

**TOWN OF STEPHENSON
MARINETTE COUNTY, WISCONSIN**

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TOWN OF STEPHENSON 20-YEAR COMPREHENSIVE PLAN

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The preparation of this document was financed through contract #07012-06 between Marinette County, the Town of Stephenson, and the Bay-Lake Regional Planning Commission with financial assistance from the Wisconsin Department of Administration, Division of Intergovernmental Relations. Portions of the transportation element of this plan were underwritten by the Commission's Regional Transportation Planning Program, which is funded by the Wisconsin Department of Transportation and portions of the economic element were underwritten by the Commission's Economic Development Program, which is funded by the Economic Development Administration.

**TOWN OF STEPHENSON
ORDINANCE NO. 2-5-2 (b)**

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

WHEREAS, the Town of Stephenson has prepared a Comprehensive Plan under the guidelines of Section 66.1001 Wisconsin Statutes; and,

WHEREAS, the planning process included a public participation plan in every stage of the process for preparation of a Comprehensive Plan for the Town of Stephenson, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the Town to respond to such comments; and,

WHEREAS, the Town of Stephenson held a public hearing on September 9, 2009, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of the following information:

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

WHEREAS, on September 9, 2009, the Town of Stephenson Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Plan Commission; and,

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

COPY

NOW, THEREFORE, the Town Board of the Town of Stephenson, Marinette County, Wisconsin, DOES ORDAIN AS FOLLOWS:

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

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

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

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

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

Adopted this 9th day of September, 2009, by a majority vote of the members of the Town Board of the Town of Stephenson.



Town Board Chairperson

Attest:



Town Clerk

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Volume I

Town Plan

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CHAPTER 1: INTRODUCTION

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PURPOSE OF THE COMPREHENSIVE PLAN

The *Town of Stephenson 20-Year Comprehensive Plan* is a legal document providing a policy framework from which town officials will base future land use decisions. This comprehensive plan was prepared to address anticipated land use issues that may face the Town of Stephenson in the future. This plan is to serve as a guide when making decisions regarding the development of land, environmental protection, farmland preservation, transportation expansion, housing development, location of public services, and economic development. Utilization of this plan as a tool for making land use decisions will ensure the town's vision will be carried out in an appropriate and consistent fashion.

The town's 20-year vision is illustrated by the Future Land Use Map, which includes a land use classification scheme with recommendations for development within each of those classifications. The Future Land Use Map (**Map 3.1**) designates areas of the town for preferred land use activities and is the desired goal to be achieved through the implementation of this comprehensive plan. The Future Land Use Plan, along with the town's development strategies, shall be used in conjunction with existing town ordinances; the Marinette County Zoning Ordinance; any new local land use ordinances; supporting planning materials; and other implementation tools to make informed land use decisions in the Town of Stephenson over the next 20 years.

State Planning Legislation

The *Town of Stephenson 20-Year Comprehensive Plan* was prepared to meet the requirements outlined in Wisconsin State Statute 66.1001 by addressing the following nine elements:

- Issues and Opportunities
- Transportation
- Agriculture, Natural, and Cultural Resources
- Intergovernmental Cooperation
- Implementation
- Housing
- Utilities and Community Facilities
- Economic Development
- Land Use

The comprehensive planning legislation (s.66.1001, Wis. Stats.) further states:

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

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

Currently, the Town has an adopted “subdivision ordinance” and has adopted the Marinette County Zoning Ordinance. Additionally, county shoreland and wetland zoning is in effect within the Town of Stephenson. The Town of Stephenson has not adopted an official map nor has it adopted a general zoning ordinance.

HOW TO USE THIS PLAN

The *Town of Stephenson 20-Year Comprehensive Plan* is made up of two volumes which contain a total of 10 chapters. ***Volume I: Town Plan*** contains Chapters 1 through 4, along with appendices. ***Volume II: Marinette County Resources*** contains Chapters 5 through 10. The following text gives details regarding the contents of each portion of the plan:

Volume I: Town Plan describes and illustrates the Town of Stephenson’s 20-year vision for future development. It includes detailed background information and data, land use projections, recommended strategies for guiding future development, the town’s General Plan Design (including a future land use map), and a framework for implementation.

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

Chapter 2: Inventory, Trends, and Forecasts provides town specific demographic information and data as well as housing and population projections for the future; identifies land use issues and conflicts; acknowledges continued land use trends; and projects future land use allocations for residential, commercial, industrial, and agricultural needs.

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

Chapter 4: Implementation/Intergovernmental Cooperation details a work plan to implement the development strategies of the comprehensive plan.

Volume II: Marinette County Resources contains countywide inventory and demographic information that served as a basis developing the town’s 20-Year vision for future development.

Chapter 5: Natural, Agricultural and Cultural Resources provide a detailed description of the county’s unique features that comprise its physical landscape.

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

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

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

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

Chapter 10: Land Use Controls and Inventory provides a detailed inventory of the existing regulatory controls and a description of the County's existing land uses.

Note: The Town of Stephenson's land uses are described in Chapter 2 and are illustrated on Map 2.6

The Appendices contain public participation materials (nominal group results, public open house comments); a detailed list of available housing, economic development, and transportation financial and technical resources; supplemental natural resource information not included in the general inventory; a glossary of acronyms and definitions; and other relevant input and materials generated or gathered during the planning process.

PLAN DEVELOPMENT PROCESS

The Town of Stephenson was one of the initial nine communities in Marinette County entering into an agreement (with the county) to participate in a multi-jurisdictional comprehensive planning process. The planning process was divided into three phases which are detailed in the text below.

First Phase → Inventory of countywide information to be used in developing the local and county plans.

This phase included the following activities:

- Collection and presentation of countywide background data.
- Input was received from Marinette County Comprehensive Plan Advisory Committee (MCCPAC) regarding necessary updates and revisions.
- Conducted three (3) Open Houses. One each in the north and ends of the County and a third (specific to the Town of Stephenson) at the near completion of the planning process. The *Open Houses* allowed the public to review countywide and town background materials, ask questions, and provide feedback.
- Created a preliminary draft of *Volume II: Marinette County Resources* to assist with the completion of the local and county comprehensive plans.

Second Phase → Completion and adoption of the local comprehensive plans.

In order to complete this phase and meet all requirement of s.66.1001, Wis. Stats., the following actions were taken during this phase:

- Analyzed Town of Stephenson data to identify existing and potential conflicts.
- Developed the town's vision statement along with the land use goals, objectives, policies and programs by using recent community survey results, input from public meetings, and background data.
- Created a preliminary Future Land Use Plan and recommended land use strategy to guide future growth, development and conservation within the town over the next 20 years.
- Marinette County and the MCCPAC finalized *Volume II: Marinette County Resources*.

- Public review and final Open House conducted to present the *Town of Stephenson 20-Year Comprehensive Plan* to the citizens of the community as well as nearby municipalities and government organizations for their feedback. Comments were considered and included in the town's comprehensive plan when appropriate.

Third Phase → Completion of the Marinette County 20-Year Comprehensive Plan.

This phase primarily involved Marinette County Land Information Office and the Marinette County Comprehensive Plan Advisory Committee (MCCPAC), along with other interested groups and agencies. To complete this phase background information and data gathered in the first phase, along with the adopted local comprehensive plans completed during the second phase, were utilized to create a generalized future land use plan for Marinette County.

PUBLIC PARTICIPATION PROCESS

Public Participation Plan

A major element of the town's comprehensive planning process is gathering input from the public. In accordance with s. 66.1001(4), Wis. Stats., the Town of Stephenson approved "*Procedures for Adoption or Amendment of the Town of Stephenson Comprehensive Plan.*" A copy of these written procedures is included in Appendix A of this plan.

The town held monthly meetings that were open to the general public to review background data, finalize each plan element, and create the Town of Stephenson 20-Year Future Land Use Plan. In addition to these planning meetings, issue identification exercises (i.e., Nominal Group and Intergovernmental Cooperation Workshop) and open houses were used to gather extra input from the public.

Nominal Group Exercise

In a meeting of the MCCPAC held in October 2007, representatives from all the communities located within the County participated in a Nominal Group Exercise. The purpose of this exercise was to identify issues and concerns regarding future development in the Town of Stephenson and Marinette County.

Relevant issues were considered during the development of the goals, objectives, policies, and programs for the town's comprehensive plan. Top issues from the nominal group exercise include:

- Preservation of Natural Resources and Farms
- Protect Private Property Rights
- Economic Development (better paying jobs)
- Keep young people in town (county)
- Support tourism industry (develop trails and parks)
- Maintain public infrastructure (better roads)

All results collected at the Nominal Group Exercise held as part of this multi-jurisdictional planning process can be found in Appendix B.

Comprehensive Planning Survey

As part of the process in developing the *Town of Stephenson 20 Year Comprehensive Plan*, a town-wide survey was completed in 2006. The survey was mailed to all property owners (4,684) residents and approximately 1,500 or 33 percent responded. The survey is not a regulatory tool; however, it points to many issues that are considered important by the public that should be taken into consideration when making any future land use decision. The complete survey is included as Appendix C with the following information highlighting the results of that survey.

The survey questioned participants in eight key areas 1) town growth issues; 2) agricultural issues; 3) residential land use issues; 4) regulatory issues; 5) government services; 6) industrial and commerce issues; 7) transportation issues; and finally, 8) environmental and social issues.

Town Growth Issues

1. Nearly 85 percent of the survey respondents favored growth at the present rate (31%) or at a slower rate (53%).
2. The survey also asked if the respondents would like to see the amount of land available for residential development increase, decrease or stay the same. More than 90 percent responded that they preferred to see the amount of residential land decrease (47%) or stay the same (44%).
3. Eighty-five percent of those surveyed indicated that in twenty years they envisioned the Town of Stephenson either as a residential/vacationing community (64%) or as a recreational/vacation community (21%).
4. Questioned as to preferences for future growth the majority of those surveyed indicated that they would prefer to encourage single-family residential development (64%).
5. Questioned as to what the most important impacts that needed to be considered relative to new residential development the respondents listed quality of groundwater; surface water and forest.
6. Almost 85 percent of the respondents strongly agreed (49%) or agreed (35%) that the *“The placement of residential development should be managed in order to control community service costs like schools, roads, and police and fire protection.”*

Agricultural Issues

7. Most respondents (92%) agreed that preserving open space is important.
8. Preservation of recreation/open space was ranked as most important, followed by preservation of farmland; with land development and growth ranked the lowest of the three categories.
9. Slightly more than two-thirds of the respondents (67%) agreed that *“town government should set farmland preservation as a priority goal and implement policies to achieve it.”*
10. An overwhelming majority (92%) generally agree that a farmer’s “right to farm” is important.
11. The majority (57%) of respondents reported they would like to see the land kept in traditional agricultural-related use after the sale. Almost one-quarter stated a preference for using the land however the landowner decides. Nearly 30 comments included limiting development to conserve the environment.

12. The majority (57%) at least agree that future residential developments of 5 or more homes should not be allowed near existing farming operations. 18% disagree.

Residential Land Use Issues

13. Most respondents (92%) preferred a new parcel of land to be developed for single-family housing. Also, nearly one-third of respondents were interested in more housing for senior citizens.
14. The most desirable lot size for a home was fairly evenly divided with 56% of respondents reporting a minimum lot size of five (5) acres or less, and ten percent (10%) reporting lots of six (6) acres or more.

Regulatory Issues

15. Most respondents (88%) agree or strongly agree that land use strategies are necessary to protect our community interests.
16. Nearly three-fourths of respondents report that in the future, land use regulation should be regulated or support the comprehensive plan while one-fourth of respondents felt the Town should remain without zoning.
17. Most respondents (85%) report the Town of Stephenson should play a role in regulation of signs and billboards on town roads.
18. On the issue of other regulation concerns, respondents were closely divided. Seventy-three (73) of those reporting “yes” made comments related to unsightly yards due to junk, trash and unlicensed vehicles. Another 30 comments included more regulations on mobile homes.

Government Services

19. More than one-third of respondents (35%) prefer to see new recreational facilities related to non-motorized recreational trail development, although motorized trail preferences ranked slightly higher than non-motorized trails. Slightly more than one-quarter would like to see additional Peshtigo River and Flowage access. Twenty-nine percent (29%) preferred no new recreational facilities and ranked this as their most preferred option. Other comments reported: improvements on boat landings and piers (35).
20. Nearly three-fourths (71%) of respondents feel that the town police protection can remain as is. Other comments suggested adding a one-cent tax to hire more county sheriff patrol time.
21. More than three-fourth of the respondents feel that fire and rescue services are adequate. Twelve (12) other respondents commented on the need for paid and/or full-time staff.
22. Thirteen percent (13%) or 197 people responding to this question provided comments related to no more services needed related to high taxes (56). Another ten (10) comments were related to airport services requested.

Industrial and Commerce Issues

23. More than two-thirds of respondents (68%) feel the level of industry in the Town of Stephenson is okay as is. Nearly one-third desire more.

24. Slightly more than half agree that the Town of Stephenson should encourage retail/commercial.
25. Fifty-six respondents referenced more retail shops in general with 13 focused on tourism and specialty stores. Fifty-nine respondents would like to see another grocery store while another 42 specifically mentioned more manufacturing.
26. More than three-fourths of respondents agree that the town should regulate business in predominantly residential areas.
27. About two-thirds of the respondents disagree with the statement that the Town of Stephenson needs an industrial development area.
28. More than half (55%) agree or strongly agree that the Town should promote festivals. Less than one-quarter disagree.
29. The majority of respondents (63%) agree or strongly agree that the Town of Stephenson should promote tourism.

Transportation

30. Less than half state the Town roads are adequate. Nearly one-third stated the road conditions, such as potholes and poor visibility, create safety concerns. Speeding (25) was the other largest comment while Parkway Road (25) was the most commonly referenced specific site of concern.
31. Most respondents (85%) stated the roads should be made safe but maintain much of the rustic beauty.
32. Nearly half (47%) of respondents feel the Town of Stephenson should pave as many roads as possible. Nearly one-third felt only major roads should be paved.
33. Nearly three-fourths of respondents stated plowing and sanding is okay regarding winter road maintenance. The remaining one-fourth would like to see salt or other materials added.

Environmental and Social Issues

34. Most of the respondents (94%) agree that maintaining the aesthetic beauty of the town is important.
35. More than three-fourths of the respondents (77%) agree that Town of Stephenson should enforce ordinances to maintain the aesthetic beauty of the town.
36. Most of the respondents (90%) agreed that woodland/wetland protection in the town is necessary.
37. Just over half (51%) sometimes or always agree that landowners should be compensated NOT to develop their land. Twenty-seven percent (27%) reported that this should never be an option. Of the additional comments concerning land development: 10 supported land development and 30 were against more land development

Visioning Exercise

A visioning exercise was conducted with the Town of Stephenson Comprehensive Plan Committee to describe the future of various elements discussed in the town's comprehensive

plan, including natural resources, economic development, and housing. The visioning process, was used to provide a foundation for developing the Town of Stephenson 20-Year vision statement and to generate development strategies to implement the *Town of Stephenson 20-Year Comprehensive Plan*. The town's vision statement is displayed later in this chapter

Intergovernmental Cooperation Workshop

An Intergovernmental Cooperation Workshop was conducted in June 2009 with the Town of Beaver and the Village of Crivitz. Representatives from each of the communities were invited to attend the workshop, along with neighboring municipalities, school districts, civic and recreational clubs, pertinent state and federal agencies, and other entities and departments that may be directly impacted by the implementation of the area's comprehensive plans. The workshop collected input on any existing or potential conflicts or positive relationships between the communities and their surrounding government jurisdictions. Participants were also asked to provide potential resolutions to the identified issues or concerns. The items applicable to the Town of Stephenson were addressed during the final stages of the comprehensive plan development process and incorporated into the implementation portion of the comprehensive plan. The list of issues and conflicts, and resolutions from the Intergovernmental Cooperation Workshop are displayed in Appendix D.

Intergovernmental cooperation stresses the importance of working cooperatively with neighboring jurisdictions by identifying existing or potential conflicts; communicating visions; and coordinating plans, policies and programs. These joint efforts will lead to accomplishing goals of mutual interest and promoting consistency between planning efforts. An inventory of formal intergovernmental agreements, shared resources, and consolidated services are also discussed.

The following is a listing of existing or potential conflicts facing the governmental jurisdictions. The list was generated on June 18, 2009 during an Intergovernmental Cooperation Workshop with the Village of Crivitz, the Town of Beaver, the Town of Stephenson, state departments, and other interested participants.

Existing or Potential Land Use Issues and Conflicts

- Annexation
- Protect water well located in Town of Stephenson (Village of Crivitz)
- Better well protection – planning (Stephenson/Crivitz)
- Better communication between Village of Crivitz and the Town of Stephenson when the Village of Crivitz wants to buy land
- Border land uses
- Land uses affecting roads
- DNR master forest plan vs. Town of Stephenson plan
- State and County buying land
- Shoreland zoning
- How does the county handle properties that owe back taxes?

Initiatives or Agreements With Surrounding Communities and Cooperative Efforts That Provide More Efficient and Cost Effective Services for Citizens

- Existing mutual agreement on fire protection/police
- Existing recycling agreement
- Existing (informal) equipment/crew agreement
- Informal road agreement
- V. of Crivitz police in T. of Stephenson
- Mutual agreements for natural disaster
- Schools – mutual agreements between School District of Crivitz and towns of Stephenson and Beaver and between the Coleman School District and the Town of Beaver
- Agreements between towns to enforce building permits, etc.
- Police protection in the Town of Stephenson provided by the Village of Crivitz

Ideas for Resolving Existing or Potential Conflicts

- Have representatives from each community attend board meetings and report back
- Share minutes
- Need more county board participation at the town level
- Share plans (trails, etc.) and communicate
- Mutual planning efforts/recreation
- Notification on border/plans – boundary agreements
- Planning commissions – meet quarterly
- Communicate before actions are taken.

Open Houses

Three open houses were conducted at different points throughout the planning process to present background information and plan recommendations to the public. Two open house/public information meetings were held at the approximate midpoint of the planning process to present countywide information that was used to develop *Volume II: Marinette County Resources of the Town of Stephenson 20-Year Comprehensive Plan*.

The third open house, held exclusively for the Town of Stephenson, was conducted at the conclusion of the second phase of the planning process. The purpose of this open house was to allow residents of the town and other interested individuals the opportunity to review and comment on the town's completed draft plan.

