

Town of Wolf River, Winnebago County, Wisconsin : Ordinances

TOWN OF WOLF RIVER COMPREHENSIVE PLAN

Public Participation Procedures and Plan Adoption

Introduction

In order for the public to be kept informed throughout the process of developing the *Town of Wolf River Comprehensive Plan*, and to meet the requirements of Wisconsin's "Smart Growth Law" (Ch. 66.1001(4)(a) Wis. Stats.), the Town of Wolf River has prepared the following public participation plan.

Smart Growth Law Requirements – Ch. 66.1001(4)(a) Wis. Stats.

"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 the 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."

Intent

The Town of Wolf River, in its comprehensive planning process, desires to make the opportunity for public participation, input and contribution available to its residents and to all interested and/or potentially affected parties, public and private, within and surrounding the Town of Wolf River. The Town will develop a fair, consensus-based plan that balances private and community interests in order to achieve the desired future for the town.

Public Participation Procedures

The Town of Wolf River, Winnebago County, Wisconsin, in order to provide the greatest amount of public involvement possible, and to meet the provisions of Ch. 66.1001(4) (a) Wis. Stats., has adopted the following Public Participation Procedures. It is the intent of these procedures to provide opportunities for the public to be meaningfully involved in the planning process throughout the development of the *Town of Wolf River Comprehensive Plan*.

The Town Board designated the Town of Wolf River Plan Commission as the appropriate representative body to initiate this public involvement effort. The Plan Commission in accordance, with the requirements of Ch. 66.1001(4)(a) Wis. Stats., through its consultant and other designated parties, will:

- Hold three Public Events, a Kick-off Meeting, Visioning Meeting, and Midcourse/Mapping Meeting
- Hold on public Intergovernmental Meeting
- Hold nine public meetings with the Plan Commission to review Draft Comprehensive Plan Chapters and Maps
- Hold one Open House
- Public Hearing
- Maintain an interactive project website during the duration of the plan process
- Make available to the public, information about the planning process and copies of plan documents. This information shall be made available in the most suitable variety of media possible, including newsletters, public meetings, workshops, and online at www.omni.com;
- Prepare meeting summaries that shall be posted online at www.omni.com;
- Record meeting attendance through sign-in sheets as part of the record for all meetings. Each person attending plan process meetings, including Town Board members, Plan Commissioners, consultants, and the general public shall be requested to sign in;
- Recommend to the Town of Wolf River Board of Supervisors the adoption of the Public Participation Procedures;
- Actively solicit comments and suggestions from the residents and property owners of the town, neighboring towns, Winneconne Community School District, Winnebago County, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, Wisconsin Department of Administration, Wisconsin Land Council, the general public and all other interested parties;
- Accept written comments from residents, landowners, and other interested parties throughout the planning process;
- Conduct the required public hearing on the plan; and,
- Work closely with the consultant hired by the town to prepare the comprehensive plan.

All meetings related to the comprehensive plan shall be open to the public and duly posted pursuant to Ch. 985.02(2) Wis. Stats. The public notice announcing the required public hearing on the plan shall be published as a Class 1 notice, pursuant to Ch. 985.02(1) Wis. Stats., at least 30 days prior to the hearing. The Class 1 notice shall include the following: (1) date, time and place of the hearing, (2) a summary of the

Recommended Town of Wolf River Comprehensive Plan, (3) the name of the town representative who may provide additional information regarding the plan, and (4) where and when a copy of the proposed comprehensive plan may be viewed prior to the hearing, and how a copy of the plan may be obtained.

Copies of the *Recommended Town of Wolf River Comprehensive Plan* shall be made available for viewing by the general public at the same time as the hearing notice is published. Copies of the proposed plan shall be available at the office of the Town Clerk and at www.omni.com. After the notice of the public hearing has been published, persons wishing to submit written comments on the plan may do so until one week prior to the public hearing. Written comments on the plan should be submitted to the Town Clerk. Written comments received prior to the public hearing will be addressed at the hearing and will be given the same weight as oral testimony. A review of all proposed revisions to the *Recommended Town of Wolf River Comprehensive Plan* will be completed at the public hearing. All approved revisions will be posted on the inter-net (www.omni.com) in a meeting summary and included in the official minutes of the public hearing.

Plan Adoption

Town Board

The Town Board has established a Town Planning committee in accordance with the requirements of Ch. 66.1001(4)(a) Wis. tats. This Planning Committee will be responsible for the completion of the Town of Wolf River Comprehensive Plan and a recommendation to the Town Board for its approval and adoption.

Based on the recommendation of the Town Planning committee and comments received from persons in attendance, the Town Board, by majority vote, shall enact an ordinance adopting the *Town of Wolf River Comprehensive Plan*. A copy of the ordinance and adopted plan shall be sent to neighboring units of government, local school districts, special purpose districts serving residents of the town, Winnebago County, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, Wisconsin Department of Administration and the Wisconsin Land Council. A copy of the adoption ordinance shall be available with the plan for inspection at the office of the Town Clerk. Black and white copies of the *Town of Wolf River Comprehensive Plan* may be purchased from the Town Clerk at a cost of \$45.00 each. Full color copies may be purchased from the Town Clerk at a cost of \$100.00 each.

Planning Committee

The Town of Wolf River Planning committee shall assist the Town Board in implementing the provisions of the *Town of Wolf River Comprehensive Plan*.

From time to time, but not less than once every five (5) years, the Planning committee shall review the comprehensive plan for potential changes, additions, amendments, or corrections. The Planning committee shall also be responsible for recommending comprehensive plan amendments to the Town Board on a majority vote of its entire membership.

Community Survey Results

How long have you been a resident of the Town of Wolf River?	Tally %
Less than 1 year	1.5%
1-5 years	8.4%
6-10 years	11.1%
11-20 years	19.5%
More than 20 years	48.5%
I am not a resident	15.6%

Which of the following best describe your current residence?	Tally %
Single-family house	73.7%
Duplex/Two-family house	0.4%
Mobile/manufactured home	6.1%
Apartment	3.8%
Live outside Wolf River	0.0%
Other: 2 cottage, 1 family business, 1 single/resort	3.8%

Residential status	Tally %
Permanent resident	58.8%
Seasonal resident	19.1%

Do you own or rent your current residence?	Tally %
Own	87.0%
Rent	1.1%

Which of the following best describes your homes location?	Tally %
On a Farm	20.2%
Single Rural Lot (non-farm)	33.2%
Subdivision (fewer than 10 lots)	9.5%
Subdivision (10 or more lots)	5.7%
Other:	2.7%

Waterfront	47.7%
Non-waterfront	31.3%

How many total acres of land, including your residence, do you own in Wolf River?	Tally %
None	1.1%
Less than 1 acre	41.6%
1-5 acres	21.4%
6-20 acres	8.8%
21-40 acres	4.6%
41 -100 acres	11.5%
More than 100 acres	8.0%

How often do you vote?	Tally %
Every election	61.5%
Sometimes	25.2%
Rarely	4.2%
Never	9.2%

How far do you travel to work?	Tally %
I do not work (i.e. retired, unemployed)	51.5%
Work at home	11.1%
5 miles or less	5.3%
6-20 miles	14.1%
More than 20 miles	20.6%

Please identify your gender.	Tally %
Male	67.6%
Female	31.3%

How many adults and children currently live at this residence?	Tally %
Adults (18 or older)	155.0%
Children (17 or younger)	22.9%

In your opinion, how adequate is the current availability of housing options in the Town of Wolf River?					
	Very inadequate	Inadequate	Adequate	Very Adequate	No Opinion
Seniors:	4.6%	21.8%	17.9%	3.8%	49.6%

Category	18-24	25-34	35-44	45-54	55-64
people with	4.2%	17.6%	15.3%	3.8%	53.1%
apartment	1.9%	9.9%	30.2%	10.7%	43.9%
y houses	1.1%	1.1%	42.4%	20.6%	27.9%
ims/Townhouses	0.4%	6.5%	32.1%	20.2%	37.8%
ental housing	0.8%	6.5%	34.4%	9.5%	43.1%
wner-occupied	0.4%	5.3%	42.4%	13.0%	34.7%

What is your age?	Tally %
18-24	0.0%
25-34	3.1%
35-44	7.6%
45-54	17.6%
55-64	27.9%
65-74	26.3%
75 years and up	18.7%

Do you own or operate a farm in the Town of Wolf River?	Tally %
yes	18.7%
no	83.2%

How long do you and/or your family plan to continue your farm operation?	Tally %
5 years or less	1.5%
6-10 years	0.4%
11-15 years	0.8%
More than 15 years	0.5%

more than 15 years	6.5%
Don't know	8.8%

Approximately what percent of your household income comes from farming?	Tally %
	29.0%

How satisfied are you with the Town of Wolf River as a place to live?	Tally %
Very dissatisfied	3.8%
Dissatisfied	5.0%
Satisfied	57.3%
Very satisfied	28.6%
No opinion	4.6%

In your opinion, how adequate is the current availability of the following recreational uses in the Town of Wolf River?					
	Very inadequate	Inadequate	Adequate	Very Adequate	No Opinion
Park space	4.6%	21.4%	35.5%	6.5%	23.3%
Children's playground facilities	3.1%	22.9%	31.3%	7.6%	29.8%
Sports fields (baseball, soccer, etc)	3.1%	22.9%	29.0%	8.4%	31.3%
Bicycle and pedestrian trails	8.4%	31.7%	23.7%	6.1%	26.7%
Golf Courses	4.6%	16.4%	34.0%	12.6%	33.6%
Skiing and snowshoeing	3.8%	18.7%	37.0%	11.5%	25.2%
Water activities (swimming, canoeing, etc)	4.2%	2.7%	45.0%	36.3%	11.5%
Camping	1.5%	5.0%	47.3%	21.8%	21.4%
Areas for scenic enjoyment	3.4%	9.2%	43.9%	22.9%	19.1%
Hunting and/or fishing areas	2.3%	6.9%	34.7%	41.6%	12.6%
Other:	1.5%	1.1%	4.2%	0.4%	9.2%

In your opinion, how satisfied are you with the current quality of existing transportation facilities in the Town of Wolf River?					
	Very Dissatisfied	Dissatisfied	Satisfied	Very Satisfied	No Opinion
Town Roads	2.7%	6.1%	70.6%	19.5%	1.9%
County Trunk Roads	0.8%	4.6%	67.9%	22.9%	1.9%
U.S. Highway 10	0.8%	1.9%	47.7%	40.5%	3.8%
Bicycle and pedestrian trails	7.3%	22.1%	28.6%	9.5%	30.2%
Snowmobile trails	2.3%	4.2%	37.8%	19.5%	34.7%
ATV Trails	6.1%	11.1%	22.9%	14.5%	42.7%
Other:	0.8%	0.4%	1.9%	1.5%	9.2%

How important to you are the following natural resources and landscape features of the Town of Wolf River?					
	Very Unimportant	Unimportant	Important	Very Important	No Opinion
Forests and wooded areas	2.7%	1.9%	29.8%	60.7%	3.8%
Grasslands/open fields	1.9%	5.0%	37.0%	51.9%	4.6%
Wolf River	2.3%	0.8%	21.4%	63.4%	2.3%
Streams and surface waters	2.3%	1.1%	24.0%	66.0%	4.2%
Lake Poygan	2.3%	0.8%	23.7%	66.0%	4.2%
Wetlands/Marsh	2.7%	2.7%	28.6%	58.4%	6.9%
Undeveloped Open Space	1.9%	6.1%	29.4%	50.8%	8.0%
Native plants and animals	1.9%	6.9%	30.5%	50.4%	6.1%
Farm and agricultural lands	2.7%	3.1%	34.7%	52.3%	5.3%
Other:	0.8%	0.0%	1.1%	7.6%	4.6%

