementing a design plan.
- E. Direct larger commercial and light industrial development designated areas along USHs 41/141, at the USHs 41/141 intersection with County Highway S, and the sanitary district where it can to be served by existing infrastructure and is within a compatible zoning district.

**Program:**

- Consider developing and maintaining a well-planned corridor development plan to include design standards, set-backs, and access roads.
- F. Consider establishing a business park to attract smaller industrial and commercial businesses to the town.

**Programs:**

- Investigate the feasibility of establishing a tax incremental financing district to finance the installation of infrastructure.
  - Consider design standards that preserve the value and look of the park and encourage the attraction of additional businesses.
  - Work to strengthen the physical and visual appearance of the USHs 141/41 highway corridor and along County Highways S and J.
- G. Work with county officials to control the location and amount of signage, lighting, landscaping, buffering, and access of business sites located in the town along USHs 41/141.
  - H. Allow “at home” businesses to locate within the town until such time a zoning change is needed.



- I. Partner with county and regional economic development professionals to attract businesses that support both the area’s recreational economy and provide goods and services to the town’s residents.
- J. Ensure information on the town’s historic and natural resources are included in any county promotional materials.
- K. Maintain an official town website and consider providing information on local business resources, available buildings and greenspace, and general data on the local economy.

### **TRANSPORTATION**

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

***Objective 1:*** Promote a transportation system that can be efficiently upgraded and expanded to meet future needs.

***Policies:***

- A. Conduct an annual assessment of road pavement conditions, road drainage and ditch maintenance needs, adequacy of existing driveways and culverts relative to safe access, and adequacy of sight triangles at road intersections.

**Program:**

- Work with the Oconto County Highway Commission, the Wisconsin Department of Transportation, and the Bay-Lake Regional Planning Commission to develop a long-range maintenance and improvement program for town roads.
- B. Continually assess the need to install traffic controls (e.g., turning lanes, signage, pedestrian lanes, frontage roads) near businesses located along the USHs 41/141 corridor.
  - C. Establish a sidewalk repair and expansion program to promote pedestrian in developing areas of the town.
  - D. Work with local clubs to properly mark and sign town trails for snowmobile and ATVs.

***Objective 2:*** Establish a transportation system that complements and enhances the rural character and natural environment of the town.

***Policies:***

- A. Advocate for well maintain transportation corridors that allow for safe travel of residents and visitors.
- B. Advocate for a pedestrian friendly trail system that connects all areas of the town-highway corridor, Sobieski, Little Suamico, and county trails.
- C. Evaluate the need for a local sign ordinance to maintain aesthetically pleasing transportation corridors.
- D. Ensure town roads can be safely traveled by trucking companies transporting goods within and through the town.

- E. Promote a transportation system that facilitates energy conservation while minimizing associated pollution effects.
- F. Encourage transportation corridor preservation techniques to minimize the negative impacts caused by future development.
- G. Work with Oconto County officials on the extension of trails through the public owned property within the town.

**UTILITIES/COMMUNITY FACILITIES**

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

***Objective 1:*** Plan for the expansion and maintenance of community facilities to meet future needs.

***Policies:***

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

**Program:**

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

**Programs:**

- Replace town equipment on an as needed basis.
- Investigate the need for a multi-generational community center.
- Investigate the need to build an ambulance station.

***Objective 2:*** Encourage the expansion of public utilities to meet the needs of residents and business during this planning period.

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

**PARKS AND RECREATION**

***GOAL:*** To provide and maintain a system of outdoor recreation areas that offers a diversity of recreational areas for town residents and visitors to use and enjoy.

***Objective:*** Promote quality recreational activities that are available to residents and visitors.

***Policies:***

- A. Participate in any planning efforts initiated by Oconto County, Oconto Falls School District, and Pulaski School District to expand or enhance the area’s recreational facilities.

**Programs:**

- Maintain a Park Commission to oversee the use, condition, and changing needs of the town’s recreational facilities.
  - Provide input for the Oconto County Comprehensive Outdoor Recreation Plan.
  - Identify cultural resources that can be jointly utilized for marketing of the area.
  - Work with Oconto County officials to improve recreational opportunities within the county owned properties through better signage and access.
- B. Provide diversified recreational facilities and programs for all age groups designed to serve changing needs and preferences.

**Programs:**

- Ensure access for the disabled and elderly when planning, designing, and constructing all new or rehabilitation existing recreational facilities including parking and general accessibility.
  - Acquire, as appropriate, land for the expansion or building of new recreational facilities.
- C. Work to better promote existing and future recreational facilities.
- D. Explore ways to better utilize the town’s natural features to enhance and/or expand on existing recreational opportunities.
- E. Encourage the inclusion of open space and recreational areas into new housing development.

**Implementation Steps**

Town officials should establish a general process and timetable for addressing the development strategies that will ultimately lead to implementing the comprehensive plan. The steps to address the development strategies should include the following:

1. To ensure the comprehensive plan remains current, the Plan Commission and Town Board should review and document any concerns or items that need to be addressed. The review of the comprehensive plan should include assessment of the town’s land use control tools (e.g., ordinances and regulations).
2. The Plan Commission and Town Board should identify policies and programs that are considered a priority. These priority strategies will lead to the implementation of additional policies and programs in subsequent years.
3. Town officials 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 policies and programs should be separated based on topic such as housing, economic development, transportation, parks and recreation. The separation of policies and programs by topic will allow for the delegation of projects to other entities.
5. The Town of Little Suamico has many tools available for the implementation of the stated development strategies over the 20-year planning period.
6. The implementation schedule should be evaluated and revised as needed. Town officials will need to monitor the Inventory and Trends highlighted in Chapter 2 to ensure the development strategies address the changing conditions of the Town of Little Suamico.

### **Stakeholders**

Bay-Lake Regional Planning Commission  
 Oconto County  
 Oconto County Highway Department  
 Oconto County Land Conservation Department  
 Oconto County Planning/Zoning/Solid Waste Department  
 Oconto County UW-Extension  
 Oconto Falls School District  
 Pulaski Area School District  
 Wisconsin Department of Administration  
 Wisconsin Department of Commerce  
 Wisconsin Department of Natural Resources  
 Wisconsin Department of Transportation

### **Implementation Timetable**

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

### **Ongoing**

1. The town, in cooperation with Oconto County, should continue to maintain ordinances that address particular issues impacting the town.
2. There should be continued discussion between the Village of Suamico and the Town of Little Suamico regarding all development options within the extraterritorial planning area to include residential developments: commercial development along the USH 41/141 corridor; parks and recreation; and siting and expansion of future utilities and infrastructure.
3. Town officials should work with Oconto County, Pulaski Area School District, Oconto Falls School District, the towns of Chase and Pittsfield, and recreation clubs to investigate the location and types of recreational facilities needed in the future for all entities.

4. The town should continue to work with surrounding communities and Oconto County to ensure that public services provided are efficient, done so at a high level, and are cost-effective. As part of this, the town should continue to evaluate all mutual-aid agreements that are in place and evaluate any other potential opportunities.
5. Town officials should continue to work with the Little Suamico Sanitary District Board on how well the district will serve future development needs of Little Suamico.
6. Town officials should continue working on the implementation of the *Town of Little Suamico Comprehensive Outdoor Recreation Plan*.
7. The town should work with Oconto County and other local, state and federal agencies to minimize the impact of future development on open space and natural features.

### **Annual**

1. Town officials should review on an annual basis the comprehensive plan, including land use trends, changes in demographics, and new county and state regulations and ordinances they impact the town's ability to implement their plan.
2. The town should continue to work cooperatively with Oconto County to update the Oconto County Zoning Ordinance in order to help work toward the vision statement set out in the *Town of Little Suamico 20-Year Comprehensive Plan*.
3. During preparation of the annual budget, the capital improvements portion of the town's budget should include an assessment of town functions, services, and properties to determine the need to add staff, decide the need for additional and/or ongoing staff training, invest in new technology, renovate or build new facilities, or buy equipment.
4. The town should participate as needed in annual meetings with adjacent communities to discuss implementation of the individual comprehensive plans.
5. For reference and information purposes, Little Suamico should maintain and display maps of the town's natural features-wetlands; floodplains; lakes, rivers, and streams; woodlands; prime soils; designated farmland preservation areas; and soils that comprise areas of steep slope.
6. Town officials should maintain contact with the Oconto County Historical Society to ensure the town's inventory of historically significant sites and buildings are properly noted and to potentially attract resources for the upgrade and promotion of these valuable assets.
7. Little Suamico should maintain its annual membership with the Wisconsin Towns Association as an important resource for information on issues that will impact the town.

### **As Needed**

1. The town, with the assistance of Oconto County, may want to explore developing plans and processes aimed at protecting the quality and quantity of the town's water resources. This could include, but is not limited to projects such as: developing a stormwater management plan; identifying and developing a plan to protect vital groundwater recharge areas; developing and enforcing erosion control measures; and the restoration of wetlands.

2. Little Suamico should work with Oconto County on the updating of the county’s Farmland Preservation Plan, Outdoor Recreation Plan, and the implementation and maintenance of the Multi-Hazards Plan.
3. With limited municipal services, the town should be working with the Village of Suamico officials on the future need for long term care facilities to service the people of that area.
4. The Town of Little Suamico should meet with county economic development officials to define a plan to generate more jobs locally through the development, attraction, and expansion of businesses.
5. The town should explore the possibility of connecting to the Green Bay Metropolitan Sewage and Water systems to accommodate the anticipated growth projected within the town.



**VOLUME I - APPENDIX A**  
**PUBLIC PARTICIPATION**





# Procedures for Public Participation for Adoption or Amendment of the Town of Little Suamico Comprehensive Plan

## **Introduction**

The Little Suamico Planning Process is designed to engage stakeholders and facilitate community involvement. Means of participation outlined in this plan and the Oconto County Public Participation Plan will provide guidance while promoting stakeholders to express ideas, opinions, and expertise throughout the planning process; resulting in a locally supported Comprehensive Plan for the Town of Little Suamico.

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.”

The Town of Little Suamico acknowledging the need for continuous public involvement throughout the planning process and the requirements of 66.1001(4)(a), will adopt these written public participation procedures. These adopted procedures will provide the framework needed to maximize public involvement throughout the planning process and any subsequent amendments to the comprehensive plan.

## **Posting/Notification of all Plan Commission Meetings**

Public notification for Plan Commission meetings will be posted at the following locations:

- Town Hall
- Other locations specific to the Town

Town Board and Plan Commission members will regularly check these sites to see that posted notifications are replaced if removed. These notifications will be posted during the entire Comprehensive Planning process until the adoption of a comprehensive plan.

### **Meetings**

The Little Suamico Plan Commission will participate in periodic public informational hearings/input sessions held at the cluster and local level during the planning process. All meetings conducted by Oconto County, UW-Extension, or Bay-Lake Regional Planning Commission staff will be open to the public and posted similar to plan commission meetings.

In addition, the Plan Commission will participate in one public hearing as required by Chapter 66.1001(4)(d). This meeting will be held upon the completion of the Comprehensive Plan and prior to the Town Board voting to accept or deny the Comprehensive Plan. A notice of the hearing must be published at least 30 days prior to the hearing in a newspaper likely to give notice in the area. The notice will meet the requirements for proper notification regarding date, time, location, etc.

### **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 and to obtain public comment. One shall be held at the "midway" point to present background information, and the second open house will be held near the end of the planning process to present the plan prior to the required public hearing. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the plan commission and the planning team.

### **Notices**

The Plan Commission will prepare and post notices of meetings in the local newspaper and notice the meeting in three locations within the Town.

### **Public Comments**

In all cases Wisconsin's open records law will be complied with. During the preparation of the comprehensive plan, a copy of the draft plan will be kept on file at the Town Hall and will be available for public inspection during normal office hours. The public is encouraged to submit written comments on the plan or any amendments of the plan. Written comments should be addressed to the Town Clerk who will record the transmittal and forward copies of the comments to the Town Board and Oconto County Planning staff for consideration.

The Town Board and the Plan Commission always welcome written comments regarding issues presented. Direct written responses will be made where response is appropriate.

