

# Town of Peshtigo

W I S C O N S I N



## Comprehensive Plan

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# Town of Peshtigo

Marinette County, Wisconsin

## Comprehensive Plan

Adopted:  
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Town of Peshtigo

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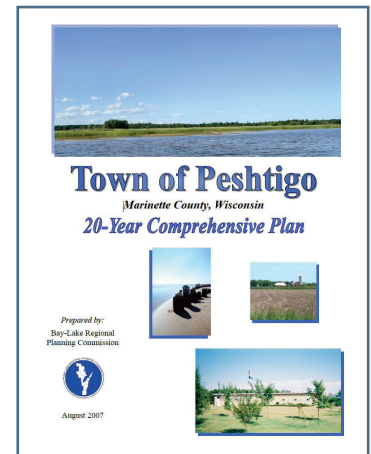
## Purpose of the Comprehensive Plan

This comprehensive plan for the Town of Peshtigo (TOP) is an important long-range planning and policy guide to assist with decision-making through 2045. The purpose of this plan is to manage development/preservation by reflecting the town's shared vision and priorities for the future.

The TOP is required by statute to have a locally approved comprehensive plan. Wisconsin's Comprehensive Planning Law (Wis. Stats. 66.1001) indicates that every governmental jurisdiction that regulates the use of land through a land division ordinance, shoreland zoning ordinance, general purpose zoning ordinance, or official map must have an adopted comprehensive plan. As part of these requirements, **the comprehensive plan must be updated every 10 years at a minimum.**

Prior to the approval of this document, the TOP last adopted a comprehensive plan in 2007. The objective of this plan update is to address more than state requirements. It is meant to ensure the TOP's strategy for guiding future land use and funding decisions align with the town's goals and vision for growth/preservation.

Accordingly, this plan establishes updated goals and actions to guide decision-making in the TOP over the next 20 years and creates a fact base to support the documented goals, any future changes to ordinances, and other planning initiatives or efforts undertaken through 2045.



## Planning Process

This plan was prepared by the Bay-Lake Regional Planning Commission with the following process:

- A review of past and relevant planning efforts led by the TOP and other regional entities including the town's previous comprehensive plan; Marinette County's existing comprehensive plan, Comprehensive Outdoor Recreation Plan, Housing Study, Hazard Mitigation Plan; the comprehensive plans of the towns of Grover and Porterfield and the cities of Peshtigo and Marinette, and the Bay-Lake Region's Comprehensive Economic Development Strategy.
- Discussions and collaboration with Town staff and Town Plan Commission.
- Stakeholder engagement and public outreach including a survey and open house.
- Technical analysis, using data from multiple sources including the State of Wisconsin, the U.S. Census Bureau, and other publicly available data from public and private sources.

The TOP should continue to review this plan annually and update it every 10 years, or when officials, the public, or stakeholders identify a pressing need. Completing updates will allow the town to integrate new ideas, developments, and outcomes not known at the time of this planning process.

## Stakeholder Engagement and Public Outreach

A comprehensive plan, while rooted in technical analysis, is also extensively based on the community's local values. To ensure that this document is a statement of the community's values, the TOP solicited input from the public, stakeholders, and the Town Plan Commission, elected officials, and staff.

The project relied on a range of activities and efforts to access community input. The following summarizes the primary engagement and outreach activities.

- **Plan Commission Meetings:** The planning process accommodated multiple public meetings with the Town Plan Commission for the purpose of receiving feedback and providing direction on the content of the plan as it was developed. Commission members received elements of the comprehensive plan to review and comment on prior to each meeting.
- **Community Survey:** An online community survey was available for several weeks allowing respondents to share their perspectives about the TOP and to help the project team identify the town's strengths, issues, and opportunities. The community survey was open from the beginning of October until November 14, 2024. Survey results are available at the Town Hall Office upon request.
- **Public Open House:** A public open house was held to communicate project status and to highlight key findings of the project to the public. The open house was intended to be informative and educational allowing the project team to collect valuable feedback from the public.
- **Comment Period and Public Hearing:** The planning process accommodated a 30-day public comment period prior to one public hearing for the plan. The hearing was held by the Town Plan Commission on October 21, 2025.



Source: Town of Peshtigo

Covering 60 square miles in the southeast portion of Marinette County, the Town of Peshtigo (TOP) is bordered on the east and south by the bay of Green Bay; on the south by the Town of Little River in Oconto County; on the west by the Town of Grover in Marinette County; and on the north by the Town of Porterfield and City of Marinette in Marinette County. The City of Peshtigo is a separate municipality surrounded by the TOP (Map 1).

## Town History

The TOP has a rich history dating back well before the first European settlers ever broke ground in the area. The Menominee people settled the land along the Peshtigo River, fishing, hunting, and harvesting primarily wild rice plants and, to a lesser extent, corn.

In 1634, French explorer Jean Nicolet was credited as being the first European to discover and explore the area, which was rich with life and surrounded by dense woods. From the late 1600's through the 1800's, explorers, fur traders, and missionaries passed through and camped in the area, establishing fur trading with the Menominee.

By the early 1800s, the first permanent white settlement was established in the area. To these early settlers, the vast white pine forests seemed inexhaustible and word of this rich, Northwoods forest spread quickly. Timber companies and lumberjacks would soon settle nearby. The Peshtigo River provided a cheap, efficient means of transportation and a way to move logs from the woods to the sawmills that lined the banks of the river. Use of the river to transport logs meant the area did not need to rely on railroads, like other timber communities in the Northwoods.

The Peshtigo Fire of 1871 claimed the lives of over 1,000 people (the true number is not known) and destroyed the town along with roughly 1.2 million acres of land, becoming America's most disastrous forest fire. Having occurred on the same day as the Great Chicago Fire, it received much less notoriety despite the fact that it was much more destructive. Nearby in the City of Peshtigo, a museum is housed in the first church rebuilt after the fire and is a living model of the area's history. The Peshtigo Fire Cemetery, on property adjoining the Fire Museum, serves as the burial site to those who lost their lives in the fire of October 8, 1871.

As the 19th century came to a close, logging was still a thriving industry in the TOP and Marinette County, but by 1910, about two-thirds of the county's woodlands were cut down for timber. When major logging operations ended, some once thriving communities became ghost towns. In the TOP, the economy shifted from lumber to agriculture, in part due to the Peshtigo Fire clearing large amounts of land.

The 20th century saw a rise in manufacturing and it is now the largest industry in the area.

**Population (2020)**  
**4,006**

Source: 2020 Decennial Census.

**Total Housing Units**  
**1,896 units**

Source: 2020 Decennial Census.

**Median Household Income**  
**\$79,219**

Source: American Community Survey 2023, 5-year estimates.

**Population Projection 2050**  
**2,987**

Source: Wisconsin DOA Demographic Services Center (2024).

**Total Occupied Housing Units (Year-round units)**  
**1,680 households**

Source: 2020 Decennial Census.

**Civilian Labor Force**  
**2,063**

Source: American Community Survey 2019, 5-year Data Profiles

**Median Age**  
**55.1 years**

Source: American Community Survey 2023, 5-year estimates.