How important to you is the preservation of the Lake Poygan shoreline?	Tally %
Very Unimportant	5.0%
Unimportant	5.0%
Important	30.5%
Very Important	55.3%
No Opinion	6.1%

How important to you is the preservation of the Wolf River?	Tally %
Very Unimportant	5.0%
Unimportant	2.7%
Important	22.5%
Very Important	69.5%

very important	69.5%
No Opinion	3.4%

How important to you are the following in the Town of Wolf River					
	Very Unimportant	Unimportant	Important	Very Important	No Opinion
Preservation of Natural Areas	1.9%	4.2%	39.3%	48.9%	3.1%
Habitat protection for fish and wildlife	1.5%	3.1%	33.2%	59.9%	1.9%
Water Quality	2.3%	0.8%	25.6%	69.5%	1.1%
Air Quality	2.7%	1.9%	28.6%	65.6%	2.7%
Preservation of rural character	1.5%	5.7%	27.5%	57.3%	4.2%
The area's scenic quality	1.5%	4.6%	30.5%	57.6%	3.8%
Quiet Places	1.5%	9.5%	27.9%	34.7%	5.7%
Tourism	9.9%	23.3%	30.2%	20.2%	9.2%
Other:	0.8%	0.4%	0.4%	0.4%	5.3%

In your opinion, what effect do agricultural operations have on the following in the Town of Wolf River?					
	Very Negative Effect	Negative Effect	Positive Effect	Very Positive Effect	Don't Know
Preservation of natural areas/features	0.8%	11.1%	45.8%	24.4%	18.3%
Habitat for fish and wildlife	1.9%	15.6%	39.7%	23.3%	19.8%
Water Quality	4.6%	23.7%	28.2%	19.5%	24.4%
Air quality	0.4%	11.1%	37.8%	18.3%	30.9%
Impact on local economy	0.4%	2.7%	42.7%	34.4%	18.3%

Preservation of rural character	0.4%	1.5%	38.2%	44.7%	14.5%
The area's scenic quality	0.4%	3.1%	41.2%	40.5%	13.7%
Other:	0.4%	0.0%	1.5%	0.0%	6.5%

In your opinion, how important is protecting farmland in the Town of Wolf River?	Tally %
Very Unimportant	3.1%
Unimportant	4.2%
Important	36.6%
Very Important	51.5%
No Opinion	5.0%

To what extent would you encourage or discourage the following kinds of future single-family housing development in the Town of Wolf River?					
	Strongly Discourage	Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
Small lot subdivisions	26.7%	27.5%	19.5%	7.3%	15.3%
Large lot subdivisions	29.8%	28.2%	16.4%	5.3%	15.3%
Houses dispersed around the area - not grouped with others or in subdivisions.	14.5%	16.0%	34.0%	12.6%	19.5%
Houses on small lots clustered together to permanently preserve open space and agricultural land	11.8%	25.2%	24.4%	10.7%	17.2%

How important to you are the following in the Town of Wolf River					
	Very Unimportant	Unimportant	Important	Very Important	No Opinion
Preservation of Natural Areas	1.9%	4.2%	39.3%	48.9%	3.1%
Habitat protection for fish and wildlife	1.5%	3.1%	33.2%	59.9%	1.9%
Water Quality	2.3%	0.8%	25.6%	69.5%	1.1%
Air Quality	2.7%	1.9%	28.6%	65.6%	2.7%
Preservation of rural character	1.5%	5.7%	27.5%	57.3%	4.2%
The area's scenic quality	1.5%	4.6%	30.5%	57.6%	3.8%
Quiet Places	1.5%	9.5%	27.9%	34.7%	5.7%

Tourism	9.9%	23.3%	30.2%	20.2%	9.2%
Other:	0.8%	0.4%	0.4%	0.4%	5.3%

To what extent would you encourage or discourage the following kinds of future special-needs housing development?					
	Strongly Discourage	Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
Affordable housing	16.0%	10.7%	42.7%	9.2%	16.8%
Well-designed apartments	21.0%	20.6%	27.1%	6.5%	15.6%
Mobile home parks	46.6%	34.7%	7.3%	0.8%	11.1%
Duplexes/Two-family houses	25.2%	28.2%	22.1%	1.5%	17.9%
Condominiums/Townhouses	26.0%	26.3%	22.9%	3.4%	17.2%
Housing for Seniors	5.0%	8.4%	49.6%	15.3%	18.3%
Housing for people with disabilities	4.6%	11.5%	40.5%	12.2%	23.7%
Other:	0.4%	0.0%	0.4%	0.0%	7.6%

Most rural homes rely upon private wells for potable water supply... To what extent would you encourage/discourage... wastewater treatment and/or community wells for new resident development?	Tally %
Strongly Discourage	13.7%
Discourage	15.6%
Encourage	34.4%
Strongly Encourage	20.6%
No Opinion	13.7%

To what extent would you encourage or discourage the following kinds of future recreational development in the Town of Wolf River?					
	Strongly Discourage	Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
Park space	5.7%	12.6%	47.3%	9.5%	20.6%
Children's playground facilities	6.5%	11.5%	46.2%	7.6%	25.6%
Sport fields (baseball, soccer, etc.)	8.0%	18.3%	36.6%	7.6%	26.0%
Bicycle and pedestrian trails	8.0%	12.2%	40.8%	27.5%	16.8%
Senior Center	7.6%	12.6%	42.0%	11.1%	24.4%
Community Center	9.9%	16.8%	36.6%	10.7%	25.2%
Community Pool	18.7%	22.9%	18.3%	11.5%	18.3%
Hunting and Fishing areas	4.6%	9.2%	41.2%	28.2%	14.5%
Snowmobile/ATV Trails	8.8%	12.6%	40.1%	17.9%	23.3%
Other:	1.1%	0.8%	0.4%	0.0%	5.7%

To what extent would you encourage/discourage the following kinds of future commercial and service related development in Wolf River?					
	Strongly Discourage	Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
Convenience stores or Gas stations	14.5%	22.5%	30.9%	7.3%	21.0%
Antique, craft, and specialty stores	9.2%	16.0%	41.2%	5.7%	24.8%
Shopping centers	23.7%	27.1%	19.8%	7.3%	19.5%
Grocery Stores	6.9%	9.2%	48.1%	23.7%	10.7%

Restaurants	9.2%	14.9%	45.4%	8.4%	20.6%
Child care facilities	7.6%	13.7%	35.9%	3.8%	35.9%
Office facilities	16.0%	25.2%	19.1%	3.1%	34.0%
Tourism services	12.6%	17.2%	35.1%	6.5%	25.6%
Other:	0.4%	0.0%	0.0%	0.4%	6.9%

In your opinion, what is the most immediate concern with respect to transportation in the Town of Wolf River?	Tally %
Traffic on Town and County Roads	16.0%
Traffic on local highways	4.6%
Timely Road Maintenance	46.6%
Additional bicycle / pedestrian trails	16.8%
Transportation for seniors	12.2%
Other:	3.1%

To what extent would you encourage or discourage the following kinds of future industrial development in the Town of Wolf River?					
	Strongly Discourage	Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
Large-scale livestock operations	37.0%	30.5%	12.6%	1.1%	16.0%
Agriculture-related business	11.1%	10.3%	50.4%	7.3%	17.2%
Warehousing / distribution	24.8%	31.7%	20.2%	2.7%	17.6%
Light manufacturing and assembly	15.3%	20.2%	46.9%	5.3%	11.8%
Heavy industry	40.5%	31.3%	9.5%	2.7%	15.6%
Mineral extraction (gravel)	36.6%	25.6%	16.0%	1.9%	15.6%

quarries, etc.)					
Industrial Park	29.8%	26.3%	22.1%	3.4%	15.3%
Wind power / wind turbines	13.0%	11.5%	34.7%	20.2%	16.4%
Other:	0.8%	0.4%	0.4%	0.0%	5.7%

From 1990 to 2000, the Town's Population increased by 16.3% (1,052 to 1,223 people). Would you like to see the Town's population increase, decrease, or remain the same over the next twenty years?	Tally %
Increase at a faster rate	6.9%
Increase at the same rate	32.8%
Remain approximately the same	37.0%
Decrease Slightly	6.1%
Decrease Significantly	2.3%
No Opinion	13.0%

In 2007, approximately 55% of the Town was considered farmland or undeveloped. In your opinion, what % of the Town's total land area should be considered farmland/undeveloped in 5, 10, 15 and 20 years?				
	55% or more	35-55%	Less than 35%	No Opinion
In 5 years:	51.1%	25.6%	1.9%	14.5%
In 10 years:	42.4%	32.4%	1.5%	12.6%
In 15 years:	38.5%	30.5%	5.0%	15.6%
In 20 years:	39.3%	31.3%	4.6%	17.2%

Where should the following types of development occur within the Town of Wolf River?					
	On edge	In	Anywhere	Development	No

	of existing development	specialty zoned areas	in the Town	of this type shouldn't occur	Opinion
Convenience stores or Gas stations:	25.2%	31.3%	10.7%	18.3%	9.5%
Antique, craft, & specialty stores:	12.6%	19.8%	30.2%	14.9%	17.6%
Shopping Centers:	16.0%	24.0%	6.9%	37.0%	11.1%
Restaurants:	12.6%	21.4%	32.1%	11.1%	15.3%
Office facilities:	10.7%	30.9%	10.7%	27.5%	13.7%
Health facilities (doctor, dentist, etc.):	24.0%	30.5%	21.8%	9.9%	9.9%
Agriculture-related business:	9.5%	33.6%	26.3%	7.6%	17.2%
Wind power / wind turbines	8.0%	34.0%	20.6%	19.1%	15.3%
Warehousing/distribution	5.3%	37.4%	5.0%	37.0%	11.1%
Light manufacturing and assembly:	8.0%	48.1%	8.0%	25.2%	8.0%
Heavy industry:	3.4%	22.5%	3.4%	56.5%	7.6%

Which statement best describes your level of awareness about current efforts to develop Smart Growth Plan for Town?	Tally %
Prior to receiving this survey, I was not aware of current planning efforts.	32.8%
I have heard about planning efforts, but I don't know very much about them.	43.1%
I am generally familiar with the current planning efforts.	19.1%
I am very knowledgeable about the current planning efforts.	5.7%

To what extent would you support the use of a plan developed by the community to guide decisions in the	Tally %
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Town of Wolf River?	
Strongly unsupportive	3.1%
Unsupportive	3.8%
Supportive	56.1%
Strongly supportive	17.2%
No opinion	15.3%

Do you believe that the future development should be guided so that it occurs in certain areas and not others?	Tally %
Yes	67.6%
No	8.4%
Not sure	13.4%
No Opinion	8.0%

To what extent would you support ordinances to protect natural resource areas such as wetlands, woodlands, and land adjacent to lakes and streams in the Town of Wolf River?	Tally %
Strongly Unsupportive	5.0%
Unsupportive	6.1%
Supportive	42.4%
Strongly Supportive	37.0%
No Opinion	8.0%

To what extent would you encourage or discourage this type of development in the Town of Wolf River?	Tally %
Strongly Discourage	7.6%
Discourage	20.2%
Encourage	38.2%
Strongly Encourage	13.0%
Neither Encourage Nor Discourage	19.8%

To what extent would you support protecting land by	
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allowing land trusts and other organizations to purchase permanent development rights for the Town?	Tally %
Strongly Unsupportive	9.9%
Unsupportive	16.8%
Supportive	37.8%
Strongly Supportive	12.2%
No Opinion	20.2%

As a landowner, would you consider taking advantage of opportunities to protect your land by selling development rights?	Tally %
I do not own land in the Town of Wolf River	5.3%
Very likely to consider giving up development rights for compensation	5.3%
Likely to consider giving up development rights for compensation	11.1%
Unlikely to consider giving up development rights for compensation	17.9%
Very unlikely to consider giving up development rights for compensation	22.1%
Don't know/No opinion	29.0%

When farmland is offered for sale in the Town of Wolf River, which ONE statement best describes how you would like to see the land used after the sale?	Tally %
The land should be used as the new owner desires	17.6%
The land should be kept in agricultural use or used for agriculture-related purposes	31.3%
The land should be used in accordance with a land-use plan	38.9%
No opinion	11.5%

Adoption Ordinance

Where is The Town of Wolf

River?