### **Distribution of the Adopted Plan**

In accordance with State Statute (66.1001(4)), Procedures for Adopting Comprehensive Plans, one copy of the adopted plan or amendment shall be sent to the following:

- Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
- Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
- The Wisconsin Land Council

- The Wisconsin Department of Administration
- The Bay-Lake Regional Planning Commission
- The public library that serves the Town.

### **Adoption of Comprehensive Plan by Town Board**

After adoption of a resolution by the Comprehensive Plan Commission, the Town Board will adopt the Comprehensive Plan by ordinance only after holding at least one public hearing at which the ordinance relating to the Comprehensive Plan is discussed. A majority vote of the members-elect is necessary for adoption. That hearing will be preceded by a Class 1 notice under Ch. 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

- The date, time, and place of the hearing
- A summary, which may include a map, of the proposed Comprehensive Plan
- The name of an individual employed by the Town who may provide additional information regarding the proposed ordinance.
- Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community, at the Oconto County Planning and Zoning Office and at the Town Hall. Written comments on the plan from members of the public will be accepted by the Town Board at any time prior to the hearing and at the public hearing.

### **Additional Steps for Public Participation**

In addition to public participation measures described in this plan, the Town will utilize further means of obtaining public participation as adopted by Oconto County in the Oconto County Public Participation Plan. The Town reserves the right to execute additional steps, means, or methods in order to gain additional public participation or promote understanding of the Comprehensive Planning process. These optional steps may include ideas or means not identified in this or the county's public participation plans.

### **State Statutes**

Where there is a conflict with these written procedures and provisions of s. 66.1001(4) Procedures for Adopting a Comprehensive Plan, the state statutes shall apply.

### **Amendments**

The Town Board may amend these procedures from time to time.

TOWN OF LITTLE SUAMICO

RESOLUTION NO. \_\_\_\_\_

**RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION PROCEDURES**

**WHEREAS**, the Town of Little Suamico is preparing a Comprehensive Plan under Wis. Stats. 66.1001, and;

**WHEREAS**, the Town of Little Suamico may amend the Comprehensive Plan from time to time and;


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

**WHEREAS**, the Town of Little Suamico has prepared and publicly reviewed such written procedures entitled Procedures for Public Participation for Adoption or Amendment of the Town of Little Suamico Comprehensive Plan;

**NOW THEREFORE BE IT RESOLVED**, the Town Board of Supervisors of the Town of Little Suamico officially adopts Procedures for Public Participation for adoption or Amendment of the Town of Little Suamico Comprehensive Plan.

Adopted this 11<sup>th</sup> day of September, 2006

Approved:

  
Town Chairperson

Attest:

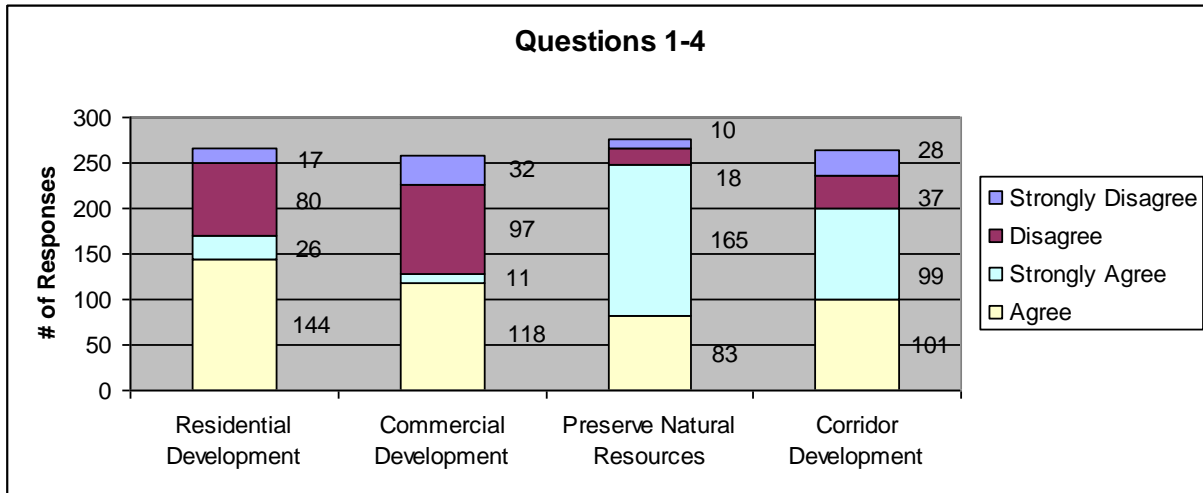
  
Town Clerk

**VOLUME I - APPENDIX B**  
**COMMUNITY SURVEY RESULTS**

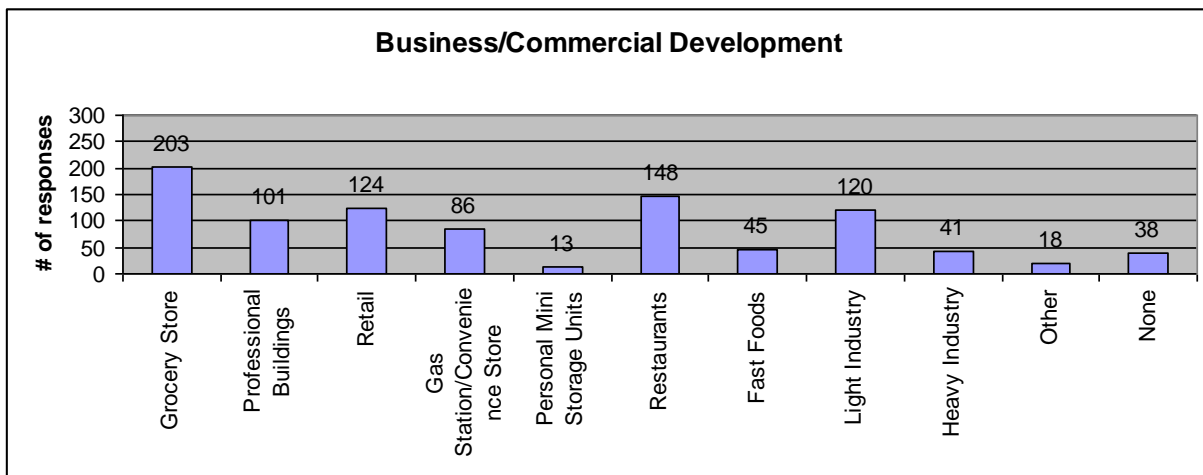


## Town of Little Suamico Community Survey Results-January 2008 Respondents - 280

1. I am satisfied with the way the Town of Little Suamico is developing residentially?
2. I am satisfied with the way the Town of Little Suamico is developing commercially?
3. Preserving the Town of Little Suamico’s natural resources and existing open space is important to me?
4. New Commercial development should only be allowed along the Highway 141/41 Corridor and within the sanitary district?



5. As a consumer, what types of business/commercial development would you like to see locate in the Town of Little Suamico?



**Other Comments:**

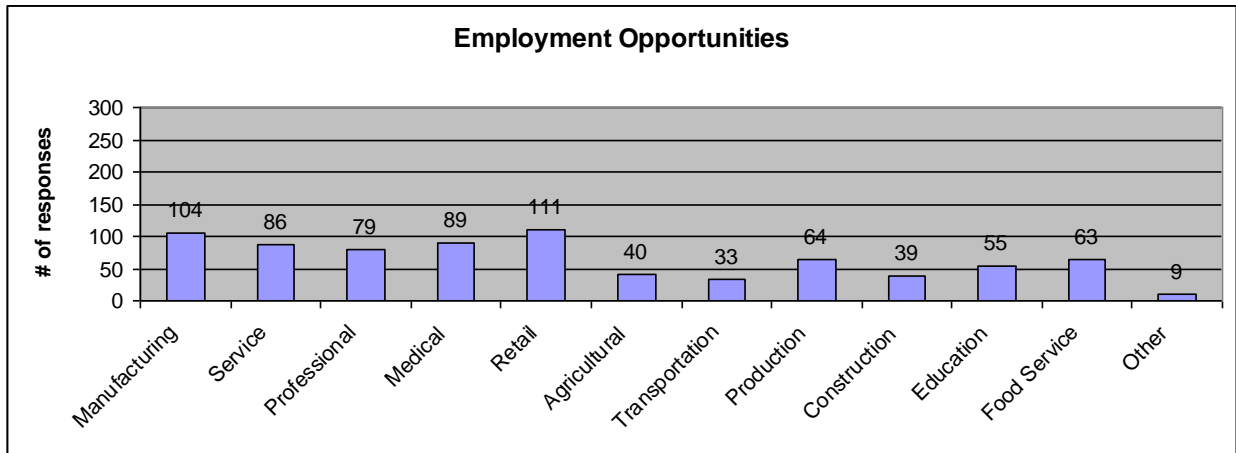
- nursing home
- anything to not have to run to Green Bay.
- any in 141/41 corridor
- Hanson’s Dairy or Dairy Queen
- Ag. Related.



- Environment & rural life friendly
- Manufacturing/warehousing
- Sport shop
- Any industry for employment
- Any industry for employment
- Industry should be developed along rail lines
- There is enough of them within a 5 mi radius of Sobieski
- Fruit/berry orchards/honey farms, tree nurseries, landscaping
- Video rental/pharmacy
- Bio fuel plant
- Bike or recreations trails interconnecting other communities.
- Natural spaces/farmland

6. Are more employment opportunities needed in the Town of Little Suamico?

170 Yes      94 No



**Other Comments:**

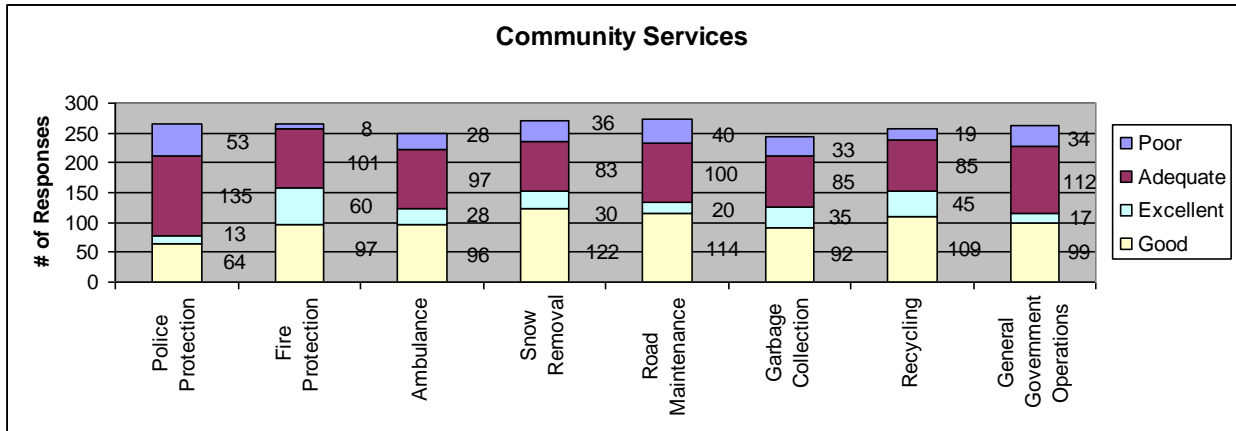
- laundry mat, shoe repair, small engine/appliance repair
- coffee specialty - drive through
- better visual maintenance on existing business's
- Cell towers
- Energy production (alternate)
- Arts
- Library Branch (like Gillett has)

7. The Town of Little Suamico has expanded the town-owned park on Ball Park Road. Would you like to see additional park and recreational facilities in the town?