Note: Comments and questions from all open houses meetings are presented in Appendix A following the Public Participation Plan.

VISION STATEMENT

The following is the Town of Stephenson 20-Year Vision Statement as prepared by members of the Town of Stephenson Comprehensive Plan Committee:

In 2030, the Town of Stephenson has preserved its natural character and continues to promote the abundance of outdoor recreational activities that it has to offer; while protecting and respecting the individual rights of its citizens. The town has strived to safeguard the town's important natural features, including its woodlands, forest, streams, rivers, lakes and farm land, while promoting compatible development. The town has conscientiously protected private property rights and surface and ground water quality and quantity. The Town of Stephenson continues to support a high level of maintenance of its schools and the provision of quality education to its children. In order to foster better government and the most cost efficient public infrastructure possible the town continues to work cooperatively with the surrounding towns, the Village of Crivitz, Marinette County and the State of Wisconsin.

CHAPTER 2: INVENTORY, TRENDS AND FORECASTS

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INTRODUCTION

This section of the *Town of Stephenson 20-Year Comprehensive Plan* provides a summary of the town’s resource elements, which are also inventoried (at the County level) in *Volume II: Marinette County Resources*. The town’s past trends and projected future population, housing, economic development, etc. are also presented in this chapter.

Ultimately, the information described in this portion of the town’s comprehensive plan provides the foundation for the development of the Town of Stephenson 20-Year Future Land Use Plan (Chapter 3 of this document).

Description of Planning Area

Town of Stephenson Planning Area

The Town of Stephenson is located in the west central portion of Marinette County. The town encompasses an area of approximately 180 square miles or approximately 113,136,000 acres. Map 2.1 illustrates the general location of the Town of Stephenson in Wisconsin, while Map 2.2 illustrates the planning area.

Past Planning Efforts

Town of Stephenson 20 Year Comprehensive Plan

This *Comprehensive Plan* is the first such plan for the Town of Stephenson.

Community Wildfire Protection Plan (CWPP)

The plan identifies strategies aimed at protecting life, property, and the natural environment.

The purpose of this CWPP is to provide the Town of Stephenson, local fire departments, Marinette County, and the Wisconsin Department of Natural Resources (WDNR) with information and tools to help reduce potential risks associated with wildfires. It also provides information for the citizens of Stephenson to help prevent wildfire and be better prepared to deal with wildfire hazards, and it collaboratively identifies mitigation actions that will provide solutions to address the impacts of wildfire hazards.

Key recommendations (or mitigation strategies) identified in this plan include:

- Distribute information about wildfire mitigation.
- Send informational mailings to landowners about debris burning and burn barrels.
- Reduce hazardous fuels. Investigate adding a high capacity well.
- Develop visual aids for public education.
- Continued creation and maintenance of fuel breaks.
- Review CWPP.
- Provide additional brush collection site.
- Investigate the creation of guidelines for the placement of fire number signs.
- Investigate an additional or alternate designated Incident Command Post (ICP).

Additionally, the Town of Stephenson and WDNR will explore options to upgrade the facility on County Highway W to provide an additional or alternate designated ICP; and investigate the feasibility and explore available funding to acquire a fill truck or filling unit for the fire department to provide more versatility and options for extracting water for fire suppression.

Marinette County All-Hazards Mitigation Plan

Adopted in 2008, the primary focus of the *Marinette County All-Hazards Mitigation Plan* was to evaluate the planning area's (county) potential exposure to natural hazards (floods, tornados, etc.) and to identify appropriate mitigation strategies. The Plan identified areas of risk, assessed the magnitude of the risk, and developed strategies for reducing this risk. Within the context of the planning process the County was able to address issues related to incompatible land uses, the protection of critical facilities, and the reduction of community and taxpayer costs associated with natural disaster relief and rescue efforts. Completion and approval of the plan also made Marinette County eligible to apply for future disaster relief and mitigation project funds, enabling the County to implement some of the recommended mitigation strategies.

Marinette County Comprehensive Outdoor Recreation Plan

The *Marinette County Comprehensive Outdoor Recreation Plan (2007)* was developed to serve as a guide in the maintenance and development of the County's outdoor recreation facilities and to assist with the provision of a quality outdoor recreation experience for Marinette County residents and non-residents alike.

The document provides guidance to Marinette County and its communities in their effort to meet the recreational demands of its residents and visitors. The plan documents current recreational facilities and opportunities and identifies future needs in the development and coordination of outdoor recreation areas within the county. More importantly, the plan, when adopted by the county and communities, will ensure their eligibility to apply for grants through the Land and Water Conservation Fund (LAWCON) and other funds available.

The final chapter of the plan provides a five-year capital improvements budget and an operation and maintenance program for the outdoor recreation facilities in the County and the Town of Stephenson. The chapter also includes recommendations for bringing the County's recreational facilities into compliance with American's with Disabilities Act (ADA) requirements. Sources of funding for acquiring and maintaining park and recreation facilities are also identified.

Regulatory Controls

The Town of Stephenson does not administer a general zoning ordinance but does issue building permits, regulate setbacks from property lines and roads and administers a subdivision and platting ordinance.

The Town of Stephenson regulates the division of land through the *Town of Stephenson Subdivision Ordinance Title 14-A*. The Ordinance requires a certified survey map (CSM) for any land division creating one to four parcels in addition to the general (statutory) requirements for creating a "subdivision" (the creation of five or more parcels or building sites of one and one-half (1 ½) acres or less in area or parcels of 1 ½ acres or less in area by successive division within a five (5) year period).

TOWN RESOURCE INVENTORY

The following section of this chapter provides a brief inventory and description of the town's natural resources. Natural resources are often a defining feature for local communities. People depend on natural resources to provide a clean and abundant supply of groundwater; assure good air quality; and provide natural landscapes that are fundamental to a healthy and diverse biological community.

The Town of Stephenson features numerous surface waters, acres of woodlands including the Marinette County Forest, Peshtigo River State Forest and the Governor Thompson State Park and plentiful open space. Detailed descriptions and maps of the County’s (and town of Stephenson’s) natural resources are found in Chapter 5 of Volume II.

Geology

The resources that lie beneath the ground are very important when considering future development. The area of the state in which Stephenson is located, known as the Northern Highlands region, was once a mountainous area. Centuries of erosion eventually removed the mountains leaving behind bedrock comprised of granite and a mixture of igneous rocks and (relative to Marinette County) a topography that features some of the highest elevations in the state of Wisconsin.

The glacial drift in the Town of Stephenson consists primarily of outwash sand and gravel and loamy till. Glaciofluvial sediments in the form of lake sand are also found in the southwest portion of the town. The soils may be less than 30 feet thick in some areas and up to 300 feet in depth above the bedrock.

Some glaciofluvial deposits contained ice blocks which eventually melted and formed pits, also known as kettles. Over time many of these kettles collected and retained water, forming a number of the inland lakes that are found throughout the county and town.

Watersheds and Surface Waters

There are six distinct watersheds influencing surface water drainage in the Town of Stephenson. The Middle Peshtigo and Thunder Rivers and Middle Inlet and Lake Noquebay watersheds cover more than 75 percent of the town’s land surface. The Lower North Branch Oconto River watershed covers an area west of CTH P and south of CTH W in the southwest portion of the town. The Upper Peshtigo River watershed cover a small portion of the northwest portion of the town south of the Town of Silver Cliff and the Lower Peshtigo River watershed covers a small portion of the town west of USH 141 and north of the Town of Beaver. Ultimately, all six watersheds drain directly into Lake Michigan via Green Bay or a major river system. Each watershed contains a number of drainage basins. These basins serve to transport water through the watershed and into surface water. Deposition of sediment and runoff into these drainage basins can greatly impact an area’s water resources. Therefore, it may be important to protect these drainage basins from development in order to ensure maximum efficiency. Protection of area watersheds leads to protection of the town’s surface waters. Surface waters are abundant in the Town of Stephenson and play a significant role in the everyday life of the Town of Stephenson’s residents and visitors. The town contains a major river system and several named lakes and streams, in addition to many other unnamed surface waters. Major surface waters found in Stephenson include the Peshtigo River (including Caldron Falls and High Falls flowages); Little and Big Newton lakes, Kiss Lake, Left Foot Lake, Thunder Lake, Eagle Lake and Grass Lake.

Point source pollution can be defined as that which originates from a single point such as pipes, ditches, wells, and containers, while **nonpoint source pollution** can not be traced to one definitive source. Although exact sources of nonpoint source pollution can be difficult to identify, activities such as farming, construction and mining are known to produce pollution that can be carried away by runoff into local watersheds.

Priority and Non-Priority Watersheds

Both point and nonpoint source pollution continues to have a tremendous impact on Wisconsin’s watersheds. While rules can easily be put into place to regulate point source pollution, it is much more difficult to control nonpoint source pollution.

As a way to protect the state’s watersheds from nonpoint source pollution, the Wisconsin Nonpoint Source Water Pollution Abatement Program (NPS Program) was created in 1978 by the State Legislature and is managed by the WDNR. This program selected priority watersheds based on numerous factors, including but not limited to, the potential for unique species to respond positively to nonpoint source controls and sensitivity to phosphorus loading. The program has provided financial and technical assistance to landowners and local governments to reduce nonpoint source pollution by addressing land management activities that contribute to urban and rural runoff. Table 2.1 lists the projects in Marinette County that have received assistance under this program. Two of the four Priority Watersheds in Marinette County are found in the Town of Stephenson (the Middle Peshtigo/Thunder Rivers and Middle Inlet/lake Noquebay watersheds).

Table 2.1: Marinette County’s Priority Watershed Projects

Watershed	County(ies)	Year Designated	Project Status
Large-scale Priority Watershed Project			
Little River	Marinette, Oconto	1983	Project complete
Middle Peshtigo/Thunder Rivers	Marinette, Oconto	1955	Unknown
Small-scale Priority Watershed Project			
Bass Lake	Marinette	1990	Project complete
Priority Lake Project			
Lake Noquebay	Marinette	1992	Project complete

Source: Wisconsin Department of Natural Resources, 2007; Bay-Lake Regional Planning Commission, 2009.

Water Supply

All of the water used by the Town of Stephenson and its residents comes from groundwater. There is no municipal water supply in the town; therefore, all water is supplied via private wells. Fertilizers, manure, land application of sewage, pesticides, on-site sewage disposal systems, chemical spills, leaking underground storage tanks, landfills, existing land uses, and landowner practices are all potential pollutants for drinking water wells. The susceptibility of groundwater to contamination from these activities can be highly variable depending on location. Depth to bedrock, aquifer type, soil type, and depth to groundwater are all factors thought to influence susceptibility. Considering these factors, it can be concluded that groundwater is most susceptible to contamination in the areas of the town where the sand and gravel aquifer is present.

Woodlands

A large portion of the Town of Stephenson is made up of public owned lands. Over 28,000 acres of land in the town are in state, county or town ownership. The state and county forest are managed for a number of different uses including timber harvesting, forest preservation, and recreation.

Environmental Corridors

More than 49,600 acres in the town have been delineated as falling within an environmental corridor. An environmental corridor is a portion of the landscape that contains and connects natural areas, green space, and scenic, historic, scientific, recreational, and cultural resources. In developing this comprehensive plan, the following criteria were utilized in delineating the environmental corridors in the Town of Stephenson:

- WDNR inventoried wetlands (> 2 acres) with a 50-foot buffer;
- 100-year floodplains;
- Surface waters with a 75-foot buffer.
- Steep slope ($\geq 12\%$); and

Each individual feature within the environmental corridors is referred to in this plan as a “plan determinant.” Given the current and existing regulations governing lands that lie within a floodplain, have been designated as wetland or are within the minimum 75’ setback from a shoreline these lands are not suitable for development. For more information regarding environmental corridors, wetlands, floodplains, soils, and surface waters please see Chapter 5 of *Volume II: Marinette County Resources*.

These environmental corridors, along with other identified areas of environmental significance, should be considered when making decisions regarding future development in Stephenson. These spaces serve a vital role in protecting local water quality; serving as buffers between different land uses; controlling, moderating, and storing floodwaters; providing nutrient and sediment filtration; and providing fish and wildlife habitat and recreational opportunities.

Cultural Resources

The National Register of Historic Places is the nation’s official list of cultural resources worthy of preservation. There are no cultural resources within the Town of Stephenson on the current list.

Economic Resources

The Town of Stephenson’s economy is heavily influenced by its forest and water resources. The State and County Forest and other woodlands in the town provide a number of jobs and opportunities for local businesses. The forests and lakes promote tourism and attract a number of seasonal residents which further enhances opportunities for local retailers and service providers.

Transportation Facilities

Highways and Roads

USH 141 is a major state arterial route that services the Town of Stephenson and is one of the most heavily traveled roads in northeastern Wisconsin. In 2006, the annual average traffic volume of USH 141 at the CTH W intersection was 9,200 vehicles daily. The function of an arterial highway is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely, and efficiently. The town is also serviced by three major collector roads, County Highway A, CTH W and CTH X, and a minor collector road, Parkway Road. Collector roads take traffic from the local road system (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to arterial highways, farm markets, agricultural service centers, and larger urban areas.

The transportation facility inventory conducted for the Town of Stephenson has established that the Town has jurisdiction and responsibility over more than 211 miles of local roads. The county currently has jurisdiction over, and responsibility for, approximately 41 miles of highway located in the Town of Stephenson. United States Highway 141 comprises approximately 2.50 percent (six miles) of the total road system. The respective jurisdictional responsibility relative to the county and town highway system includes maintenance, repair and reconstruction of the highways as required. The primary funding source for maintaining, rehabilitating and reconstructing the county highway system is the state’s disbursement of general transportation aids.

Table 2.2: Road Miles by Functional Classification, Town of Stephenson, 2008

Municipality Name	Gross Miles	County Miles	Municipal Miles	County Jurisdiction			Municipal Jurisdiction		
				Arterial	Collector	Local	Arterial	Collector	Local
Town of Stephenson	252.18	41.02	211.16		41.02			17.45	193.71
Village of Crivitz	18.09	3.14	14.95		3.14				14.95
Marinette County	1,967.39	341.63	1,625.76	4.71	313.24	23.68	9.77	113.30	1,502.69

Source: Wisconsin Information System for Local Roads, 2008; and, Bay-Lake Regional Planning Commission, 2009.

Crivitz Municipal Airport

Crivitz Municipal Airport is located in the Town of Stephenson, three (3) miles southwest of the Village of Crivitz. The airport is owned by the Town of Stephenson and maintained by a facility manager (FBO). It can be accessed by County Trunk W, from USH 141. The facility is classified as a Basic Utility-A (BU-A) airport, indicating that it is designed to accommodate aircraft of less than 6,000 pounds gross weight, with approach speeds below 91 knots and wingspans of less than 49 feet, typically single-engine piston. This airport has one asphalt runway that is 2,155 feet long and one turf runway that is 1,270 feet long. This facility provides no additional services.

For further transportation information as it pertains to the Town of Stephenson and other Marinette County communities, including an inventory of facilities, applicable transportation plans, funding opportunities, and recommendations, please refer to Chapter 8 of *Volume II: Marinette County Resources*.

Public Facilities, Utilities, and Services

An assessment of existing community and public facilities needs to be made to determine any current or future issues that may cause potential problems in meeting future development needs. Information regarding county-wide community and public facilities, including location and serviceability, can be found in Chapter 9 of *Volume II: Marinette County Resources*. The majority of the information located here and in Chapter 9 was solicited from a survey that was sent to the Town of Stephenson Clerk, interviews with town officials and from past planning efforts. The survey asked for information regarding existing community and public facilities as well as any existing needs the town has that are associated with those facilities.

The Stephenson Town Hall is located W11280 CTH X. The Town Hall is attached to the fire station and features a large meeting room and offices for town officials.

The town does not supply its own police protection. Instead, the Marinette County Sheriff’s Department provides police services to the town’s residents. The County Sheriff’s Department is based out of the County Courthouse in the City of Marinette. The town also relies on the Marinette County Jail for any incarceration needs.

The town does, however, provide its own fire protection and emergency medical services. The fire department is located on W11280 CTH X with a secondary station located at W12580 CTH W. The town is responsible to provide fire protection services to its own residents and also maintains mutual aids agreements with the surrounding towns. The town's emergency medical services are provided by the Crivitz Rescue Squad located at 1100 Henriette Avenue in Crivitz and the Twin Bridge Rescue Squad.

Dams

A "dam" is an artificial barrier that has the ability to impound water, wastewater, or any liquid-borne material for the purpose of storage or control of water. The Wisconsin Department of Natural Resources (WDNR) regulates the permitting of new dam construction, repairs, reconstruction, ownership transfers, water levels, and abandonment. Many dams in the state have been in place since the late 1800s, and a great deal of time must be invested in inspecting aging dams and making sure they comply with public safety requirements, and environmental regulations.

The federal government has jurisdiction over most large dams in Wisconsin that produce hydroelectricity - approximately five percent or nearly 200 dams. The Wisconsin Department of Natural Resources regulates the rest of the dams.

As identified by the WDNR, there are a total of 39 dams in Marinette County with 11 of those located in the Town of Stephenson. Of the 39 dams in the county, nine (9) are classified by the WDNR as large dams, meaning they have a structural height of over six feet and impound 50 acre-feet or more. The WDNR assigns hazard ratings to large dams within the state based on existing land use and land use controls (zoning) downstream of the dam. A high hazard rating indicates that a failure would likely result in loss of life. A significant hazard rating indicates that a failure could result in significant property damage. A low hazard rating is given when a failure would result in only minimal property damage and loss of life is unlikely. In the Town of Stephenson there are four dams that have a high hazard rating (Table 2.3).

In the Town of Stephenson, all of the large dams with a high hazard rating are owned by Wisconsin Electrical Power Company (a.k.a. WE Energies) and are located on the Peshtigo River. For each of these dams, WE Energies has prepared a Short Form Emergency Action Plan that is intended for the use of agencies that would be responsible for the evacuation and/or notification of affected private parties in the event of flooding or failure of a dam. Each plan assesses a "worst-case" scenario for dam failure at the time of the normal flow or sunny day failure, failure during a 100-year flood, and a failure during the flood designated as the Inflow Design Flood (IDF) - the flood flow above which the incremental increase in water surface elevation due to the failure of a dam is no longer considered to present an unacceptable threat to downstream life and property. These assessments include the identification of all dams located upstream and downstream of the dam, identification of communities located downstream of the dam, coordination of responsibilities under the Emergency Action Plan, and evacuation maps. Copies of the plans are available at the office of the Marinette County Emergency Management Director and the Marinette County Sheriff's office.