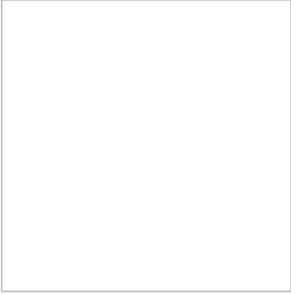
The Town of Wolf River is located in the northwest corner of Winnebago County approximately eighteen miles west of the City of Appleton. The community of 1,275 people straddles the Wolf River, one of Wisconsin's most beautiful waterways, and rests on the north shore of Lake Poygan. The town is 36.3 square miles in size, with more than 20% of its total area covered by surface waters.

The Town is easily accessible from the Fox Cities via newly reconstructed USH 10 and is within a convenient driving distance from the cities of Green Bay, Stevens Point, Waupaca, and Wisconsin Rapids, among others. The main ingress and egress routes for the community include County Highway (CTH) AH, CTH H, CTH HH, CTH II, and CTH MM. The Town of Wolf River shares borders with the Town of Winchester in Winnebago County, the Towns of Caledonia and Fremont in Waupaca County, and the Town of Bloomfield in Waushara County.

The Pre-Settlement Era^[1]

At the time of European settlement, what is now the State of Wisconsin was inhabited by native people. Although tribal boundaries often fluctuated, with agreements between tribes made, modified, and broken over time, most of the state fell under the domain of four Indian Nations. The Ojibwa (or Chippewa) people gathered rice, fished, and hunted game in the Upper Peninsula of Michigan and across northern Wisconsin. The Ho-Chunk (or Winnebago) lived primarily west of the Wisconsin River with a large settlement near Wisconsin Dells. Southeastern Wisconsin was home to the Pottawatomi. The remainder of the State, including all of what is now Winnebago County, was the land of the Menominee. Although other tribes (primarily the Ho-Chunk) had established small villages or settlements in and around the Lake Poygan area, they did so with the permission of, and by paying tribute to, the Menominee Tribe.

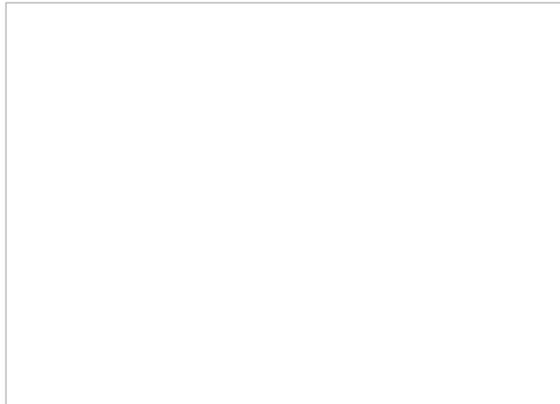
The Menominee are the only people indigenous to Wisconsin. Archaeological records trace their heritage in the state back more than 10,000 years. Prior to the relocation of the Ojibwa, Ho-Chunk, and Pottawatomi to the state (as a result of the Iroquois Wars in the 1600s), Menominee lands totaled more than ten million acres and included much of the Upper Peninsula and western parts of lower Michigan, eastern portions of Minnesota, and the vast majority of Wisconsin. Many of the familiar names of communities in Wisconsin (Milwaukee, Oshkosh, Shawano, Waupaca, and Wausau, to name a few), are European phonetic translations of Menominee words.



Early Town History[2]

Andrew Merton was the first known settler of European origin in the community, constructing a shanty along the bank of the lower Wolf River in 1849. Many other settlers followed shortly thereafter. The Town of Orihula (from an Algonquin word meaning big waters end) was established by the Winnebago County Board of Supervisors on January 4, 1855. Its boundaries were established as "all that part of town 20, range 14, lying west of the Wolf River and that lying east of the Wolf River, west of the cutoff, and west of the section line between 22 and 23, set off from the Towns of Winneconne and Winchester." Six years later, on January 9, 1861, the Town's name was officially changed to the Town of Wolf River. Andrew Merton served as the first Town Chairman of Orihula/ the Town of Wolf River from 1855 to 1956.

The first post office in the Town of Wolf River was established in 1865 at Merton's Landing with other following at Spiegelberg's Landing on Boom Bay (1871), Zittau (1881), and at Neimuth's General Store and Tavern (date unknown). The Zittau branch of the US Postal Service closed in 1904 and, from then on, mail was sent to the post office Fremont.



Boom Bay (originally known as Bay Boom) owes its early history to the logging industry. Cut logs would be floated down the Wolf River from lumber camps far upstream where they were separated into pens or corrals called booms. The logs that were floated down the Wolf River were sorted and rafted at Boom Bay. At times, the sorting and rafting operation known as the Wolf River Boom Co. employed as many as 800 men. The last log drive on the lower Wolf River passed through Boom Bay in 1910-11.

A detailed history of the Town of Wolf River can be found by reading Town of Wolf River History - 1855 to 2005, published by Rogers Publishing, in Winneconne, Wisconsin.

The Comprehensive Plan

HOW DID THIS PLAN GET STARTED?

In 2007, the Town of Wolf River decided to initiate this comprehensive planning process. The decision was made to ensure that the Town will continue to have a say in land uses decisions after 2010, as is stipulated in the Wisconsin Comprehensive Planning Law (1999 Wisconsin Act 9, §66.1001 state stats.). OMNNI was selected to facilitate the planning program and develop the comprehensive plan.

WHAT IS PLANNING?^[3]

- Planning is an orderly, open approach to determining local needs, goals and priorities, and developing a guide for action.
- Planning is a concentrated effort by a community to reach a balance between the natural environment and residential, commercial, industrial and agricultural development.
- A plan is a guide for public officials and private citizens to use in making informed decisions that will affect their community.
- Planning is a process that helps a community prepare for change rather than react to it.

PLANNING IS NOT...

- An attempt to replace the market forces of supply and demand. It helps shape and channel market forces by establishing certain guidelines to manage development.
- Action. A plan is only a guide for action and implementation.
- An instrument for immediate change. Change will occur incrementally as the plan is implemented.
- Static. Good planning requires continual review of implementation successes and failures, citizen desires and the surrounding environment so the plan can be adjusted as needed.
- Zoning. A comprehensive plan is a foundation and guide for many tools that may be used to implement the plan. Zoning is one of these tools. Utilities, capital improvements planning, and subdivision regulations are examples of other tools.

WHY DEVELOP A PLAN?

This plan is being constructed with the purpose of guiding and achieving coordinated and harmonious development in the Town. This development, with efficiency and economy, should promote public health, safety, morals, order, convenience, prosperity and the general welfare in accordance with existing and future needs.

Development of this plan is a telling sign that the Town of Wolf River wishes to act proactively – to set its own ground rules for the types of development that will benefit the Town and still provide flexibility for landowners and decision-

makers.

HOW IS THIS PLAN ORGANIZED?

This Town of Wolf River Comprehensive Plan includes four major components:

- A profile of the demographic, economic and housing characteristics of the Town;
- An inventory and assessment of the environment, community facilities, and natural resources;
- Visions, goals, objectives, policies, and implementation strategies; and,
- A land use map that depicts the future land use patterns in the Town.

This plan was developed under the authority of 1999 Wisconsin Act 9, also known as Wisconsin's "Smart Growth" Law. The law requires that a 20-year comprehensive plan be developed and adopted by all units of government that wish to have a role in land use issues. The law authorizes municipalities to prepare and adopt a comprehensive plan to serve as a guide for the development of their community.

The comprehensive plan is further divided into a series of chapters, following the nine required elements identified in the Smart Growth Law. They include:

1. Issues and Opportunities (Chapters 1, 2, and 3)
2. Housing (Chapter 4)
3. Transportation (Chapter 5)
4. Utilities and Community Facilities (Ch. 6)
5. Agricultural, Natural and Cultural Resources (Ch. 7)
6. Economic Development (Chapter 8)
7. Land Use (Chapters 9 and 10)
8. Intergovernmental Cooperation (Ch. 11)
9. Implementation (Chapter 12)

In addition, the state requires that these chapters be developed in concert with Wisconsin's 14 goals for local planning listed below.

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.

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

HOW WERE RESIDENTS INVOLVED?

To gain citizen understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved in the development of the comprehensive plan. The following is a description of the primary opportunities for public input offered during the planning program. The adopted Public Participation Plan is provided in the

appendix to this plan.

Kick-Off Meeting – September 12, 2007

At this meeting, the public was informed of future opportunities to participate in the planning process. Attendants were asked to identify qualities of the Town of Wolf River they value and to identify strengths, weaknesses, opportunities, and threats. The meeting was held at the Town Hall. Post card invitations were mailed to all tax parcels prior to this meeting. Ninety-eight people attended the event.

Vision Session – October 17, 2007

One month after the Kick-Off Meeting, the Plan Commission hosted a meeting of residents, business owners, and other stakeholders aimed at developing a future vision for the Town of Wolf River as well as individual visions for each of the comprehensive plan chapters. Thirty-two people attended the event.

Intergovernmental Meeting – June 24, 2009

Prior to the meeting, the Town of Wolf River sent written invitations to its intergovernmental neighbors, asking them to meet with the Town to review and discuss the draft comprehensive plan.

Participants were asked to identify opportunities for cooperation as well as potential areas of conflict between the Wolf River's draft comprehensive plan and their own plans. For additional information regarding the Intergovernmental Meeting, please refer to Chapter 11: Intergovernmental Cooperation.

Chapter Workshops - Monthly

Throughout the planning program, the Plan Commission convened monthly to review draft chapters, maps, and other information pertinent to the planning program. Each of these working meetings was open to the public. Participants were encouraged to review draft chapters and provide comments to the Plan Commission and OMNNI. Comments received during

these meeting often led to revisions of the plan chapters.

Midcourse Mapping Meeting – July 23, 2008

During this event, OMNNI summarized the plan process and facilitated a “cognitive mapping exercise” during which participants were asked to create their own future land use maps. The maps produced by participants were utilized as a foundation to develop the Future Land Use Map. A more detailed discussion of these activities is provided in the Chapter 10.

Media Releases and Web Site - Monthly

Periodically during the planning process, media releases were provided to area newspapers to publicize the planning program and advertise meetings. In addition, an interactive web site was provided via links from the OMNNI web site (www.omnni.com) in an effort to keep the public informed. The webpage offered meeting schedules, summaries of past meetings, draft maps and plan chapters, and general information regarding comprehensive planning and the Smart Growth Law. The site allowed visitors to provide direct input into the planning process via a comment box.

Open House / Public Hearing – September 10, 2009

The Open House provided residents and stakeholders with a final opportunity to review Draft Chapter and maps and discuss the plan process with the Plan Commission and OMNNI Prior to the Public Hearing. At the public hearing, OMNNI summarized the planning effort, Draft Plan and Maps, and implementation recommendations. Following the presentation, the public provided comment during an official public hearing. Comments were read into the meeting record and, when deemed appropriate by the Plan Commission, incorporated into the comprehensive plan.