108 Yes      165 No

**\*See attached comments!**

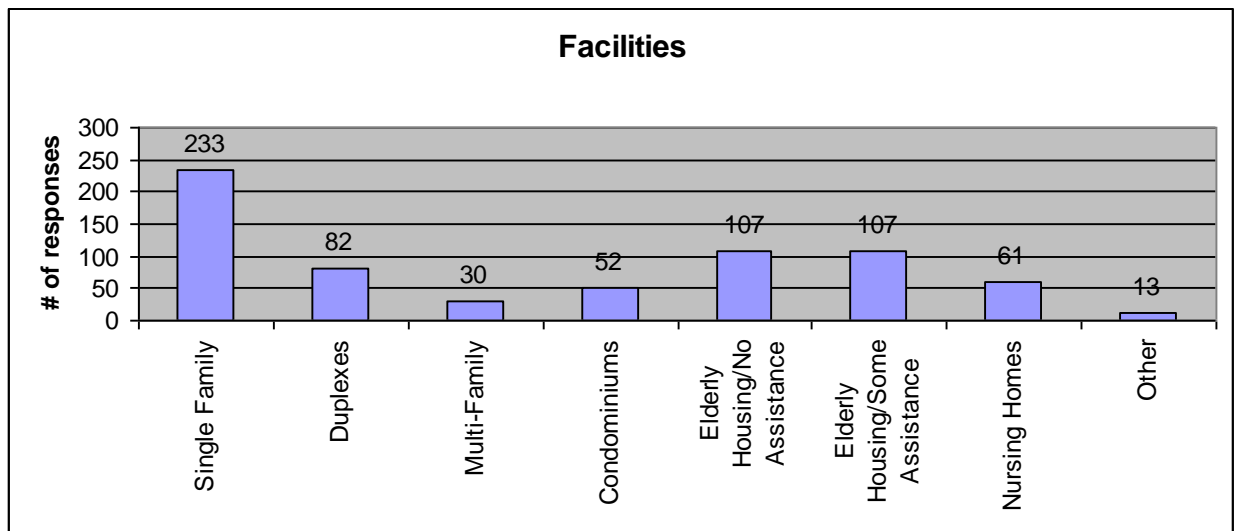
8. Please rate the following services in the Town of Little Suamico. (Check all that apply)



9. The Town of Little Suamico could further enhance these services if it were an incorporated village, do you feel the town should investigate that option?

118 Yes      144 No

10. As the Town of Little Suamico develops, what housing options do you feel should be available in the town?



11. Do you support the vigorous enforcement of Town of Little Suamico and Oconto County nuisance ordinances through the establishment of a regional court system?

158 Yes      96 No

12. In regards to recreation, housing, commercial, and industrial development, what do you like most about living in the Town of Little Suamico?

**\*See attached comments!**

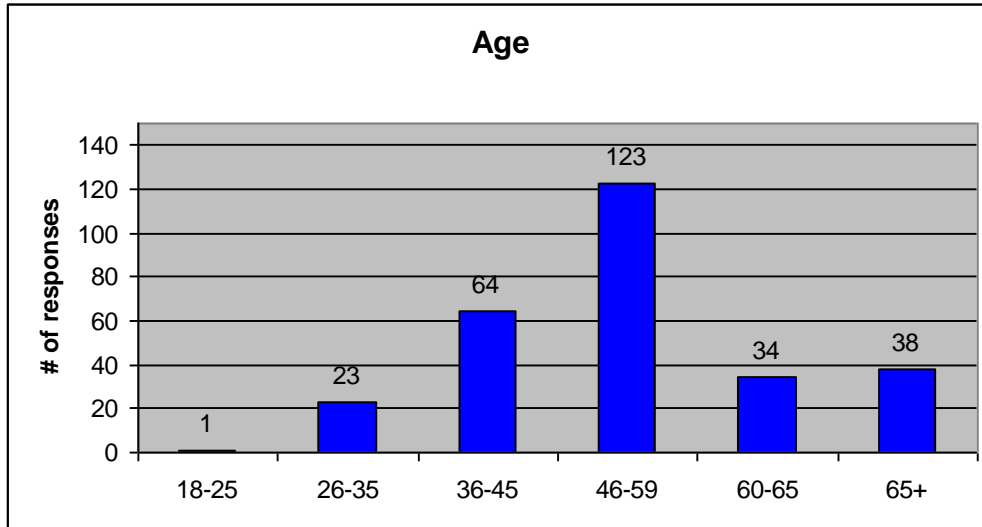
13. In regards to recreation, housing commerce and industry, and community services, what are the greatest challenges facing the Town of Little Suamico in the next 20 years?

**\*See attached comments!**

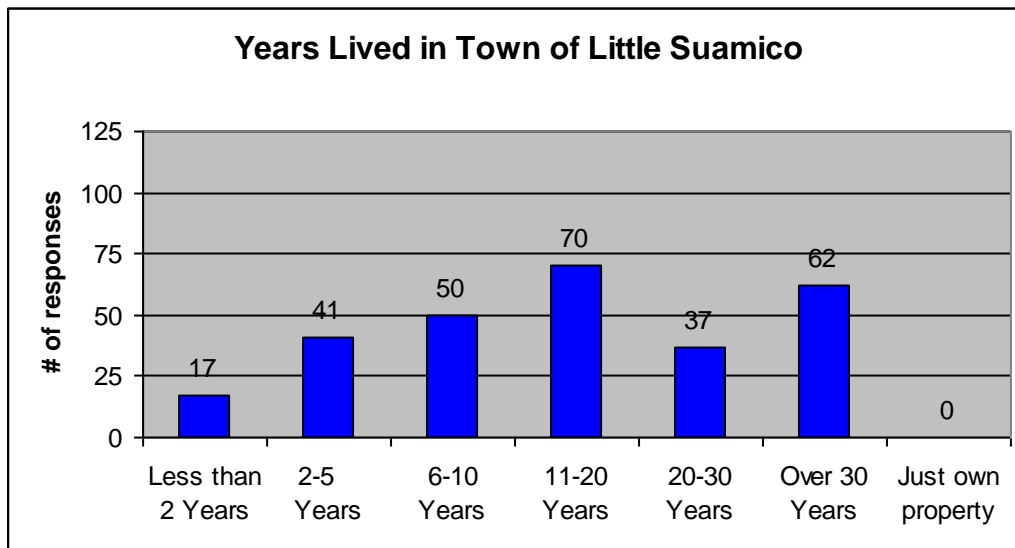
14. Sex of those completing this survey.

156 Male      124 Female

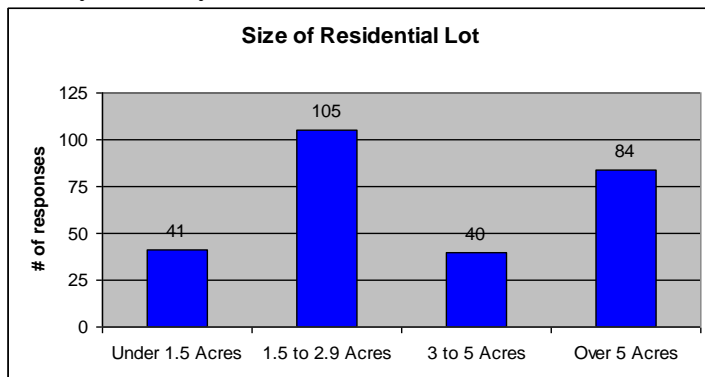
15. Age of respondents.



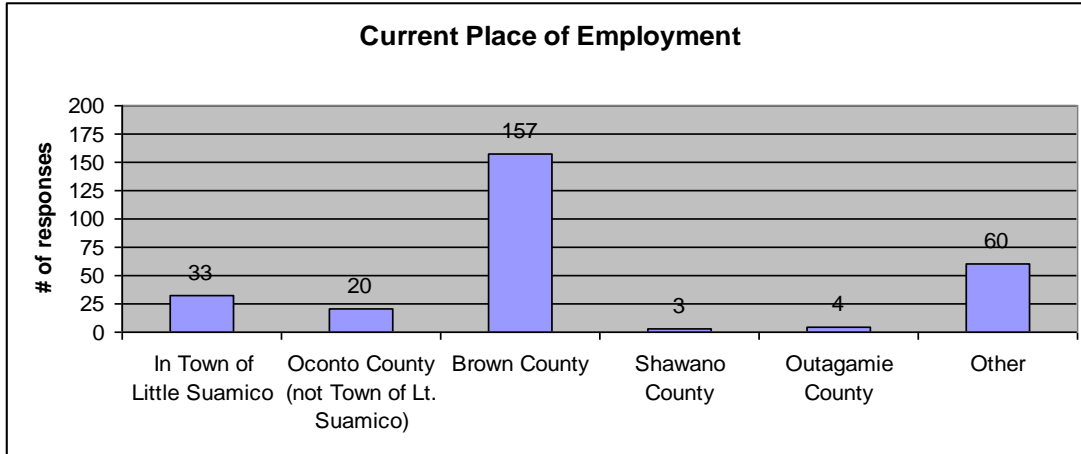
16. How long have you lived in the Town of Little Suamico?



17. If you own your home in the Town of Little Suamico, how large is your residential lot size?



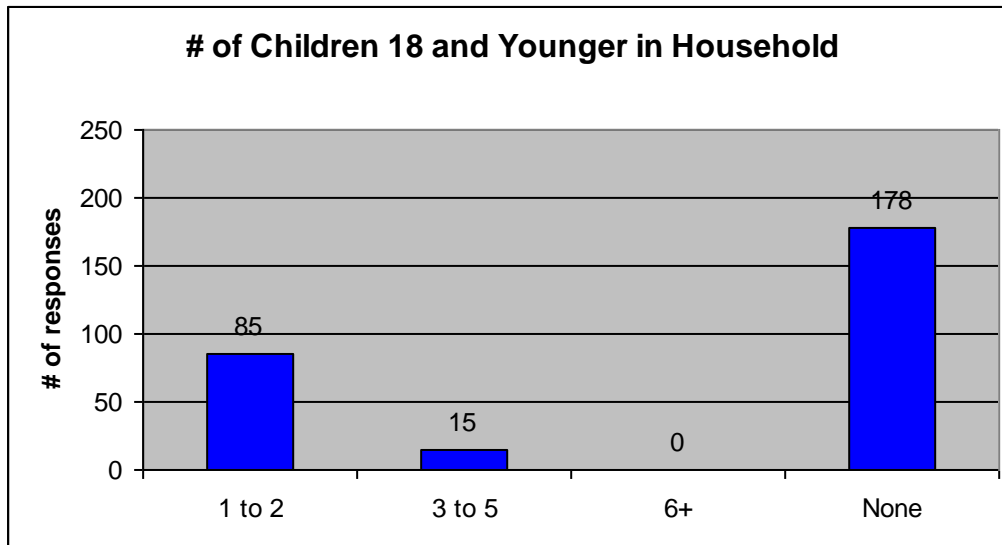
18. If you are currently employed, where is your place of employment located?