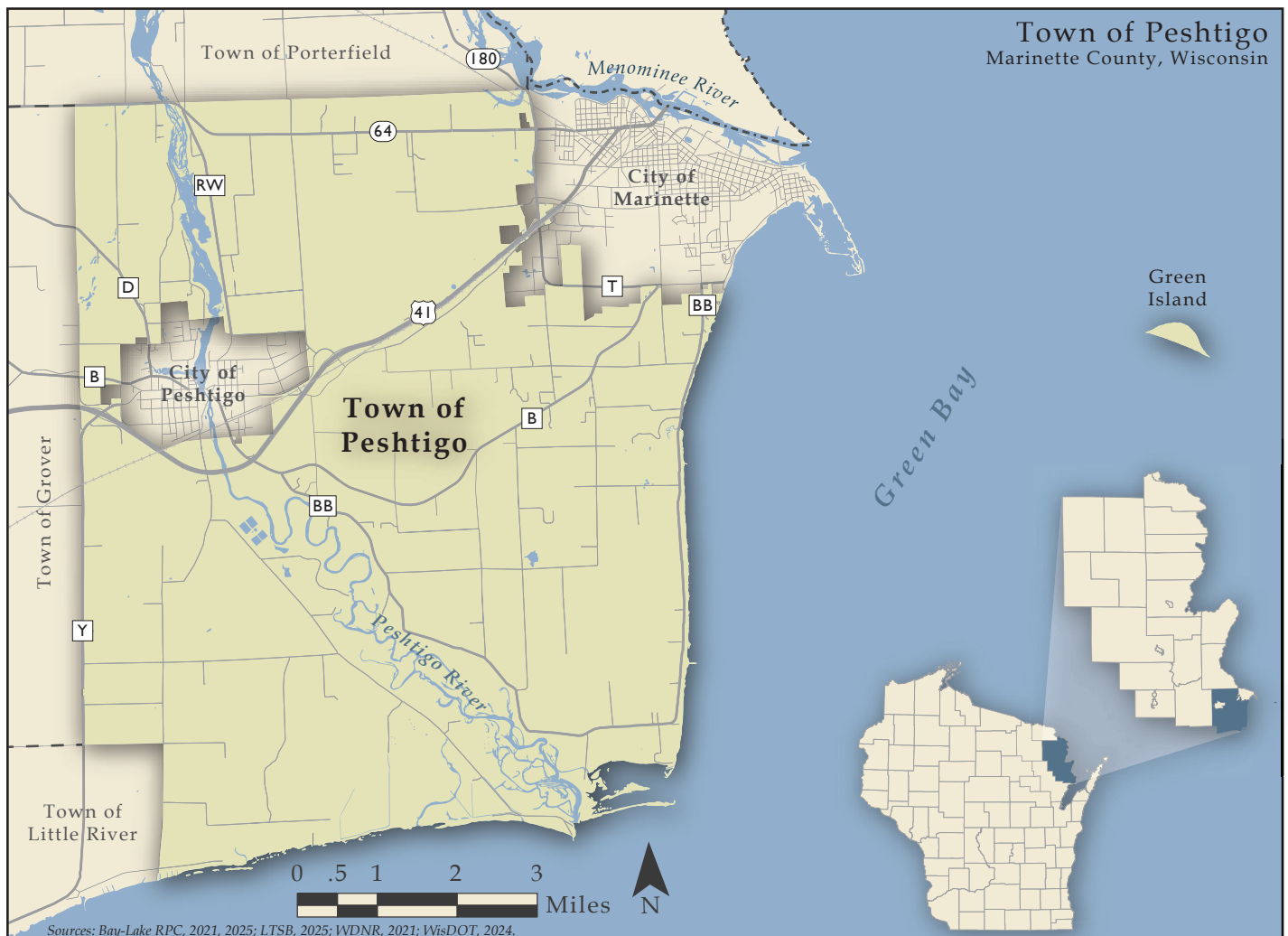
**Average Household Size**  
**2.25 persons per household**

Source: American Community Survey 2023, 5-year estimates

**Largest Industry**  
**Manufacturing**

Source: American Community Survey 2023, 5-year Data Profiles

**Map 1: Location**



# Demographics and Housing

This section summarizes the Town of Peshtigo’s (TOP) population and housing trends and projections. These demographic characteristics are important in predicting future population and housing needs over the 2025-2045 period and their influence on the town’s infrastructure and community facility capacities.

## Population Trends

According to the U.S. Census, the TOP population has fluctuated over the last several decades (Exhibit 1). From 2000 to 2010, the town gained 238 residents, representing over a 6% increase. However, the town’s population dropped slightly from 2010 to 2020 by 51 residents. Marinette County experienced a 5% decline of 2,129 residents between 2000 and 2020.

Exhibit 1: Population Trends

	Town of Peshtigo	City of Peshtigo	Marinette County	Wisconsin
2000	3,819	3,357	43,384	5,363,675
2010	4,057	3,502	41,749	5,686,986
2020	4,006	3,382	41,255	5,893,718
Change 2010 to 2020				
Number	-51	-120	-494	206,732
Percent	-1.26%	-3.43%	-1.18%	3.64%

Source: U.S. Census, 2020

## Population Distribution by Age

The median age in TOP increased by 13.7 years between 2000 and 2020. Median age trends should be considered when planning for the community service needs of the town as the population ages.

Under 5 years: 2.2%

Under 18 years: 16.8%

18 years and over: 83.2%

65 years and over: 24.5%

Median Age

Town of Peshtigo

55.1

Marinette County: 48.8

Wisconsin: 39.6

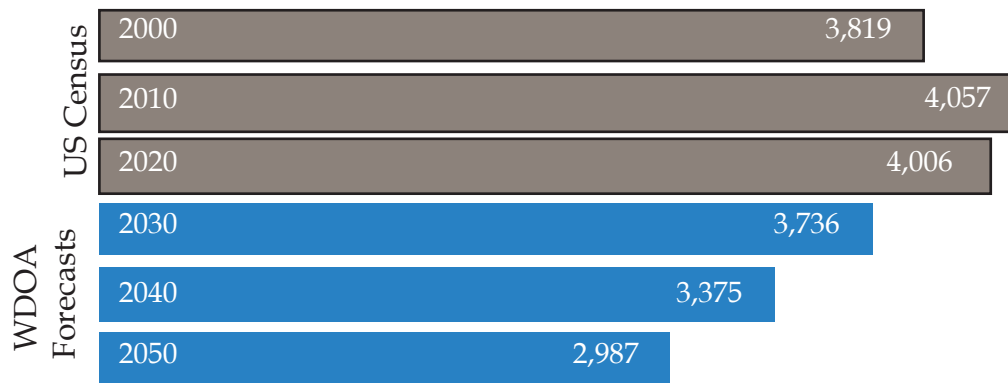
U.S. Census,  
ACS 5-year data, 2023



## Population Forecast

Population projections are an important factor necessary to assess the town's future housing, community facilities, services, and transportation needs. According to the 2024 Wisconsin Department of Administration (WDOA) projections (based on 2020 Decennial Census), the TOP's population may decrease 26% by 2050 (Exhibit 2). Projected population decline should be monitored by the town as it could lead to difficult decisions regarding local service needs and possible economic challenges in the area.

### Exhibit 2: Population Trends & Forecasts



Source: U.S. Census; WDOA

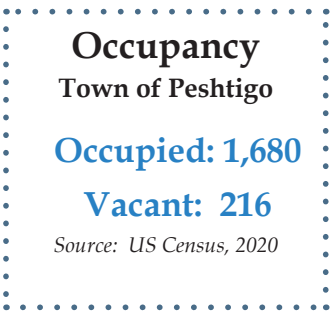
## Housing Inventory

This section describes the TOP’s housing stock and occupancy characteristics. In some instances, this section compares the town’s housing market to the county, state, and nearby local jurisdictions to understand the town’s role within the broader region.