Community Survey

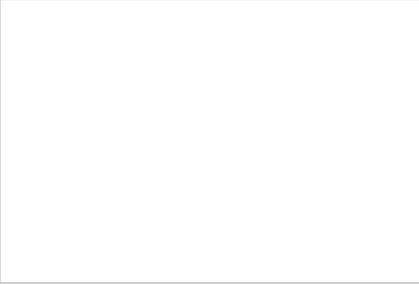
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A community-wide survey was distributed to every landowner in the Town at the onset of the plan process. A copy of the survey instrument and tabulated responses are provided in the appendix.

[1] Excerpts from *Menominee History*, David “Nahwahquaw” Grignon, Menominee Historic Preservation Department. 2003.

[2] Much of the text included in this section was excerpted in whole or in part from *Town of Wolf River History – 1855 to 2005*, Town of Wolf River, 2005.

[3] Source: Mike Koles, *Comprehensive Planning Fundamentals*, UW-Extension, 2000.



Introduction

Land use is the central chapter of the comprehensive plan. The Land Use section of this comprehensive plan is segmented into two chapters. Chapter 9 focuses on existing land uses, regulations, trends, and opportunities. Chapter 10 discusses desired development patterns, community design standards, and coordination with other required plan chapters. Chapter 10 also includes the Future Land Use Map. Previous chapters have discussed:

- Projected population growth;
- The quality housing available in the Town and potential future housing needs;
- Transportation network challenges with increasing population growth;
- Available utilities and community facilities;
- Local business choices and economic growth opportunities; and,
- The Town of Wolf River’s abundant natural resources.

Of the 14 local planning goals provided in the Comprehensive Planning Law, those listed below specifically relate to planning for land use:

- Promotion of the redevelopment of lands with current infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open space and ground water resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Preservation of cultural, historical and archaeological sites.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet

existing and future market demand for residential, commercial and industrial uses.

- Balancing individual property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

The Town of Wolf River's landscape is characterized by agricultural fields, open spaces, and scattered residential and commercial development, and the lake Poygan shoreline. However, the dominant feature in the community is the river that provides the Town with its name. The Wolf River bisects the community on a northwest/southeast axis, entering in the northwest portion of the Town near STH 100 before entering Lake Poygan at Boom Bay. As presented in *Chapter 1: Introduction*, the river both unifies and divides the community.

The landscape attributes that serve to define the Town of Wolf River are highly valued by residents as evidenced by the responses to the Community Survey questions and through the various planning exercises presented in *Chapter 2: Issues & Opportunities*.

Existing Land Use Inventory

The Existing Land Use Map was created from Geographical Information System (GIS) mapping data provided by Winnebago County, East Central Wisconsin Regional Planning Commission (ECWRPC), WDNR and WisDOT. A brief description of the land use categories found in the community and illustrated on the Existing Land Use Map appears below.

AGRICULTURAL

Agricultural lands include farm fields, pasture, orchards, and rented cropland. Farmland is abundant in the Town of Wolf River, particularly in the western half of community. *Chapter 7: Agricultural, Natural, and Cultural Resources* provides additional information about agriculture in the Town of Wolf River.

CEMETERIES

Cemetery locations are described in *Chapter 6: Utilities & Community Facilities* and provided on the Utilities Map.

COMMERCIAL

Commercial land uses are scattered throughout the community, but are primarily located along USH 10, Wolf River Road, and in and around the hamlet of Zittau. For additional information on commercial development in the Town of Wolf River, please refer to *Chapter 8: Economic Development*.

SINGLE-FAMILY RESIDENTIAL

Single-family residential development is spread throughout the Town with more dense development concentrated on the banks of the Wolf River and along the shore of Boom Bay. Detailed information regarding residential development in the Town of Wolf River can be found in *Chapter 4: Housing*.

FARMSTEADS

Farmsteads are widely dispersed throughout the community. Farmsteads represent the area of a farm property on which the buildings (home, barn, silos etc.) are located.

MOBILE HOMES

Mobile homes are located along near River Trail Drive, Boom Bay, Richter Lane and in the Crossed Arrows Plat off of Apache Avenue.

INSTITUTIONAL

The Institutional category can include such uses as churches, medical clinics, fire stations, prisons/jails, and the Town Hall. For information about institutional land, uses in the Town of Wolf River please refer to *Chapter 6: Utilities and Community Facilities Chapter*.

RECREATIONAL

Recreational uses include golf courses, parks, trails, and Wisconsin Department of Natural Resources properties among others. Refer to *Chapters 6: Utilities & Community Facilities* and *Chapter 7: Agricultural, Natural & Cultural Resources* for more information on recreational land uses in the Town of Wolf River.

UTILITIES

Utilities include cellular towers, sanitary districts, electric substations, and lands owned by other service providers. More

information is provided in *Chapter 6: Utilities & Community Facilities*.

WATER FEATURES

Water features include the Wolf River, natural and artificial ponds, streams, creeks, and Lake Poygan. To learn more about surface water see *Chapter 7: Agricultural, Natural, and Cultural Resources*.

WOODLANDS / OPEN SPACE

Woodlands, including wooded wetlands, are scattered throughout the Town but dominate the Wolf River floodplain. Large wooded areas can also be found in the north central, northwest, and southeast areas of the community. Please refer to *Chapter 7: Agricultural, Natural, and Cultural Resources* for information regarding existing woodlands and open space.

ROADS

Information regarding roads can be found in *Chapter 5: Transportation*.

Land Use	Total Acres	Percent of Total
Agricultural	8,343.58	35.91%
Churches/Cemeteries	11.40	0.06%
Commercial	82.55	0.35%
Farmsteads	36.37	0.15%
Institutional	4.57	0.03%
Mobile Homes	47.26	0.20%
Recreational/RV/Campground	27.70	0.11%
Roads	528.12	2.27%
Single Family	302.03	1.30%
Utilities	2.07	0.01%
Water	4,725.82	20.34%
Woodlands / Open Space	9,121.40	39.26%
Total	23,232.87	100%

Source: own of Wolf River Existing Land Use Map, Winnebago County, and ECWRPC, 2009.

Table 25.0 (at bottom left) provides a numerical breakdown of existing land uses in the Town. This table is required by

1999 WI Act 9, Wisconsin's Smart Growth Law. The net density (total number of dwelling units divided by all residential acres) in the Town is .63 dwelling units/acre (944 housing units/1,507.64 acres).

Land Use and Development Regulations

CURRENT ZONING

The Town of Wolf River administers and enforces its own zoning ordinance. The ordinance organizes the community into different districts within which permitted and conditional uses are allowed. The Town of Wolf River's zoning code follows a traditional Euclidean^[1] model that seeks to segregate uses by type and establishes dimensional requirements related to lot size, setbacks, and building height. As new uses are created over time, they are listed specifically in the zones in which they are permitted. To be effective, this type of code must list every possible use and establish a zone in which that use would be appropriate. Euclidean codes are based on a philosophy that separation of uses will create a safer, healthier environment.

ALTERNATIVE ZONING METHODS

In recent years, the planning profession has developed alternative zoning models based on structural form and performance standards.

Form-Based Zoning. Form-based zoning codes regulate a community based on the appearance rather than the type of use. Different elements of form-based zoning include building line, landscaping, lighting, signage, building size, building materials and building design.

Performance Standards. Codes based on performance standards seek to regulate based on a particular set of operation standards rather than on particular type of use. Performance standards provide specific criteria for limiting noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts and visual impacts of a use. With this approach, the proposed use is not a factor in development. If all operation standards can be met, any use can be permitted adjacent to another.

Some communities are also using hybrid-zoning codes that combine performance and form-based zoning criteria to regulate land use. Additional information on zoning can be found in *Chapter 10: Future Land Use*.

Table 26.0 (on page 9-4) describes current zoning districts in the Town of Wolf River. Please refer to the Town of Wolf River Zoning Ordinance for site restrictions (including minimum lot sizes) and allowable conditional uses within each district.

Table 26.0: Current Zoning Districts.	
Districts	Permitted Uses
A-1 Exclusive Agri-Business	<p>1. Agricultural uses including aquaculture, general farming, dairying, livestock raising, beekeeping, floriculture, raising grain, grass and seed crops, marsh hay, vegetable farming, wild crop harvesting, orchards, horticulture, plant greenhouses, and nurseries, forest and game management and other uses of a similar nature.</p> <p>2. Harvesting of wild crops such as marsh hay, ferns, berries, tree fruits and seeds in a manner that is not injurious to the natural reproduction of such crops.</p> <p>3. Single family detached residential dwellings.</p>
A-2 General Farming	<p>1. Agricultural uses including aquaculture, general farming, dairying, livestock raising, beekeeping, floriculture, raising grain, grass and seed crops, marsh hay, vegetable farming, wild crop harvesting, orchards, horticulture, plant greenhouses, and nurseries, forest and game management and other uses of a similar nature.</p> <p>2. Harvesting of wild crops such as marsh hay, ferns, berries, tree fruits and seeds in a manner that is not injurious to the natural reproduction of such crops.</p> <p>3. Single family detached residential dwellings.</p>
A-3 Small Farming	<p>1. Harvesting of wild crops such as marsh hay, ferns, berries, tree fruits and seeds in a manner that is not injurious to the natural reproduction of such crops.</p>
R-1 Residential	<p>1. Dwelling, one family (excluding mobile homes).</p> <p>2. Library, public.</p> <p>3. Noncommercial garden.</p> <p>4. Nursery school.</p>
R-2 Residential	<p>1. Dwelling, one family (excluding mobile homes).</p>

	<ul style="list-style-type: none"> 2. Library, public. 3. Noncommercial garden. 4. Nursery school.
R-3 Residential	<ul style="list-style-type: none"> 1. Dwelling, multiple family. 2. Library, public. 3. Noncommercial garden. 4. Nursery school.
B Business District	<ul style="list-style-type: none"> 1. Antique and craft shop. 2. Automotive parts and accessories. 3. Bank and financial institution, incl. Bank and drive-in. 4. Bicycle sales, rental, and repair. 5. Blueprinting and photostating. 6. Business machine and equipment sales and service. 7. Catering establishment. 8. Day care facility. 9. Dry cleaning and laundry facility including linen, towel or diaper service. 10. Fraternal, philanthropic and charitable institution. 11. Governmental service. 12. Household appliance, radio, and TV sales and service. 13. Indoor amusement and recreation facility. 14. Indoor cinema or theatre. 15. Interior decorating. 16. Library. 17. Liquor store. 18. Loan office. 19. Meat and fish market. 20. Medical, dental and optical clinic. 21. Newspaper office.

- 22. Newsstand.
- 23. Nursery school.
- 24. Parcel delivery.
- 25. Pet shop.
- 26. Photography studio.
- 27. physical culture and health facility, spa.
- 28. professional or business office including optical and dental laboratory.
- 29. Radio and TV studio.
- 30. Research laboratory.
- 31. Sale and display of art objects, are and school supplies, candy, ice cream; gift shop; picture framing shop.
- 32. Sales and service of plumbing, electrical, or heating fixtures and appliances.
- 33. Supermarket, department store, variety store; sales of clothes, shoes, furniture, hardware, flowers, jewelry, toys, china and glass-ware, carpet and floor coverings, luggage and leather goods, dry goods, paint and wallpaper, office supplies, sporting goods.
- 34. Tent and awning sales and production.
- 35. Ticket and travel agency.
- 36. Upholstering shop.