The areas vulnerable to dam failure flooding include those areas within the hydraulic shadow of the dam. The hydraulic shadow of the dam is the area of land downstream from a dam that would be inundated by water upon failure of the dam during the regional flood.

Chapter 31 of the Wisconsin Statutes, created in 1917 under the Water Power Law, was developed to ensure that dams are safely built, operated and maintained. NR 333 of the Administrative Code provides design and construction standards for large dams, and NR 335 (Wis. Admin. Code) covers the administration of the Municipal Dam Repair and Removal Grant Program. Wisconsin DNR is responsible for administration of these regulations. Chapter 31 covers dam construction, permitting, safety, operation and maintenance. It also covers alteration or repair of dams, dam transfer and removal, and water level and flow control.

Table 2.3: Dams, Risk Rating, Water Body, and Location, Town of Stephenson

Dam Official Name	Risk	Stream Name	Range	Direction	Township	Section	Q ¹	QQ ²
Caldron Falls	High	Peshtigo	18	E	33	10	NE	NW
High Falls	High	Peshtigo	18	E	32	01	NW	SE
Johnson Falls	High	Peshtigo	19	E	33	32	SW	SW
Sandstone Rapids	High	Peshtigo	19	E	32	24	NE	SE
Glen Lake	Low	Seepage Creek	19	E	33	32	NE	NW
Lower Thunder Mtn Fish Hatch	Low	Little Thunder	18	E	32	05	NW	SE
Lower Thunder Mtn Fish Hatch	Low	Little Thunder	18	E	32	05	NW	SE
Thunder Mountain Fish Hatcher	Low	South Fork Thunder	18	E	32	05	NW	SW
Thunder Mtn Fish Hatchery	Low	Thunder	18	E	32	05	NW	SW
Groh, Reinhold	n/a	Unnamed	19	E	33	32	SE	E
Schiek Dam	n/a	Handsaw Sreek	18	E	33	34	NE	SW

Q¹ Quarter Section

Q² Quarter-Quarter Section

Source: Wisconsin Department of Natural Resources, 2009; Bay-Lake Regional Planning Commission, 2009.

DEMOGRAPHIC TRENDS AND FORECASTS

Population

Historic Population Trends

Analyzing changes in the trends and characteristics of a community’s population and housing is important in understanding the needs of its current and future populations.

As illustrated by Figure 2.1, the Town of Stephenson has experienced an increase in population by more than 2,200 persons since the year 1900. Generally, the town’s population has steadily increased in almost every decade between 1900 and 2000, with a substantial increase of nearly 800 persons between 1990 and 2000. The slight decrease in population between 1970 and 1980 coincides with the incorporation of the Village of Crivitz in 1976.

Town of Stephenson Year 2000 Population Characteristics

Population: **3,065**

Median Age: **48.5**

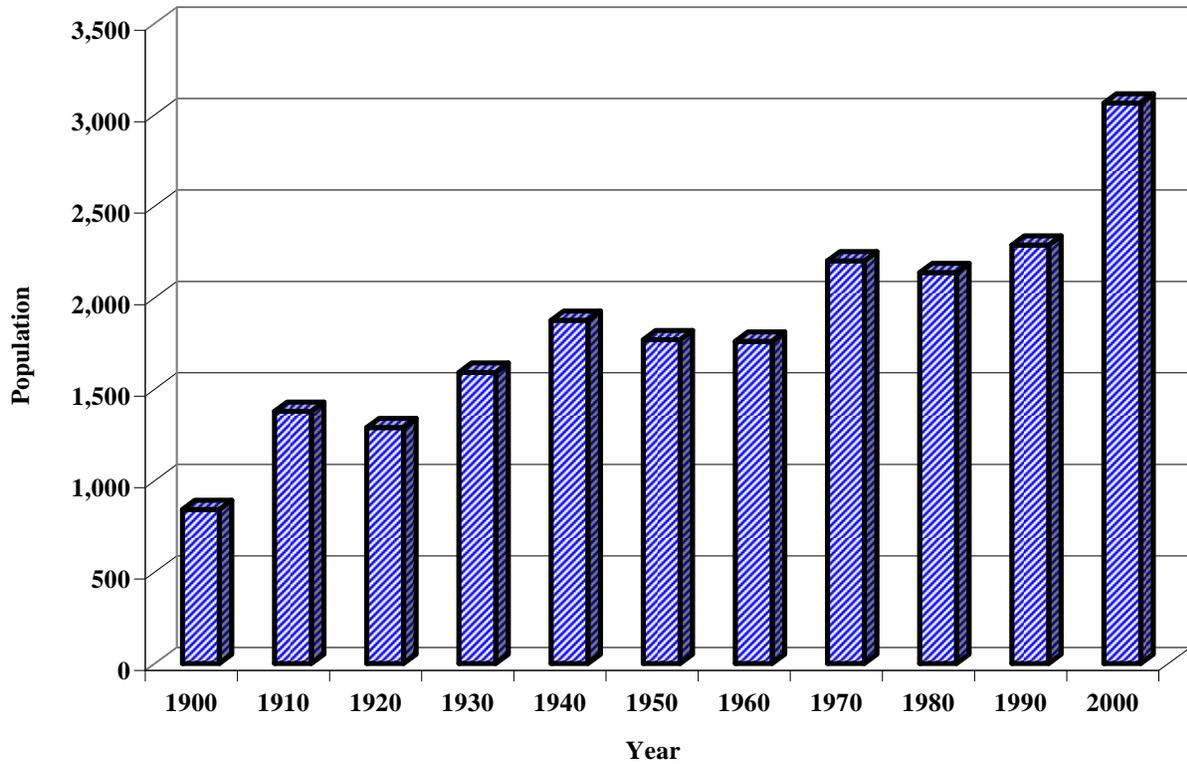
Age Groups:

Ages 5-17: 14.7%

Ages 18-64: 60.8%

Ages 65+: 20.7%

Figure 2.1: Historic Population, Town of Stephenson, 1900 - 2000



Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; U.S. Bureau of the Census, Census of Population and Housing, 1980, 1990, and 2000; and Bay-Lake Regional Planning Commission, 2009.

Median Age

The community’s median age indicates that half of the community’s population is older than the median age and half are younger. The aging of the town’s population is evident in the significant increase in the population’s *median age* between 1990 and 2000. Wisconsin’s Department of Administration estimates that by 2035 there will be 1,486,000 persons aged 65 or greater compared to 703,000 counted in 2000, an increase of 111.5 percent. In the Town of Stephenson the median age increased from 42.3 years old in 1990 to 48.5 years old in 2000.

Table 2.4: Median Age, 1970 - 2000, Town of Stephenson, Selected Communities, County and State

Geographic Location	1970	1980	1990	2000
Town of Stephenson	37.3	38.5	42.3	48.5
Town of Beaver	31.1	31.6	35.8	41.4
Town of Lake	31.4	29.4	35.3	41.6
Town of Pound	26.5	29.1	32.6	37.5
Marinette County	33.5	32.1	35.6	40.5
State of Wisconsin	27.2	29.4	32.9	37.9

Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; U.S. Bureau of the Census, Census of Population and Housing, 1980, 1990, and 2000; and Bay-Lake Regional Planning Commission, 2009.

Population Projections

By inventorying past population trends it is possible to project future growth. Population projections allow the Town of Stephenson to estimate the area’s future needs for housing, utilities, transportation, recreation, and a number of other population influenced services. For this comprehensive plan, the town utilized three different projection methods to determine a range of possibilities:

- 1) WDOA projections developed in 2009;
- 2) growth projection; and
- 3) linear projection.

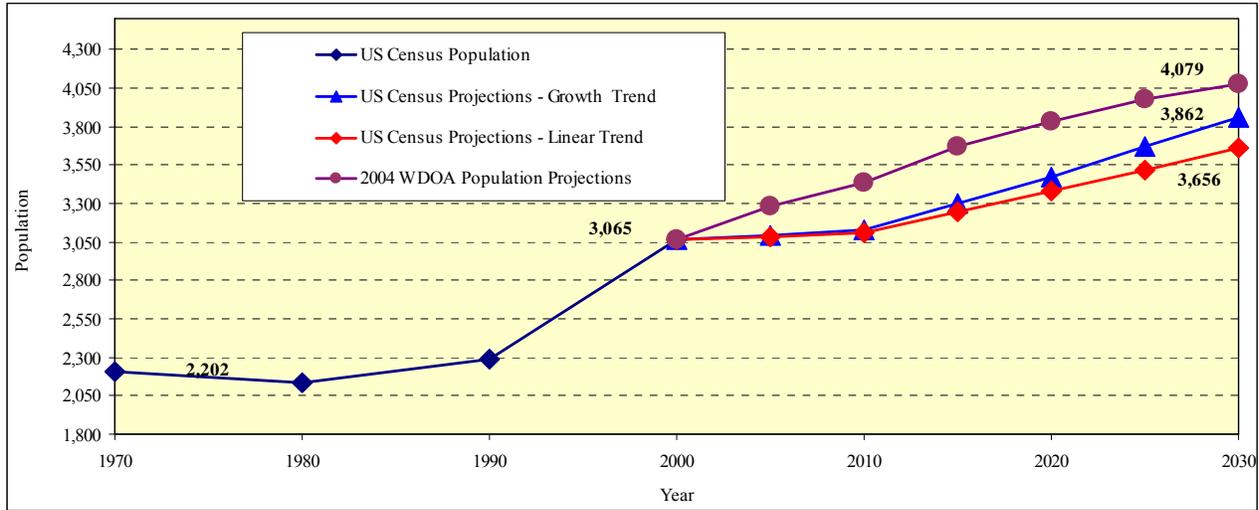
More information on these methods can be found in Chapter 6 of *Volume II: Marinette County Resources*. Table 2.5 and Figure 2.2 illustrate these projections.

Table 2.5: Population Trends and Projections, Town of Stephenson, 1970 - 2030

Town of Stephenson	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030	# Change 2000 - 2030	% Change 2000 to 2030
US Census Population	2,202	2,137	2,288	3,065								
US Census Projections - Growth Trend				3,065	3,095	3,124	3,299	3,474	3,668	3,862	797	26.01
US Census Projections - Linear Trend				3,065	3,087	3,108	3,245	3,382	3,519	3,656	591	19.28
2004 WDOA Population Projections				3,065	3,283	3,436	3,671	3,836	3,977	4,079	1,014	33.08

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2000; Wisconsin Department of Administration, Official Population Projections, 2004; and Bay-Lake Regional Planning Commission, 2007.

Figure 2.2: Population Trends and Projections, Town of Stephenson, 1970 - 2030



Source: U.S. Bureau of the Census, Census of Population and Housing, 1970 - 2000; Wisconsin Department of Administration, Official Population Projections, 2004; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties, 2000 – 2030, January 2004; and Bay-Lake Regional Planning Commission, 2009.

Seasonal Population Projections

Given the Town of Stephenson’s significant estimated year 2000 seasonal population, it is important to also conduct a projection of the number of seasonal residents that may be living in Stephenson.

- The result is an anticipated increase in seasonal population from approximately 5,207 in 2000 to 6,758 in 2025.

Table 2.6: Projected Seasonal Population, Town of Stephenson and Adjoining Towns, 2005 - 2025

Geographic Location	Estimated 2000 Seasonal Population	Projected Seasonal Population				
		2005	2010	2015	2020	2025
Town of Stephenson	5,207	5,557	5,920	6,245	6,530	6,758
Town of Silver Cliff	1,806	1,983	2,162	2,327	2,479	2,604
Town of Wausaukee	1,392	1,463	1,538	1,601	1,656	1,698
Town of Beaver	167	173	179	185	189	191
Town of Lake	230	236	244	251	256	259
Town of Middle Inlet	606	636	667	695	719	736

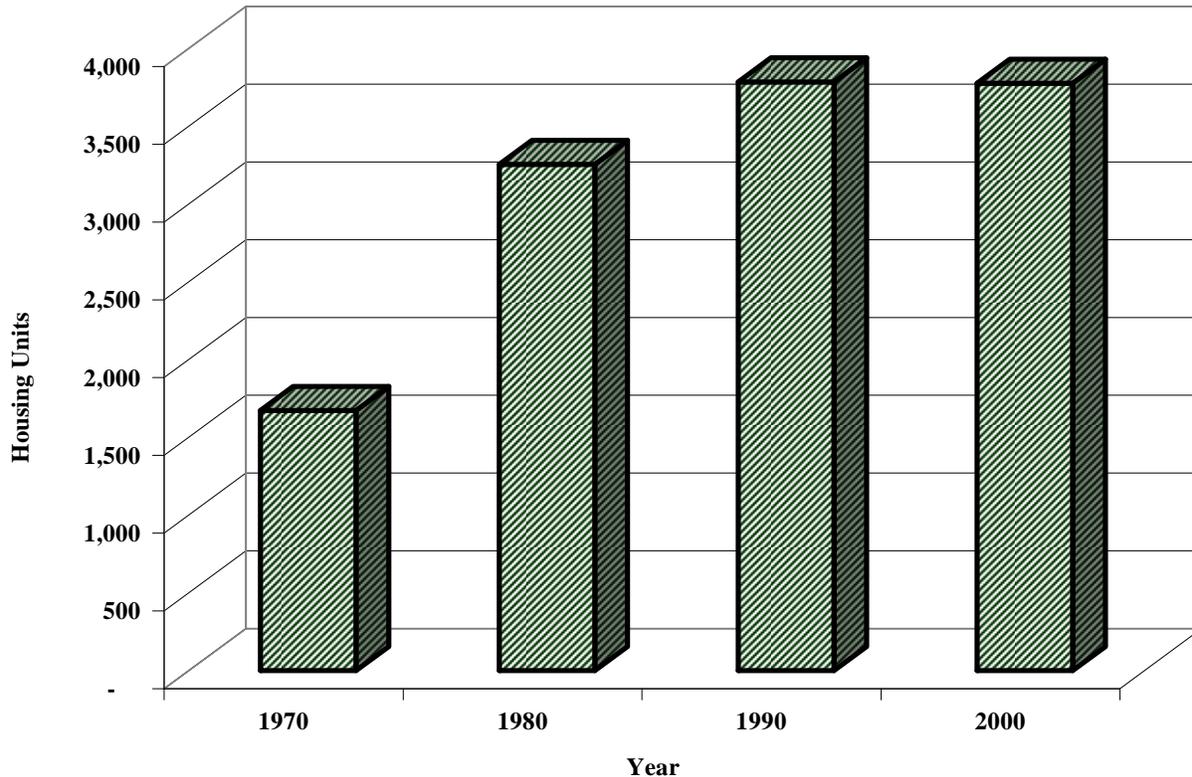
Source: U.S. Bureau of the Census, 2000; and Bay-Lake Regional Planning Commission, 2009.

Housing

Housing Trends and Characteristics

As reported by the U.S. Census, and illustrated by Figure 2.3, the Town of Stephenson housing units increased by nearly 126 percent, or 2,104 units, between 1970 and 2000.

Figure 2.3: Historic Housing Units, Town of Stephenson, 1970 - 2000



Source: U.S. Bureau of the Census, 1970, Series 100, Table 2; 1980 Census of Population and Housing, STF 1A, Table 4; 1990 Census of Population and Housing, STF 1A; 2000 Census; WDOA Revised Census Counts, 2000 and 2003; and Bay-Lake Regional Planning Commission, 2009.

The U.S. Census housing counts from both 1990 and 2000 indicate that there were more seasonal housing units in the Town of Stephenson than there were full-time occupied units.

- In 2000, the town contained 2,335 seasonal housing units compared to 1,369 full-time occupied units. This is a ratio of 1.7 seasonal units to 1 occupied unit.

Housing Projections

The Town of Stephenson utilized three different projection methods to evaluate future housing possibilities:

- 1) Projections developed by WDOA in 2004;
- 2) Growth projection; and
- 3) Linear projection.

These projections reflect future occupied housing units which include seasonal cottages. Housing units which were classified as vacant at the time of the 2000 Census are not included. Table 2.7 and Figure 2.4 illustrate the occupied housing unit projections.

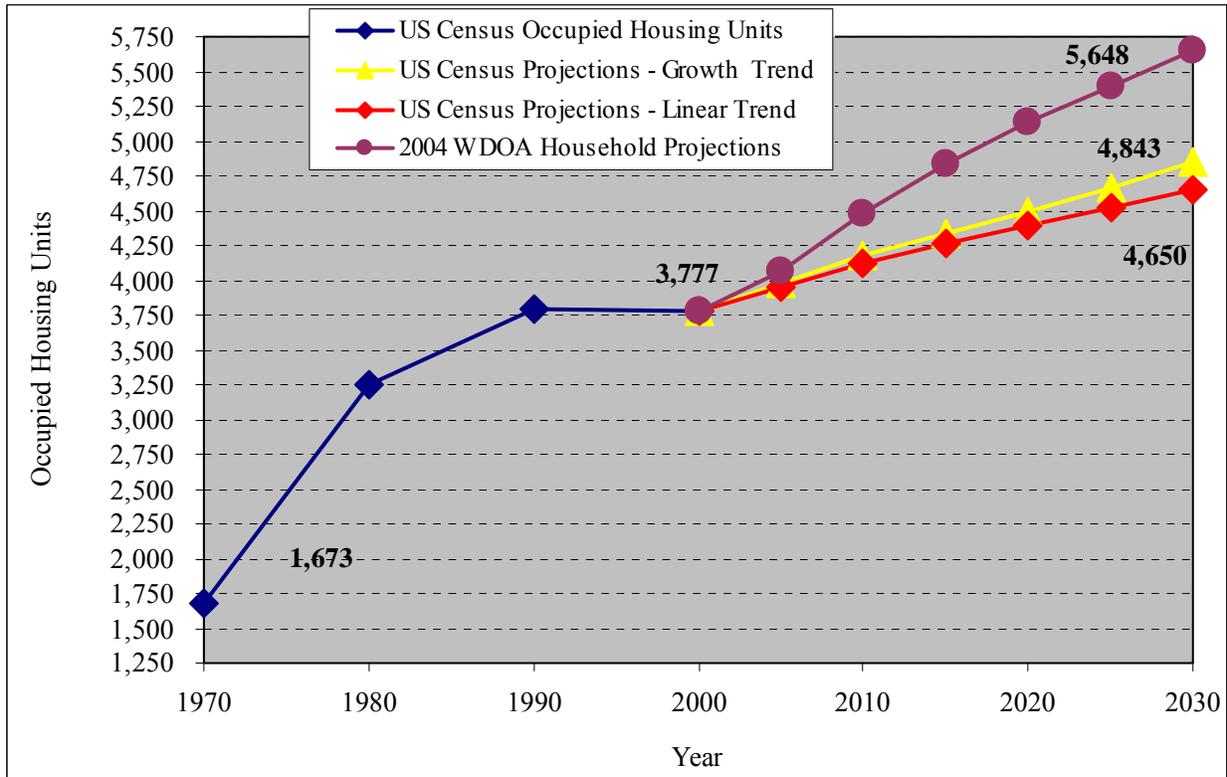
More information on housing characteristics, as well as projection methods for Marinette County and all of its municipalities can be found in Chapter 6 of *Volume II: Marinette County Resources*.