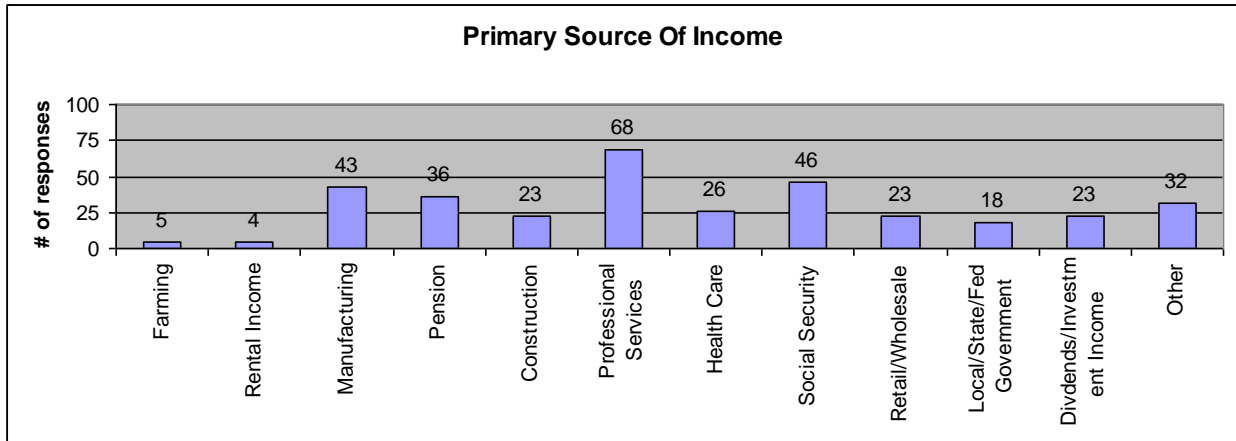
**Other comments:**

- Retired (20)
- Kewaunee County
- Out of State (2)
- River Forest, Illinois
- Stay at home mom
- Marinette
- Marinette
- Construction
- Homemaker (2)
- Pulaski (2)
- Waushara County
- Disabled
- Berwyn, Illinois
- Office out of home/wks t/o state
- Manitowoc County
- New Berlin
- Marinette County
- Self-employed farmer (2)
- Travel

19. How many children 18 years of age and younger live in your household?



20. What is your primary source of income?



**Responses to Question 7 - What and where additional park and recreational facilities should be built?**

- Sobieski - natural parks
- Green bay shoreline/Lt. Suamico, fishing, hiking, camping
- Hwy C area, Sunnyside elementary
- No..if you want the city stay in the city.
- Green space, forests
- Truck and tractor pulling at existing site
- Don't know what is available. Tennis courts, basketball, swings and playground
- Sobieski, Allen Road - playground equipment
- Pine Lane/S. Chase Rd area - park with trails, picnic area, playground & small athletic field
- West of 41 - Picnic area
- Any facility for teens, give them places to go
- Playground - diamond
- Outskirts of town - swimming
- West of 41-141 - green space w/growth potential
- Dog park.
- Soccer, baseball, football fields
- Would like to have the existing park expanded even more (one large complex)
- Chase & Sobieski, ball park.
- Something in the Sobieski area!
- On the bay or river - picnic tables/grills/walking trails/cross country ski
- West of Hwy 41/141 - park, hiking, picnics, no motorized trails.
- Closer to Sunnyside School - hiking trails, natural areas
- Along rivers/streams - hiking/biking trails
- Sobieski.
- On County S - children's park.
- Along the river or bay (if the DNR would play ball) - Smaller, scenic parks w/picnic tables, etc.
- Along the bay - beach, swim area, picnic area, boat landings

- Sobieski area - soccer & baseball.
- West of 141. Park/playground.
- On west side of the town - park.
- Unsure - playground/sports
- Kid playground equipment, family picnic areas
- Along the bay shore - beach and boat ramp, like Oconto City Park.
- Picnic areas - softball.
- Adjoining property.
- Along the Green Bay shoreline - picnic area/hiking trails.
- Close to or off of Brown Road/41 - baseball, soccer, tennis, basketball, child play area
- Picnic - recreation.
- Dog park.
- West of 41/141 - swings, etc for kids.
- Not sure where, but we need to save land for parks for families.
- First complete the Lt. Suamico park to revitalize it.
- Expand programs at ball park.
- West of 41 - playground.
- Sledding hill and ice rink.
- Any.
- Near Town Hall - family oriented.
- In Sobieski - recreational - family
- Near Sobieski - family
- New subdivisions - recreational
- Children's park
- Make ball park better
- In a wooded area - nature trails, picnic area
- Possible park, western Little Suamico
- Sobieski area - park by river
- West side 41
- Sobieski
- Allen Rd - trails/nature/playground
- On J in Little Suamico
- Deer Lane - boat landing on Bay
- West of Hwy 41 - family w/shelter & picnic-playground area
- Maybe a park by the Lt. Suamico River - YMCA
- On the bay/west of Hwy 41 - trail development.
- West side of hwy 141/41 – family
- Along existing roads upon upgrading - bike trails or extra lane for peds. or bikes.

### **Responses to Question 12 – What do you like most about living in the Town of Little Suamico?**

- Rural living within 25 miles to a city
- Peace & quiet of country living vs. the city

- Country living
- Country setting, quiet, spacious lots
- Liked it better without so many subdivisions
- Recreation
- Rural, small town
- Non-suburban atmosphere, its far enough out of cities w/o being too far from a city
- Open space
- Open space, rural
- Quiet, low traffic, large lots
- Large lots & privacy, close to Green Bay
- Quiet, rural, country, woodsy area
- Don't like living here anymore, becoming too populated noisy & crime ridden. Too many run down, trash infested residences. No ordinance or not enforced?
- Peaceful most of the time, control speeders, track traffic on Allen Rd, East of 41-141
- Great people, all around good place to live
- Is quieter and not as fast paced as Green Bay/Howard
- Country living - not a lot of neighbors
- No heavy industry
- Being in the country away from big city trouble and problems
- Countryside peacefulness
- Pleasant, quiet, crime free
- Green space, farms, limited well planned subdivision with green space, smaller lots
- It is a very safe place to live
- Rural undeveloped property - septic and wells
- Rural living
- Crime seems to be down out here
- Rural living
- Rural area, clean air, quiet
- Noise ordinance
- Beautiful rural settings
- The people
- Relatively low property taxes
- Rural setting w/proximity to Green Bay, Oconto, Oconto Falls and Pulaski
- Quiet, few people
- The rural atmosphere/close to the city w/o the expense
- The natural setting
- Some people are nice. 95% don't care about other
- Rural atmosphere
- Close to Green Bay
- Still has a country feel, close to GB and up North.
- Close to town but not overdeveloped.
- Quiet, not much traffic.
- Peace, beauty.
- The privacy.

- Natural areas, wild life.
- Housing
- Quiet and country life
- Open space, low traffic
- The caring & friendly people
- Kind of country
- It is still open woodsy country, close to fishing & Green Bay. Life long friends still there and Good memories.
- Close to Green Bay
- The rural feeling.
- Quiet, nature setting, 1.5 or more parcels, single family.
- Quiet, separated from Green Bay, privacy.
- It's lack of development.
- Space.
- I'm left alone. I can do what I want on my property without being bothered by a lot of neighbors.
- The rural setting.
- That I feel safe here - not a big city feeling. Keep it that way.
- Open space.
- Quiet setting w/quick accesses. School system (Pulaski).
- Green space, large tracts of forest/agriculture
- Not too commercial.
- People keep to themselves. They aren't nosy. Open spaces.
- The open unbuilt areas. Almost all built areas are kept clear and free of debris and junk.
- Country/rural living area.
- No industry.
- Quality of environment.
- I did like the country setting but the subdivisions are ruining that.
- Closeness to business and recreational opportunities.
- Friendly, country atmosphere w/most daily needs within 15 min. drive.
- It is a small town, safety is good, housing is very good.
- Having no commercial or industrial use in residential zone.
- The woods and that there is not a lot of businesses.
- They are pretty isolated from each other.
- Large acreage for homes in subdivisions.
- Location & size of township.
- Yesterday.
- Not over populated.
- Businesses to employ more local people.
- It's country living/quiet.
- Not living on top of one another, not a lot of noise, privacy, peace and quiet, open Spaces, rural setting.
- The quiet rural feel.
- Housing.
- Country setting.



- Low taxes.
- Less government.
- Living in the country.
- Small town atmosphere.
- Quiet - country - not too populated. Safe - friendly people - not a lot of crime.
- It is still a small town.
- Country feel, close to recreation, lack of commercial development.
- Country setting/larger lots.
- Access to bay, fishing, peace & quiet.
- It's country, rural feel you can no longer get in Brown Co.
- Friendly, I feel safe and calm here.
- Peace and quiet.
- Quiet.
- Nature.
- Open spaces - large lots.
- Country living, close to Green Bay.
- I'm living in same place 64 years and wouldn't change.
- It's quiet, peaceful yet close to city.
- Space, quality of life, out of town.
- Larger residential lots and the potential for increased commercial expansion & development, increased recreation expansion and development.
- Housing.
- Rural living.
- Rural living, quiet & peaceful.
- Quiet, space, close to Green Bay/surrounding areas.
- Quiet.
- Quietness.
- Privacy & quiet.
- We like how quiet it is.
- Quiet, low traffic.
- Country setting, wide open spaces, quiet.
- Smaller community, closeness & friendly neighborhoods
- School District - Oconto Falls
- Living in a quiet country setting.
- We moved from the city recently so we love the peace & quiet and the openness of the land.
- The fact that it is 9 miles north of Green Bay.
- Keep the rural feeling in Lt. Suamico.
- Do not live in Lt. Suamico.
- Rural setting, large lots - 1 acres is not enough. Should be 1.5 - 2 acres min.
- Mostly quiet neighborhoods.
- Housing & recreation.
- The peace and quiet.
- Space/country.
- A good mix is needed for a good tax base.

- Country living.
- Country living - seclusion - few houses.
- Rural setting.
- Open space.
- Country living - no large industry.
- Rural country living
- Residential not business
- It is in an area of growth and improvement
- Rural Setting
- Simplicity of town government
- It's pretty peaceful yet
- Rural feel
- The clean quiet country style of living
- The country life/no industry/the fresh air, wide open spaces & serenity
- Single family housing
- Trying to stay rural
- Peace and Quietness
- For the most part it is a peaceful quiet and safe neighborhood. A great place to live and raise a family.
- Peaceful/quiet/area/friendly people
- Rural atmosphere, open land, nature
- Would like to see other people on the Planning Commission rather than the ones that own businesses of their own.
- Quiet and peaceful/no city
- The people are very friendly (responding as working in the Town of Lt. Suamico)
- Quiet/country like
- Love where we live
- Rural setting - quiet- close to hwy
- Lived here all my life and close to Green Bay
- Country style living
- Rural atmosphere.
- Doesn't have a casino or strip joint.
- Open land and close to green bay.
- Small town.
- It's a rural community.
- 15 mi from Green Bay.
- Friendly people, quiet.
- Quiet, wide open spaces, NOT developed
- Quiet, non-busy country living.
- Space - no one close
- Room to move around open spaces.
- Not congested, quiet
- We are far enough away from Green Bay.
- Nice suburban (68) residential neighborhoods & nice lot sizes.

- People are nice, houses are spaced enough apart to have privacy, no street lights, wildlife, quiet, well water.
- Very nice place to live.
- Rural area, separation of uses commercial and industry from residential.
- Rural living, not having neighbors on top of me.
- In my area nothing but my privacy.
- Very nice place to live.
- Close to employment.
- Close to Green Bay.
- Rural living, minimum good government, quiet, location to Green Bay and up North
- Space and green areas and quiet

**Responses to Question 13 – What are the greatest challenges facing the Town of Little Suamico in the next 20 years?**

- Police & fire dept services, road maintenance
- loss of green space/farms to subdivisions
- industry at a minimum, professional services
- bringing in industry to taxes & jobs
- preserving what we have - open spaces
- avoid strip commercial development along 141/41 corridor
- managing the development of housing
- becoming another Howard or Bellevue. Becoming urban.
- Housing - using up farm and wooded land
- Well and septic overload - possible water shortage and contamination
- Controlling taxes, property values
- Attracting new home buyers into the area
- continual business growth along 41 to keep good tax base
- Crime, police enforcement, cleaning up the trash
- Keeping taxes in check & still keep doing the good job they're doing
- So many people not enough police or fire protection.
- More police & fire protection and more industry to help with jobs and tax base.
- There will be many problems if there isn't a good master plan.
- Over population
- Keeping it a small town
- Allowing subdivisions (doublewides) to overpopulate our neighborhoods! They bring trouble with them.
- For the taxes we have little to no services (i.e. garbage)
- Expansion
- Overdevelopment, comprehensive planning (and sticking to the plan)
- Area is growing very fast & there is not a lot of recreation for young people
- Not growing the government and taxes
- Not allowing businesses in residential areas
- Taxes

- Over population and too much commercial and industrial
- Urban sprawl
- Continue to uphold restrictions on ATV (noise)
- I think we need zoning laws
- Revenue
- Control residential growth/improve roads
- Better snow removal
- Keep pre-built & mobile homes in specified areas, zoned appropriately so we don't become a trailer town
- Getting rid of the conflict of interest on planning committee. The town should be buying commercial property to.....not persons on planning committee and we all know who we are talking about,
- don't we? You people are not gonna take this one because of the truths on it. Don't worry I made
- copies if you happen to lose it. (The town needs to get rid of the good ol boy government and get a real one)
- Don't know.
- Origination of the rapid growth/economics
- Controlling growth of subdivisions and not allowing proliferation w/mobile homes and modular homes
- (doublewides)
- Over populated and money hungry people. All they want is build and get money and do whatever they want.
- It is going to be overpopulated, too much building.
- Keeping up with modern services, i.e., sanitation, power, water.
- Provide services and opportunities and keep costs in line.
- Schools, higher taxes.
- Over growth, becoming another Village of Howard
- Sprawl.
- Overcrowding, loss of natural areas, traffic
- Industry
- Attracting the right type of businesses.
- Too much residential development without keeping green space
- Getting in more commercial business.
- Water for drinking
- Housing, community services
- Bringing in good businesses.
- Growth and how to not push out the farmer and small land owner.
- The right as a taxpayer and property owner to do what you want with your owned property without the town trying to make you do with what you have paid for and purchased and have paid taxes on - If they want control - they need to buy it and pay their own taxes!
- Fixing the mistakes of the past. Use Suamico as an example of what Lt. Suamico should strive for.