I-1 Industrial

- 1. Ambulance service.
- 2. Bottling works.
- 3. Car wash.
- 4. Contractor's facility, including material and equipment storage.
- 5. Express and parcel delivery.
- 6. Feed manufacture.
- 7. Fuel and ice retail sales.
- 8. Greenhouse and nursery.
- 9. Laundry.

	<ul style="list-style-type: none"> 10. Lumberyard, mill work. 11. Mail order house. 12. Packing and crating. 13. Painting and enameling. 14. plumbing and heating shops. 15. Publishing and printing. 16. Railroad switching and repair facility. 17. Sheet metal working, tinsmithing, blacksmithing. 18. Vehicle repair, including painting, body and motor work. 19. Wholesale or jobbing establishment.
I-2 Industrial (Overlay)	All allowable uses require a conditional use permit.
P-1 Public, Institution and Recreation District	<ul style="list-style-type: none"> 1. Cemeteries. 2. parks, playgrounds, recreational areas (public and not-for profit). 3. Places of religious worship. 4. Schools, elementary and secondary.
MH-Mobile Home District	1. All permitted uses allowed within R-2 District.
MHP-Mobile Home Park District	1. Mobile home parks.
Zoning Overlays	Zoning Overlays include: Solar Access Recordation, Heat Pumps, Wind Energy, and Campgrounds and Camping Resorts.
Source: Town of Wolf River Zoning Ordinance, 2008.	

SUBDIVISION REGULATIONS

Winnebago County administers and enforces subdivision regulations within the Town of Wolf River. The *Winnebago County Subdivision Ordinance* outlines procedures for land division, technical requirements, design standards for plats and certified survey maps, park and public land dedication, variances, and required improvements (i.e. street improvements, curb and gutter, sidewalks^[2] etc.). The ordinance also includes provisions for open spaces (park and public lands) in subdivisions, but provides limited guidance for such development design and objectives. Please refer to *Chapter 4: Housing* for recommendations regarding local subdivision regulations.

OTHER LAND USE TOOLS

A variety of other regulatory tools are available to local government to guide development. These tools are presented and described in *Chapter 10: Future Land Use*.

Trends in Supply, Demand, and Price of Land

RESIDENTIAL DEVELOPMENT

Residential development (including single-family homes, mobile homes, and farmsteads) accounts for 1.2% (279.51 acres) of the land in the Town. Official WDOA projections estimate that the number of households in the Town will increase from 542 in 2005 to 682 in 2030.

As discussed in *Chapter 4: Housing*, the majority of the local housing supply in the Town of Wolf River is single-family homes. In the community survey, responses clearly indicate residents have little desire for multi-family housing choices (i.e. rental properties, high-density developments, and other “urban” uses). If residents desire some other type of living (i.e. townhomes, condos, etc.) they may be forced to relocate to other communities with more diverse housing options. This situation is particularly challenging to the elderly and baby-boomers entering retirement, who may prefer townhomes, condos, or senior complexes that do not require the maintenance that a single-family homes does. Responses to the community survey demonstrated some support for senior housing development in the Town of Wolf River. It is possible, if market conditions are appropriate, that developers may seek to create senior housing to capitalize on the quiet, rural setting within a close proximity to Fremont, New London, Waupaca, and the Fox Cities.

FARMING

In the community survey and at the public meetings, residents expressed a strong desire to retain farmland. Simultaneously, the local farming economy has continued to see the number of area farms decrease. This can be attributed to consolidation, as well as diminished farm product returns, aging farmers seeking retirement through land sales, and high demand for rural housing and vacation homes. Simple economics also plays a role in the loss of farmland. Farmers have the choice to either rent their farmland or sell their land for several thousand dollars an acre. Long-term agricultural uses are most likely to continue in the easternmost reaches of the township, where development pressures have not been as substantial. The continuation of farmland in the westernmost areas of the Town will require dedicated farmers committed to farming.

Preservation of rural character is contingent upon successful efforts to retain farmland. *Chapter 7: Agricultural, Natural and Cultural Resources* and *Chapter 12: Implementation* provide additional detail about strategies, including:

- Encouraging landowners to pursue opportunities to partner with land trusts charged with protection of natural

areas and farmland;

- Encouraging landowners to consider cluster and conservation-based development options to preserve farmland;
- Establishing an Agriculture Committee to minimize farmland conflicts through negotiation and open communication;
- Establishing networks, through the Agriculture Committee, to connect farmers who are considering selling their property with other farmers who would like to acquire additional property; and,
- Considering transfer and purchase of development rights program opportunities.

COMMERCIAL DEVELOPMENT

Commercial development represents a small portion of the Wolf River land base. Local resident sentiment would like to see increased commercial and business opportunities clustered in identified growth areas (please refer to *Chapter 10: Future Land Use* for detailed information on future commercial development)...

Though representing a small fraction of land in the Town, commercial activities are becoming more common, especially along STH 110 near its intersection with US 10. With the recent expansion of this highway, commercial development demands will likely increase. It is important to properly locate future commercial development in areas that provide convenient access to motorists and Town residents and do not conflict with neighboring land uses.

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DEMAND

As is reflected in state and local population projections, the Town's population is expected to steadily increase significantly over the next 20 years (by as much as 16.2% according to WDOA). Accordingly, this increase will result in rising demand for housing. In addition to housing for a growing population, the community will continue to be a desirable location for seasonal vacation homes. New construction will be important to meet local demand. Moreover, providing housing for all stages of life and all lifestyles will be important to meet resident demand. By providing some choices, the Town can accommodate the housing demands of families, retirees, and others in need of local housing.

TRENDS IN LAND AND HOUSING PRICES

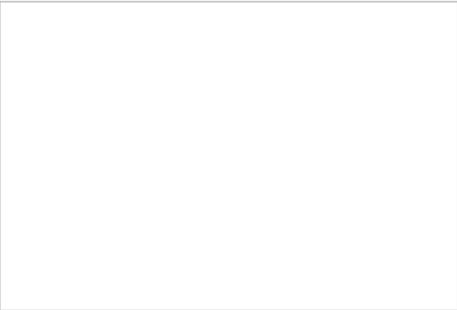
Land prices in the Town are expected to steadily rise as more and more people continue to move to the community to take advantage of its great location, natural resources, and other amenities such as the Wolf River and Lake Poygan.

Opportunities for redevelopment are more typically associated with urban environments. As a rural community, few areas of the town are actually developed – much of the community is wooded, farmland, or undeveloped. Accordingly, opportunities for redevelopment are limited in the Town of Wolf River. Existing structures in the Town are in good condition, and there are no areas meeting the standards definition of blighted at this time, although some structures located along the Wolf River (commonly referred to as fishing shacks) may not meet UDC code requirements.

[1] Reference to Euclid vs. Amber Realty Company, 1926 U.S. Supreme Court Decision, which serves as the foundation for zoning practice in the United States.

[2] Other required improvements include: sanitary sewerage, water supply facilities, stormwater, utilities, street trees, signage, erosion control and easements

Introduction



The purpose of this chapter of the Comprehensive Plan is to accurately describe, in words and images, the goals and visions for the future of Wolf River, as determined by the people who live and work in the community. The character of the community is defined by the river from which it gets its name as well as its people, rural agricultural lands, natural environment and Lake Poygan. The Town's rural setting and proximity to the Fox Cities and other nearby communities provides for a highly desirable place to live.

THE FUTURE LAND USE MAPS

The Future Land Use map presented in this chapter illustrates the visions, goals, objectives, and policies expressed throughout this plan. They seek to reflect, to the greatest extent feasible, the desires, expectations, and demands of residents and landowners in the Town of Wolf River and provide a framework for implementation during coming years.

BACKGROUND

This chapter, and the maps included within, result from nearly two years of community meetings, events, and discussions regarding the past, present, and future of Wolf River. Development of the comprehensive plan began in September 2007 with a Kick-off Meeting held at the Wolf River Town Hall. The meeting included *Values* and *SWOT Exercises* providing participants with an opportunity to describe the most important attributes and primary challenges facing the Town (please refer to *Chapter 2: Issues and Opportunities* for information regarding community events). In October 2007 the community participated in a *Visioning Exercise* (also held at the Town Hall) aimed at developing a

vision for the future of Wolf River. Individual element visions appear in each of the preceding chapters, while the overall vision appears in the box below. The Midcourse/Mapping meeting, held in Jul 2008, will be summarized later in this chapter.

Following the Visioning Meeting, the Town presented and discussed current conditions and future needs related to housing (Chapter 4), transportation (Chapter 5), utilities and community facilities (Chapter 6), agricultural, natural, and cultural resources (Chapter 7), economic development (Chapter 8), and existing land use (Chapter 9). Each of the previous chapters has served as a foundation for the construction of *Chapter 10: Future Land Use*.



TOWN
OF
WOLF

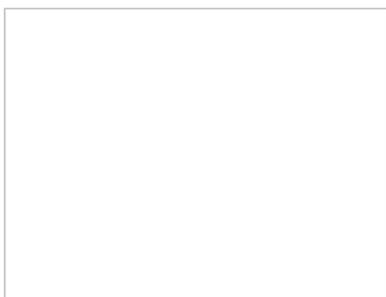
RIVER COMMUNITY SURVEY

The intent of the community survey was to gauge residents' opinions regarding land uses in the Town of Wolf River prior to developing the Comprehensive Plan. The survey included 41 questions generally corresponding to issues related to comprehensive plan chapters. Key survey results related to future land use included:

- Nearly half of all residents live on a waterfront lot.
- 86% of residents are satisfied or very satisfied with the Town as a place to live.
- More than one out of every four survey respondents believes that housing for seniors in the Town of Wolf River is inadequate or very inadequate.
- 40% believe that the amount of pedestrian and bicycle trails in the community is inadequate or very inadequate.
- Most people are satisfied with the transportation system as a whole.
- Between 80% and 90% of responses identified the Town of Wolf River's natural resources as important or very important.
- 86% and 92% said that preserving Lake Poygan and the Wolf River, respectively, is important or very important.
- Most people believe that farming has a positive affect on the environment.
- Opinions varied related to housing on small and large lots and housing clustered on small lots to permanently preserve open space.
- More than 50% of respondents would encourage affordable housing while 65% would support housing for seniors.
- Alternative wastewater treatment systems and community wells would be encouraged for new residential development.

- Park space, playgrounds, pedestrian and bicycle trails, and hunting and fishing areas are encouraged or very encouraged by more than half of respondents.
- Although opinions vary on commercial development, the survey indicated strong support for a grocery store and local restaurants.
- Timely road maintenance is the most significant transportation concern.
- With the exception of agriculture-related business (as defined in the Town of Wolf River zoning book), industrial development is not widely supported in the Town.
- Nearly 70% of respondents believe that future development should be guided so that it occurs in certain areas and not in others.
- Nearly 80% would support local ordinances to protect wetlands, woodlands, and riparian and shoreline areas.

For detailed responses to the Community Survey, please refer to the Appendix of the Comprehensive Plan.



Midcourse / Mapping Meeting

During the Midcourse / Mapping Meeting, held at the Town Hall in July 2008, attendees participated in a *cognitive mapping* exercise. Cognitive mapping is a two-part process. Participants were first led through a series of questions aimed at identifying desirable and undesirable parts of the community; routes traveled frequently by cars, bicycle, or on foot; areas of concern; and the location of their respective homes, among others. The *Composite Attitude Map* and *Majority Opinion Map* are not direct translations of the maps collected following the exercise. They represent consistencies and similarities

identified within those maps.