Exhibit 3: Historic Housing Units

Year	Town of Peshtigo Housing Units
2000	1,567
2010	1,854
2020	1,896

Source: U.S. Census



Nearly 40% of the existing housing units in the TOP were built after 1989 with the majority of these units being built from 1990 to 1999. Slightly less than 12% of the town’s current housing stock was built prior to 1940.

## Housing Occupancy and Tenure

The TOP has 1,896 housing units. Of those units, 1,680 units are occupied and 216 are vacant. However, about 141 of those vacant housing units are for seasonal, recreational, or occasional use. The remaining 75 vacant housing units are for rent, for sale, or unoccupied.

One unit detached structures made up nearly 90.8% of the housing types in the TOP. The second largest housing type found in the town was mobile homes, which made up 8.2%. Twenty or more units made up the remaining 1% of housing types in the town.

Additional data about TOP’s household compositions (2020) show that:

- 39% of households have one or more people 65 years and over.
- 16% of households have children under 18 years old.

Over 98% of the 1,680 occupied units in the town are owner-occupied, while just under 2% are renter-occupied. The TOP’s homeownership rate is higher than Marinette County’s and Wisconsin’s (Exhibit 4).

Exhibit 4: Housing Tenure

Jurisdiction	Occupied	Rental
Town of Peshtigo	98.2%	1.8%
City of Peshtigo	62.0%	38.0%
Marinette County	80.4%	19.6%
Wisconsin	67.9%	32.1%

Source: U.S. Census, 2020

## Median Income

Income is the factor that most influences housing choice (or lack of choice in instances where households have an inability to afford housing that meets their needs). Exhibit 5 compares the TOP's 2020 median household income with other jurisdictions.

**Exhibit 5: Household Income**

Jurisdiction	Median Household Income
Town of Peshtigo	\$ 79,219
City of Peshtigo	\$ 65,433
Marinette County	\$ 63,401
Wisconsin	\$ 74,631

Source: U.S. Census, 2020

## Housing Cost and Affordability

The Department of Housing and Urban Development (HUD) defines "cost burden" as households paying 30% of their income or more on housing costs and "severely cost burden" as households paying 50% of their income or more on housing costs. Understanding rates of cost burden helps to determine the extent to which households are struggling to afford housing in the TOP and the region.

- 11% of TOP's households are cost burdened or severely cost burdened. Median housing cost for housing units with a mortgage in the town was \$1,289 in 2020.
- Renters are more likely to be cost burdened than homeowners in the TOP. In 2020, 100% of the town's renters were considered cost burdened.

### Median Household Value Town of Peshtigo

**\$203,200**

Marinette County: \$154,600

Wisconsin: \$272,500

Source: US Census, 2020

## Future Housing Demand

According to the 2013 WDOA projections (based on 2010 Decennial Census), households in the TOP are projected to increase over the next 20 years. The 2020 Decennial Census notes that the town contains 1,680 households. The WDOA projection indicates this number is anticipated to be at 1,941 households in 2030 and climb to 1,959 by 2040.

\*\* Note that new household projections are expected later in 2026 and will be based on the 2020 Decennial Census. These projections should be reviewed to determine if any changes need to be considered for the town's comprehensive plan. Particularly if the projections are extreme either in household decline or growth.

This section provides an inventory of the existing natural, agricultural, and cultural resource features within the Town of Peshtigo (TOP). The inventory provides an understanding of the physical characteristics of the area as these features make up major determinants of future development options. To understand where these resources are located and how they relate to one another is important to help limit unnecessary public expenditures and to minimize the negative impacts to these valued environmental/cultural resources.

## Environment

The environmental features of the TOP define the town's identity and character. These environmental resources help support the natural systems that provide for wildlife, a healthy environment, and opportunities for recreation.

## Geology and Soils

Most of the soil within the TOP is made up of fine and loamy sand, comprised mainly of Wainola series soil. This soil is deep down to 60-inches and poorly drained that was formed in glaciofluvial deposits on outwash plains, lake plains, and glacial lake deltas.

## Hydrology

### Watershed

According to the Wisconsin Department of Natural Resources (WDNR), the surface water drainage system of the town is entirely within the Upper Green Bay Basin, located within the Lake Michigan Basin drainage system. The planning area is divided into two watersheds, the Lower Menominee River and Lower Peshtigo River. The Peshtigo River basin includes direct drainage areas to the bay of Green Bay and the Little River.

### Groundwater

The TOP relies on groundwater for industrial, municipal, farm, and domestic water supplies. There are two principal aquifers in the area, the glacial drift and the underlying sandstone. Water from the uppermost glacial drift aquifer is limited in quantity and is subject to contamination by pollutants because of its proximity to the ground surface.

The quality of groundwater in the area is generally suitable for most uses, however, it is locally high in iron and, in some areas, there has been identified PFAS (per- or polyfluoroalkyl substances) contamination for which individual testing is encouraged.

The TOP should encourage best management practices regarding stormwater runoff and using infrastructure such as retention ponds and rain gardens that store stormwater. When feasible, the town should assist in the promotion of best management practices for the agricultural lands.

## Shoreline

The TOP has approximately 11 miles of coastline along the bay of Green Bay providing a variety of natural resources, conservation areas, and recreation opportunities. Marinette County regulates the shorelands of all navigable waters in the unincorporated areas of the county, including the town.

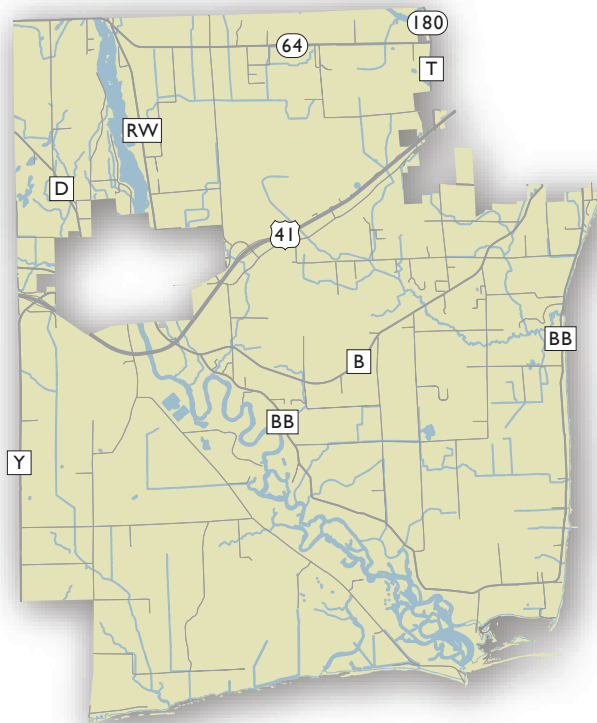
## Surface Water

The TOP contains several waterbodies including:

- bay of Green Bay
- Peshtigo River
- Menominee River
- Little River
- Bundy Creek
- Trout Creek

Surface water features in the Town of Peshtigo are detailed on Map 2.