Table 2.7: Occupied Housing Trends and Projections, 1970 - 2030

Town of Stephenson	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030
US Census Occupied Housing Units	1,673	3,255	3,786	3,777						
US Census Projections - Growth Trend				3,777	3,976	4,174	4,335	4,496	4,670	4,843
US Census Projections - Linear Trend				3,777	3,953	4,128	4,259	4,389	4,520	4,650
2004 WDOA Household Projections				3,777	4,068	4,478	4,835	5,138	5,387	5,648

Source: U.S. Bureau of the Census, 1970 - 2000 Census of Population and Housing; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties, 2000 – 2030, January 2004; and Bay-Lake Regional Planning Commission, 2009.

Figure 2.4: Housing Trends and Projections*, 1970 - 2030



*2009 WDOA projections and BLRPC projections are for *occupied* housing units only

Source: Source: U.S. Bureau of the Census, 1970 - 2000 Census of Population and Housing; WDOA Final Household Projections for Wisconsin Municipalities, 2000 – 2025, January 2004; WDOA Final Household Projections for Wisconsin Counties, 2000 – 2030, January 2004; and Bay-Lake Regional Planning Commission, 2009.

Economic Development

The Town of Stephenson’s economy is heavily influenced by its forest and water resources. The woodlands and lakes promote tourism and attract a significant number of seasonal residents which further enhances opportunities for local retailers and service providers.

Of those that are part of the town’s labor force, the majority, 24.12 percent are employed in service occupations, 23.42 percent, are employed in management, professional or related occupations; and, 21.12 percent are employed in production, transportation, and material moving or service related occupations.

*Town of Stephenson
Year 2000 Economic Characteristics*

1999 Median Household Income: **\$34,516**

Education Levels (Ages 25 & over):

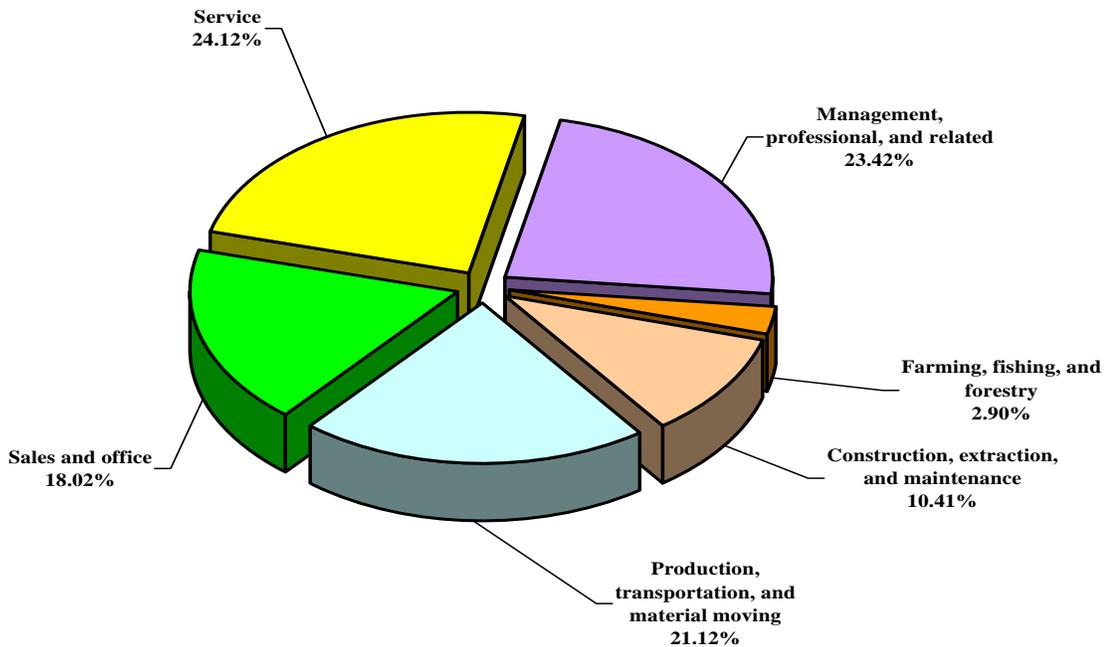
High School Graduate: 51%

Associate Degree: 6 %

Bachelor’s Degree: 5.2 %

Graduate or Professional Degree: 2.3%

Figure 2.5: Occupation of Employed Persons, Town of Stephenson, 2000



Source: U.S. Bureau of the Census, Census 2000; and Bay-Lake Regional Planning Commission, 2008.

Table 2.8: Employment by Industry Group, Town of Stephenson and Adjacent Communities, 2000

Geographic Location	Management, professional, and related		Service		Sales and office		Farming, fishing, and forestry		Construction, extraction, and maintenance		Production, transportation, and material moving	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Town of Stephenson	319	23.4	328	24.1	246	18.0	40	2.9	142	10.4	288	21.1
Town of Silver Cliff	28	17.6	23	14.5	48	30.2	5	3.1	27	17.0	28	17.6
Village of Crivitz	74	19.6	91	24.1	75	19.8	4	1.1	43	11.4	91	24.1
Town of Beaver	129	25.5	60	11.9	95	18.8	30	5.9	41	8.1	151	29.8
Town of Middle Inlet	76	21.5	47	13.3	76	21.5	8	2.3	53	15.0	94	26.6
Town of Lake	142	26.2	76	14.0	90	16.6	31	5.7	88	16.2	115	21.2

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-2000; and Bay-Lake Regional Planning Commission, 2009.

LAND USE

Town of Stephenson Land Use Inventory

Of the 113,137 acres that comprise the Town of Stephenson, approximately 9,646 acres, or 8.51 percent of the total land area in the Town is developed indicating that the parcel has been improved with and including but not limited to structures, roads, utility infrastructure, play equipment, etc, (Table 10-1). Approximately 104,000 acres is categorized as undeveloped. The total of undeveloped land includes agricultural cropland; rivers and streams, natural areas and woodlands.

The developed land within the Town includes approximately 2,570 acres in a mixture of residential uses; 187 acres in commercial land uses; 103 acres in manufacturing or industrial uses; more than 2,750 acres in transportation use; 13.65 acres in institutional or governmental uses; 3,684 acres developed as parks and playgrounds and 275 acres developed for agriculture that includes farm residences, barns, silos, sheds and outbuildings.

Additionally, the Town of Stephenson is comprised of more than 100,000 acres of land that is classified as Agricultural (including private tree farms and nurseries) and Natural Areas.

Table 2.9: General Land Use Acres and Percent Developed, Town of Stephenson, 2009

Town of Stephenson Land Use	Acres	Percent of Total Land Area	
Developed Land	9,646.35	8.51%	
Undeveloped Land	103,765.39	91.49%	
Total Land Area	113,411.74	100.00%	
Land Use by Category	Acres	Percent of Developed Land	Percent of Total Land Area
Residential	2,569.86	26.64%	2.27%
Commercial	187.01	1.94%	0.17%
Manufacturing/Industrial	103.20	1.07%	0.09%
Transportation	2,758.99	28.60%	2.44%
Communications/Utilities	54.93	0.57%	0.05%
Institutional/Governmental	13.65	0.14%	0.01%
Agricultural/Silviculture Farm Buildings	274.59	2.85%	0.24%
Agricultural/Silviculture Cropland etc.	11,086.40		9.80%
Outdoor Recreation	3,684.13	38.19%	3.26%
Natural Areas	92,404.40		81.67%
Total Area	113,137.15	100.00%	100.00%

Source: Bay-Lake Regional Planning Commission, 2009.

Land Use Types and Amount

A detailed field inventory of land uses in the Town of Stephenson was completed by the Bay-Lake Regional Planning Commission in 2008 and updated in 2009. Map 2.6 displays the land use within the town.

The following list of land use categories is based on a methodology created by the Bay-Lake Regional Planning Commission for conducting land use inventory only. This list is *not* intended to create specific definitions for regulatory purposes.

The Residential Land Use category includes land used for non-transient-occupant dwelling units, both transportable and permanent structures. Uses are broken into the following subcategories: *Single Family, Two Family, Multi-Family, Mobile Home* and *Group Quarters*.

Nearly 2,015 acres of the 2,570 acres used for residential purposes is comprised of single family residential property. Nearly 460 acres are developed as mobile home sites.

The Commercial Land Use category includes lands used for retail sales or trade of goods and/or services, including enclosed participatory sports, lodging, and commercial head offices.

Approximately 187 acres is currently utilized for commercial purposes.

The Industrial Land Use category includes lands used for fabrication of products, for wholesaling of products, for long-term storage of products and for extraction (mining) or transformation of materials.

Approximately 103 acres is categorized as industrial land uses with 47 acres of the total identified as extractive mining site(s).

The Transportation Land Use category includes land corridors that serve the movement of people or materials, including related terminals and parking facilities. Uses include motor vehicle, air, marine, rail, and non-motorized-related transportation.

Transportation related land use accounts for 2,759 acres of the land within the Town and includes 2,162 acres used for town roads and more than 196 acres used for county highways.

The Communication/Utilities Land Use category includes land used for the generation, processing, and/or transmission of electronic communication or of water, electricity, petroleum or other transmittable products, and for the disposal, waste processing and/or recycling of by-products.

There are just 54.93 acres of land in the Town that are classified and used for communication and utility purposes.

The Institutional/Governmental Facilities Land Use category consists of lands used for public and private facilities for education, health, or assembly; for cemeteries and related facilities; and for all government facilities used for administration or safety except public utilities and areas of outdoor recreation.

Within the Town, 13.65 acres are used for institutional and governmental purposes including the town hall and cemeteries.

The Outdoor Recreation Land Use category includes lands used for outdoors sports and general recreation facilities, including picnic areas, playgrounds and ball diamonds.

The Town has more than 3,684 acres of land devoted to recreational uses.

The Agriculture/Silviculture Land Use category includes lands used for the growth or husbandry of plants and animals and their products and for associated facilities such as sheds, silos and other farm structures.

This category also includes the cropland and pasture areas located within the Town (10,501 acres) where the land is primarily used for the cultivation of plants in addition to grasses for grazing and land developed for farm residences and support structures such as barns and silos (275 acres).

The Natural Areas Land Use category includes water areas; undeveloped that is primarily in a natural state including wetlands, grasslands and prairies, woodlands; land undergoing change from natural areas to another land use; and conservancy areas. In the “woodland” category, Marinette County Forest owns 16,667.94 acres of the total of woodland acres. The State of Wisconsin owns 7,029.27 acres and the Town owns 223.76 acres.

Table 2.10: Woodland Category Ownership, Town of Stephenson, 2009

Woodland Ownership	Acres
Marinette County	16,667.94
State of Wisconsin	7,029.27
Town of Stephenson	223.76
Total Public Owned Woodlands	23,920.97
Private Woodland Ownership	58,808.83
Total Woodlands in the Town of Stephenson	82,729.80

Source: Bay-Lake Regional Planning Commission, 2009.

Table 2.11: Land Use Categories and Acres, Town of Stephenson, 2008

Land Use Detail	Acres	Land Use Detail	Acres
Residential		Institutional/Governmental	
Single Family Residential	2,014.82	Administrative Buildings	1.40
Single Family Residential Garage	76.09	Municipal Garages	2.45
Mobile Homes	458.53	Police/Fire Stations/Offices	0.70
Land Under Development	2.81	Museums	1.82
Residential Open Space	2.98	Fraternal Organizations/Clubhouses	2.42
Vacant Residential	14.64	Churches/Temples/Synagogues	1.50
Total Residential	2,569.86	Cemetaries	1.96
		Vacant Institutional/Governmental	1.41
		Total Institutional/Governmental	13.65
Commercial		Communication/Utilities	
Retail Sales	173.56	Electric Power Plants	2.82
Commercial Garage	1.32	Telephone and Telegraph	0.34
Retail Services	11.47	Natural Gas Terminals/Plants	1.41
Vacant Comercial	0.66	Electric Power Substations	2.08
Total Commercial	187.01	Towers	0.81
		Natural Gas Substations	0.36
Industrial/Manufacturing		Other Liquid Fuel Substations	2.05
Manufacturing	53.49	Stations	3.77
Extractive Industries	47.09	Waste Processing/Disposa/Recycling	4.97
Enclosed Storage	2.62	Landfills	34.45
Total Industrial/Manufacturing	103.20	Trash Dump	1.55
		Auto Salvage/Recycling	0.33
		Total Communications/Utilities	54.93
Transportation		Agricultural/Silviculture	
United States Highway (Federal)	64.75	Fallow Fields	56.38
County Highways	196.31	Croplands/Pastures	10,501.41
Local Roads	2,162.44	Long-Term Speicalty Crops	511.20
County Forest	138.24	Animal Husbandry	0.25
Off-Street Parking	3.43	Fish Hatchery/Aquaculture	8.88
Rail Related	95.43	Farm Buildings/Accessories	274.59
Air Port Related	98.39	Vacant Agricultural	8.27
Total Transportation	2,758.99	Total Agricultural/Silvacultural	11,360.99
		Natural Areas	
Outdoor Recreation		Lakes	1,003.04
Park Garage/Storage	1.05	Reservoirs and Ponds	1,810.49
Campgrounds	350.97	Rivers and Streams	1,877.66
Lawns/Yards	2.71	Natural Areas/Open Space	4,983.41
Picnic Areas	2,988.06	Woodlands	82,729.80
Golf Courses	324.68	Total Natural Areas	92,404.40
Boat Launching Sites/Areas	16.66		
Total Outdoor Recreational	3,684.13		

Source: Bay-Lake Regional Planning Commission, 2008

Existing Land Use Issues and Conflicts

- Development pressures on natural features, primarily surface waters and woodlands, along with development infringing on environmental corridors, impacting surface and groundwater quality.
- Difficult to anticipate trends of seasonal population. Housing market could have major impact on future development of seasonal units. Also unknown how many seasonal units will be converted to year-round residences.
- Conversion of agricultural lands to other uses.
- Incompatibilities with farm and non-farm development as development pressures increase.
- Work cooperatively with Marinette County and surrounding towns regarding development patterns at boundaries.

Anticipated Land Use Trends

- Push for more lake development, particularly secondary tier growth. There may be additional pressure to develop other natural areas, including woodlands, as the lakeshore property becomes scarce.
- More commercial/light industrial development along USH 141, CTH A, CTH W CTH X and Parkway Road.
- Increasing presence of subdivisions.
- Fragmentation of woodlands and other large areas of contiguous open space.
- Development pressure around public lands.
- Development Consideration
- Land prices will likely continue to increase, particularly around lakes and in wooded areas.
- Ability to alert residents of emergencies and supply location to provide shelter.
- Current condition of roads. Consider which roads are currently capable of handling increased traffic flows and those that may need to be upgraded to accommodate future growth.
- The Town will need to continually monitor and expand when necessary existing telecommunications related infrastructure to ensure the needs of their residents and businesses are met.

DESIGN YEAR LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Wisconsin Statutes require Comprehensive Plans to include projections in five-year increments for future residential, commercial, industrial and agricultural land uses in the community over the 20-year planning period. The Town of Stephenson future land use projections can be viewed in Table 2.12.

Residential Acreage Needs - Projections

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

- the town’s projected housing needs (from Table 2.7),
- an average lot size of 3 acres per dwelling unit,
- a multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

Note: The projections are for single family homes and do not account for multiple family and apartment complexes which have greater residential densities.

Table 2.12: Future Land Use Needs Projections - Residential and Commercial

Scenario 1: 2004 WDOA Projections				
Year	New Housing Units	Acres/DU	Market Value	Acres Needed
2005	291	3	1.25	1,091
2010	410	3	1.50	1,845
2015	357	3	1.75	1,874
2020	303	3	2.00	1,818
2025	249	3	2.25	1,681
2030	261	3	2.50	1,960
Total (New HU) and Acres	1610			10,269

Scenario 2: Projections (Growth Trend)				
Year	New Housing Units	Acres/DU	Market Value	Acres Needed
2005	199	3	1.25	744
2010	199	3	1.50	893
2015	161	3	1.75	846
2020	161	3	2.00	967
2025	174	3	2.25	1,172
2030	174	3	2.50	1,302
Total (New HU) and Acres	893			5,924

Scenario 3: Linear Growth				
Year	New Housing Units	Acres/DU	Market Value	Acres Needed
2005	176	3	1.25	658
2010	176	3	1.50	790
2015	131	3	1.75	685
2020	131	3	2.00	783
2025	131	3	2.25	881
2030	131	3	2.50	979
Total (New HU) and Acres	743			4,776

Source: Bay-Lake Regional Planning Commission, 2009.

Table 2.12: Future Land Use Needs Projections – Residential, Commercial and Industrial, continued

Scenario 1: WDO Projections	Estimated Residential	Ratio	
Year	Acreage	Commercial to	Acres Needed
2005	1,091	14	77.9
2010	1,845	14	131.8
2015	1,874	14	133.9
2020	1,818	14	129.9
2025	1,681	14	120.1
2030	1,960	14	140.0
Total			733.5

Scenario 2: Growth Trend Projections	Estimated Residential	Ratio	
Year	Acreage	Commercial to	Acres Needed
2005	744	14	53.2
2010	893	14	63.8
2015	846	14	60.4
2020	967	14	69.1
2025	1,172	14	83.7
2030	1,302	14	93.0
Total			423.1

Scenario3: Linier Growth Trend Projections	Estimated Residential	Ratio	
Year	Acreage	Commercial to	Acres Needed
2005	658	14	47.0
2010	790	14	56.4
2015	685	14	48.9
2020	783	14	55.9
2025	881	14	62.9
2030	979	14	69.9
Total			341.1

Source: Bay-Lake Regional Planning Commission, 2009.