COMPOSITE ATTITUDE MAP

The *Composite Attitude Map* (on page 10-3) reveals that:

- Residents identified traffic concerns at the intersection of CR H and River Trail Drive and at the intersection of CR H and Arrowhead Road/Arrowhead Lane.
- The most frequently travelled roads include USH 10, CR H, CR II, CR MM, 37th Avenue, Apache Avenue, Easy Street, North Road, and South Road.
- The most utilized routes for walking and bicycling include CR MM and Kiesow Road.
- An area at the northern extent of CR H between the county road and the Wolf River is seen as least pleasing by residents.
- An area northeast of the intersection of 37th Avenue and Apache Avenue and an area northwest of the

intersection of CR II and North Road/South Road has special meaning to many residents.

- The Wolf River and Lake Poygan are viewed as the most attractive areas in the community.

Following the exercise, which resulted in the development of the Composite Attitude Map, participants were led through a series of questions aimed at allowing them to create maps that reflect their own desired future for the community. These maps were then reviewed and used to develop the Majority Opinion Map.

MAJORITY OPINION MAP

The *Majority Opinion Map* (on page 10-4) reveals that residents would support the following future land uses in the Town of Wolf River:

- Alternative housing in Zittau.
- Commercial development along the northern segment of Wolf River Road and along Tri-County Road in the northwest corner of the Town.
- Mixed-use development in and around Zittau.
- Pedestrian and bicycle pathways along CR II, CR H, and Wolf River Road.
- Preservation of large portions of the Wolf River corridor and large wooded areas scattered throughout the community.
- Recreation adjacent to the Town Hall on STH 110.
- Single-family housing dispersed around the Town but concentrated along the northwest portion of CR II, northeast of Boom Bay, and along the northwest lake shore.
- Wind farming in the southwest corner of the Town or located off shore in Lake Poygan.

HOW THE COGNITIVE MAPS ARE UTILIZED IN THE PLAN PROCESS

The maps produced during the Cognitive Mapping Exercise provide additional information reflecting the opinions and visions of Town residents regarding the past, present, and future of the community. While the Composite Attitude map serves as a reflection of existing conditions, the Majority Opinion map is a visual representation of the future land use

goals of those who attended the Midcourse / Mapping Meeting. As such, it played a significant role in the development of the Future Land Use map presented on page 10-10 of this chapter.

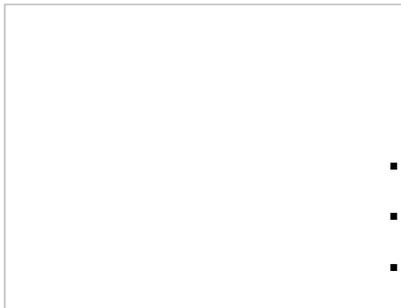
Community Design Considerations

Community design is an important component of planning and plays a significant role in determining quality of life in a community. Elements of community design may include architectural standards, open space and natural resource protection, signage & lighting guidelines, and building setbacks, among others. Ordinances provide the primary means by which local governments can implement community design requirements. Of those, the zoning and subdivision ordinance are the two most common and, arguably, most influential. The Town of Wolf River currently administers and enforces its own Zoning Ordinance while Winnebago County administers subdivisions regulations within the Town. Additional ordinances that the Town may adopt to guide community design include signage & lighting, historic preservation, access control, and architectural design, among others.

PROPERTY RIGHTS

The issue of private property rights versus community needs underlies every Comprehensive Planning effort. Throughout the development of this Plan, landowners have expressed their desire to see property rights protected. Those rights have been respected, to the greatest extent feasible, throughout this planning effort. This Plan illustrates planned development patterns for all property owners to understand and use to make their own personal development decisions. Should a landowner disagree with the Future Land Use map, or another aspect of this Plan, he or she has the right to petition the Town for an amendment to the document. All amendments will occur through a public process and must go before a public hearing prior to approval and adoption.

PRESERVING RURAL CHARACTER



What is *rural character*? For every community the answer is somewhat different. In the Town of Wolf River, rural character means a land use blend of:

- Single-family residential development.
 - Farms, rolling hills, and wooded areas.
 - Streams, creeks, and environmental corridors.
 - Open, scenic, views of the Wolf River and Lake Poygan.
-
- Abundant natural resources and wildlife.
 - Limited commercial and industrial development.

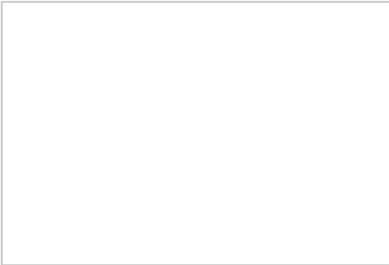
- Small shops catering to residents and visitors.



To maintain these features, the Future Land Use map provides a preferred development pattern and recommendations to identify minimum standards for density and layout in the revised zoning and subdivision ordinances. This plan also identifies other tools landowners can use to maintain farmland and open areas (i.e. land trusts, easements, conservation design, etc.).

HIGHWAY CORRIDORS

The Cognitive Mapping Exercise revealed that residents generally support more dense development along County II, particularly in proximity to US 10 in the northwest portion of the Town. The Future Land Use map seeks to present a pattern for development that respects the opinions and desires of residents, while accommodating market-driven economic activities, to provide additional opportunities for local employment.



DARK SKIES

In recent years, a movement has spread across the country related to outdoor lighting and its affect on nighttime darkness. At the forefront of these efforts is the Society for Dark Sky Preservation. This organization's mission is to ensure that the night sky is visible by eliminating intrusive lighting. The Town of Wolf River believes that its rural character includes the dark skies overhead that make it possible to enjoy the stars at night. To that end, the Town will seek to promote lighting choices that:

- Keep glare to a minimum
- Discourage the use of direct uplighting in any application
- Put outdoor lighting only where it is needed and when it is needed (i.e. use motion detectors)
- Use alternatives to constant "dusk-to-dawn" lighting whenever possible
- Eliminate light trespassing onto neighboring properties and roadways

These restrictions may be enforced through zoning, subdivision, and site plan review ordinances.

LANDSCAPING

Landscaping, particularly in commercial areas and along frequently traveled roads, provides an opportunity to create or enhance local identity, both on a site-by-site basis and community-wide. This may be particularly important at the periphery of the Town, where an identifiable landscape would aid in informing residents and visitors that they are entering the Town of Wolf River. A unifying landscape theme, based upon regionally native species, may serve as an identifiable and inexpensive gateway feature for the community.

OUTDOOR ADVERTISING

The USH 110 corridor presents a desirable location for billboard advertising. The Town believes that preservation of natural beauty, including open views of woodlands, wetlands and farmlands from roadways, is important in preserving quality of life and rural community identity. The Town will work with Winnebago County and WisDOT to ensure that the scenic integrity of its rural landscape is preserved.

Community Design Approaches

Community design principles are integral to the future of the Town of Wolf River. The use of community design will ensure that new development blends harmoniously with existing development and the Town's rural setting while providing for development patterns that promote a high quality of living. A variety of design strategies are offered below and on the following pages.

CONSERVATION DESIGN FOR SUBDIVISIONS

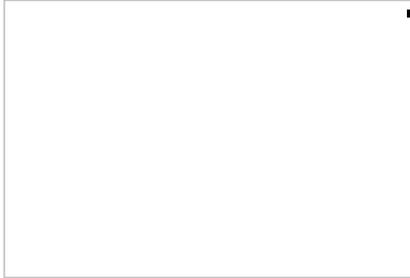
The Town of Wolf River's landscape provides an array of natural features including rolling hills, wetlands, woodlands, streams, shorelines, and the Wolf River corridor. Preserving the rural character of the community has consistently been identified as a necessary component of the Comprehensive Plan. To accommodate future development the growing demand for year-round and seasonal housing while maintaining the integrity of the Town of Wolf River's natural environment, the Town will encourage *conservation design*. Conservation design will allow the Town to:

- Protect rural character by maintaining natural areas, woodlands, scenic views, open undeveloped areas, and farm fields, while addressing desired residential and commercial development needs;
- Lower the cost of development by reducing the amount of impervious surface, minimizing stormwater management requirements, shortening permit review timeframes, and addressing the desire for community parks and open space;
- Create natural corridors of green space between developments that can be utilized by wildlife and have the potential to be used as trail or walkway areas to improve connections between developments; and
- Preserve agricultural lands to ensure that they remain an economically viable component of the Town landscape.

TRADITIONAL NEIGHBORHOOD DEVELOPMENT (TND)

The comprehensive planning law defines a traditional neighborhood development as compact, mixed-use neighborhoods where residential, commercial, and civic buildings are in close proximity to one another. TND is a planning concept based on the principles of new urbanism and promotes a development scheme similar to traditional small towns. TND principles advocate:

- **Compact Development.** TND areas have a higher density than traditional single-family subdivision, allowing for greater amounts of preserved open space. Compact development is oriented around people, not automobiles.
- **Mixed Uses.** TND includes a mixture of land uses. Nonresidential development is interspersed with residential land uses. Mixed-use development promotes walking and bicycling since many desired destinations are in close proximity to housing. Mixing land uses is also an effect strategy for broadening the tax base in communities that do not desire significant commercial development.
- **Housing Choice.** TND promotes varied housing types to accommodate households of all ages, incomes, and sizes. This translates into varying lot sizes and varying housing types, which may include single-family residences, townhomes, duplexes, housing for seniors, or a combination thereof.
- **Multimodal transportation.** TND provides for access through an interconnected network of streets, paths, and trails to accommodate multiple forms of transportation including walking, bicycling, and driving.



- **Cultural and Environmental Sensitivity and Design.** TND can foster a sense of community identity. Under TND, the design of buildings and their placement receives special attention. Provision of adequate open spaces, well-planned design guidelines, the use of indigenous vegetation, and the incorporation of environmentally responsive wastewater treatment and storm water management systems allow for land uses conducive with the rural landscape.

The areas in the Town of Wolf River most suited to the principles of TND include Zittau and the County Hwy II corridor from the Town Hall to the boundary with Fremont.

THE TOWN OF WOLF RIVER AS AN ECO-MUNICIPALITY

The Town of Wolf River's relationship to the river, Lake Poygan, and the other natural and cultural resources of the community has been mentioned throughout this Plan. The lake and the landscape have help sustain the community, economically and culturally, since its beginning. These attributes will serve as the backbone of the Town of Wolf River's Plan for the future. While it is not realistic to adopt all the elements of the eco-municipality movement, its components are quite compatible with the natural character of the town and accordingly can serve to provide guidance in the Plan's development.

An eco-municipality aspires to develop an ecologically, economically, and socially healthy community for the long term, using The Natural Step framework for sustainability as a guide, and a democratic, highly participative development process as the method. The concept originated in Sweden in 1983 and has since been embraced by communities in the United States, Europe, Japan, and around the world. A handful of Wisconsin communities have adopted the eco-municipality movement as a way of improving quality of life, protecting the natural environment, and better competing in the 21-century global market. They include the Cities of Ashland, Johnson Creek, Madison, and Washburn, as well as Bayfield and Douglas Counties.

The guiding objectives of the eco-municipality model include:[\[1\]](#)

1. **Eliminate our community's contributions to the fossil fuel dependence and to wasteful use of scarce**

metals and minerals.

- Transit and pedestrian-oriented development.
- Heat and power by renewable energy.
- Mixed Use development.
- Public transit alternatively fueled municipal fleets.
- Incentives for organic agriculture that minimizes phosphorus and petrochemical fertilizers and herbicides.
- Home-based occupations reduced commuting.
- Local food production and agriculture.

2. Eliminate our community's contributions to dependence upon persistent chemicals and wasteful use of synthetic substances.