**Map 2: Surface Water**

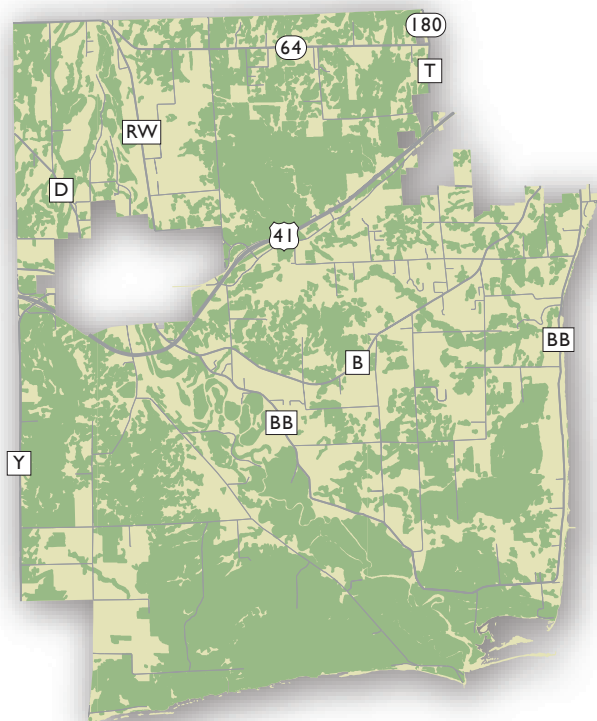


## Wetlands

Wetlands are a valuable ecological resource that is involved in recharging the underlying groundwater system and are home to a varying combination of plants and animals.

Wetlands in the TOP that are two acres and greater are illustrated on Map 3.

**Map 3: Wetlands**



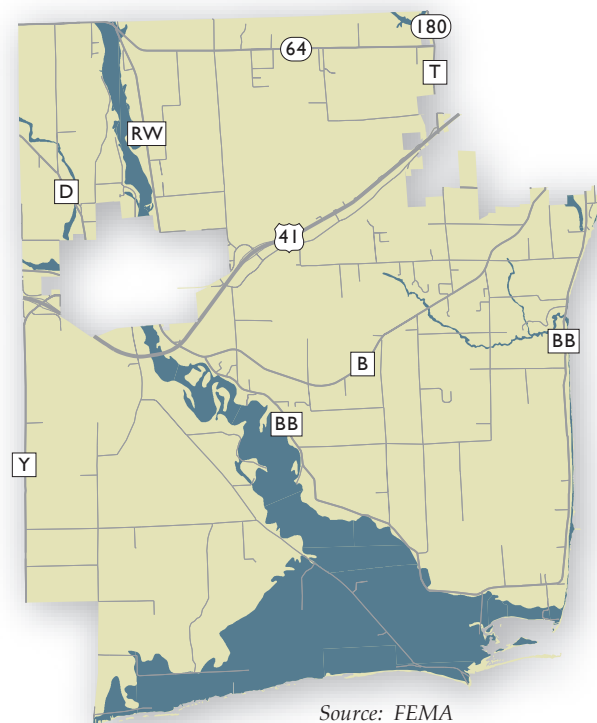
Source: WDNR

**Map 4: 100-Year Floodplain**

## Floodplain

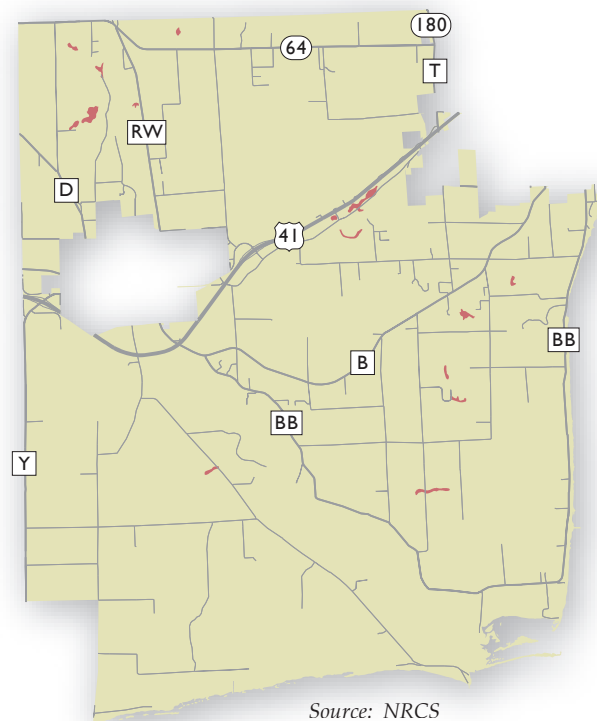
Floodplains are defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This event has a 1% chance of occurring in any given year. The TOP contains areas of floodplain running predominantly adjacent to the Peshtigo River as well as the Peshtigo River Delta Marshes. The Delta Marshes area is an extensive sedge meadow and marsh complex bordering the mouth of the Peshtigo River along the bay of Green Bay (Map 4).

For planning purposes, floodplains in the TOP provide for stormwater retention areas, wildlife habitat, and groundwater recharge areas.

**Map 5: Steep Slope**

## Steep Slope

Map 5 illustrates the areas of steep slope (i.e., slope 12% or greater) based on soil characteristics within the town. Soils characterized as containing steep slopes are more susceptible to erosion and may require special building and construction restraints.