- Development with priority on nature and quiet life-style.
- Unplanned developments.
- Septic problems due to excessive developments.
- The rest of the farms disappearing.
- Trying to get Union Labor to contribute to all Community buildings.
- Trying to stay rural the way we like it.
- Too much crowding.
- Tax base, community service.
- Balance S.F. Residential w/commercial.
- Keeping taxes down while maintaining quality of life.
- Too many single family dwellings on small (less than 5 acre lots)
- Unsure.
- Keeping yuppies (liberals) out of town government.
- Too much over expansion/overcrowding.
- Rural living.
- Traffic.
- The challenge is do not let real estate buy everything. Keep it country lot sizes, large at least 3 acre lots.
- Maintaining open space, even along highway corridor.
- More opportunity for people to earn & spend money here along with providing adequate civic service to an inevitably growing community.
- Land development.
- Keeping the country feeling alive.
- Roads and taking care of them.
- To keep a rural setting.
- Also rural setting, over population like Howard.
- Schooling.
- History.
- Falling behind.
- Need changes.
- Bigger lot sizes for developments housing (5 acres)
- Police protection.
- Keeping a country atmosphere.
- Not trying to be everything to everyone.
- Balancing the community services & keeping the taxes low.
- Loosing the quiet rural feel.
- Housing.
- Uncontrolled growth.
- Growth & management of growth.
- Keeping low taxes.
- Keeping less government.
- To continue to keep the "country feel" and grow.
- Providing services to an aging population, while encouraging young families to move here.
- Not being annexed by Suamico.

- The growth is picking up (housing).
- Not to look like Suamico - no urban sprawl.
- Water availability & quality.
- Urban sprawl.
- Growth & not keeping up services.
- Adequate upkeep.
- Roads and congestion.
- Increasing the tax base while keeping to the small town approach.
- Planning for Hwy 41 development - commercial, business.
- Controlling expansion.
- Increased funding for commercial expansion/recreation expansion & development.
- Community service.
- Services meeting the needs for growing community.
- Need a big grocery store to attract more residential - inconvenient now to shop.
- Sanitary sewers/ garbage collection, city water, etc.
- Tax based revenue through business development.
- Planned growth.
- To keep Lt. Suamico small town feel. People moved here to
- escape commercial and industrial development as well as multi-family
- mini-cities.
- Keeping traffic passing from other town developments from cutting thru daily. Fireworks are disturbing my cattle in the fields and in the barns & forest fire danger. Our pines are very flammable.
- Keep it rural and quiet.
- Taxes.
- Must travel to GB or other areas for necessities. If gas prices continue to go up
- people won't want to travel or afford to travel.
- Probably taking care of the aging community.
- How aggressive you are w/building.
- Please keep it 2 acres lots per house for green space.
- Maintain status quo.
- Infra structure - Roads, fire and Police protection.
- Don't know.
- Residential growth - we moved here 18 years ago to enjoy a rural setting. We don't want our township/community to become another Suamico or Howard.
- Keeping taxes down and over development.
- Space/country.
- Public water.
- Taxes, urban development.
- How to allow development.
- Keeping it small and rural - not becoming a big city.
- Maintaining rural setting.
- Keeping industrial growth out.
- Keeping industrial growth out and maintaining rural environment & living.

- Keeping rural and residential
- Keeping growth non-industrial
- Development
- Developing the highway corridor along 41/141
- Too many people moving from the cities
- Keeping people here so they don't move closer to town.
- Maintaining its quiet, country style of living and not becoming a suburb of Green Bay (i.e. Howard, Suamico, today)
- Keeping the Natural resources/ traffic, keeping the country a country!
- Needing more business
- Trying to stay rural
- Stores
- To develop all the needs of growth and pleasing the majority that live here
- Housing/land use
- Bringing industry to the area, create industrial park or service park
- Over development of agricultural land, adequate police protection, lack of development in Sobieski
- Having good HONEST people on the planning commission.
- Growing too fast.
- Economic growth
- Attracting grocery store or restaurant
- Getting rid of some of the town board.
- Urban sprawl
- Keeping up with what we have - roads
- Too many subdivisions
- Pollution, growing too fast - without a plan
- Commerce and industry.
- Need commercial and industrial.
- Probably the water supply, it always becomes a problem as population increases.
- Taxes.
- Sewer and water.
- Staying small & quiet
- Minimizing a lot of growth.
- Lot sizes are to small, should be 3-5 acres.
- Keep big lot sizes the country feeling.
- Water Supply. Septic & drilled wells w/the number of houses being squeezed on 40 acres. Pollution of wells. Wells running dry. Depletion of the water table.
- Keeping it small.
- Laws & ordinances to reflect changes in housing development in our area and enforcing them.
- Growth.
- Developing commercial use along Hwy corridor, provide needed services, sewer & water, reduce taxes, developing community facilities to keep families in area, using recreation facilities.
- More buildings such as business we need now!

- Growth.
- School growth.
- Avoid poor planning for growth, minimum fair taxes, sprawl from Suamico
- Too much growth, poor planning.

**Other comments:**

- Anyone that runs a business should not be on Planning commission. Very unfair to the people of the Town.
- There's a lot of talk how dishonest the Plan Commission is.
- At the recycle center on Allen Rd. If someone can use something, like wood or metal, they should be able to take it.
- Response to establishment of a regional court system - Too expensive right now. We are not that big yet.
- Problems: 1) Usage of 4-wheelers and snowmobiles in our suburban residential neighborhoods. 2) Parking and driving semis (big rigs) in our urban residential neighborhoods.
- I can never get out of our driveway after the snow plow goes through, he piles it all in our driveway and I have to hire someone to take it out. We live on a cul-de-sac and we get the blunt of the snow plowing. There's 5 houses here, why us?
- Town needs to get rid of the good ol' boy government and get a real one. Want stick built homes, not mobile. Stick built, not doublewide or modular homes (trailer). Get rid of the trailer park, mobile houses, double-wides whatever they want to call them these days the longer they are there the less they are worth.
- Response to establishment of a regional court system - I would say yes but they have enough selective enforcement going on now and if the town enforced it would really get out of hand.
- You people are not gonna take this one because of the truths on it. Don't worry, I made copies if you happen to lose it.





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



## **Town of Little Suamico**

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

<b>TOP ISSUES</b>
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- Grocery Store
- Business Incentives (TIF, etc.)
- More Money for Parks and Recreation

<b>Score</b>	<b>Issue</b>
5	Grocery Store
4	Business Incentives (TIF, etc.)
2	More Money for parks and recreation
1	Governmental units working together
1	Elderly housing
1	Water and sewer system to accommodate growth
1	Protect image of the town
1	Municipal court system to enforce ordinances
1	Professional buildings
1	Health care facilities
	More employers to increase tax base
	West side park
	Trails (hike, bike, snowmobile)
	Another school building or redefine districts
	Activities for kids
	More police protection
	Multi-family homes

**Oconto County Southern Planning Cluster**  
**Nominal Group Results**  
 August 24, 2006

**Group 1**

3	Businesses/industries located in municipalities
3	Farmers “Right to Farm”
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 “junkie” 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 “Outgrow” 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	<b>Conserve large contiguous areas of natural resources-preserve, protect groundwater/wetland resources</b>
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

**VOLUME I - APPENDIX D**  
**INTERGOVERNMENTAL COOPERATION RESULTS**





## **“Southern Cluster”**

Intergovernmental Cooperation Workshop  
April 16, 2008, County Courthouse

### **Land Use Issues and Conflicts/Positive Working Relationships**

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

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

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

### **Potential Resolutions**

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

- Tri-county emergency services and new – meetings to share
- Inter and Intra communication
- Shared planning
- Standardized ordinances – consistency with county – remove duplication and unnecessary items
- Sharing information on troubles between neighbors – local Pow-wow's
- Locate funding sources – to continue these meetings and planning processes
- Communities place own ordinances on a website so public can access
- Get town websites out to public – make people aware that they are out there – also promote county websites – utilize newspapers to promote
- Opportunities to identify more park and ride locations – work with DOT – especially along highway 41 – also looking to improve amenities at existing sites (tie into transit, bike racks added)
- Put in bike/ped trails and other facilities when DOT does transportation projects to pre-empt development that will occur once highway in-trying to reduce number of cars on road or how far people have to drive
- More professional mapping to share community visions
- Officials should be open minded to new solutions and communicating with others
- Maintain and talk about shared goals that already exist
- Recognize value and importance of natural resources in Oconto County – resources are a “global treasure” – continue and work more on preserving
- Continue cooperation between towns and communities in training with government agencies (i.e. DNR and local fire) – lead to more successes
- Communication and cooperation
- Coordination between towns and county to find more efficient ways to implement and enforce ordinances – let county help as much as they can
- Allow comprehensive plans to guide decision making process at community and county level
- Work with county so they can help with enforcement of ordinances
- Cooperative agreement with other towns that border
- Area planning with bordering towns
- Ordinance for towns should be reviewed to see if the county already have – county can reinforce, town can not
- Sharing information on problems within the local neighboring, so we can work out the problems (local)
- Sewer conflicts with Little Suamico and Pulaski (village)
- Resolutions and ordinances need to be reviewed; brought up to date, clarified and not duplicate the county
- Joint planning with neighbor towns for police protection, court system and sewer district development
- Compare mapping with neighbor towns to avoid conflicts, i.e. home developments adjacent to farm or quarry operations
- Any transportation issues in the southern cluster? Provide 7 Park and Rides to encourage carpooling
- Reduce barrier of State Highways/bike/ped. Options in developing area
- Town of Abrams and Town of Pensaukee share monthly meeting minutes
- Town of Pensaukee website
- Sharing sanitary district with neighboring Little Suamico

- Attend surrounding meetings
- Buffer zones around farm operations
- Official mapping – good communication
- Area planning – stay aware of surrounding development
- Try to attend joint plan committee meetings
- Increase shared services (facilities – sewer/water – without annexation)
- Land acquisition for development. No room to developer offer to develop
- Communication of potential development along border between Suamico/Little Suamico. Residential and commercial potential for development plan (commercial and transportation)
- Mutual aid agreements between Little Suamico/Suamico. Encourage Little Suamico to begin or continue with NIMS compliance
- Ongoing meetings regarding ATC money. Meetings with Tim Magnin on emergency planning
- Keeping adjoining municipality aware of events concerning extraterritorial land
- Informal get-togethers with town/cities/village/county about all issues affecting local government. Learn more about what each other does. Possible solutions for problems.
- Incentives to create joint operations
- Reduce duplication of services – law enforcement, libraries (school and city both have)
- Standardization of ordinances/resolutions/services
- Get information out to residents such as website
- Expand the menu of county zoning districts to meet the needs of the town
- Create an option for site plan and design review through the county zoning ordinance
- Hire a shared clerk/administrator for the Towns of Little Suamico and Chase
- Based on the similar needs of their high-growth areas, work cooperatively with the Town of Chase to develop a consistent development review process and related regulations
- Develop a cooperative boundary agreement with the Village of Suamico and potentially include provisions for the shared delivery of sewer and water utilities
- Work cooperatively with the Village of Suamico, the Town of Abrams, Oconto County, and the WDOT to manage growth along the Highway 41 corridor



**VOLUME I - APPENDIX E**  
**GLOSSARY OF TERMS**





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## Planning and Zoning Definitions