- Healthy building design and construction that reduces or eliminates use of toxic building materials.
- Landscape design and park maintenance that uses alternatives to chemical pesticides and herbicides.
- Municipal purchasing guidelines that encourage low- or non-chemical product use.
- Reduction of waste and promotion of recycling.

3. Eliminate our community's contributions to encroachment upon nature.

- Redevelopment of existing sites and buildings before building new ones.
- Promote regional and local designs that respect the regional ecosystems and natural functions that support human communities.
- Open space, forest, and habitat preservation.
- Reduced water use and recycling of wash water.
- Reduction or elimination of impervious paving materials.
- Recognition of the "cradle to grave" costs of waste generation and disposal.

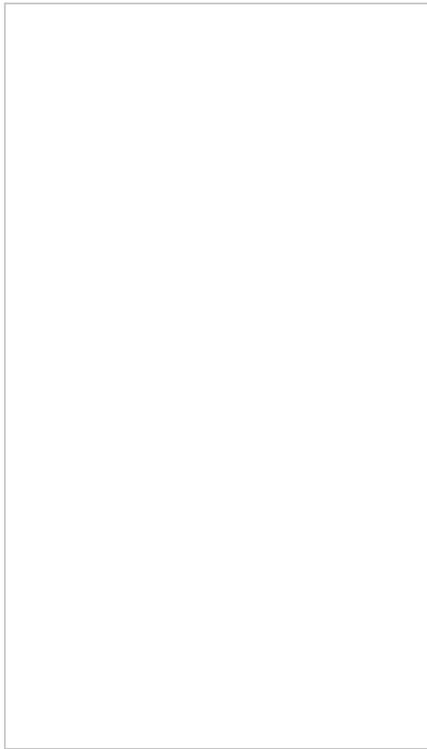
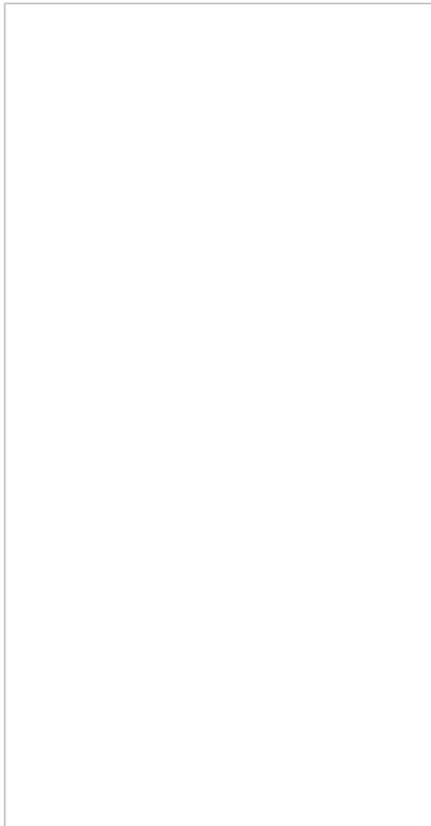
4. Meet human needs fairly and efficiently.

- Affordable housing for a diversity of residents.

- Locally based business and food production.
- Using waste as a resource.
- Eco-industrial development.
- Participatory community planning and decision making.
- Housing located near employment centers.
- Equitable educational opportunities.

ZONING ORDINANCE

The primary purpose of zoning is to identify the permitted and conditional land uses allowed on a given parcel or within a given district. It does not govern the manner in which a parcel transitions from one land use to another. That process is governed by the Land Division/Subdivision Ordinance (see next page). Upon approval and adoption of the Comprehensive Plan, the Town will revise the Zoning Ordinance to be consistent with the plan.



Alternatives exist to the conventional Euclidean model of zoning utilized by the Town. These models, including Performance and Form-based zoning, are discussed in *Chapter 9: Existing Land Use*. The advantage of Performance and Form-based zoning strategies is particularly relevant to mixed-use districts. Under a Euclidean zoning model, a *Planned Unit Development (PUD)* or similar zoning overlay is used to allow for mixed-use and other non-traditional forms of development. This is necessary since the mixing of land uses runs contrary to the very principals of conventional zoning. A PUD is essentially a tool that disregards the existing zoning requirements in

order to allow for a desired development pattern. In other words, the PUD recognizes the ineffectiveness of the traditional zoning model, at least as it relates to development outside of pure conventional zoning

classifications.

Performance and Form-based zoning offer the advantage of regulating the impact and design characteristics of different uses, rather than limiting the types of uses allowed, in a district or community. In other words, a given commercial or industrial use is compatible with residential uses as long as the former does not negatively affect the latter (through noise, pollution, increased traffic, etc.) As a result, communities relying on these newer models are creating mixed-use communities with a variety of different land uses established in close proximity. This pattern of development creates an environment that promotes walking and bicycling as well as increasing opportunities for community interaction. It also expands the local tax base much more effectively than purely residential development.

LAND DIVISION/SUBDIVISION ORDINANCE[2]

Unlike zoning, which describes the allowable uses for a parcel of land, land division and subdivision refers to the manner in which a parcel or parcels of land transition from one use to another (often, from agricultural or open space to residential or commercial). Land division and subdivision regulations provide the procedures and standards for dividing a large parcel of land into smaller parcels for sale and development. Subdivision regulations require a developer to meet certain conditions in order to record a plat. As with zoning, subdivision regulation is a land use control used to

carry out a community's plan. However, the regulations governing the division of land are different from zoning regulations in two primary areas.

First, while zoning regulations are meant to control the use of property, subdivision regulations address the quality of development (the availability of public services, services the subdivider must provide, the layout of the site, etc.). The way in which lands are divided plays a key role in the orderly development of a community. Properly administered subdivision regulations can be more useful in achieving planning goals than zoning ordinances. The impact of subdivision regulations is more permanent than zoning. Once land is divided into lots and streets are laid out, development patterns are set. Subdivision ordinances often give a community its only opportunity to ensure that new neighborhoods are properly designed. Failure to plan for the subdivision of land is felt in many areas such as tax burdens, the high cost of extending utilities, street and traffic problems, overcrowded schools, health hazards caused by wastewater treatment systems unsuited to a particular area, loss of natural resources, and a declining sense of community.

Second, the requirements and procedures for regulating subdivisions provided under Wisconsin statutes are very different from the statutory requirements for zoning. Though it has three separate zoning enabling laws for cities/villages, towns, and counties (discussed in *Chapter 9: Existing Land Use*), Wisconsin has only one local enabling law for local subdivision regulation. That law is found in Chapter 236 of the Wisconsin statutes. This single enabling law provides the authority to adopt subdivision regulations and is very different from zoning authority. For example, towns do not require county approval to adopt subdivision regulations. Likewise, counties do not need town approval for the county subdivision regulations to apply within that town unless the town in question has adopted its own subdivision ordinance.

The design standards included within a land division ordinance provide a community with the tools necessary to protect public health and safety, preserve natural resources, and enhance quality of life. Design standards may be included in narrative or graphic form to provide developers and other interested parties with examples of the types of development and design acceptable to the community. At a minimum, a land division ordinance will govern how a subdivision is laid out (lot size and shape, access, open space, etc.), and the design of necessary improvements (road widths, sidewalk locations, tree plantings, etc.). A land division ordinance may also incorporate a variety of design standards, including but not limited to:

- **Protecting Open Space.** The ordinance may specify standards that limit construction on natural features that are unsuitable or undesirable for development.
- **Roads and Streets.** The ordinance may specify the standards for the design and construction of streets and related improvements within the subdivision. These standards may include street widths, intersection design, maximum grades, and length of cul-de-sacs, among others.
- **Configuration of blocks and lots.** The ordinance may provide standards for the size and location of blocks and lots.
- **Parks and Open Space.** The ordinance may specify the amount and type of open space dedication required for new development and the location and dimensional standards for different types of parks.

In addition to the standards above, the ordinance can establish requirements for stormwater management and construction site erosion control, wastewater treatment, potable water systems, lake and stream shore plats, trees and landscaping, lighting, and others. All Town ordinances related to water quality and wastewater treatment must be consistent with applicable State standards.

HISTORIC / CULTURAL PRESERVATION ORDINANCE^[3]

Many

Wisconsin communities have a rich assortment of properties with architectural, historical, archeological, and/or cultural significance. These may include Indian burial mounds, residences, public or commercial buildings, barns, or bridges. A community may only have one property of historic significance or it may have several historic properties that together may constitute an historic district. The presence of historic or prehistoric properties in a community provides community identity and helps foster a special sense of place and an association with the past. A growing number of communities have sought to protect and enhance historic structures in a variety of ways.

The most important thing to consider in the development of a historical and cultural resource ordinance is that the resources to be protected need not be eligible for the National Register of Historic Places. They should be those resources that hold special meaning to the residents of the Town of Wolf River...resources that may or may not hold special significance to other Winnebago County or Wisconsin residents.

SITE PLAN REVIEW

The Town of Wolf River will consider adopting a formal site plan review process for proposed commercial uses. Site plan review is a common requirement in many communities. It requires that persons interested in developing new commercial uses provide a detailed drawing that indicates precisely what is planned. This review will help to ensure that proposed uses comply with Town, County, and State standards with respect to roadway design, stormwater management, planned sanitary systems, and stormwater, among other issues.

DESIGN ORDINANCE

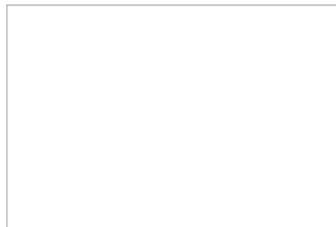
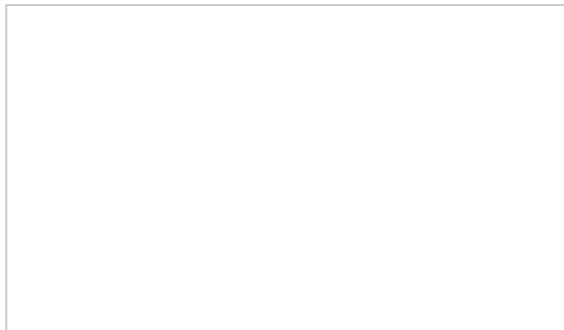
A design ordinance sets architectural and design requirements for building materials, colors, styles, sizes, roof types, building lines (similar to setback), landscaping, lighting, signage, and other. Design ordinances can be used to promote

Traditional Neighborhood Design (TND) (page 10-9) and New Urbanism approaches to development. Communities use design ordinances to ensure that new development is compatible with existing development, functional, and visually appealing. Moreover, design ordinances are used to create or enhance a consistent community image. Typically, design ordinances describe a pallet of materials, designs, and requirements allowing for flexibility and creativity in the design process.

New design ordinances provide specific parameters to regulate building location (e.g. to preserve scenic views, allow for adequate light infiltration, etc.). Moreover, design ordinances can be used to implement standards intended to revitalize existing areas that have deteriorated or are in the process of deterioration. As referenced earlier in this section, an important aspect of successful design ordinances is ensuring the flexibility to allow for new materials and ideas that are compatible with the overall community image. This is best achieved with the creation of an Architectural Review Committee charged with the responsibility of weighing conformance with the Code against originality in design, harmony with surrounding structures, topography, and aesthetic considerations.