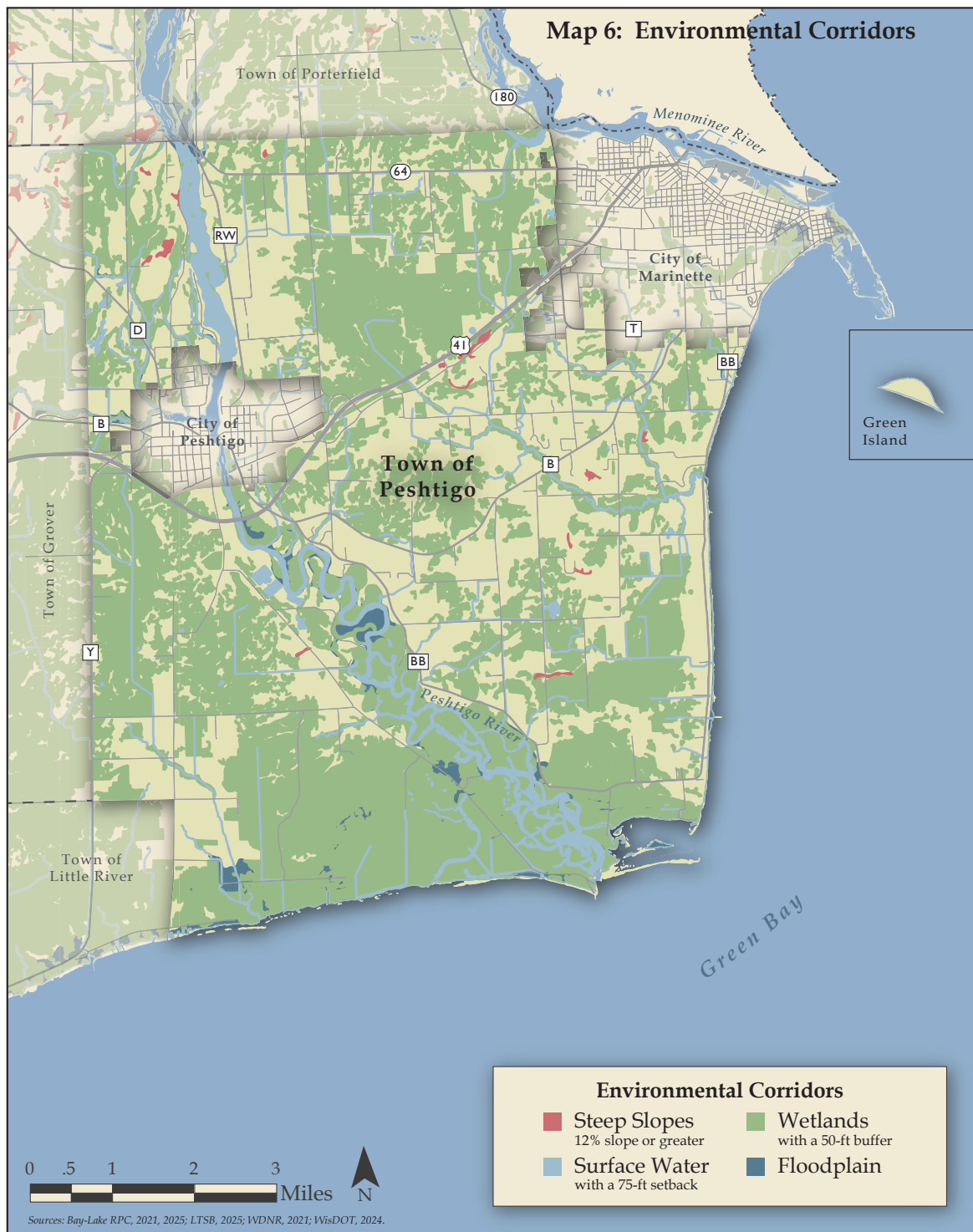


## Environmental Corridors

Environmental corridors are areas of the landscape that contain and connect natural areas, green space, scenic and historic areas, scientific areas, recreational areas, and cultural resources. Map 6 illustrates the environmental corridors within the TOP.

Environmental corridors, along with other identified areas of environmental significance in the TOP, should be taken into consideration when making future development decisions.

The elements described in the previous subsections (wetlands with a 50-foot buffer, 100-year floodplain, steep slope 12% or greater, and surface waters with a 75-foot building setback) are used to delineate environmental corridors within the TOP.



## PFAS

Per- and polyfluoroalkyl substances (PFAS), a group of synthetic chemicals known for their durability and resistance to water, oil, and heat, have had a significant impact on the TOP. These “forever chemicals,” so named due to their persistence in the environment, were commonly used in products like firefighting foams, nonstick cookware, and water-resistant clothing. In the TOP, contamination issues are particularly tied to the use of PFAS-containing firefighting foam used at the nearby Tyco Fire Technology Center, which led to high concentrations of PFAS entering local water supplies.

Residents of TOP first became aware of potential PFAS contamination in 2017 with households relying on private wells, some of which were found to be contaminated. PFAS chemicals like PFOA and PFOS have been linked to numerous health issues, including thyroid disease, increased cholesterol levels, immune system effects, and even certain cancers.

Tyco and the WDNR have taken steps to address PFAS contamination, including offering resources to test water, providing bottled water, installing filtration systems, and replacement of private wells. Long-term solutions, such as comprehensive cleanup of contaminated areas, remain complex and costly. Further and ongoing information can be found on the WDNR website, the Tyco website, and the TOP website.

## Agricultural Resources

Farmland and farming operations are located throughout the TOP. Products from these operations include, but are not limited to, timber, forage, grain crops, vegetables, nursery products, dairy products, and livestock. In terms of market value of agricultural products sold, cultivated Christmas trees, short rotation woody crops, farming is unique to Marinette County and is ranked 5th in Wisconsin and 56th out of 1,274 counties in the nation according to the 2022 Census of Agriculture. The TOP contains approximately 3,340 acres of agricultural land.

Farmers in Marinette County utilize a mixture of land use practices to increase soil fertility and crop yield. Some new techniques that farmers have been using include reducing to no till, covering crops, developing nutrient management plans, and low disturbance manure application. These techniques not only mitigate environmental impacts but also reduce the amount farmers need to spend on fertilizers and other products while increasing yields.



Source: Bay-Lake Regional Planning Commission.

## State Natural Areas

According to the WDNR, state natural areas (SNAs) protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations, and archeological sites. Encompassing 406,000 acres of lands owned by the state and its many partners, including land trusts, local and county governments, and private citizens, Wisconsin's SNAs are valuable for research and educational use, the preservation of genetic and biological diversity, and for providing benchmarks for determining the impact of use on managed lands. They also provide some of the last refuges for rare plants and animals. The following SNA's are located within the TOP.

**Peshtigo River Delta Marshes SNA** is an extensive sedge meadow and marsh complex bordering the mouth of the Peshtigo River along the west shore of the bay of Green Bay.

**Peshtigo Harbor Lacustrine Forest SNA** represents one of the least disturbed and best remaining examples of the hardwood swamps that formerly dominated this area along the west shore of the bay of Green Bay.

**Bloch Oxbow SNA** lies on a level sandy upland a few feet above the floodplain of the Peshtigo River, 2 miles upstream of its confluence with the bay of Green Bay. It protects one of the best remaining examples of northern dry-mesic forest.

## State Wildlife Area

**Green Bay West Shores Wildlife Area - Peshtigo Harbor Unit** is a 6,750-acre property located in the TOP. The aforementioned SNAs are located within or connected to this unit. According to the WDNR, all wildlife areas are open to a full range of traditional outdoor recreational uses including hunting, fishing, trapping, hiking, nature study, and berry picking. Dog training or trialing (hunting dog competitions) may be allowed by permit. A limited number of properties allow additional outdoor recreation at designated locations such as seasonal primitive camping, bicycling, horseback riding, and snowmobiling.

## Historic and Cultural Resources

The State Historic Preservation Office of the Wisconsin Historical Society has several sites within the TOP considered to be of historic significance. Properties listed are primarily structures (houses, barns, and outbuildings). Please note that not all sites are eligible by the Wisconsin Historical Society but rather are sites that individuals believe should be considered for eligibility.

The **Peshtigo Reef Light** is a lighthouse that was built in 1936 to identify the Peshtigo Reef, a significant hazard to navigation in the waters of the bay of Green Bay that juts out 4 miles from the point. The structure was added to the National Register of Historic Places in 2007 .

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

The **Peshtigo Fire** of 1871 is arguably the most notable event to take place in the TOP with the fire and its victims memorialized with the Peshtigo Fire Museum and Cemetery located in the City of Peshtigo. The cemetery was the first official Wisconsin state historical marker.

To better understand the factors that influence the Town of Peshtigo’s (TOP) economy, this section summarizes the town’s socio-economic characteristics, economic base, and economic development opportunities.

## Socio-Economic Characteristics

### Labor Force

The civilian labor force consists of all people 16 years of age or older classified as employed or actively looking for work. Military personnel, federal government employees, and retirees are not counted as part of the civilian labor force. In the TOP, there are 2,063 people in civilian labor force, or approximately 60% of the town’s total population (2023 ACS 5-Year Estimates). This is slightly higher than Marinette County overall. See Exhibit 6. The national average is around 63%.