Table 2.12: Future Land Use Needs Projections – Residential, Commercial and Industrial, continued

Residential Acreage to Industrial/Manufacturing Acreage (Existing Land Use) = 25:1

Scenario 1: WDO Projections	Estimated Residential	Ratio	
Year	Acreage	Commercial to	Acres Needed
2005	1,091	25	43.7
2010	1,845	25	73.8
2015	1,874	25	75.0
2020	1,818	25	72.7
2025	1,681	25	67.2
2030	1,960	25	78.4
Total			410.8

Scenario 2: Growth Trend Projections	Estimated Residential	Ratio	
Year	Acreage	Commercial to	Acres Needed
2005	744	25	29.8
2010	893	25	35.7
2015	846	25	33.8
2020	967	25	38.7
2025	1,172	25	46.9
2030	1,302	25	52.1
Total			236.9

Scenario3: Linier Growth Trend Projections	Estimated Residential	Ratio	
Year	Acreage	Commercial to Residential	Acres Needed
2005	658	25	26.3
2010	790	25	31.6
2015	685	25	27.4
2020	783	25	31.3
2025	881	25	35.2
2030	979	25	39.2
Total			191.0

Source: Bay-Lake Regional Planning Commission, 2009.

PLAN IMPLEMENTATION GOALS

The following goals describe the town’s intent regarding the overall growth and development during the next 20 years. These generalized goals describe preferred conditions and represent an end to be sought, although they may never actually be fully attained.

These goals are also listed in Chapter 4 of this document with applicable objectives, policies, and programs to assist the town with implementation of its comprehensive plan and achieve its 20-year vision.

LAND USE GOAL:

The Town of Stephenson will preserve and retain the forested and recreational character of the town by promoting compatible land uses.

COMMUNITY PLANNING GOAL:

The *Town of Stephenson 20-Year Comprehensive Plan* will provide guidance to local officials when making land use decisions that reflect the town’s vision.

INTERGOVERNMENTAL COOPERATION GOAL:

The Town of Stephenson will cooperate and coordinate activities *with* adjacent towns, the Village of Crivitz, Marinette County, the State and other interested groups/agencies on planning projects.

NATURAL RESOURCES GOAL:

The Town of Stephenson will manage a clean and orderly natural environment for the residents and visitors of the Town of Stephenson by preserving and protecting key natural resources.

AGRICULTURAL RESOURCES GOAL:

The Town of Stephenson will preserve the existing agricultural resources of the town.

CULTURAL RESOURCES GOAL:

The Town of Stephenson will preserve and enhance the historic, archeological and cultural locations and structures, where appropriate.

HOUSING GOAL:

The Town of Stephenson will provide for a variety of quality housing opportunities for all segments of the town’s current and future population.

ECONOMIC DEVELOPMENT GOAL:

The Town of Stephenson will provide opportunities for small scale economic development while protecting and enhancing the town’s environmental assets.

TRANSPORTATION GOAL:

The Town of Stephenson will advocate safe and efficient transportation systems for all modes of transportation in the town.

UTILITIES/COMMUNITY FACILITIES GOAL:

The Town of Stephenson will balance the town’s growth with the cost of providing public utilities and community facilities.

PARKS AND RECREATION GOAL:

To continue to promote the variety of park and recreational activities within the town.

**CHAPTER 3:
FUTURE LAND USE PLAN**

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INTRODUCTION

This chapter presents the specific land use recommendations that support the town’s 20-Year Future Land Use Plan Map.

The background information and data provided in *Volume II: Marinette County and Town of Stephenson Resources* served as a reference for the Plan Committee during the preparation of the town’s preferred future land use map. Additionally, the recommendations that follow are consistent with the results of the community survey that was conducted prior to development of the plan.

20-YEAR GENERAL PLAN DESIGN

Land Use Classifications

The following land use classifications are depicted on the Town of Stephenson future land use plan map. Utilizing these land use classifications, this chapter details the recommended type, location and density of development illustrated on the 20-Year Plan Map. The classifications define those vital land use characteristics that will assist in creating a diverse economic environment and promote efficient and orderly growth. The town’s future land use classifications are:

- Residential
- Commercial, Light Industrial and Manufacturing
- Governmental/Institutional/Utilities
- Park and Recreation
- Agricultural
- Transportation
- Woodland/Open Spaces
- Environmental Corridors

Land Use Recommendations

The town supports all legal rural land uses and the public’s right to develop and maintain privately owned property with minimal regulatory interference imposed by land use ordinances.

Owing to the size of the town (180 square miles) and an extensive road and county highway system of over approximately 250 miles; development can occur throughout the town with minimal constraint.

Aside from the county forest area in the southwest portion of the town and the areas located within 1,000 feet of a lake or 300 feet of a river, creek or stream; there are few restrictions on the use of land in the town. A county zoning permit is required if the development is located within a shoreland district (within 1,000 feet of a lake or 300 feet of a river). A county sanitary permit is required and an onsite waste disposal system must be installed to service all structures intended for human habitation or occupancy. As per town ordinance, a building permit is required for any new structures or additions to structures. The Town’s building ordinance imposes a minimum setback distance for buildings from adjoining property lines and roads. The minimum setbacks include ten (10) feet from side property lines and ten (10) feet from the back property line; a 75 foot setback is required from the center of town and county roads; and, a 110 foot setback is required from the centerline of USH 141.

NR 216 outlines requirements for storm water permits for construction sites, industrial facilities, and various units of government, such as cities, villages, towns, and counties. The proposed revisions to NR 216 incorporate non-agricultural performance standards into the storm water discharge permit process. Additionally, governmental units that were allowed to discharge storm water under Subchapter I of the revised NR 216 are required to meet the developed urban area performance standards. Other changes to NR 216 clarify existing permit requirements. It is important to note that NR 216 rules for storm water discharge permits will be revised during the next year to incorporate additional changes, as required by U.S. Environmental Protection Agency Storm Water Phase 2 regulations.

Prior to approval of commercial or manufacturing and light industrial developments, large scale agricultural operations (1,000 animal units or more) or the development of three (3) or more parcels from a single parent parcel and any condominium developments; all adjoining property owners shall be notified of the development proposal.

Residential Land Use

The Residential Land Use classification includes all single-family and two-family (duplex) residences located within the town.

Recommendations:

- New residential development should not detract from or conflict with existing developed properties.
- Parcels of land that are newly created and existing lots that are developed for residential purposes shall be sized large enough to adequately and safely support the dwelling, as well as structures that are accessory to the principal use, a private on-site waste disposal facility and a private well.
- Roads providing access to lots in new residential subdivisions must be constructed to meet town road standards.
- Conservation subdivisions which protect surrounding environmental features; preserve open space and agriculture land should be used where appropriate.
- For any new subdivisions proposed within the town or planning area, a Preliminary Plat Plan must be provided. This requirement will allow the town to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town's future maintenance costs or be disruptive for fire, police, or rescue services.
- Residential dwellings must conform to the County's shoreland, wetland and floodplain regulations by observing minimum set backs from these important natural features.
- Future residential developments shall be sensitive to natural features by preserving wildlife habitat, through conformance of set back requirements.
- It is recommended that the town continue to assess the need for land use controls and should consider zoning regulations, land subdivision controls, licenses, building and land use permits, deed restrictions, covenants, and easements that guarantee land control and management of natural areas.

Shoreland Residential

Many of the town’s surface waters contain concentrated development along their shorelands (Big and Little Newton Lake, Left Foot Lake, High Falls Flowage, etc.). However, environmental features surrounding these water features provide many limitations for future concentrated residential development in these areas. Further, additional development around these areas can place additional stress on the natural environment leading to poor water quality and loss of wildlife habitat. As a result, additional residential developments in these areas, along with other developable shorelands in the town, need special consideration in order to ensure protection of these resources.

Recommendations:

- Any additional development along shorelands must be in compliance with the *Marinette County Shoreland-Wetland Zoning Ordinance*. Compliance with the ordinance will provide a layer of protection for future development along the shorelands of the town’s water features.

Commercial, Light Industrial and Manufacturing Land Use

The Commercial, Light Industrial and Manufacturing land use classification includes retail, professional, and service sector businesses and light industrial or manufacturing land uses. This classification identifies the elements associated with growth in designated locations including USH 141, CTH A, CTH W, CTH X and Parkway Road in an effort to maintain an identifiable commercial core while avoiding scattered commercial development.

Recommendations:

- Commercial, light industrial and manufacturing land uses should not detract from or conflict with existing and adjacent properties.
- Parcels of land that are created and existing lots that are developed for commercial, light industrial and manufacturing uses should be sized large enough to adequately and safely support the principal buildings, as well as structures that are accessory to the principal use, private on-site waste disposal facilities and private wells.
- New commercial and manufacturing development should be similarly scaled to existing development so that it does not detract from the character of the surrounding properties.
- It is expected that a mix of future commercial development and light manufacturing uses will locate along the major highways in the town including the USH 141, CTH A, CTH X, CTH W and Parkway Road corridors in a linear pattern. The town encourages the location of commercial development in areas that will give future commercial developments the most exposure and allow for easy traffic access.
- Future highway commercial sites within the town should allow for essential uses that accommodate current residents along with transient demands, allowing ample room for parking and drive-thru services.
- The creation and implementation of a detailed corridor development plan will include consistent design standards to address transportation, land use, and design issues in the highway commercial areas along USH 141, CTH A, CTH X, CTH W and Parkway Road.
- The enhancement of the town’s major primary entryway from USH 141 through signage, landscaping, etc. will serve as an important first impression of the town.

- The town should review and possibly initiate sign controls through licensing and the County’s general zoning ordinance or a separate ordinance in order to eliminate and lessen clutter and confusion.
- Small home-based businesses are envisioned to remain and be a part of the town’s economic development strategy.
- The establishment of buffers is recommended to prevent incompatibilities with existing land uses.
- The location of future industrial development should not be detrimental to the surrounding area by reason of dust, smoke, odor, degradation of groundwater, or other nuisance factors.

Governmental/Institutional/Utilities

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

Recommendations:

- Town officials should continually monitor and assess the services provided to town residents (fire protection, emergency medical, police and safety, etc.) in order to ensure that essential municipal services meet the needs of the public and are being delivered in a cost efficient manner.
- Existing governmental/institutional facilities should be adequately maintained in order to preserve their safety, functionality and visual appearance.
- Future municipal development should be located and signed in a manner to ensure safe access into and out of all public buildings and facilities.
- Town officials should continually monitor the efficiency and effectiveness of all town provided services to identify the need for improvement, change in policy, establishment of mutual aid agreements, or future capital investments.
- There should be ongoing consultation with telephone, wireless communications services, renewable energy producers using solar or wind, gas, cable, internet, and electric providers on their expansion plans in the town.
- It is recommended that the infrastructure needed for the provision of natural gas, bulk propane gas storage, wireless communication, renewable energy, etc., be developed only in areas that are adequately and safely distanced from residential land uses.
- Owing to the valuable and unique quality of natural resources in the Town of Stephenson it is recommended that the existing landfill not be expanded beyond its existing boundaries and that , in the future, no new landfills are located (sited) in the town.
- Where possible, telecommunication towers and antennas should be installed on available structures (e.g. water tower) rather than erecting new towers randomly throughout the planning area.

- It is recommended that the Town prohibit the placement of new bulk propane storage; and not encourage further expansion of bulk propane storage tanks in areas of residential development.
- Town officials should remain aware of changing issues on telecommunication towers and antennas and the siting of such facilities within the planning area.
- The Town Board should continue its involvement in the long-range plans of the Crivitz School District as they plan for construction of new facilities, improvements to existing structures, curriculum/program changes, etc. Joint planning is important to avoid duplication of efforts and the better utilization of resources.
- It is recommended that the Town develop and adopt consistent public notification policies that will inform residents and neighboring property owners of significant land development projects.

Park and Recreational

The Park and Recreational land use classification comprises recreational facilities, trails, parks and open spaces within and around the Town of Stephenson.

Recommendations:

- The town supports ongoing updates of the Marinette County Outdoor Recreation Plan and the State Outdoor Recreation Plan that will guide the creation of new recreation areas or expansion and improvement of existing recreational facilities. The updated plan will make the town eligible for public and private grant funds to finance the stated projects.
- The town should update the town park plan and identify long range objectives for park and recreational facilities and services.
- The town should work with the adjacent towns, the Village of Crivitz, the Crivitz School District, Marinette County and the State of Wisconsin toward planning new recreational facilities, expanding existing parks and recreation areas and exploring the option of sharing facilities.
- The town should cooperate with the State of Wisconsin, Marinette County, the Village of Crivitz and surrounding towns in planning of future parks and recreational facilities.
- The town should work with the State of Wisconsin, Marinette County, the Village of Crivitz and surrounding towns toward developing and linking ATV trails, snowmobile trails and other recreational corridors and networks.

Agricultural

The Agricultural land use classification was established to identify existing lands devoted to the growing of crops and the raising of livestock.

It is important to note that large scale farming operations (having at least 1,000 animal units, equal to 700 milking cows, 1,000 beef steers or 55,000 turkeys) are controlled and regulated by the State of Wisconsin. NR 243 of the Wisconsin Administrative Code governs how Wisconsin's very largest farms manage their manure and seeks to reduce manure-related problems from these farms. Large-scale farms, have been required since the 1980s to get a state water quality protection permit.

Recommendations:

- The town should encourage the preservation of agricultural lands and the farmer’s right to farm.
- Where appropriate, the Town should encourage and support new development techniques and programs that will preserve as much farmland as possible. The utilization of various development techniques such as conservation by design subdivisions help preserve farmland.
- It is important for these valuable agriculture lands to continue under the utilization of best management practices. Inappropriate agricultural practices can have an adverse impact on the quality of surface water and groundwater unless properly managed.
- The integration of natural buffers is encouraged between farming and future non-farming operations in order to lessen conflict between land uses.
- Large-scale farming operations are recommended to be located or expand in areas of the planning area that avoid environmental corridors (shorelands, wetlands, floodplains, areas of steep slopes), surface water features, areas with shallow soils and areas where ground water is at or near the surface.
- It is recommended that large scale farming operations be buffered from important environmental features and areas of concentrated residential development to the greatest extent practicable.

Woodlands/Open Space

The Woodlands/Open Space land use classification promotes the maintenance of private woodlands and open space areas within the town and planning area.

Recommendations:

- The utilization of existing natural features will help to enhance the character of the area. The preservation of large tracts of natural areas and/or features is essential to enhance/retain buffers between incompatible uses while maintaining scenic views.
- The application of *Best Management Practices* will help protect the planning area’s many natural features and open space areas that can be better utilized to enhance recreational opportunities and facilities.
- It is recommended that the State of Wisconsin and Marinette County not expand the existing boundaries of county and state forest and recreational areas including the Peshtigo River State Forest and Governor Thompson State Park.

Transportation

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

Recommendations:

- For any new subdivisions proposed to be built within the planning area, a Preliminary Plat Plan must be provided. This allows the town to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town’s future maintenance costs or be disruptive for fire, police, or rescue services.

- The continued utilization of the PASER (Pavement Surface Evaluation and Rating) program will assist local officials in maintaining the roads in the future and ensure there is a cost effective road management plan in place.
- Recreational paths and trails including bicycle, ATV and snowmobile trails should have proper signage and intersection controls to ensure safe crossing and interaction with vehicles.

Environmental Corridors

Environmental corridors contain four components; 100-year floodplain as defined by the Federal Emergency Management Agency (FEMA), WDNR wetlands with a 50-foot setback, steep slopes of 20 percent or greater, and 75-foot setback from all navigable waterways as defined by the Marinette County Shoreland Zoning Ordinance. Together, these elements represent the areas of the planning area that are most sensitive to development and are intended to be preserved.

Recommendations:

- This plan should serve as a guide for the preservation of environmental corridors. Using the environmental corridors as a guide when reviewing proposed developments will give the town background information to determine what areas are important to maintaining the rural character and quality of the town’s natural resource base. The corridors are an overlay to the recommended plan and should be utilized as a reference.
- Future developments should be located away from environmental corridors as much as possible, or have them designed in such a manner to help minimize the negative effects on water resources, wildlife habitats and the overall character of the planning area
- Development near environmental features in the planning area should be carefully reviewed in order to maintain ample wildlife corridors.

IDENTIFIED SMART GROWTH AREAS

According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.” The growth areas identified on the Future Land Use map (Map 3.1) are advisory only. They represent an informed assessment of the types of growth that is likely to occur and where that growth is most likely to occur. Smart growth areas identified in the plan include:

- New residential development in the area contiguous to and south of the village; south of CTH W, west of the rail road tracks; and on either side of Lake Road.
- Seasonal and permanent residences adjacent to the Peshtigo River and Governor Thompson State Park;
- Development of lands adjacent to the rail corridor for appropriate uses;
- A mix of commercial, manufacturing and light industrial development adjacent to USH 141 (both north and south of the village limits to the town line), CTH W east of the Village of Crivitz to the town line; and CTH A adjacent to the northwest corner of the village;

- Commercial development park adjacent to the Village of Crivitz and the Governor Thompson State Park;
- Agricultural areas;
- Revitalization and redevelopment adjacent to established business and industrial properties; and,
- Park and public recreation area and facility expansion.

CHAPTER 4: IMPLEMENTATION

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INTRODUCTION

This chapter provides an outline of actions, activities and programs that will implement the development strategies and vision of the *Town of Stephenson 20-Year Comprehensive Plan*. In an effort to keep this plan up-to-date with the changing conditions, this section also includes a process for amending/updating the comprehensive plan, along with a mechanism to measure the town's progress of accomplishing its development goals.

RESPONSIBILITIES OF LOCAL OFFICIALS

The Town Plan Commission, at the direction of the Town Board, has the primary responsibility for implementing the comprehensive plan. Plan Commission members, along with elected officials, need to be familiar with the future development strategies, vision statement, and maps found within the plan since they provide much of the rationale the community needs in making land use decisions or recommendations. If a decision needs to be made that is inconsistent with the comprehensive plan, the plan must be amended to reflect this change in policy before it can take effect.