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

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

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

See ch. 62, *Wis. Stats.*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- Consolidated Metropolitan Statistical Area (CMSA):** a statistical area defined by the U.S. Census; a large metropolitan statistical area with a population of one million or more that includes one or more primary metropolitan statistical areas (PMSA). *See also “metropolitan statistical area” and “primary metropolitan statistical area” in this category.*
- Contested Case:** a hearing similar to a court proceeding where parties have a right to review and object to evidence and cross-examine witnesses who testify.
- Contiguous Properties:** properties sharing a property line.
- Cooperative Agreement:** an agreement between two or more organizations to share in the financing or managing of a property, providing of services, or some other joint venture. *Also see ss. 66.0307, 150.84, and 299.80, Wis. Stats. for specific examples of authorized agreements .*
- County:** a political subdivision of the state. Counties are delineated in ch. 2, *Wis. Stats.* Wisconsin has 72 counties. *See ch. 59, Wis. Stats.*
- cul de sac :** a circular end to a local street [*French* , “bottom of the bag” ]
- Dedication:** the transfer of property from private to public ownership.
- Deed Restriction:** a limitation, which is recorded with the county register of deeds and to which subsequent owners are bound, on development, maintenance, or use of a property.
- Design Guideline:** an activity standard that preserves the historic or architectural character of a site or building.
- Design Review/ Control:** an aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development’s impact on a community
- Design Standards:** criteria requiring specific dimensional standards or construction techniques. *See also “performance standards”.*
- Detachment:** the transposition of land from a municipality back into a township. *See s. 66.0227, Wis. Stats.*
- Developer:** a person or company that coordinates the ownership, financing, designing, and other activities necessary for the construction of infrastructure or improvements.
- Development:** an artificial change to real estate, including construction, placement of structures, excavation, grading, and paving.
- Development Values:** the economic worth of land based upon the fair market price after residential, commercial, or industrial structures have been added.
- District:** a part, zone, or geographic area within the municipality where certain zoning or development regulations apply.
- Down Zoning:** a change in zoning classification that permits development that is less dense, intense, or restrictive. *See also “up zoning”.*
- Dwelling Unit:** the space in a building that comprises the living facilities for one family. *See also “multifamily,” “single-family attached,” and “single-family detached dwelling”.*
- Easement:** written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose. *See also “conservation easement”.*
- Ecological Impact:** a change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.
- Economic Unit:** units of land that, although they may be separated from one another physically, are considered one economically.
- Eminent Domain:** the right of a government unit to take private property for public use with appropriate compensation to the owner. *See ch. 32, Wis. Stats .*
- Enabling Act:** legislation authorizing a government agency to do something that was previously forbidden. *See also “takings”.*
- Enterprise Development Zone:** zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is “site specific,” applying to only one business, and is eligible for a maximum of \$3.0 million in tax credits. The department can designate up to 79 zones, which can each exist for up to seven years. The department is allowed to vary zone benefits to encourage projects in areas of high distress. *See s.560.70, Wis. Stats. See also “community development zone”.*
- Environmental Corridors:** linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.
- Environmental Impact Ordinance:** a local legislative act requiring an assessment of the potential harmful environmental effects of a pending development so that steps to prevent damage can be taken.
- Environmental Impact Report (EIR):** a report that assesses an area’s environmental characteristics and then determines the impact that a proposed development will have.
- Environmental Impact Statement (EIS):** a statement prepared under the National Environmental Policy Act (NEPA) or Wisconsin Environmental Policy Act (WEPA) predicting the impacts a proposed government action is likely to have on the environment and describing the affected environment and the alternative actions considered. *See s.1.11, Wis. Stats., P.L.91-190, 42 USC 4331, NR 150, Wis. Admin. Code.*

- Environmental Nodes:** discrete, inherently non- linear areas of natural resources that are sometimes isolated from areas with similar resource features. Planning objectives often include linking environmental nodes.
- Environmentally Sensitive Areas:** areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.
- Esplanade:** waterfront area intended for public use.
- Estate Management Strategies:** strategies enacted during a landowner’s lifetime or upon her death to help preserve family lands and farms.
- Ex parte Contact:** communication, which is normally prohibited, with a decision maker in a quasi- judicial proceeding, which is not part of a public hearing or the official record in a matter.
- Exactions:** compensation, which may take the form of facilities, land, or an actual dollar amount, that a community requires from a developer as condition of the approval of a proposed development project. Exactions may be incorporated into the community’s zoning code or negotiated on a project- by- project basis; but, they must reflect the type and extent of the expected adverse impacts of the development.
- Executive Session:** *See “closed session”.*
- Extraterritorial Zoning:** a local government’s authority to zone areas outside its boundaries. Under Wisconsin law, the extraterritorial zone for 1st, 2nd, and 3rd class cities extends 3 miles beyond the corporate limits. The limit extends 1½ miles beyond the municipal boundary for 4th class cities and villages. *See s.62.23( 7a), Wis. Stats .*
- Exurban Area:** the area beyond a city’s suburbs.
- Fee Simple Acquisition:** the purchase of property via cash payment.
- Fee Simple Interest in Property:** absolute ownership of and with unrestricted rights of disposition to land. This describes the possession of all rights to property except those reserved to the state. *See “rights”.*
- Fiscal Impact Analysis:** the projection of the costs and benefits of additional or new facilities, rentals, or remodeling of existing facilities, including data relative to increased instructional, administrative, maintenance, and energy costs and costs for new or replacement equipment.
- Fiscal Impact Report:** a report projecting the costs and revenues that will result from a proposed development.
- Floating Zone:** an unmapped zoning district that is described in ordinance and on the zoning map only when an application for development is approved.
- Floodplains:** land that has been or may be covered by flood water during a ‘regional flood’ as is defined in NR 116, Wis. Adm. Code. The floodplain includes the floodway and floodfringe, and is commonly referred to as the 100- year floodplain.
- *Floodfringe:* that portion outside of the floodway covered by water during a regional flood.  
This term is generally associated with standing water, but may under local floodplain zoning ordinances, be developed for specified purposes if development is protected from flooding.
  - *Floodway:* the channel of a river or stream and those portions of the floodplain adjoining the channel required to discharge a regional flood.  
This term is generally associated with flowing water and is required by local floodplain zoning ordinances to remain undeveloped and free of obstructions. *See also “base flood”.*
- Forest Crop Law:** a program enacted in 1927 that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to make an acreage share payment or a state contribution. Under the program, land is taxed at a constant annual rate while its timber is taxed after harvest. Entries into the FCL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See ch. 70, Wis. Stats .*
- Front Lot Line:** the lot line separating an interior lot from the street, or the shortest lot line of a corner lot to a street.
- Gentrification:** the resettlement of low and moderate- income urban neighborhoods by middle and high- income professionals.
- Geographic Information System (GIS):** computer technology, tools, databases, and applications that provide spatial (geographic) data management, analysis, and mapping capabilities to support policy evaluation, decision- making, and program operations.
- Geologic Review:** an analysis of geologic features on a site, including hazards such as seismic hazards, surface ruptures, liquefaction, landslides, mud slides, erosion, and sedimentation.
- Gift Credit:** a dollar or in- kind matching amount (labor, supplies, land donation, etc.) required to secure funds for a development.
- Global Positioning System (GPS):** a computerized tool for determining longitudinal and latitudinal coordinates through the use of multiple orbiting satellites.
- Green Spaces:** *See “open spaces”.*
- Group Quarters:** The group quarters population includes all people not living in households. Two general categories of people in group quarters are recognized: (1) the institutionalized population and (2) the noninstitutionalized population.
- Growth Management:** the pacing of the rate or controlling of the location of development via law enactment to manage a community’s growth.

- Growth Trend Series:** In a growth series, the starting value is multiplied by the step value to get the next value in the series. The resulting product and each subsequent product is then multiplied by the step value.
- Hamlet:** a predominantly rural, residential settlement that compactly accommodates development.
- Hamlet Lot:** a small residential lot in a contiguous group with adjacent and fronting lots oriented toward each other in some ordered geometric way and forming a boundary with the surrounding countryside.
- Hazardous Substance:** any substance or combination of substances, including solid, semisolid, liquid or gaseous wastes, which may cause or significantly contribute to an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or which may pose a substantial present or potential hazard to human health or the environment because of its quantity, concentration, or physical, chemical, or infectious characteristics. This term includes irritants, strong sensitizers, explosives, and substances that are toxic, corrosive, or flammable. *See s.292.01( 5), Wis. Stats.*
- Heavy Industry:** the basic processing and manufacturing of products from raw materials; or, a use engaged in the storage or manufacturing processes using flammable or explosive materials or those that potentially involve offensive conditions. *See also "light industry".*
- Highly Erodible Soils:** soils highly susceptible to erosion as determined by an equation that considers soil type, slope, and amount of rainfall but does not consider current land management or vegetative cover. These soils are often identified in county soil survey books.
- Historic Area:** an area designated by an authority, having buildings or places that are important because of their historical architecture or relationship to a related park or square or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.
- Historic Preservation:** the research, protection, restoration, and rehabilitation of historic properties.
- Historic Property:** a building, structure, object, district, area, or site, whether on or beneath the surface of land or water, that is significant in the history, prehistory, architecture, archaeology, or culture of Wisconsin, its rural and urban communities, or the nation. *See s.44.31( 3), Wis. Stats. See s.13.48( 1m)( a), Wis. Stats .*
- Homeowner’s Association:** a nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.
- Home Rule:** constitutional provisions in some states that give local units of government substantial autonomy. Wisconsin is a “strong” home rule state.
- Incorporation:** orderly and uniform development of territory from town to incorporated status. *See ch. 66, subch. II, Wis. Stats.*
- Impact Fees:** cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community’s costs resulting from a development. *See s. 66.0617, Wis. Stats.*
- Impervious Surface:** a ground cover such as cement, asphalt, or packed clay or rock through which water cannot penetrate; this leads to increases in the amount and velocity of runoff and corresponds to increases in soil erosion and nutrient transport.
- Improvements:** the actions taken to prepare land, including clearing, building infrastructure such as roads and waterlines, constructing homes or buildings, and adding amenities.
- Incentive Zoning:** the granting of additional development possibilities to a developer because of the developer’s provision of a public benefit.
- Industrial District:** a district designated as manufacturing, research and development, or industrial park.
- Infill:** the development of the last remaining lots in an existing developed area, the new development within an area already served by existing infrastructure and services, or the reuse of already developed, but vacant properties. *See also “redevelopment”.*
- Infrastructure:** public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, and other public services.
- Installment Sale:** a real estate transaction in which the landowner and the recipient negotiate terms for the property to be transferred over an extended period of time rather than all at once.
- Institutionalized Population:** The institutionalized population includes people under formally authorized, supervised care or custody in institutions at the time of enumeration; such as correctional institutions, nursing homes, and juvenile institutions.
- Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA):** a federal transportation act that authorized the first 23 “high priority corridors” of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.
- Intelligent Transportation System (ITS):** a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.
- Interim Zone of Influence:** a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.
- Interim Zone/ Development Controls:** *See “moratorium”.*
- Judicial Appeal:** the review of a local zoning decision by the state judicial system.