Exhibit 6: Employment Status

	Civilian Labor Force	Employed	Unemployed
Town of Peshtigo	2,063	1,974	89
City of Peshtigo	1,784	1,764	20
Marinette County	20,109	19,327	782
Wisconsin	3,143,490	3,056,531	86,959

Source: U.S. Census, ACS 5-year data, 2023

### Education

Exhibit 7 shows the education attainment for the town’s residents in comparison to neighboring City of Peshtigo, Marinette County, and Wisconsin’s overall.

Exhibit 7: Education Levels, Population aged 25 and older

	% High School Graduate or Less	% Some College, No Degree	% Bachelor’s Degree or Higher
Town of Peshtigo	38.9%	18.1%	29.5%
City of Peshtigo	35.8%	27.1%	24.4%
Marinette County	44.2%	22.4%	19.5%
Wisconsin	36.4%	19.8%	32.8%

Source: U.S. Census, ACS 5-year data, 2023

### Commuting

In the TOP, 88% of workers age 16 or older commuted by car, truck, or van. Those driving alone made up 77% of commuters, while another 11% of the working population carpooled to work. Over 11% of workers work from home in the town.



The data below provides an illustration of where residents of the TOP are traveling to for work and which communities' employers of the town are attracting workers from. The commuting patterns demonstrate the local employment opportunities for residents within Marinette County. It also illustrates the town's close proximity to Michigan as over 15% of working TOP residents work outside of the state of Wisconsin.

- TOP residents living and **working in** Marinette County: **74.0 %**
- TOP residents that **commute out** of Marinette County for work: **10.5 %**
- TOP residents **working outside state of residence**: **15.5 %**
- TOP residents **working from home**: **11.2 %**

### Average Travel Time to Work

**18.4 minutes**

Source: U.S. Census,  
ACS 5-year data, 2023

## Economic Base

### Earnings

Median household income of the TOP labor force is \$79,219 according to the U.S. Census, ACS 5-year data, 2023.

Average earnings for full-time, year-round workers with earnings in the TOP is about \$67,543 per the U.S. Census, ACS 5-year data, 2023.

According to the U.S. Census, ACS 5-year data, 2023, just over 3% of the TOP's population is living below poverty status. Living below the poverty line is defined by comparing a household's income to a specific threshold that varies based on family size and composition.

### Occupation

The largest share of the TOP's residents are employed in management, business, science, and arts occupations (Exhibit 8). This occupation grouping grew by 23% from 2012 to 2023.

From 2012 to 2023, the number of the TOP's residents employed in production, transportation, and material moving occupations increased by 17%. The town's residents employed in service occupations reduced by 31%, while residents employed in sales and office occupations declined by 29%.

**Exhibit 8: Employment by Occupation**

Occupation	Town of Peshtigo	Marinette County
Management, business, science, and arts occupations	815	6,236
Service occupations	288	2,790
Sales and office occupations	273	3,322
Natural resources, construction, and maintenance occupations	163	2,093
Production, transportation, and material moving occupations	435	4,886
Employed civilian population 16 years and older	1,974	19,327

Source: U.S. Census, 2023

## Industry

In 2023, the industries with the greatest number of employees were manufacturing and educational services, and health care and social assistance. These industries accounted for 1,057 jobs, or 53.5% of the TOP's total employment base.

From 2012 to 2023, the industries that experienced the most employment growth by percentage were Finance and insurance, and real estate and rental and leasing; Wholesale trade; and Professional, scientific, & management, and administrative & waste management services (Exhibit 9).

**Exhibit 9: Employment Persons by Industry**

Industry	Town of Peshtigo	
	2012	2023
Agriculture, forestry, fishing and hunting, and mining	67	74
Construction	83	105
Manufacturing	536	627
Wholesale trade	31	47
Retail trade	221	77
Transportation and warehousing, and utilities	81	45
Information	41	8
Finance and insurance, and real estate and rental and leasing	22	93
Professional, scientific, & management, and administrative & waste management services	54	76
Educational services, and health care and social assistance	411	430
Arts, entertainment, and recreation, and accommodation and food services	304	259
Other services, except public administration	95	82
Public administration	71	51
<b>Total</b>	<b>2,017</b>	<b>1,974</b>

Source: U.S. Census, 2012, 2023



## Employment Forecast

Wisconsin's Department of Workforce Development (WDWD) projects that employment in the Bay Area Region (11 counties in the northeastern area of the State of Wisconsin including Marinette) will grow at an average annual growth rate of 8.78% from 2020 to 2030.

According to the WDWD's occupational projections for the state between 2020 and 2030, the following are the top 10 occupations forecast to have the greatest number of openings:

- Production Occupations
- Food Preparation and Serving Related Occupations
- Office and Administrative Support Occupations
- Sales and Related Occupations
- Transportation and Material Moving Occupations
- Healthcare Support Occupations
- Business and Financial Operations Occupations
- Construction and Extraction Occupations
- Education; Training; and Library Occupations
- Personal Care and Service Occupations

The top two occupation groups in the state, for comparison, are Food Preparation and Serving Related Occupations and Office and Administrative Support Occupations. The Office and Administrative Support Occupation also has a negative growth rate for both the state and the Bay Area.

# Utilities & Community Facilities

This section provides an inventory of the public facilities in the Town of Peshtigo (TOP). Public facilities such as fire and police stations, libraries, government buildings, and public utilities (i.e., water, natural gas, electricity, and broadband) are identified.

Knowing the facilities and its existing conditions can help the TOP plan for growth, determine any deficiencies, and ensure their adequacy to meet the town's present and future development needs.

## Utilities Inventory

### Electric Service and Natural Gas

Wisconsin Public Service Corporation provides the town with electric power and portions of the town with natural gas.

Some residents and businesses also have individual on-site tanks for liquid propane or fuel oil, as well as wood stoves and pellet stoves.

### Energy

Renewable energy is from sources that may be maintained in a constant supply over time including water, solar, wind, biomass, and geothermal energy. The TOP acknowledges residents and businesses may explore renewable energy sources when feasible.

### Water Supply

The primary source of drinking water for the town is groundwater via private wells. However, both surface and groundwater in the town is used for domestic, industrial, commercial, agricultural, and public purposes.

### Sanitary Sewer Service

The TOP residents are served by private sewage disposal systems or holding tanks.

### Stormwater

The stormwater drainage system in the town is composed of culverts, open ditches, and drainage basins.

### Telecommunications and Internet

Broadband, telephone/cellular, and television services in the town are available from several providers in neighboring communities.

## Community Facilities & Services

### Administrative Facilities

The Town Hall is located at W2435 Old Peshtigo Road, Marinette. It is east of the City of Peshtigo and south of the City of Marinette. The building is over 70 years old and is in relatively good condition.

### Solid Waste Disposal and Recycling Facilities

Residents can drop off solid waste and recyclables at the TOP Recycling Center. Garbage pick-up can be privately contracted between residents and private hauling companies of their choice. Haulers currently permitted in the town include Waste Management, GFL, and Grinsteiner Disposal .

## Road and Other Maintenance

Maintenance of the town's road network is performed by private contractors as well as Marinette County Highway Department.

The Town Garage was built in the late 1980s, is in average condition, and is located on the same property as the Town Hall and Fire Department.

## Cemeteries

There is one large cemetery in the town, Glenwood Memorial Gardens, covering approximately 16 acres with over 2,200 graves in addition to an attached Cedar Grove Pet Cemetery. There is also a private cemetery located in the town, owned by St. Joseph Church in Marinette.