The Plan Commission needs to ensure that supporting ordinances are consistent with the comprehensive plan per Wisconsin Statute 66.1001 (3). The town will consult the comprehensive plan when working with Marinette County and other government entities to develop/amend land use controls or create additional land use recommendations.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The comprehensive plan elements and their respective development strategies should maintain consistency to ensure that all land use decisions are based on current conditions. In an effort to maintain planning goals and objectives the Plan Commission and elected officials should conduct periodic reviews of the town's vision statement and development strategies, along with the Future Land Use Plan text and mapping. Any town ordinances and regulations that are not maintained and enforced by Marinette County need to be reviewed for consistency with the *Town of Stephenson 20-Year Comprehensive Plan*. The town should also work cooperatively with Marinette County to ensure all land use ordinances and maps are updated to limit inconsistencies with the town's comprehensive plan.

UPDATING THE COMPREHENSIVE PLAN

This comprehensive plan shall be amended/updated following §66.1001 (4)(b) and the town's adopted written procedures for fostering public participation. It is recommended that the town's comprehensive plan be reviewed/updated by the Town Plan Commission based on the following schedule:

1. *Annually*

- Review the vision statement and future development strategies;
- Identify updates to the Wisconsin Department of Administration (WDOA) population and housing estimates, and U.S. Census data;
- Review implementation priorities and relevance of the development strategies;
- Update any changes to Future Land Use Plan text or map;

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

IMPLEMENTATION OF LOCAL LAND USE CONTROLS

Zoning

Marinette County Zoning Ordinance

Marinette County has zoning jurisdiction within all unincorporated communities of the county including the Town of Stephenson. Marinette County maintains and administers the general zoning ordinance to achieve community goals such as promoting public health, safety, and welfare; protection of natural resources; and to maintain community character. General zoning utilizes a system of districts designated for different uses based on land suitability, infrastructure, avoidance of conflict with nearby uses, protection of environmental features, economic factors, and other local factors.

The County’s unincorporated communities are divided into three (3) classes of use districts; the Forestry District; the Recreation District; and, the Unrestricted District.

The **Forestry District** allows open space and recreational activities, recreational camps, hunting and fishing cabins, private summer cottages and service buildings. All other uses including farms, family dwellings, off premises signs and yearlong permanent residences, are prohibited in the Forestry District.

The **Recreation District** allows the same uses as in the Forestry District but imposes a setback of 200 feet from highways and lot lines for sawmills and other wood using industries. In addition, uses allowed in the Recreation District include: filling stations, garages, machine shops, restaurants, motels and hotels, rental cabins, cottages, resorts, taverns, commercial stores, dance halls, theaters, and other establishments servicing the recreational industry and family dwelling.

In the **Unrestricted District** land may be allowed for any legal purposes. The Unrestricted District does, however, regulate off-premise signs. Off-premise signs are regulated by size, maximum height, lighting, and encroachment into an intersection sight triangle, distance from other signs and distance from incorporated community boundaries.

Refer to the general zoning ordinance of Marinette County for detailed information on zoning districts, regulations, restrictions, permitted uses, and zoning maps.

- The comprehensive plan’s preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Town Plan Commission and Town Board should work closely with Marinette County to decide when re-zoning will occur, for it is not the intent of the zoning map to become a direct reflection of the comprehensive plan’s 20-Year Future Land Use Plan (**Map 3.1**). The comprehensive plan is a vision for the future while zoning represents current use.
- Cooperate with Marinette County to develop/amend ordinances that encourage the protection of the town’s natural features and aesthetic views.
- Additional ordinances may be developed by the town or Marinette County in order to meet the town’s “vision statement” listed in Chapter 1 of *Volume I: Town Plan*.

Official Mapping

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

The official map serves several important functions:

1. It helps assure that when the town acquires lands for streets, or other uses, it will be at a lower vacant land price;
 2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
 3. It makes potential buyers of land aware that land has been designated for public use.
- The town may consider establishing an official map in areas of existing concentrated development in order to help ensure that new streets provide connectivity for future development.

Floodplain Ordinance

The Marinette County Zoning Ordinance regulates development in flood hazard areas to protect life, health and property and to provide a uniform basis for the preparation, implementation and administration of sound floodplain regulations for all county floodplains.

Areas regulated by the Marinette County Zoning Ordinance include all areas in the County that would be covered by the “Regional Flood.” These areas are divided up into three districts:

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

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

- Further development in the Town of Stephenson, at a minimum, should remain consistent with the Marinette County Zoning Ordinance. Cooperate with Marinette County, WDNR, FEMA, and other appropriate agencies when updates to the Marinette County Flood Insurance Rate Maps and the Marinette County Zoning Ordinance are proposed.

Shoreland/Wetland Ordinance

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

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

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

- Further shoreland development in the Town of Stephenson, at a minimum, should remain consistent with the Marinette County Zoning Ordinance.
- The town has the option of adopting a more restrictive shoreland ordinance than the county ordinance.

Land Division / Subdivision Ordinance

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

Marinette County maintains a Land Division and Subdivision Ordinance as Chapter 23 of the code of Ordinances. The ordinance applies to “any act of division of a lot, parcel, or tract which existed on the effective date of this ordinance by the owner thereof or his agent for the purpose of transfer of ownership or building development where the act of the division creates one or more new lots, parcels, tracts or units, if the lot, parcel, tract or unit being created is less than nine (9) contiguous acres in size. Please see the Marinette County Land Division and Subdivision Ordinance for further information.

The Town of Stephenson regulates the division of land through the *Town of Stephenson Subdivision Ordinance No. 2-1990*. The Ordinance regulates the creation of five or more parcels or building sites of one and one-half (1 ½) acres or less in area or parcels of 1 ½ acres or less in area by successive division within a five (5) year period; certified survey (a map of a division of land prepared in accordance with Section 235 of the Wisconsin Statutes); and, a replat (change to a certified survey map or subdivision plat). The Ordinance requires a preliminary review of the

plat by the Town Park Commission. The Town Park Commission reviews the plat for conformance with the ordinance and all other rules, regulations and adopted regional and county comprehensive plans or adopted plan components which affect the plat.

- Work cooperatively with Marinette County review and update (as needed) the county’s Land Division and Subdivision Ordinance.
- Continue to administer and enforce the Town Of Stephenson Subdivision Ordinance and update the Ordinance as needed.

Private Sewage Systems

Contained in Chapter 15 of the County’s Code of Ordinances, the private sewage ordinance regulates the location, construction, installation, alteration and maintenance of onsite waste disposal systems.

Generally, the ordinance requires that all structures intended for human habitation or occupancy shall have a system for holding or treatment and dispersal of sewage and wastewater. A non-plumbing sanitation system (privy or outhouse) may be permitted when the structure served does not have indoor plumbing. Holding tanks are prohibited if the property can be served by a conventional system or mound system. The ordinance also requires that all onsite wastewater treatment systems shall be inspected and pumped every three (3) years – unless the inspection determines that the septic tank is less than one-third (1/3) full.

Agricultural Performance Standards and Animal Waste Management Ordinance

Contained in Chapter 18 of the Marinette County Code of Ordinances the Agricultural Performance Standards and Animal Waste Management Ordinance ensures the proper location, design, installation, use and abandonment of animal feedlots and waste storage facilities. Furthermore, the ordinance is intended to prevent the deliberate mismanagement of animal waste, reduce soil erosion and minimize the conflicts between agricultural operations and non-farm related land uses while protect the right to farm.

Forestry and Parks Ordinance

Chapter 16 of the County’s Code of Ordinances contains the Forestry and Parks Ordinance. In addition to spelling out the responsibilities and powers of the Marinette County Forestry, Parks, Outdoor Recreation and Lands Committee, this ordinance regulates timber cutting on county forest land, use of county lands for recreational activities, all-terrain vehicle use, park use, and the use of Camp Bird. Additionally, the ordinance lists activities and actions that are prohibited on county owned land and in the county’s forest and parks.

Other Ordinances and Regulations

Other tools to implement the comprehensive plan may include the development/support of additional town controls or Marinette County regulations such as but not limited to:

- Building/Housing Codes
- Blighted Building Ordinance
- Landscape Ordinances
- Design Review Ordinances
- Erosion and Stormwater Control Ordinances
- Historic Preservation Ordinances
- Mobile Home Ordinances and other permits and licenses

IMPLEMENTATION OF DEVELOPMENT STRATEGIES

The Town of Stephenson Plan Commission, with cooperation from Marinette County, will be directly responsible for, or oversee the implementation of most of the development strategies (goals, objectives, policies, and programs) with the Town Board ensuring the plan is being implemented in a timely manner. In total, there are eleven general goals for the town, each followed by a detailed list of objectives, policies, and programs. Since many planning issues are interrelated, the objectives, policies, and programs related to one goal may be similar to those stated in other areas.

The following statements describe the town’s intent regarding growth, development, and preservation over the next 20 years.

Goals, Objectives, Policies, and Programs

- **Goals** - describe desired situations toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.
- **Objectives** - are measurable ends toward reaching a defined goal.
- **Policies** - are a rule or course of action used to ensure plan implementation.
- **Programs** – an action or a coordinated series of actions to accomplish a specific policy.

LAND USE

GOAL: To preserve and retain the rural forested atmosphere and character of the town by promoting compatible land uses.

Objective: Ensure the Town of Stephenson land use is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 3 of this document).

COMMUNITY PLANNING

GOAL: For the *Town of Stephenson 20-Year Comprehensive Plan* to provide guidance to local officials when making land use decisions that reflect the town’s vision while protecting private property rights.

Objective 1: Utilize this 20-year comprehensive plan to best reflect the interests of all the town’s residents, follow an orderly and cost efficient method when developing and preserve significant features of the community.

Policies:

- A. This 20-year comprehensive plan will be consulted by the Town Plan Commission, Town Board and other committees of the town before making any decision regarding land use and land use policies.
- B. Ensure that all growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life associated with the rural character of the town and be respectful of current residents and neighboring properties.

- C. Encourage cooperation and communication between the town, neighboring municipalities and county and state government in implementing this 20-year plan.
- D. Develop uniform and consistent public notification policies that will inform residents and neighboring property owners of significant land development projects.

Program:

- Consider holding community planning related efforts/meetings with adjacent communities, media and/or private organizations to publicize ongoing planning projects and plan implementation projects found within this comprehensive plan.

Objective 2: The Town Board and Town Plan Commission have the responsibility to review and update the town’s comprehensive plan as needed.

Policies:

- A. Periodically review and update, when necessary, the adopted 20-year comprehensive plan in order to provide for the greatest possible benefits regarding future development and preservation of significant features such as agricultural, natural and cultural resources.
- B. Review existing Marinette County ordinances as they relate to the implementation of this plan.
- C. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town’s comprehensive plan.

NATURAL RESOURCES

GOAL: To manage a clean and orderly natural environment for the residents and visitors of the Town of Stephenson by preserving and protecting key natural resources.

Objective 1: Encourage a visually appealing and sustainable natural environment.

Policies:

- A. Work with Marinette County, Wisconsin Department of Natural Resources and town residents to encourage sound management practices of the town’s forestlands.
- B. Identify any distinctive natural areas for protection and/or enhancement.

Programs:

- Protect the Town’s unique geological feature and areas such as Thunder Mountain and Twin Bridges natural areas for education and tourism.
- Encourage the inclusion of environmental corridors, buffer zones, and other natural areas in new and existing developments.

- Advocate very limited or no development in the Environmental Corridors designation on the Future Land Use Plan (**Map 3.1**) to protect the town’s key natural resources.
- C. Identify and protect important natural open spaces and wildlife habitats from development to preserve the town’s scenic value.
 - D. Work with federal, state and county agencies to seek funding for habitat protection.
 - E. Developments adjacent to steep slopes, rivers/creeks and wetlands should be planned in a manner that protects the integrity of these areas.

Program:

- Work with Marinette County to educate residents about flood risks, shoreland and wetland preservation and steep slope risks.

Objective 2: Preserve and restore surface water quality (wetlands, lakes, and rivers/creeks).

Policies:

- A. Support efforts related to surface water quality issues through the use of protection, restoration and improvement tools such as those found in the Wisconsin Forestry Best Management Practices for Water Quality.
- B. Investigate and consider tools for erosion control (e.g., buffer strips, easements, land use controls, flood controls, etc.).
- C. Participate in efforts to maintain the natural beauty and integrity of the towns many water surface water features.
- D. Continue to set aside funds to offset the costs associated with eradication of invasive species.

Program:

- Support the use of native plants and sound conservation methods to protect shorelands from erosion.

Objective 3: Promote the protection of groundwater resources (quality and quantity).

Policies:

- A. Identify and preserve groundwater recharge sites (wetlands, lakes and ponds) and areas of shallow soils.

Programs:

- Consider establishing long-term plans to address potential recharge areas and their threats.
- B. Avoid human-influenced actions, agriculture and residential development that may deplete the town’s lakes, rivers/creeks, wetlands and groundwater reserves.

Programs:

- Consider a buffer area (a zone of no buildings) around delineated wetlands.
 - Encourage residents to follow stormwater management plans and erosion control ordinances, etc.
 - Landowners should follow agriculture "Best Management Practices" to preserve water quality.
 - Promote wetland restoration projects.
- C. Work cooperatively with surrounding jurisdictions and Marinette County to protect groundwater resources.

Objective 4: Existing and future mining sites should not negatively impact the environmental features or existing developments within the town.

Policies:

- A. Encourage the location of mining operations where scenic views and the health of the natural environment will not be compromised.
- B. Consider preserving potential mineral resources within the town for future mining consideration.
- C. Work with the surrounding communities and Marinette County to ensure that incompatible uses do not develop adjacent to potential or existing mining sites.
- D. Discourage nonmetallic mining in environmentally sensitive areas.
- E. Work with surrounding communities and Marinette County to ensure all abandoned, present and future mining operations will someday be reclaimed to a natural setting subject to the requirements of NR 135.

Program:

- Utilize the Marinette County Nonmetallic Mining Reclamation Ordinance when deciding land use issues.

AGRICULTURAL RESOURCES

GOAL: To preserve the agricultural resources of the town.

Objective 1: Maintain existing agricultural lands to preserve the town's rural atmosphere.

Policies:

- A. Retain large contiguous areas of prime agricultural lands for future farming operations.
- B. Discourage development on soils that have been identified as being prime agricultural areas thus encouraging the use of these lands for farming purposes only.

- C. Advocate for the use of sound agricultural and soil conservation methods to minimize surface and groundwater contamination and soil erosion.

Program:

- Encourage Nutrient Management Planning, Land Buffer Programs, etc.

- D. Minimize impact of future development by encouraging conservation-based land use practices.

Programs:

- Work with the county and state agencies to promote innovative programs which ensure the protection of farmlands.
- Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.

- E. Recognize the economic importance of agriculture in the community.

Objective 2: Protect the existing farm operations from conflicts with incompatible uses.

Policies:

- A. Have an orderly changeover of less productive agricultural lands to other uses.
- B. Encourage buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints.

CULTURAL RESOURCES

GOAL: To preserve and enhance the historic, archeological and cultural locations and structures, where appropriate.

Objective: Support the enhancement of the historic and cultural resources and facilities in the town.

Policies:

- A. Advocate the preservation of buildings, structures, and other landscape features that are the town's cultural history.
- B. Tie significant locations into recreational/tourist sites while further enhancing them and there access, where appropriate.

HOUSING

GOAL: To provide for a variety of quality housing opportunities for all segments of the town's current and future population.

Objective 1: Identify and support policies and programs that help citizens obtain affordable, quality housing.

Policies:

- A. Support housing developments for all persons including low and moderate income, elderly, and residents with special needs.

- B. Work with Marinette County to apply for grants and become involved in programs to address the town’s housing needs.
- C. Encourage the maintenance, preservation and rehabilitation of the existing housing stock within the town.

Programs:

- The town may direct residents to Marinette County to obtain educational materials and information on financial programs, home repairs, weatherization and how to obtain affordable housing.
- The Town Board may work with the state, county and Bay-Lake RPC to monitor the town’s population characteristics to stay informed of changing demographics/characteristics within the town.

Objective 2: Promote housing development that is done in an environmentally conscious and cost effective manner.

Policies:

- A. Encourage new housing in areas that can be adequately served by infrastructure and community services essential to supporting the development..
- B. Encourage the infilling of existing vacant residential property where appropriate.
- C. Encourage higher density residential development in areas that minimize impacts upon low density residential development.
- D. Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural or unique areas.

Program:

- Review existing land use regulations and the need for additional controls to regulate land uses adjacent to water features in the town in an effort to protect/improve these valuable resources.
- E. Work with Marinette County and neighboring communities to establish innovative development guidelines for future consideration within the town.

Program:

- Consider conservation by design developments as well as cluster type developments as an alternative to conventional zoning methods to provide for a variety in housing choices.

ECONOMIC DEVELOPMENT

GOAL: To provide opportunities for small scale economic development while protecting and enhancing the town’s agricultural, silvicultural and environmental assets.

Objective: Locate future businesses in areas which will enhance the rural character of the town.

Policies:

- A. Commercial and industrial growth should be consolidated in areas where needed services exist or can be readily extended.

Program:

- Direct large commercial and industrial development to areas specified in the town’s general plan, or a nearby community that is better served by existing infrastructure.
- B. Evaluate the capacity of existing infrastructure, roads, electricity, public safety services, etc. to accommodate any new economic development.
- C. Locate highway dependent businesses along USH 141 that would provide commercial service to local and through traffic.
- D. Consider controlling signage, lighting, landscaping and access of business sites located in the town.
- E. Small home-based businesses are allowed until they outgrow the existing property.
- F. Preserve the town’s productive agricultural lands and natural features.

Programs:

- Coordinate with county, state and federal agencies to explore innovative ways to preserve farming in the town.
- Work with Marinette County to maintain the County Forestlands and with the Wisconsin Department of Natural Resources to maintain State Forestlands.
- G. Work with County and local tourism and business associations such as the Marinette County Tourism Alliance, and the Crivitz Recreation Association to promote the many recreational opportunities in the Town of Stephenson.

Program:

- Support the Marinette County Association for Business and Industry in their efforts to market the area and maintain services and programs to grow the county’s economy.

TRANSPORTATION

GOAL: To advocate safe and efficient transportation systems for all modes of transportation in the town.

Objective 1: Promote an efficient road system that ensures the highest degree of mobility and accessibility while protecting the safety of its users.

Policies:

- A. Promote a transportation system that is consistent with surrounding land uses and can readily adapt to changes in transportation demand and technology.
- B. Transportation systems should reduce accident exposure and provide travel safety.
- C. Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.

Programs:

- Consider transportation needs of the elderly and special needs populations.
 - Bicyclists and pedestrians should be afforded a comfortable margin of safety on streets and roads by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.
- D. Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.
 - E. Protect existing investments in the road network, airport and other transportation facilities with proper maintenance.