- Land:** soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.
- Land Banking:** the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.
- Land Exchange:** a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.
- Land use Intensity System (LUI):** a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.
- Land use Inventory:** a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.
- Land use Plan:** the element of a comprehensive plan that designates and justifies the future use or reuse of land. See s.66.1001, *Wis. Stats.*
- Landfill:** a disposal facility for solid wastes. *See ch.289, Wis. Stats.*
- Land Trust:** a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.
- Large- Lot Zoning:** a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.
- Leapfrog Development:** new development separated from existing development by substantial vacant land.
- Leaseback:** *See “purchase/ leaseback”.*
- Level of Service (LOS):** a measurement of the quantity and quality of public facilities.
- Light Industry:** the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. *See also “heavy industry”.*
- Limited Development:** the development of one portion of a property to finance the protection of another portion.
- Linear Trend Series:** In a linear series, the step value, or the difference between the first and next value in the series, is added to the starting value and then added to each subsequent value.
- Lot:** a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. *See also “through lot”.*
- Lot Area:** the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.
- Lot Averaging:** the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.
- Lot- by- Lot Development:** a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.
- Lot Coverage:** the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.
- Lot Depth:** the average horizontal distance between the front and rear lot lines.
- Lot Line:** the property lines at the perimeter of a lot.
- Lot Width:** the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.
- LULU:** a locally unwanted land use. *See also “NIMBY,” “NIABY,” and “NIMTOO”.*
- Main Street Program:** a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.
- Managed Forest Law:** a law enacted in 1985, replacing the Forest Crop Law and Woodland Tax Law, that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to pay an annual acreage payment, a state contribution, a yield tax, or a withdrawal penalty. Landowners have the option to choose a 25 or 50 year contract period. Enrollment is open to all private landowners owning ten or more acres of woodlands. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law (FCL), Woodland Tax Law (WTL), and Managed Forest Law (MFL). *See ch. 70, Wis. Stats.*
- Manufactured Housing:** a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See 42 USC 5401 to 5425 and ch.409, Wis. Stats.*
- Map:** a drawing or other representation that portrays the spatial distribution of the geographic, topographic, or other physical features of an area.
- Median age:** The midpoint age that separates the younger half of a population from the older half.



- Metropolitan Statistical Area (MSA):** a statistical area defined by the U.S. Census; a freestanding metropolitan area (i.e. an area with a minimum population of 50,000 and adjacent communities with a high degree of economic and social integration) or a Census Bureau defined urbanized area with a population of 100,000 or greater (75,000 in New England), not closely associated with other metropolitan areas. Nonmetropolitan counties surround these areas typically. *See also “consolidated metropolitan statistical area” and “primary metropolitan statistical area”.*
- Mini- Lot Development:** a development containing lots that do not meet the minimum size or other requirements.
- Mitigation:** the process of compensating for the damages or adverse impacts of a development.
- Mitigation Plan:** imposed development conditions intended to compensate for the adverse impacts of the development.
- Mixed- Use Development:** a development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.
- Modernization:** the upgrading of existing facilities to increase the input or output, update technology, or lower the unit cost of the operation.
- Moratorium:** a temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.
- Multifamily Dwelling:** a building or portion occupied by three or more families living independently of each other.
- Multimodal Transportation:** an integrated network of various transportation modes, including pedestrian, bicycle, automobile, mass transit, railroads, harbors, and airports.
- Municipality:** a city, village, town, or other unit of local government. The application of this term varies and it often has specific legal meanings.
- National Environmental Policy Act (NEPA):** a congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision- making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law. The act also established the Council on Environmental Quality. *See P.L. 91- 190, 42 U.S.C. 4321- 4347. See also “environmental impact statement” and “Wisconsin Environmental Policy Act (WEPA)”.*
- National Register of Historic Places in Wisconsin:** places in Wisconsin that are listed on the national register of historic places maintained by the U.S. Department of the Interior, National Park Service.
- Neighborhood Plan:** a plan that provides specific design or property- use regulations in a particular neighborhood or district.
- Neighborhood Unit:** the model for American suburban development after World War II based around the elementary school with other community facilities located at its center and arterial streets at its perimeter.
- Neotraditional Development:** a land- use approach that promotes neighborhoods with a variety of housing and architectural types, a central gathering point, and interconnecting streets, alleys, and boulevards edged with greenbelts.\* *See also “New Urbanism” and “smart growth”.*
- Net Acre:** an acre of land excluding street rights- of- way\* and other publicly dedicated improvements such as parks, open space, and stormwater detention and retention facilities.
- New Urbanism:** an approach to development that includes the reintegration of components such as housing, employment, retail, and public facilities into compact, pedestrian- friendly neighborhoods linked by mass transit. *See also “Neotraditional development” and “smart growth”.*
- NIABY:** Not in anyone’s backyard. *See also “LULU,” “NIMBY,” and “NIMTOO”.*
- NIMBY:** Not in my backyard. *See also “LULU,” “NIABY,” and “NIMTOO”.*
- NIMTOO:** Not in my term of office. *See also “LULU,” “NIMBY,” and “NIABY”.*
- Nonconforming Activity:** an activity that is not permitted under the zoning regulations or does not conform to off- street parking, loading requirements, or performance standards.
- Nonconforming Building:** any building that does not meet the limitations on building size or location on a lot for its use and district.
- Nonconforming by Dimension:** a building, structure, or parcel of land that is not compliant with the dimensional regulations of the zoning code.
- Nonconforming Lot:** a use or activity which lawfully existed prior to the adoption, revision, or amendment of an ordinance but that fails to conform to the current ordinance.
- Nonconforming Use:** a use (or structure) that lawfully existed prior to the adoption or amendment of an ordinance but that fails to conform to the standards of the current zoning ordinance.
- Noncontributing Building:** a building or structure that does not add to the historic architecture or association or cultural values of the area.
- Noninstitutionalized Population:** The noninstitutionalized population includes all people who live in group quarters other than institutions, such as college dormitories, military quarters, and group homes. Also, included are staff residing at institutional group quarters.

- North American Industry Classification System (NAICS):** a classification system developed by the United States, Canada, and Mexico to provide comparable industrial production statistics collected and published in the three countries. The NAICS replaces the Standard Industrial Classification (SIC) system and provides for increased comparability with the International Standard Industrial Classification (ISIC) system developed and maintained by the United Nations. *See also "Standard Industrial Classification (SIC)".*
- Office Park:** a large tract that has been planned and developed as an integrated facility for a number of separate office buildings and that considers circulation, parking, utilities, and compatibility.
- One-Unit, Attached:** This is a 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.
- One-Unit, Detached:** This is a 1-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes or trailers to which one or more permanent rooms have been added or built also are included.
- Open Session:** a meeting that is in accordance with Wisconsin's 'Open Meetings Law.' *See s.19.85- 19.98, Wis. Stats .*
- Open (Green) Spaces:** a substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. *See also "common open spaces".*
- Ordinance:** a local law; a legislative enactment of a local governing body.
- Orthophoto Quad:** an aerial photograph that has been adjusted, via the correcting of distortions and inaccuracies due to plane tilt, elevation differences, or the curvature of the earth's surface, to reflect as accurately as possible the actual topography of the earth's surface.
- Outright Donation:** the donation of land to a unit of government or a qualified charitable land conservation management organization.
- Outright purchase:** the acquisition of land for the benefit of the public.
- Overlay Zone:** an additional land use or zoning requirement that modifies the basic requirements of the underlying designation.
- Parcel:** *See "lot".*
- Pedestrian Friendly:** a development that is primarily accessible to pedestrians rather than automobiles and with an emphasis on street sidewalks rather than parking.
- Performance Standards:** general criteria established to limit the impact of land uses or development. *See also "design standards".*
- Pervious Surface:** a ground cover through which water can penetrate at a rate comparable to that of water through undisturbed soils.
- Planned Unit Development:** land under unified control to be developed in a single development or a programmed series of phases. A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.
- Plan Commission:** an appointed local government commission authorized to make and adopt a master plan, consistent with s.66.1001, *Wis. Stats.*, for the physical development of the city. *See s.62.23, Wis. Stats.*
- Plat:** a map of a lot, parcel, subdivision, or development area where the lines of each land division are shown by accurate distances and bearings.
- Point System:** numerical values assigned to a development's impacts on a community's resources.
- Political Subdivision:** a city, village, town, county, sanitary district, school district, inland lake protection and rehabilitation district, or other special purpose unit of government.
- Pre- acquisition:** a technique where one organization (usually a private land trust) purchases a property and holds it until another organization (usually a government agency) can allocate the funds to purchase it.
- Preservation:** leaving a resource undisturbed and free from harm or damage. While 'preservation' is often used interchangeably with 'conservation,' the latter entails a connotation of prudent resource use.
- Primary Metropolitan Statistical Area (PMSA):** a statistical area defined by the U.S. Census; an area within a consolidated metropolitan statistical area consisting of a large urbanized county or cluster of counties that demonstrates very strong internal economic and social links, in addition to close ties to other portions of the larger area. *See also "metropolitan statistical area" and "consolidated metropolitan statistical area".*
- Prime Agricultural Land:** land determined by local governments to be important for sustaining agricultural operations and that are often protected from conversion to other uses. *See ch.91, Wis. Stats.*
- Prime Farmland:** farmland classified by the Natural Resources Conservation Service as best for the crop production of row, forage, or fiber because of level topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Ideally, prime farmland allows least cost to both the farmer and the natural resources. *See ch.91, Wis. Stats.*
- Principal Building:** the building, including all parts connected, where the primary use of the lot is conducted.
- Private Road:** a way open to traffic, excluding driveways, established as a separate tract for the benefit of adjacent properties.

- Privately Owned Waste- Treatment Systems (POWTS):** sewage treatment and disposal systems, which are also called on- site sanitary systems, that are not connected to sewer lines or wastewater treatment plants.
- Public Dedication:** reserving land in a subdivision for public use such as a school or park.
- Public Road:** public property dedicated and reserved for street traffic.
- Purchase of Development Rights (PDR):** a public or private government initiative that acquires the development rights of property to limit development and protect natural features or open space. *See also “rights” and “transfer of development rights”.*
- Purchase/ Leaseback:** an arrangement where a community purchases a natural area and then either leases it back with special lease restrictions or sells it back with deed restrictions designed to protect the natural features of the property.
- Quarter, Quarter Zoning:** a development standard that limits non-farm development to one house per 40 acres (¼ of ¼ of the original 640- acre section).
- Quasi- Judicial Decisions:** “resembling a court;” quasi- judicial decision making must follow rules of due process and is midway between legislative and administrative functions. Examples of quasi- judicial decisions include variances, appeals, and conditional- use permits.
- Quasi- Public Use/ Facility:** a use conducted or a facility owned or operated by a nonprofit or religious institution that provides public services.
- Rear- lot Line:** a lot line, opposite the front lot line, that generally does not abut a public roadway.
- Redevelopment:** any proposed replacement of existing development. *See also “infill”.*
- Redevelopment Authority:** an authority, known as the “redevelopment authority of the city of [city name],” created in every city with a blighted area. This authority, together with all the necessary or incidental powers, is created to carry out blight elimination, slum clearance, and urban renewal programs and projects as set forth in Wisconsin Statutes. *See s.66.1333 ( 3)( a) 1, Wis. Stats .*
- Reforestation:** the planting or replanting of forest plants.
- Regional Plan:** a plan that covers multiple jurisdictions, often within the administrative area of a regional planning commission, and that can be prepared jointly by cooperating municipalities, regional planning commissions, state agencies, or other entities.
- Requests for Proposals (RFP):** a document describing a project or services and soliciting bids for a consultant’s or contractor’s performance.
- Requests for Qualifications (RFQ):** a document describing the general projects, services, and related qualifications of bidding consultants or contractors.
- Reservation of Site:** *See “public dedication”.*
- Reserved Life Estate:** an arrangement where a landowner sells or donates property to another party (for example, a conservation organization) while retaining the right to lifetime use.
- Revolving Fund:** a conservation fund, replenished through donations or selling of the land to another conservation organization or a government agency, used to purchase land or easements.
- Rezoning:** an amendment to a zoning map or zoning ordinance that changes the zoning- district designation and use or development standards.
- Right of First Refusal:** an agreement between a landowner and another party (for example, a land trust) that gives the other party a chance to match any third- party offer to purchase lands.
- Right of Way (ROW):** a strip of land occupied by or intended to be occupied by a street, crosswalk, walkway, utility line, or other access.
- Rights (The Bundle of Rights Concept of Property):** government and private owners each hold portions of the bundle of rights in real property.
- Owner property rights include:
- *Right to Use:* the right to improve, harvest, cultivate, cross over, or not to use.
  - *Right to Lease:* the right to lease for cash or the right to hold a cash, including a share lease or third or fourth lease, a crop share lease, a one year lease, or a perpetual lease.
  - *Right of Disposition:* the right to sell, to bequeath, to mortgage, or to establish trusts on all or part of a property.
- Government property rights include:
- *Eminent domain: the right to purchase land for public use*
  - *Escheat: the right for the succession in title where there is no known heir*
  - *Regulation*
  - *Taxation*
- Riparian Areas:** the shore area adjacent to a body of water.