An effective design ordinance will include:

- **Streetscape Roofline and Roof Shapes.** The upper edges of building roofs, or rooflines, visually define the height of the building and/or streetscape. The visual continuity of these urban design elements should be maintained, if warranted, and building development or redevelopment with nonconforming rooflines should be discouraged.
- **Selection of Materials and Colors.** Selection of materials and colors for both architectural and landscape design should be based upon material and color unity (refer to The Use of Materials on Building Facades above), the atmosphere and character desired, the material and color composition of surrounding buildings and landscape features, the material's and color's compatibility with other materials and colors, and climatic considerations. Conflicting material use and relationships should be avoided.
- **Architectural Details.** Architectural details and building ornamentation (if present) often represent historic elements of architecture and are important components of the overall character of a community. The distinctiveness of older residential and commercial buildings is directly associated with their architectural details. Unsympathetic design changes can destroy both the architectural character of a building and the overall community appearance. Significant architectural details, where they exist, should not be lost in rehabilitation or "modernization" of buildings. Remodeling efforts should attempt to retain architectural details. However, efforts to transform an existing building into an earlier period through the use of details that were not originally used on the structure do not maintain any original architecture. Consequently, an introduction of modern detail or a mixture of old and new parts on buildings should be avoided, to preserve the overall visual character of the building.



**SIGN
ORDINANCE**

A sign ordinance is another design tool available

to the Town to protect and preserve the rural character of the community. Sign ordinances provide

the mechanism for regulating the size, color, style, location, and lighting for signs and billboards located within the Town of Wolf River.

Future Land Use Map

The Future Land Use map appears at the end of this chapter. It will be used to guide the development within the Town of Wolf River during the next 20 years.

HOW WAS THE FUTURE LAND USE MAP DEVELOPED?

The Future Land Use map began with the Existing Land Use map as a foundation. From that base map:

- Natural resource areas were identified to delineate existing development limitations, including wetlands, floodplains, and surface water.
- Prime agricultural soils were identified to preserve the most productive farm areas in the community.
- The existing housing supply and future population and household projections were examined to understand the extent of future residential development.
- Utility and community facility capacities plans were reviewed to understand future community needs.
- Transportation enhancements were identified.
- The results of the Vision, Values, and SWOT Exercises, Community Survey, and Cognitive Mapping Exercise were reviewed to emphasize resident desires and expectations.

HOW WILL THE FUTURE LAND USE MAP BE USED?

The Future Land Use map is a planning tool to be used by the Town Board and Plan Commission to guide future zoning revisions, land and subdivision applications, and other local land use decisions in accordance with the Comprehensive Planning law. The law states:

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*

Developers, landowners, and residents should understand that the Future Land Use map is intended to direct development to certain areas where facilities and services are currently available, or areas desired and ideally suited to certain land uses. It is important to note, however, that a Plan is not a static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become ineffective over time. Applications for rezoning and development that are inconsistent with the Plan and Future Land Use map must still be considered. In some situations, it may be desirable to amend the Plan (and map) to accommodate a compatible but previously unplanned use. Likewise, a change in county or regional policy, technological advances, or environmental changes may also impact the Plan.

Any change to the Plan (including the Future Land Use Map) must be considered in the context of all nine required plan elements, including the visions, goals and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and distribution per the requirements of the Wisconsin Comprehensive Planning Law. Any amendment must be reviewed by the Plan Commission and approved by the Town Board before such development is permitted.

Future Land Use Map Legend

The Future Land Use map is the primary guidance tool for planning in the Town of Wolf River. As per statutes, it will be used to evaluate future land use changes and proposals. It must be understood, however, that the Future Land Use map *is not* a zoning map. Comprehensive Plans and, by extension, plan maps, are broad-brush guidance documents. The current zoning map for the Town of Wolf River will be revised to be consistent with the Comprehensive Plan and, if desired, the Future Land Use map.

The Town of Wolf River Future Land Use Map (appearing on the following page) includes the following categories of land use:

- **Trails.** Proposed pedestrian and bicycle trails.
- **Environmental Corridor.** A 100-foot corridor surrounding the primary streams within the Town. The corridor, in the form of a 50' riparian buffer from the high water mark, is intended to provide wildlife feeding and migration routes, link existing natural areas, and protect water quality.

- **Streams.** All perennial and intermittent streams as defined by WDNR.
- **Town Park.** Large, community park located on the Town Hall site and catering to the community at-large.
- **Neighborhood Parks.** Smaller parks catering to existing and proposed residential development located in nearby areas.
- **Town Hall.** The Town of Wolf River Town Hall.
- **Proposed Alternative Housing.** May include all categories of housing other than single-family.
- **Proposed Commercial.** Future commercial uses similar to existing commercial development.
- **Proposed Commercial Nodes.** Commercial development projects consistent with TND principles.
- **Proposed Mixed-Use.** Designated areas wherein residential and commercial land uses are permit-able within the same structure, on the same site, or on an adjoining site.
- **Proposed Single-Family.** Residential development which may include conventional and conservation subdivisions.
- **Agricultural.** Predominantly agricultural uses to preserve the rural character of the Town of Wolf River.
- **Cemeteries / Churches.** Existing cemeteries and churches in the community.
- **Commercial.** Existing commercial land uses in the Town of Wolf River.
- **Farmsteads.** Existing agricultural lands with a single-family home.
- **Institutional.** Governmental-owned land uses.
- **Mobile Homes.** Existing mobile homes within the Town of Wolf River.
- **Recreational / RV Campground.** Existing parks, golf courses, open spaces, and other recreational resources.
- **Roads.** All public highways, streets, and roads in the Town of Wolf River.
- **Single-family.** Existing single-family housing in the Town.
- **Utilities.** Existing utilities, including power generation, transmission, and sub-stations.
- **Water.** All surface waters within the community excluding streams.
- **Woodlands / Open Space.** All land currently categorized as wooded or open space in the Town of Wolf River.

The 20-Year Future Land Use map appear on the following pages. The 20-year map is the actual Future land Use Map for the Town of Wolf River. The 10-year map indicates those changes to the landscape that are projected or desired to occur during the next ten years.

Proposed Land Use Changes

This section provides a brief description of the proposed future land use changes identified on the Future Land Use map. It is understood that detailed definitions of these areas, particularly the alternative housing, mixed-use, and commercial areas, will be determined during efforts to revise existing land use ordinance for Comprehensive Plan consistency.

PROPOSED TRAILS – 16.81 MILES (WITHIN EXISTING ROAD RIGHTS-OF-WAY AND FUTURE DEVELOPMENT)

The proposed trail system appearing on the Future Land Use Map (dashed brown lines) results from responses to the Community Survey, public comment during the Values, SWOT, and Visioning exercise, and maps created by participants during the Midcourse/Mapping. The proposed trail network will provide linkages between key destinations points and provide access to bicyclists and pedestrians.

SINGLE FAMILY RESIDENTIAL – 231 ACRES

Additional single family residential development is proposed for areas northeast of Boom Bay, south of Orihula, and along CR H in the southern portion of the Town. It is assumed that residential development in these areas will be in the form of subdivisions, with the Town encouraging conservation design standards.

ALTERNATIVE HOUSING – 29 ACRES

The area proposed for alternative housing is located in the northwest part of the community along STH 110. Alternative housing choices may include duplexes, condominiums, townhomes, multi-family, and housing for seniors, among others.

MIXED USE – 339 ACRES

Three areas within the community are identified as proposed mixed-use districts on the Future Land Use Map. They are located in and around Zittau, across from the Town Hall, and along STH 110 in the northwest part of the community. Mixed-use development within these areas may include residential and commercial development within the same structure, on the same site, or on adjacent sites. Implementation of the mixed-use areas will require revisions to the existing zoning ordinance to accommodate these new land uses.

COMMERCIAL – 59 ACRES

As per recommendations provided by participants at the Midcourse/Mapping meeting, and consistent with market-based planning principles, new commercial development (excluding the types of development compatible within the

Mixed-use areas) will be local-service oriented and be located near adjacent residential areas. Although specific details regarding the types of commercial development allowed within this area will be determined during the revision of the zoning ordinance, it is assumed that more intensive retail uses would not be encouraged. The Town shall require that future development within the proposed commercial districts consider the use of frontage roads, “node” patterns (i.e., non-linear orientation of access roads and building setbacks), or other alternatives to limit the number of access points to the highway and to preserve rural character by retaining an aesthetically pleasing corridor.

PROPOSED PARKS – 1.5 ACRES

The larger of the two proposed parks would be located at the Town Hall Site and would cater to the community at-large. This area is intended to serve as a community gathering site and may include a ball field, play apparatus, picnic areas, a shelter, and the like. The smaller park, located near Orihula, would be less than one-acre in size and is intended to serve nearby residential neighborhoods (both existing and proposed). It may include shelters, picnic areas, and play apparatus. Both parks would include linkages to the community pedestrian and bicycle trail network.

ENVIRONMENTAL CORRIDORS – 214 ACRES

The environmental corridors proposed in the Future Land Use map would extend fifty feet from the high water mark of the identified streams. The purpose of these corridors, or riparian buffers, is to provide greater protection to both surface and groundwater within the Town and enhance aquatic habitat. As part of the development approval process, under subdivision and/or zoning requirements, the Town of Wolf River will require that fifty-foot buffers be preserved when they exist, or created when they do not, and protected through conservation easement or other similar method.

Future Land Use Projections

Table 27 (below) provides a breakdown of projected future development in five-year increments. As with any long-term planning document, these projections are tentative and based upon existing and past trends. Actual changes in land use may occur at a slower or more rapid pace than currently anticipated.

Land Use	Total Acreage				
	Current	2014	2019	2024	2029
Agriculture	8,343.58	8,197.25	8,050.92	7,904.59	7,758.27
Alternative Housing (other than mobile homes)	--	7.16	14.32	21.48	28.65
Churches/Cemeteries	11.40	11.40	11.40	11.40	11.40
Commercial	82.55	97.41	112.27	127.13	142.00
Farmsteads	36.37	36.37	36.37	36.37	36.37
Institutional	4.57	4.57	4.57	4.57	4.57
Mixed-use	--	84.80	169.60	254.40	339.20

Mobile Homes	47.26	47.26	47.26	47.26	47.26
Recreational/RV/Campground	27.70	27.70	27.70	27.70	27.70
Roads	528.12	553.12	578.12	603.12	628.12*
Single Family	302.03	359.84	417.65	475.46	533.25
Utilities	2.07	3.04	4.07	5.07	6.07*
Water	4,725.82	4,725.82	4,725.82	4,725.82	4,725.82
Woodlands / Open Space	9,121.40	9,077.10	9,032.80	8,988.50	8,944.19
Total	23,232.87	23,232.87	23,232.87	23,232.87	23,232.87
Environmental Corridor (as overlay)	--	53.48	106.96	160.44	213.91

* Estimated increase to accommodate proposed development.

Source: Existing and Future Land Use Maps

Relationship to Other Required Plan Chapters

Discussion of the ways in which each element relates to the Future Land Use Chapter 10 has been included throughout the plan. As the key element in a Comprehensive Plan, Future Land Use is inextricably related to each and every chapter in this document.

Goals, Objectives, and Policies

The residents of the Town of Wolf River value the community's rural setting, scenic landscape, and natural environment, and aim to ensure that the character of the Town is preserved for future generations.

The policies, goals, and objectives were developed to ensure that the Town of Wolf River:

- *Remains a safe and enjoyable place to raise a family or run a business for the next 20 years, and well into the future;*
- *Limits new development to options that retain the Town's rural setting;*
- *Respects the opportunity for all property owners to receive fair value for their land; and,*
- *Has defined standards for managing growth and maintaining an effective comprehensive plan.*

[1] Excerpted from *The Eco-Municipality Model for Sustainable Community Change*, UW-Extension, June, 2005.

[2] Much of the narrative appearing in this section was excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, 1999.

[3] This section was excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, 1999.