Program:

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

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

Policies:

- A. Advocate for transportation projects that contribute to improved air quality and reduced energy consumption.

Program:

- Encourage transportation demand management strategies that reduce the number of single occupant vehicles, such as park-and-ride lots and carpooling.
- B. Advocate for transportation corridors that are well maintained to allow for safe travel, while providing scenic views of the town.
 - C. Avoid adverse impacts on environmental corridors and other significant natural areas during the planning and development of transportation facilities.

UTILITIES/COMMUNITY FACILITIES

GOAL: To balance the town’s growth with the cost of providing public utilities and community facilities.

Objective: Promote community facilities and public services that are well maintained and sufficient for the needs of the town residents.

Policies:

- A. Encourage concentrated development in areas where appropriate utilities, community facilities, and public services are readily available.
- B. Continue to coordinate, consolidate and share governmental facilities and services where possible.
- C. Prohibit bulk propane storage facilities in areas of residential development and prohibit the expansion of any existing bulk propane facilities in the Town of Stephenson.

Programs:

- Continue to encourage the concept of “mutual aid agreements” for all public services being provided (e.g., emergency medical, fire, etc.).
 - Work with adjacent communities, Marinette County, Village of Crivitz and Crivitz school districts and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.
- D. Monitor resident satisfaction regarding services and remain informed upon any of the service providers’ needs to re-locate/upgrade their services.
 - E. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
 - F. Promote the use of renewable energy sources such as biomass, solar, etc. where feasible.
 - G. Work cooperatively with municipalities and select service providers to upgrade telecommunication and electrical services when needed.
 - H. Explore the use of shared on-site wastewater treatment systems to allow for the consolidation of development and preservation of land resources.

PARKS AND RECREATION

GOAL: To continue to promote the variety of park and recreational activities within the town.

Objective: Advocate that residents have safe recreational sites within the town that provide a variety of activities to serve various age and interest groups.

Policies:

- A. Cooperate with the county on maintenance and enhancement of existing parks and consider the development of future recreational lands within the town and county.

Programs:

- The town should continue to work with Marinette County and the State of Wisconsin to promote the various recreational facilities, including ATV and snowmobile trails, in the Town of Stephenson.
 - Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the town’s recreational systems.
 - Utilize the town's official mapping powers to preserve areas designated for future park and recreational uses.
- B. Consider access for the disabled, elderly and very young when planning, designing, and constructing all new recreation projects, including parking, trails, etc.
 - C. Provide input into future updates to the Marinette County Comprehensive Outdoor Recreation Plan.
 - D. Future recreational areas should be interconnected with the existing trail system.
 - E. Consider utilizing identified environmental corridors for public parks and recreational use.

INTERGOVERNMENTAL COOPERATION

GOAL: To coordinate with adjacent communities, Marinette County, State of Wisconsin and other interested groups/agencies on planning projects.

Objective: Promote cooperation between the Town of Stephenson and any other municipality or government entity that makes decisions impacting the town and surrounding area.

Policies:

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

Programs:

- Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.
- The Town Board or its representative (as the responsible party) is encouraged to meet annually and work with the State of Wisconsin, Marinette County, the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
- Work with the State of Wisconsin, Marinette County, neighboring communities, and other appropriate agencies regarding any natural resource

related issues and other land uses which cross town lines such as Marinette County and State forestlands, etc.

- B. Develop coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.

Program:

- Continue the concept of “mutual aid agreements” for public services.
- C. Promote cooperation and communication with the Village of Crivitz and the Crivitz school district to collectively support quality educational opportunities.
- D. Utilize the Wisconsin Towns Association (WTA) for publications and participation in cooperative training programs to assist the town and its officials.

Implementation Steps

Town officials should establish a general process and timetable for addressing the development strategies that will ultimately lead to implementing the *Town of Stephenson 20-Year Comprehensive Plan*. Steps to address the development strategies could include the following:

1. To ensure the comprehensive plan remains current, review of the plan should be a standing agenda item for at least two (2) Plan Commission meetings and a minimum of one (1) Town Board meeting per year. The review of the comprehensive plan should also include assessment of the town’s land use control tools (e.g., ordinances and regulations) previously listed in this chapter.
2. The Plan Commission and Town Board should identify priority policies and programs that need to be addressed within the first 12-24 months. These priority strategies will lead to the implementation of additional policies and programs in subsequent years.
3. Town officials should identify key stakeholders and collaborators to assist in the implementation of the development strategies. A list of some of those entities is provided at the end of this chapter.
4. The priority policies and programs should be separated based on topic such as natural resources, housing, transportation, economic development, and parks and recreation. The separation of policies and programs by topic will allow for the delegation of projects to other entities.
5. The Town of Stephenson has many tools available for the implementation of the community development strategies over the 20-year planning period. Within the appendices of *Volume II: Marinette County Resources*, there are comprehensive lists of financial and technical resources to implement many of the strategies listed for the housing, economic development, and transportation elements of the plan.
6. The implementation schedule should be evaluated and revised on an annual basis. Town officials will need to monitor the Inventory and Trends highlighted in Chapter 2 to ensure the development strategies address the changing conditions of the Town of Stephenson.

Stakeholders

State of Wisconsin
 Bay-Lake Regional Planning Commission
 Marinette County
 Marinette County Highway Department
 Marinette County Land Conservation Department
 Marinette County Land Information Department
 Marinette County UW-Extension
 Crivitz School District
 Adjoining Towns
 United States Department of Agriculture, Natural Resources Conservation Service
 Wisconsin Department of Commerce
 Wisconsin Department of Natural Resources
 Wisconsin Department of Transportation
 Wisconsin Housing and Economic Development Authority (WHEDA)
 Wisconsin Department of Administration

Priorities

1. Continue to work cooperatively with Marinette County to update the Marinette County General Zoning Ordinance in order to ensure the vision of the *Town of Stephenson 20-Year Comprehensive Plan* can be achieved.
2. Consider adopting ordinances that are more restrictive than those currently being enforced by Marinette County to address specific issues impacting the town, and to provide additional protection to natural features.

Furthermore, work with the county to explore developing plans and processes aimed at protecting the quality and quantity of the town’s water resources. This could include, but is not limited to, projects such as stormwater management planning; identifying and developing a plan to protect vital groundwater recharge areas; developing and enforcing erosion control measures; and restoration of wetlands.

3. Explore working cooperatively with Marinette County to develop a countywide subdivision ordinance. However, if feasible, the Town of Stephenson may establish its own subdivision ordinance to regulate parcel arrangement, encourage orderly growth, and promote efficient provision of public services.
4. Continue to utilize a pavement management system to ensure the town’s road network can continue to effectively serve current and future populations.
5. Continue to work with surrounding communities, school districts and Marinette County to efficiently provide quality, cost effective public services. As part of this, the town should continue to evaluate all mutual-aid agreements that are in place and consider other potential opportunities.
6. Work with Marinette County along with local, state, and federal agencies to promote best management practices for agricultural activities, such as nutrient management planning and establishment of land buffer programs.
7. Cooperate with surrounding towns, school districts, Crivitz Sanitary District and Marinette County to discuss future planning projects and development concerns to lessen potential conflicts.

VOLUME I - APPENDIX A
PROCEDURES FOR PUBLIC PARTICIPATION

Procedures for Public Participation for Adoption or Amendment of the Town of Stephenson Comprehensive Plan

Introduction

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

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

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

The Town of Stephenson acknowledging the need for continuous public involvement throughout the planning process and the requirements of 66.1001(4)(a) has adopted these written public participation procedures. These adopted procedures will provide the Town of Stephenson with the framework necessary to maximize public involvement throughout the planning process.

Posting/Notification of all Plan Commission or Board Meetings

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

- Town of Stephenson Municipal Building
- Other location specific to the community

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

Meetings

The Town of Stephenson Plan Commission or Board will participate in periodic public informational hearings/input sessions held in conjunction with other local communities (cluster meetings) and at the local level during the planning process.

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

Planning Clusters

All planning cluster meetings conducted by Marinette County, UW-Extension, or Planning Consultant, will be open to the public and posted similar to plan commission or board meetings.

Open Houses

A minimum of two (2) "Open Houses" shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. One shall be held at the "midway" point to present background information, and the second open house will be held near the end of the planning process to present the plan prior to the required public hearing. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the plan commission or board.

Notices

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

Public Comments

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

The Town of Stephenson Board and the Plan Commission or Board welcomes written comments regarding issues presented. Direct written responses will be made where a response is appropriate.

Distribution of the Adopted Plan

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

- Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
- Every local governmental unit that is adjacent to the local governmental unit, which is the subject of the plan.
- The Wisconsin Department of Administration
- The Bay-Lake Regional Planning Commission
- The public library that serves the Town of Stephenson.

Adoption of Comprehensive Plan by Town of Stephenson Board

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

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

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community, at the Marinette County Land Information Department and at the Town of Stephenson Municipal Building. Written comments on the plan from members of the public will be accepted by the Town of Stephenson Board at any time prior to the hearing and at the public hearing.

Additional Steps for Public Participation

In addition to public participation measures described in this plan, the Town of Stephenson will utilize other methods of obtaining public participation as adopted by Marinette County in the Marinette County Public Participation Plan. The Town of Stephenson reserves the right to execute additional steps, means, or methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include ideas or means not identified in this plan or the County's public participation plan.

State Statutes

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

Amendments

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

RESOLUTION NO. 2007-6

ADOPTING WRITTEN PUBLIC PARTICIPATION PROCEDURES
COMPREHENSIVE PLANNING

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

WHEREAS, the Town of Stephenson may amend the Comprehensive Plan from time to time and;

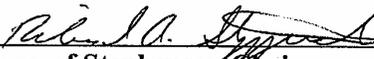
WHEREAS, Wis Stats 66.1001 (4) requires a governing body of a local unit of government adopt written procedures designed to foster public participation in the adoption or amendment of a comprehensive plan and;

WHEREAS, the Town of Stephenson has reviewed the attached written procedures entitled Procedures for Public Participation for Adoption or Amendment of the Town of Stephenson Comprehensive Plan;

NOW THEREFORE BE IT RESOLVED, the Town of Stephenson Board officially adopts the attached Procedures for Public Participation for Adoption or Amendment of the Town of Stephenson Comprehensive Plan.

Adopted this 11 day of July, 2007.

Approved:


Town of Stephenson Chairperson

Attest:


Town of Stephenson Clerk

VOLUME I - APPENDIX B
NOMINAL GROUP RESULTS

**MARINETTE COUNTY (MCCPAC)
NOMINAL GROUP
OCTOBER 16, 2007**

GROUP 1

8	Preserve natural resources; open space; maintain forest land
6	Promote industrial development by improving infrastructure; develop and enhance county utility, communication and technological services and infrastructure
4	Multi-jurisdictional tax incentives for rural industrial development
4	Protect private property rights
4	Improve county protective services
2	Reduce the amount of county owned land
2	Improve and enhance access to waterfalls
1	Control development – make sure development is appropriate
1	Retain businesses – develop county programs
1	Develop more parks on Menominee River
1	Assist towns with dealing with eyesores and dilapidated buildings
1	Develop ATV and snowmobile trails
	Preserve natural shoreline
	Improve and maintain county parks
	Create more housing to accommodate growth created by 4-lane highway
	Maintain county highways
	Preserve larger tracts of land
	Better municipal communications between northern and southern parts of the county
	Develop a north/south route in west part of county in addition to parkway

GROUP 2

4	Need to develop opportunities to keep young people in the county
4	Identify grants for business development
3	Preserve Marinette County as a “get away” (parks, waterfalls, etc.)
3	Continue to support tourism industry in Marinette Co.
3	Recruiting process for qualified and trained workers
2	Need for dairy processing (cheese, cheese house)
2	Improve and maintain roads
2	More interest and support for Crivitz Airport
1	Declining/aging housing stock
1	Prompt, honest feedback on issues from the county
1	Develop tourism potential created by the state park and forest
1	Initiate land use rules that mandate larger building parcels in rural areas
1	Preserve farmland
1	Open county land for hazardous/municipal waste (industrial byproducts)
1	Research windmills

1	Need to bring more industry into the central part of the county
1	Reduce county board to 14 members (1/2)
1	Faster internet in rural areas
	Need more clean, small industries in Marinette Co.
	Industrial areas better defined
	Aging infrastructure (transportation, utilities, etc.)
	Better define residential areas
	Lack of public transportation
	Continue to develop county forest as income production (logging) and tourist attraction
	Establish a sports museum
	Streamline Marinette Co. Business and Industry (MCABI) Program for small business
	Develop high tech. communications
	Programs to better understand issues of minorities (esp. Hmong)
	Need to deal with elderly in future
	Stress recycling program
	Programs to educate ethnic groups to help them integrate into community

GROUP 3

8	Need to preserve water resources-surface and sub-surface/water quality
6	Fragmentation of ag. and forest-concerned that this is occurring and may continue
6	More better paying jobs-retention of young people
4	Concern of out of state waste coming into county-how to control (e.g. foundry sands and sludges)
3	Improve quality of wetlands
3	Need more elderly housing at an affordable rate
2	Travel land and air availability
2	Concerned about potential mining in Marinette, with/and Menominee, MI (Metallic)
1	Limitations on water development
1	Reduce property taxes by 75 percent
1	Keep heavy industrial in cities-retain rural character
1	Limit number of gravel pits in county
1	Keeping lakes and streams clean
1	Concerned about state changing tax policy-what is paid based on ownership-keep change from occurring so they don't have to pay taxes (not pay in lieu of taxes)
1	Look at tax restructuring-particularly addressing farm subsidies
1	Address what is required through state statute for comprehensive planning
	Need to block off logging roads that are not being used
	Need to utilize unused rails (railroad) for other public use – not wasted
	Continue to conjoin public entities – reduce overlapping
	Prevent/stop spread of invasive species
	Continue to promote tourism on widespread basis (all over state)

GROUP 4

10	Attract small, clean industries and industrial parks
5	Maintain as much unbroken woodlands as possible
5	Development of <u>multi</u> -use trails between towns
3	Budget more for road maintenance
3	Preserve and expand lakefront for public use
3	Develop, maintain and secure county parks
2	Better planning in residential areas
2	Maintain and strengthen controls along waterways
2	Preserve farmlands
2	Improve airport in county
1	Allow private tourism related businesses near parks and tourism areas
1	Focus on Rustic Roads beauty
	Encourage industry and comm. to support a healthy economic base
	Locate and highlight historical areas
	Concern about human services impact on aging population
	Pass billboard control legislation
	Develop recreation for young people. Ex. like Bond Center
	Maintain access to industrial, commercial and ports areas
	Maintain, but not increase the federal, state, and county property
	Plan areas for residential and industrial expansion, where possible
	Concern about abandonment of mobile homes
	Improve arts and entertainment offerings

VOLUME I - APPENDIX C
TOWN-WIDE SURVEY

TOWN OF STEPHENSON COMPREHENSIVE PLANNING SURVEY

(Report Synopsis)

INTRODUCTION

From 1990 to 2005, the Town of Stephenson's population increased from 2,288 to 3,276, or 30%. In the year 2005, the Town had 96 new homes built. Population and housing growth offers many opportunities but can also cause a number of dilemmas for agriculture, natural resources, land use, and other things like transportation and economic development. This realization has prompted local community leaders to identify "land use" as the top priority issue in Marinette County.

A similar situation in many areas of Wisconsin led the legislature to adopt the "Comprehensive Planning Law" in October, 1999. The law encourages communities to manage growth in order to maximize their opportunities and minimize their dilemmas. For communities that want to make decisions related to zoning, subdivision, or official mapping, they must have a plan adopted by January 1, 2010. Currently, Marinette County and eight of twenty-five municipalities are involved in a joint planning process through 2010.

MARINETTE COUNTY COMPREHENSIVE PLANNING PROCESS

The Marinette County Comprehensive Planning Process is uniquely structured to encourage grassroots, citizen-based input, including this 2006 broader survey. Each participating local town, village, and city will develop their own very localized plan using the process illustrated below. Each local plan will be developed by a Local Planning Group and eventually recommended to the local governing body. The local governing body will be responsible for adopting the plan through an ordinance. For planning purposes, communities will likely be organized into geographic regions called "clusters." There may possibly be two Cluster Committees representing respective regions of Marinette County. The Cluster Committees are a tool to help foster intergovernmental cooperation. Local communities are still 100% responsible for developing their plan.

At the County level, the Multi-Jurisdictional Planning Committee, which includes one representative from each participating local unit of government and a representative from the Land Information Committee, will develop the County Plan. The Multi-Jurisdictional Planning Committee will make a recommendation concerning the County Plan to the County Land Information Committee and they in turn to the County Board. The County Board is responsible for adopting the County Plan through an ordinance. In the end, each town, city, village, and the county will have their own plan.

The results of this survey will expand input and clarify opinions as communities develop goals, objectives, policies, and strategies for implementation.

The report was produced by: Shawn Kaskie, Community Resource Development Educator, Marinette County UW Extension

SURVEY BACKGROUND

The new law requires communities to foster public participation throughout the planning process. One tool often used to generate input is a citizen opinion survey. In an attempt to deal with these changes and identify new directions and goals, the Town of Stephenson Plan Commission and the Marinette County UW Extension developed this survey to obtain opinions and ideas about the future of the community. Survey results will help ensure the Town of Stephenson continues to be an enjoyable place to live, work, and play. Results from this survey will help guide the Stephenson Town Board and Planning Committee in future decisions.

The nine elements of the comprehensive planning law include: 1] issues and opportunities; 2] housing; 3] transportation; 4] economic development; 5] community utilities and facilities; 6] agriculture, natural, and cultural resources; 7] intergovernmental cooperation; 8] land use; and 9] implementation.

SURVEY METHODOLOGY

A seven-page questionnaire was citizen tested prior to sending it out. The 2006 survey was mailed to all property owners in the Town of Stephenson that were chosen from a list generated from the 2005 tax roll. Duplicate names for owners of multiple properties were eliminated except for their home address.

Despite this scientific approach, several limitations must be considered when analyzing the results. The survey was of property owners and might not reflect the opinions of the general population. Renters and residents of group quarters (e.g., assisted living facilities, etc.) were not surveyed. According to the 2000 Census, this amounts to 155 (10.9%) housing units. The survey returns of 62% were reflective of the 2000 Census for seasonal property owners, which was 61.8%.