- Roadway Setback:** the required or existing minimum distance between a public roadway (measured from the centerline or edge of right-of-way) and the nearest point on a structure.
- Scenic Corridor:** a linear landscape feature that is visually attractive (for example, stream corridors or blufflines).
- Scenic Easement:** an easement\* intended to limit development in order to preserve a view or scenic\* area.
- Seasonal Dwelling:** a dwelling not used for permanent residence or not occupied for more than a certain number of days per year. The standard varies between jurisdictions.
- Secondary Dwelling Unit:** an additional dwelling unit in a freestanding building or above a residential garage and located within or on the same lot as the principal dwelling unit.
- Sense of Place:** the constructed and natural landmarks and social and economic surroundings that cause someone to identify with a particular place or community.
- Set Back:** the minimum distance a building, structure, or activity can be separated from a designated feature such as a waterway or bluffline.
- Shoreland:** a state mandated water resource protection district that Wisconsin counties must adopt. Shorelands include lands adjacent to navigable waters within 1,000 feet of the ordinary high-water mark of a lake, pond, or flowage and within 300 feet of the ordinary high-water mark or floodplain of a river or stream.
- Shoreland- Wetland:** shorelands that are designated as wetlands on Wisconsin Wetlands Inventory maps. See *Wis. Stats.*
- Shoreline Stabilization:** the placement of structural revetments or landscaping practices to prevent or control shoreline erosion.
- Side Lot Line:** a lot line that is neither a front lot line nor a rear lot line.
- Single-family Attached Dwelling:** one of two or more residential buildings having a common wall separating dwelling units.
- Single-family Detached Dwelling:** a residential building containing not more than one dwelling unit surrounded by open space.
- Sign:** any device that is sufficiently visible to persons not located on the lot that communicates information to them.
- Site Plan:** a scaled plan, which accurately and completely shows the site boundaries, dimensions and locations of all buildings and structures, uses, and principal site development features, proposed for a specific lot.
- Sliding Scale Zoning:** a ratio of dwelling units to land acreage that concentrates development on smaller lots by increasing the minimum lot size for houses built on larger parcels.
- Smart Growth:** an approach to land-use planning and growth management that recognizes connections between development and quality of life. The features that distinguish smart growth approaches vary. In general, smart growth invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. In developing areas, the approach is more town-centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial, and retail uses. Smart-growth approaches preserve open space and other environmental amenities. The term is also used to refer to Wisconsin’s comprehensive planning law. See s.66.1001, *Wis. Stats.* See also “*New Urbanism*” and “*Neotraditional development*”.
- Special Designation:** the protection of scenic river corridors and other valuable resources through state or federal means such as recognition, acquisition, or technical assistance.
- Special District/ Special Purpose Unit of Government:** a government entity that is responsible for performing specific tasks and oversight essential to a community’s or region’s well being. Special districts include sanitary districts, metropolitan sewerage districts, drainage districts, inland lake protection and rehabilitation districts, business improvement districts, tax incremental financing districts, architectural conservancy districts, and port authorities.
- Special Exception:** See “*conditional use*”.
- Spot Zoning:** a change in the zoning code or area maps that is applicable to no more than a few parcels and generally regarded as undesirable or illegal because it violates equal treatment and sound planning principles.
- Stand:** a number of plants growing in a continuous area. Examples include ‘a stand of hardwood’ or ‘a stand of timber.’
- Standard Industrial Classification/ Standard Industrial Code (SIC):** an industry classification system to facilitate the collection, tabulation, presentation, and analysis of data relating to establishments and to ensure that data about the U.S. economy published by U.S. statistical agencies are uniform and comparable. See also “*North American Industry Classification System (NAICS)*”.
- Statewide Comprehensive Outdoor Recreation Plan (SCORP):** a plan that aims to offer a research base and overall guidance for all providers of Wisconsin’s outdoor recreation, including federal, state, county, city, village, and town governments, resorts and other businesses, and a variety of other public and private organizations. Ideally, SCORP is used in conjunction with other planning documents such as property master plans, community park and open space plans, the State Trails Strategic Plan, six-year development plans, and county and regional planning commission plans.
- Stewardship Program:** a state bonding program established by the Wisconsin Legislature in 1989 and re-authorized in 1999 that provides funds to protect environmentally sensitive areas and to maintain and to increase recreational opportunities across the state.
- Stormwater Detention/ Stormwater Retention:** the storage of stormwater runoff.
- Stormwater Management:** the reduction of the quantity of runoff, which affects flooding, or of pollutants generated at a development site and carried in stormwater.

- Story:** a space in a building between the surface of any floor and the surface of the next above floor or roof.
- Subdivision:** the description (usually by survey) and recording of separate land parcels or lots.
- Summary Abatement:** a legal action taken to suppress the continuation of an offensive land use. *See also* “tax abatement”.
- Sustainability:** long- term management of ecosystems intended to meet the needs of present human populations without compromising resource availability for future generations.
- Sustainable Development:** development that meets the needs of the present generation without compromising the needs of future generations.
- Takings:** government actions that violate the Fifth Amendment to the U.S. Constitution, which reads in part, “nor shall private property be taken for public use, without just compensation.” Such actions include regulations that have the effect of “taking” property. The Supreme Court has established four clear rules that identify situations that amount to a taking and one clear rule that defines situations that do not.
- The court has found “takings” in the following circumstances:
- where a landowner has been denied “all economically viable use” of the land;
  - where a regulation forced a landowner to allow someone else to enter onto the property;
  - where the regulation imposes burdens or costs on a landowner that do not bear a “reasonable relationship” to the impacts of the project on the community; and
  - where government can equally accomplish a valid public purpose through regulation or through a requirement of dedicating property, government should use the less intrusive regulation, for example, prohibiting development in a floodplain property.
- The Supreme Court has also said that where a regulation is intended merely to prevent a nuisance, it should *not* be considered a taking.
- Tax Abatement:** a release of a certain tax liability for a specific period of time and under certain circumstances. *See also* “summary abatement”.
- Tax Increment:** additional tax revenue resulting from a property- value increase; the amount obtained by multiplying the total of all property taxes levied on all taxable property within a tax- incremental district in a year by a fraction having as a numerator the value increment for that year in the district and as a denominator that year’s equalized value of all taxable property in the district. In any year, a tax increment is “positive” if the value increment is positive and “negative” if the value increment is negative. *See* s.66.1105, *Wis. Stats.*
- Tax Increment Financing (TIF):** a local governmental financing of private- sector redevelopment, anticipating the additional revenues of the tax increment.\* *See* s.66.1105, *Wis. Stats.*
- Town:** the political unit of government; a body corporate and politic, with those powers granted by law. *See* ch. 60, *Wis. Stats.*
- Township:** all land areas in a county not incorporated into municipalities (cities and villages).
- Tract:** an indefinite stretch or bounded piece of land; in subdivisions, a tract is often divided into individual lots.
- Traditional Neighborhood:** a compact, mixed- use neighborhood where residential, commercial, and civic buildings are within a close proximity. *See also* “Neotraditional development” and “New Urbanism”.
- Traffic Calming:** the process of increasing pedestrian safety via decreasing automobile speed and volume.
- Traffic Impact Analysis:** an analysis of the impacts of traffic generated by a development.
- Traffic Impact Mitigation Measure:** an improvement by a developer intended to reduce the traffic impact created by a development.
- Transfer of Development Rights:** a technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement. *See also* “rights” and “purchase of development rights”.
- Transit- Oriented Development (TOD):** moderate or high- density housing concentrated in mixed- use developments\* that encourages the use of public transportation.
- Transitional Use:** a permitted use or structure that inherently acts as a transition or buffer between two or more incompatible uses.
- TRANSLINKS 21:** a statewide transportation system plan prepared by the Wisconsin Department of Transportation in response to federal and state laws.
- Transportation Demand Management (TDM):** a strategy that alleviates roadway stress by reducing vehicle density via the increasing of passengers per vehicle.
- Transportation enhancements (ISTEA & TEA- 21):** funds contributed by the federal highway transportation program to enhance cultural, aesthetic, and environmental aspects of local transportation and transit systems.
- Underlying Zoning District:** a term referring to a zoning district when it is affected by an overly district.
- Undevelopable:** an area that cannot be developed due to topographic or geologic soil conditions.
- Unified Development Code:** the combining of development regulations into a single zoning code.

- Universal Transverse Mercator Grid (UTM):** a civilian grid system, which uses only numbers and can be handled by digital mapping software and Geographic Information Systems.
- Unnecessary Hardship:** a unique and extreme inability to conform to zoning ordinance provisions due to physical factors; and, one of three tests a property must meet in order to qualify for a zoning variance.
- Up Zoning:** changing the zoning designation of an area to allow higher densities or less restrictive use. *See also “down zoning”.*
- Urban Area:** the area within a municipal boundary that is serviced by infrastructure; an intensively developed area with a relatively large or dense population.
- Urban Forest:** all trees and associated vegetation in and around a city, village, or concentrated development.
- Urban Growth Area:** an area designated for urban development and usually designed to protect open space or resources beyond its boundaries.
- Urban Growth Boundary:** the perimeter of an urban growth area.
- Urban Sprawl:** low- density, automobile- dependent, and land- consumptive outward growth of a city; the spread of urban congestion and development into suburban and rural areas adjoining urban areas.
- Utility Facilities:** any above ground structures or facilities used for production, generation, transmission, delivery, collection, or storage of water, sewage, electricity, gas, oil, or electronic signals.
- Variance:** a relaxation of dimensional standards by a local zoning board in compliance with statutory criteria. *See s.59.99( 7 ), Wis. Stats.*
- Vehicle Miles Traveled (VMT):** a measure of automobile and roadway use.
- Village:** an incorporated area with a population under 5,000. *See ch. 61, Wis. Stats.*
- Watershed:** the area where precipitation drains to a single body of water such as a river, wetland, or lake.
- Wellhead Protection:** a plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.
- Wetlands Inventory Map:** a map of wetlands classified according to their vegetation, hydrology, and types of human influence, developed by the Wisconsin Department of Natural Resources, used to identify wetlands for protection.
- Wetlands Reserve Program:** a federal program with state partnering to restore the functions and values of wetlands and to preserve riparian areas through conservation easements and wetland reconstruction.
- Wildlife Habitat Incentives Program:** a program that awards landowners federal cost- sharing funds after the installation of improvements to wildlife or fishery habitat.
- Wisconsin Administrative Code (Wis. Admin. Code):** a component of state law that is a compilation of the rules made by state agencies having rule- making authority. These rules provide the detailed provisions necessary to implement the general policies of specific state statutes
- Wisconsin Environmental Policy Act (WEPA):** a state law establishing a state environmental policy. WEPA requires state agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts and alternatives that were considered. Environmental impact statements (EISs) are prepared consistent with this law. *See also “environmental impact statement” and “National Environmental Policy Act (NEPA)”.* *See NR 150, Wis. Admin. Code, and s.1.11, Wis. Stats.*
- Wisconsin Initiative for Statewide Cooperation on Landscape Analysis and Data (WISCLAND):** a partnership between government agencies, private companies, and nonprofit groups to collect, analyze, and distribute landscape information.
- Wisconsin Register of Historic Places:** a listing of districts, sites, buildings, structures, and objects that are significant in national, state, or local history, architecture, archaeology, engineering and culture. The Wisconsin register of Historic Places is maintained by the Wisconsin State Historical Society. *See s. 44.36, Wis. Stats.*
- Woodland Tax Law:** a law enacted in 1954 that extended land eligibility of the Forest Crop Law to owners of small forest parcels. Entries into the WTL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See ch. 70, Wis. Stats.*
- Zero Lot Line:** the location of a building in such a manner that one or more of its sides rests directly on its lot line.
- Zone:** an area designated by an ordinance where specified uses are permitted and development standards are required.
- Zoning Inspector:** an appointed position to administer and enforce zoning regulations and related ordinances.
- Zoning Permit:** a permit issued by the land- use or zoning administrator authorizing the recipient to use property in accordance with zoning- code requirements.

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

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