## Protective and Emergency Services

### Fire Station/Protection

The TOP has an all-volunteer fire department with the fire station located next to the Town Hall. The department's equipment includes two engines, two brush trucks, two water tenders, a UTV, and a boat. All equipment is in good, operational condition with the newest fire engine slated for arrival December 2025.

The TOP fire department participates in the Wisconsin Mutual Aid Box Alarm System.

Insurance Service Office (ISO) is a rating of 1 to 10, with 1 representing the best fire protection and 10 representing an unprotected community. While ISO does not presume to dictate the level of fire protection services, it generally contains deficiencies found. The ISO rating is used as a guide for municipal officials in planning improvements to their fire fighting services. The TOP has ISO fire rating of 6 for those properties located within 5 road miles of the fire station; remaining properties have a rating of 10.



Source: Town of Peshtigo

## EMS/Ambulance

Emergency Rescue Squad Inc. is a volunteer rescue squad based in City of Marinette that serves the TOP with additional EMS coverage provided by Aurora Medical Center – Bay Area also located in the City of Marinette.

## Law Enforcement

The TOP has a constable for ordinance enforcement with law enforcement coverage provided by the Marinette County Sheriff's Department located on University Drive, on the south side of the City of Marinette. The station location contains the county 911 dispatch center, offices, garage space, and the county jail. The TOP has a shared municipal judge with City of Peshtigo and towns of Grover and Porterfield.

## Educational Facilities

### Schools

The TOP is covered by two public school districts with the west portion in the Peshtigo School District, located in the City of Peshtigo, and the east portion in the Marinette School District, located in the City of Marinette. There are also various private schools available in neighboring communities.

The Peshtigo School District owns and operates a 37-acre property called the **Peshtigo School Forest** located in the southeast part of the town. The forest was originally owned by Badger Paper Mill. In 1958, students planted Red Pine trees. Since then, students have learned about forest management and maintenance by pruning trees and making trails and signage.

NWTC Marinette is a higher education option in the area for in-person learning as a 2-year school offering over 40 programs.

In early 2024, UWGB-Marinette announced it would be transitioning all its classes to online education.

### Library

The closest libraries available are the Marinette County Peshtigo Branch Library, located in the City of Peshtigo, and Marinette County Stephenson Public Library, located in the City of Marinette.

## Care Facilities

### Healthcare

Healthcare, Dental, and Vision services can be found in neighboring communities.

### Child Care/Adult Care

Child care, adult care and elderly care facilities can be found in neighboring communities.



## Parks and Recreation Facilities

The TOP has several public parks and natural areas providing the public with a variety of recreational opportunities.

- Thompson Park
- Ed Kowalski Walking Trails
- TOP Dog Park (privately owned)

Marinette County properties:

- Michaelis Park located on the shores of the bay of Green Bay
- Hemlock Curve Nature Trail

In addition to these sites, the Wisconsin Department of Natural Resources maintains several publicly- accessible state natural areas (SNAs) and wildlife areas in the TOP that contain trails and other amenities including the Bloch Oxbow SNA, Peshtigo River Delta Marshes SNA, Peshtigo Harbor Lacustrine Forest SNA and Green Bay West Shores Wildlife Area – Peshtigo Harbor Unit. More information can be found in the Environmental and Cultural element of this plan.



Source: Bay-Lake Regional Planning Commission.

This chapter provides an inventory of the existing transportation facilities that serve the Town of Peshtigo (TOP). In addition, an inventory and analysis of applicable transportation plans are included in this section.

## Existing Transportation System

This section presents an inventory of transportation modes available in the TOP, as well as information and related maps.

### Streets and Highways

The TOP’s primary transportation infrastructure is its roadways. Map 7 displays the town’s roadway network and highlights its functional classifications. The town’s functional classifications, as defined by the Wisconsin Department of Transportation (WisDOT), include:

- **Principal Arterial:** Principal arterials serve as a major route for long-distance travel and connecting urban areas. U.S. Highway 41 is the lone principal arterial in the TOP.
- **Minor Arterial:** Minor arterials carry moderate traffic volumes and serve inter-community trips. TOP’s minor arterials include STH 64 and CTH’s B and T.
- **Collectors:** Collectors collect and distribute traffic between local streets and arterials. They intersect neighborhoods and direct traffic to the arterial system for longer through trips. The TOP has several collectors; including CTH’s B, BB, RW, D, and Y. Rader Road and portions of Old Peshtigo Road are also considered Minor Collectors in the TOP according to WisDOT.
- **Local Roads:** Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

An account of mileage data, respective of the TOP’s functional classifications (not including USH 41 or STH 64) is detailed in Exhibit 10.

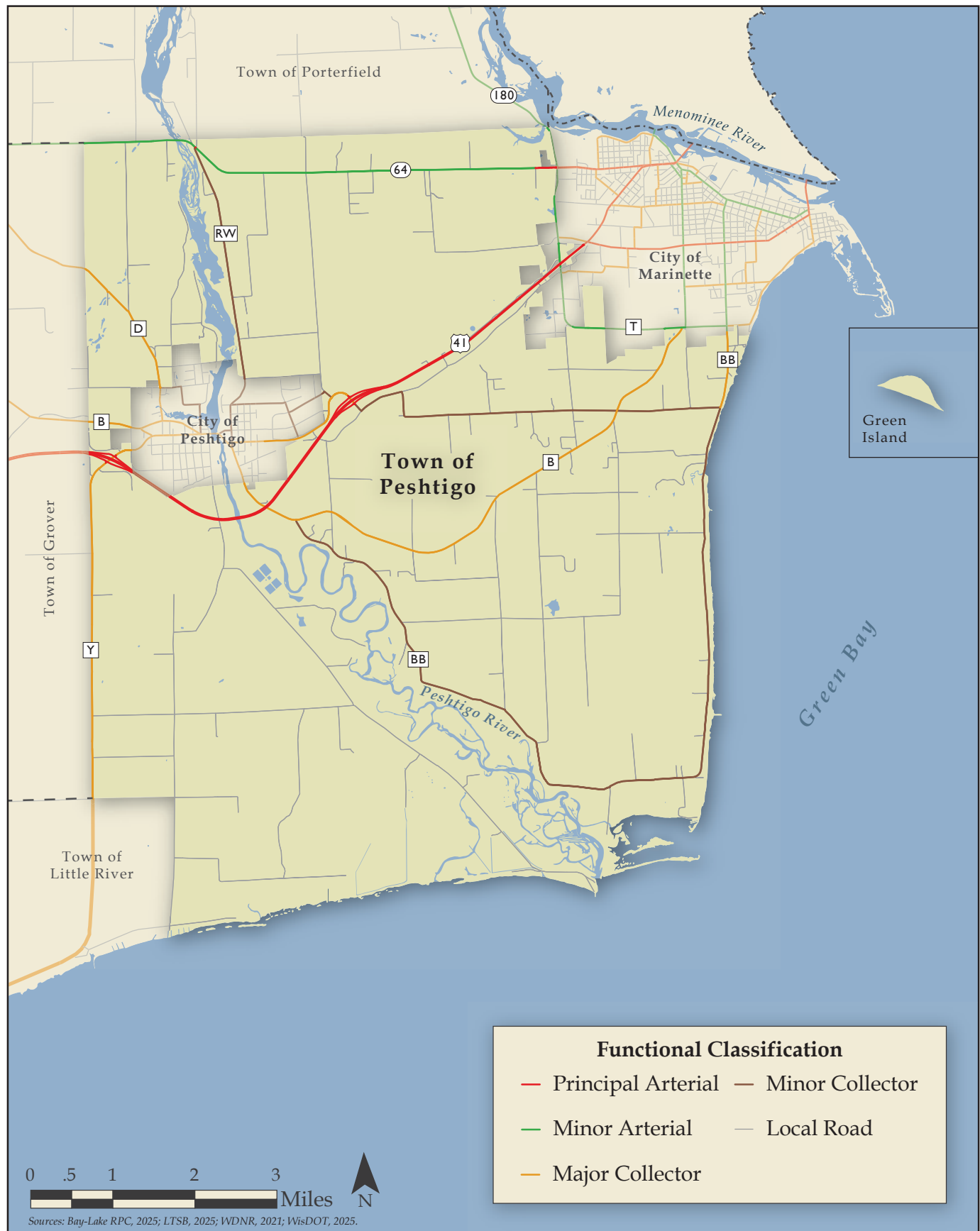
**Exhibit 10: Road Mileage (County and Local Roads)**