2006 SURVEY RESPONSE

A total of 4,684 surveys were sent and over 1,500 (33%) surveys were returned. The high response rate indicates strong interest in comprehensive planning and land use. It is also an indication of the quality of the survey instrument. Using a survey helps communities engage citizens who cannot attend meetings or would otherwise not voice their opinions. Surveys rarely are sent to everyone in the community and a 100% response rate is never achieved.

Town Growth Issues: Question 1

“From 1990 to 2005, the Town of Stephenson population increased from 2,288 to 3,276, or 30%. In the year 2005, the Town had 96 new homes built. Based on that, do you favor growth at (1) a faster rate; (2) the present rate; (3) a slower rate; or, (4) would prefer no growth”.

The majority of survey respondents (64%) reported residential growth should at least slower than the present rate. Four percent (4%) of the respondents favored growth at a faster rate; 31% preferred the present rate of growth; and, 11% would prefer “no growth”.

Town Growth Issues: Question 2

“Would you like to see the amount of land available for new residential development in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?”

Most respondents (91%) reported that land available for housing should either decrease or remain the same.

Town Growth Issues: Question 3

“If you could control the future, which one term would you select to describe Stephenson in 20 years?”

The majority (64%) of respondents characterized the future Town of Stephenson as residential, vacation, and agriculture based.

Town Growth Issues: Question 4

“If you feel the Town of Stephenson should continue to grow, what kind(s) of growth would you like to see encouraged?”

In contrast to Question No. 2, respondents reported that if growth should occur, single family homes were preferred. Five (5) other comments were related to no growth or staying as is.

Town Growth Issues: Question 5

“What are the most important impacts to consider when determining whether a new residential development should occur?”

More than half of the respondents reported wildlife habitat preservation was an important factor when determining whether a new residential development should occur. Other factors rating above 40% included: forest preservation, maintaining rural small town atmosphere, quality/quantity of ground water, and protecting surface water.

Town Growth Issues: Question 6

“The placement of new residential developments should be managed in order to control community service costs, like school bussing, roads, and police and fire protection.”

Most respondents (84%) agreed that placement of new residential developments should be managed in order to control community service costs, like school bussing, roads, and police and fire protection.

Agricultural Issues**Agricultural Issues: Question 1**

“Preservation of open space (defined as undeveloped land, woodlands, and wetlands) in the town is important.”

Most respondents (92%) agreed that preserving open space is important.

Agricultural Issues: Question 2

“Rank the following in the order of their importance (“1” being most).” (1) Preservation of Farmland; (2) Preservation of Recreational/Open Space; (3) Land Development & Growth.

Preservation of recreation/open space was ranked at “most important” with land development and growth ranked the lowest of the three categories.

Agricultural Issues: Question 3

“Stephenson town government should set farmland preservation as a priority goal and implement policies to achieve it.”

Two-thirds of the respondents (67%) agreed that agricultural preservation should be a Town of Stephenson priority.

Agricultural Issues: Question 4

“A farmer’s “right to farm” is important to me even if I am bothered by noise, dust, odors, etc, from the operation.”

Most (92%) of respondents at least generally agree that a farmer’s “right to farm” is important.

Agricultural Issues: Question 5

“Given a situation where a farm family sells their farm, which one of the following best describes how you would like to see the land used after the sale? The land should be:” (1) kept in a traditional agricultural land use; (2) used for agricultural purposes, even if it means large scale/mega farms; (3) used however the new owner desires; ((4) allowed to be divided for development purposes.

The majority (57%) of respondents reported they would like to see the land kept in traditional agricultural-related use after the sale. Almost one-quarter stated a preference for using the land however the landowner decides. Nearly 30 comments included limiting development to conserve the environment.

Agricultural Issues: Question 6

“Future residential developments of 5 or more homes, which are not part of a farm operation, should not be allowed near existing farming operations.”

The majority (57%) at least agree that future residential developments of 5 or more homes should not be allowed near existing farming operations. 18% disagreed.

Residential Land Use Issues**Residential Land Use Issues: Question 1**

“If residential growth occurs, how would you prefer a parcel of land be developed for housing?”

Most respondents (92%) preferred a new parcel of land to be developed for single-family housing. Also, nearly one-third of respondents were interested in more housing for senior citizens.

Residential Land Use Issues: Question 2

“What is the most desirable lot size for a home in the Town? (An acre is about the size of a football field.)”

The most desirable lot size for a home was fairly evenly divided with 56% of respondents reporting a minimum lot size of five (5) acres or less, and ten percent (10%) reporting lots of six (6) acres or more.

Regulatory Issues

Regulatory Issues: Question 1

“Land use strategies are necessary to protect our community interests.”

Most respondents (88%) agree or strongly agree that land use strategies are necessary to protect our community interests.

Regulatory Issues: Question 2

“The Town of Stephenson does not currently have any Zoning Ordinances...however, there are building and setback ordinances. In the future, land use regulation should be (1) maintained as is; (2) created to regulate development; (3) created to support new 20-Year Comprehensive Land Use Plan.

Nearly three-fourths (70%) of respondents report that in the future, land use regulation should be created to regulate development (40%) and to support the comprehensive plan (30%) while one-fourth of respondents (25%) felt the Town should remain without zoning.

Regulatory Issues: Question 3

“Should the Town of Stephenson play a roll in regulation of signs and billboards on Town roads?”

Most respondents (85%) report the Town of Stephenson should play a roll in regulation of signs and billboards on town roads.

Regulatory Issues: Question 4

“Are there other public concern issues that the Town of Stephenson should be regulating?”

On the issue of other regulation concerns, respondents were closely divided. Seventy-three (73) of those reporting “yes” made comments related to unsightly yards due to junk, trash and unlicensed vehicles. Another 30 comments included more regulations on mobile homes.

Government Services

Government Services: Question 1

“In the future, what recreational facilities would you like to see developed in the town? (If you have more than one item you would like developed, number them 1 thru—. 1 being the most preferred.)”

More than one-third of respondents (35%) prefer to see new recreational facilities related to non-motorized recreational trail development, although motorized trail preferences ranked slightly higher than non-motorized trails. Slightly more than one-quarter would like to see additional Peshtigo River and Flowage access. Twenty-nine percent (29%) preferred no new recreational facilities and ranked this as their most preferred option. Other comments reported: improvements on boat landings and piers (35).

Government Services: Question 2

“Which one of the following best describes your opinion on water supplies and sewage disposal in the town?”

More than three-quarter of respondents (78%) feel a small sanitary district should be created to serve areas of concentrated residential or commercial development.

Government Services: Question 3

“How do you feel about police protection? Options 2 to 6 may cost more tax dollars.”

Nearly three-fourths (71%) of respondents feel that the town police protection can remain as is. Other comments suggested adding a one-cent tax to higher more county sheriff patrol time.

Government Services: Question 4

“The Town of Stephenson currently has agreements for fire and rescue services. Are fire and rescue protection adequate in the Town of Stephenson?”

More than three-fourth of the respondents feel that fire and rescue services are adequate. Twelve (12) other respondents commented on the need for paid and/or full-time staff.

Government Services: Question 5

“Are there any programs or services that the Town of Stephenson should improve or establish, at taxpayer’s expense.”

Thirteen percent (13%) or 197 people responding to this question provided comments related to no more services needed related to high taxes (56). Another ten (10) comments were related to airport services requested.

Industrial & Commerce Issues

Industrial & Commerce Issues: Question 1

“Do you feel the Town of Stephenson needs more industry or is it OK at it is now?”

More than two-thirds of respondents (68%) feel the level of industry in the Town of Stephenson is okay as is. Nearly one-third desire more.

Industrial & Commerce Issues: Question 2

“Do you feel the Town of Stephenson should encourage more retail/commercial businesses?”

Slightly more than half agree that the Town of Stephenson should encourage retail/commercial.

Industrial & Commerce Issues: Question 3

“What type of business would you like to have available in the Town of Stephenson?”

Fifty-six (56) respondents referenced more retail shops in general with 13 focused on tourism and specialty stores. Fifty-nine (59) respondents would like to see another grocery store while another 42 specifically mentioned more manufacturing.

Industrial & Commerce Issues: Question 4

“Should the Town regulate businesses in predominately residential areas?” “Should the Town regulate businesses in predominately residential areas?”

More than three-fourths of respondents agree that the town should regulate business in predominantly residential areas.

Industrial & Commerce Issues: Question 5

“Is there a need for an industrial development area in the Town of Stephenson?”

About two-thirds of the respondents disagree with the statement that the Town of Stephenson needs an industrial development area.

Industrial & Commerce Issues: Question 6

“The Town should promote the area with cultural festivals, for example, art, music or nature.”

More than half (55%) agree or strongly agree that the Town should promote festivals. Less than one-quarter disagree.

Industrial & Commerce Issues: Question 7

“Service and tourism-related jobs are important occupations in the Town; local government should do more to support the promotion of the tourism industry.”

The majority of respondents (63%) agree or strongly agree that the Town of Stephenson should promote tourism.

Transportation

Transportation: Question 1

“As you travel on roads and highways within the Town of Stephenson, which of the following are of concern to you?” (1) No concerns, the streets, roads and highways are adequate; (2) safety; (3) hazards; (4) signage; (5) congestion due to recreational traffic; (6) conflicts with farm machinery; (7) conflicts with truck traffic; (8) condition of streets, roads and highways; (specified other concern.

Less than half state the Town roads are adequate. Nearly one-third stated the road conditions, such as potholes and poor visibility, create safety concerns. Speeding (25) was the other largest comment while Parkway Road (25) was the most commonly referenced a specific site of concern.

Transportation: Question 2

“Which statement best describes your feelings when it comes time for a road to be reconstructed?”

Most respondents (85%) stated the roads should be made safe but maintain much of the rustic beauty.

Transportation: Question 3

“Which statement describes your feelings about road surfaces?”

Nearly half (47%) of respondents feel the Town of Stephenson should pave as many roads as possible. Nearly one-third felt only major roads should be paved.

Transportation: Question 4

“Which statement describes how winter road maintenance should be done?”

Nearly three-fourths of respondents stated plowing and sanding is okay regarding winter road maintenance. The remaining one-fourth would like to see salt or other materials added.

Environmental & Social Issues

Environmental & Social Issues: Question 1

“Maintaining the aesthetic beauty of the town is important.”

Most of the respondents (94%) agree that maintaining the aesthetic beauty of the town is important.

Environmental & Social Issues: Question 2

“The Town of Stephenson needs to develop and enforce ordinances to maintain the aesthetic beauty of the town.”

More than three-fourths of the respondents (77%) agree that Town of Stephenson should enforce ordinances to maintain the aesthetic beauty of the town.

Environmental & Social Issues: Question 3

“Protection of woodlands, wetlands, and open spaces in the town is necessary.”

Total Number Responding

Most of the respondents (905) agree that woodland/wetland protection in the town is necessary.

Environmental & Social Issues: Question 4

“Should landowners in the Town be compensated not to develop their land?”

Just over half (51%) sometimes or always agree that landowners should be compensated NOT to develop their land. Twenty-seven percent (27%) reported that this should never be an option. Of the additional comments concerning land development: 10 supported land development and 30 were against more land development

VOLUME I - APPENDIX D
INTERGOVERNMENTAL COOPERATION RESULTS

**Intergovernmental Cooperation Workshop
Village of Crivitz Hall
June 18, 2009**

Intergovernmental cooperation stresses the importance of working cooperatively with neighboring jurisdictions by identifying existing or potential conflicts; communicating visions; and coordinating plans, policies and programs. These joint efforts will lead to accomplishing goals of mutual interest and promoting consistency between planning efforts. An inventory of formal intergovernmental agreements, shared resources, and consolidated services are also discussed.

The following is a listing of existing or potential conflicts facing the governmental jurisdictions. The list was generated on June 18, 2009 during an Intergovernmental Cooperation Workshop with the Village of Crivitz, the Town of Beaver, the Town of Stephenson, state departments, and other interested participants.

Existing or Potential Land Use Issues and Conflicts

- Annexation
- Protect water well located in T. of Stephenson (V. of Crivitz)
- Better well protection – planning
- Better communication between V. of Crivitz and the T. of Stephenson when V. of Crivitz want to buy land
- Border land uses
- Land uses affecting roads
- DNR master forest plan vs. T. of Stephenson plan
- State and County buying land
- Shoreland zoning
- How does the county handle properties that owe back taxes?

Initiatives or Agreements With Surrounding Communities and Cooperative Efforts That Provide More Efficient and Cost Effective Services for Citizens

- Existing mutual agreement on fire protection/police
- Existing recycling agreement
- Existing (informal) equipment/crew agreement
- Informal road agreement
- V. of Crivitz police in T. of Stephenson
- Mutual agreements for natural disaster
- Schools – mutual agreements between V. of Crivitz and T. of Stephenson
- Agreements between towns to enforce building permits, etc.
- Police protection in T. of Stephenson from the V. of Crivitz

Ideas for Resolving Existing or Potential Conflicts

- Have representatives from each community attend board meetings and report back
- Share minutes
- Lack of county board participation at town level. Need more
- Share plans (trails, etc.) and communicate
- Mutual planning efforts/recreation
- Notification on border/plans – boundary agreements
- Planning commissions – meet quarterly
- Communicate before actions are taken.

VOLUME I - APPENDIX E
ECONOMIC S.O.A.R WORKSHOP RESULTS

The Bay-Lake Regional Planning Commission, in conjunction with staff from Marinette County, UW-Extension, and the Marinette County Association for Business and Industry, conducted Economic S.O.A.R. (Strengths, Opportunities, Aspirations, and Results) Workshops to identify important economic opportunities and to fully examine the county’s economic climate. Workshops were held in Crivitz on September 15, 2008 and in Niagara on September 22, 2008.

The SOAR process differs from the more traditional economic analysis workshop that evaluates a community’s Strengths, Weaknesses, Opportunities and Threats (or SWOT Analysis) in that it is a more positive approach to planning for the future. The SWOT tends to focus equally on those aspects of the community that block or impede positive community development; while the SOAR focuses on identifying those components of the community’s economic composition that provide opportunities for improvement.

Through what is termed “appreciative inquiry” the facilitator attempts to determine the communities strengths (What are the communities greatest assets?); opportunities (What are the best possible opportunities?); and, aspirations (what is the preferred future?). Finally, the participants attempt to identify measurable improvements that will determine success.

The SOAR approach to this process starts with a strategic inquiry. During this inquiry an organization’s greatest Strengths and Opportunities are discovered and explored among the participants. The participants are invited to share their Aspirations and co-construct their most preferred future.

The following issues identified from the two workshops will help the Village and Marinette County prepare strategies to promote their economic strengths and identify opportunities and aspirations for results. The following bullets are a compilation of both the Niagara and Crivitz workshop results.

Strengths

- Abundant natural resources
- Safe communities
- Proactive citizens
- Cooperative local governments
- Economically stable
- Communities support businesses
- Attractive main streets
- Numerous parks and green spaces
- Neat and orderly
- Family oriented
- Year round recreational opportunities
- Friendly
- Natural beauty transitioning to industry
- Hiking trails
- Passive sports

Opportunities

- Small, retail businesses
- Investments in communities
- Uniform downtown plans
- Release of county forest land for development
- Town of Niagara website (combine Town & City)
- No vacant structures
- Recreation destination
- Tourism
- Self sustaining
- Sustainable forest industry
- Need to modernize
- Sense of pride, happy working together
- Inviting to outsiders

Aspirations

- Using paper mill for multi-use with small business
- Improve economics in Niagara
- Continue to improve and expand infrastructure (sewer, water and roads) as need
- Hi-tech jobs
- Organized hikes/educational nature walks
- Clean up buildings and improve roads and infrastructure
- Set building appearance standards
- Preservation of family farms
- Get mill running
- More marketing & promotion
- More small business
- small, clean businesses
- infrastructure maintained
- Need equine trail in county (none in county)
- Need good quality bike trails in county
- More housing starts
- Need to keep young people here
- Take care of vacant buildings
- Schools need help, perhaps consolidate
- Need business and industry for young people to work
- Industry that isn't same old-new industries for future such as alternative fuels
- Beautification of town
- Railway expanded for tourism such as passenger
- Representation of history
- More rec. areas/facilities/areas
- Better roads
- More businesses
- Reestablish general store/quick mart
- Cleaner community

- Financial help to start businesses
- Keep kids in area
- Less rules/ordinances/permits – combine/consolidate
- Limit growth
- Make it easier to start businesses
- Small technical college in Crivitz
- Utilization of waste wood along roads and in forests
- Passenger rail service to Marinette’s cities, villages and towns
- Industrial Park projects
- Planned and coordinated redevelopment of business façade/theme

Results

- Sustainable Community
- Thriving and stable economic base
- Economic diversity
- Expanded recreation and tourism industry
- Educational facilities have been expanded
- More growth
- Educated and skilled workforce
- Adaptive reuse of the mill property
- Downtown revitalized

The results of the S.O.A.R. process were instrumental in drafting the economic development goals and identifying appropriate tools for implementation of the Comprehensive Plan.

Economic Development Weaknesses and Threats

As noted the S.O.A.R. process is a positive approach to economic development planning. The real and perceived economic weaknesses and threats to a county or community are not addressed within the context of the S.O.A.R process. The following lists of weaknesses and threats for Marinette County communities that will impact the attraction and retention of businesses was derived both from the S.O.A.R. workshop findings and from Strengths, Weaknesses, Opportunities and Threats (S.W.O.T.) analyses conducted at the community level.

Economic Development Weaknesses and Threats

- Paper mills closing
- Need to improve and expand infrastructure (sewer, water and roads)
- Lack of hi-tech jobs
- Lack of building appearance standards
- Loss of family farms and many with no plan for succession of ownership
- Lack of marketing & promotion for new and current businesses
- Lack of small business
- Lack of silent sport amenities (equine, bike, and walking trails and recreation areas) to attract young people for larger workforce
- Lack of housing starts
- Many young people leave the area after high school and college
- Too many vacant buildings

- Schools need help, perhaps consolidate
- Lack of business and industry for young people to work
- Need to transition to new industries such as alternative fuels
- Need more businesses
- Lack of general stores/quick marts
- Lack of financial assistance to start a new business
- Limit rules/ordinances/permits – combine/consolidate
- Need to make it easier to start businesses
- Lack of technical colleges
- Need planned and coordinated redevelopment of business façade/theme
- Great distance to larger markets
- Many challenges to farming including low commodity prices, difficulty competing in global market, short growing season, less than ideal soil conditions, and limited access to markets.

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