Functional Classification	Total Mileage	Percent of Total Mileage
Minor Arterial	1.72	1.49%
Collectors	31.09	26.92%
Local Roads	82.67	71.59%
Total	115.48	100%

Source: WisDOT



**Map 7: Functional Classification**



## Existing Network Characteristics

### Traffic Volume

WisDOT regularly collects traffic count data for several roads in the TOP. Some of the most recent traffic volume data was 2023 data.

According to the latest WisDOT annual average daily traffic (AADT) counts, USH 41 and STH 64 both receive a heavy flow of daily traffic in the town.

- USH 41's AADT is 17,600 vehicles and 13,000 vehicles immediately to the east of the City of Peshtigo and just west of the City of Peshtigo respectively.
- STH 64, just west of the Peshtigo River, had an AADT count of 3,600 vehicles (2022).

### Safety Analysis

The UW-Madison Traffic Operations and Safety Laboratory maintains a record of motorized and non-motorized crashes within Wisconsin. *Community Maps - Wisconsin County TSC Crash Mapping* provides Wisconsin's law enforcement agencies and county Traffic Safety Commissions with a statewide map of all police reported motor vehicle crashes from 2010 to the current year.

- The highest crash incidents in the town have occurred on USH 41.

For the most up-to-date crash information for TOP, visit the WisTransPortal system that serves the computing and data management needs of the Traffic Operations and Safety Laboratory.

## Transportation Modes

### Motorized Vehicles

Vehicular transportation is the dominant mode of transportation used by the town's residents and workforce. An estimated 88% of residents (aged 16 and older who work) commute to their place of employment by car, truck, or van (ACS 2023).

### ATV/UTVs

All town roads in the TOP are open to ATVs/UTVs unless otherwise posted.

### Rail Service

Canadian National Railroad Company operates commercial rail through the town with the rail line running adjacent to USH 41. Commodities on this rail system are primarily products for the metals, forest products, building materials, chemicals, propane, and fuel industries.

### Air Service

The primary commercial-passenger and air freight service for residents of the town is provided by Austin Straubel International Airport located near the City of Green Bay.

Menominee-Marinette Twin County Airport in Menominee, Michigan provides local air service intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service, and small airplanes used in commuter air service.

## **Active Transportation**

At present there are no formal bicycle routes or facilities located within the TOP. There are, however, state, county, and regional bicycle transportation facility plans that identify suitable and recommended bicycle routes.

Generally, those roads with high traffic volumes (and high speed limits) such as USH 41, STH 64, and most of the county trunk system are not recommended for bicycle travel.

## **Transportation Service Providers**

Marinette County Elderly Services is a private non-profit organization that operates as a county aging unit providing transportation services for elderly and disabled persons living in Marinette County for medical related and/or business related trip needs.

The City of Marinette operates a Shared-Ride Taxi service with services provided by a private contractor, Taxi, Inc. This service is door-to-door and operates seven days per week. Services are provided throughout the City of Marinette, as well as in rural areas within a three-mile radius of the city, and the cities of Peshtigo and Menominee, MI.

## **Trucking**

The trucking industry provides efficient and safe transportation services and is an integral part of the TOP area's economy. USH 41 and State Highway 64 are designated as long truck routes by WisDOT.

## State and National Transportation Trends

This section summarizes trends in transportation policy and modal preferences. The TOP must be aware of these trends, but as a small community, it will be difficult to financially support all transportation and technological shifts, as well as its mandated services.

**Active Transportation.** Walking and bicycling as a mode of transportation is increasingly common. Increased investments in traditional transportation infrastructure and the public realm have encouraged and guided preferences for walking and biking. However, in many cases, distance and barriers to destinations can limit active transportation as a viable travel mode.

**Electric Vehicles.** The electric vehicle (EV) market is expanding. As consumption of EVs grows, so too will the need for charging stations in accessible locations. Based on 2020 data from Clean Wisconsin, there are about 550 public EV charging stations located throughout Wisconsin. In the long-term, availability of EV charging stations will influence travel, tourism, and the environment.

**Ride-hailing services.** On-demand transportation services, like Uber and Lyft, offer flexible routing and scheduling to individuals who are willing to pay a service fee to get picked up and dropped off at their chosen location. Ride-hailing services are increasingly popular among younger generations, urban dwellers, people without a vehicle and people with disabilities.

## Applicable Transportation Plans

This section documents the applicable local, county, regional, and state transportation plans that contain projects that may impact the TOP's transportation infrastructure.

### Local, County, and Regional Transportation Plans

**2024-2028 Coordinated Public Transit-Human Services Transportation Plan for Marinette and Oconto Counties, Wisconsin.** This plan addresses Federal Transit Administration rules to improve transportation services for persons with disabilities, older adults, and individuals with lower incomes identifying key actions to improve transportation services.

**Connect. Regional Bicycle and Pedestrian Plan for Northeast Wisconsin.** The bicycle and pedestrian plan for the Bay-Lake region provides details about the region's bicycle and pedestrian network and facilities, including documentation of specific shared-use/multi-use pathways by county. The plan lists a range of objectives and strategies to improve the region's bicycle and pedestrian facilities.

### State Transportation Plans

**Connect 2050, Wisconsin's Statewide Long-Range Transportation Plan (2022).** Connect 2050 is Wisconsin's existing state-wide transportation plan. It describes Wisconsin's multi-modal transportation system and documents policies and actions to maintain, improve, and strengthen the overall system.

**Wisconsin State Freight Plan (2023).** Wisconsin updated its freight plan in 2023. The State Freight Plan is a long-range multimodal plan that addresses the state's freight transportation needs and provides a vision for WisDOT's freight program.

**WisDOT 6-year Highway Improvement Program.** This highway improvement program covers only the 11,750-mile state highway system which is administered and maintained by WisDOT.

**Wisconsin Pedestrian Policy Plan (2020).** Wisconsin's Pedestrian Policy Plan includes a vision and plan of action to encourage pedestrian travel.

**Wisconsin Bicycle Transportation Plan (2020).** Wisconsin's existing bicycle plan includes a vision and a plan of action to increase bicycling and to reduce crashes involving bicyclists and motor vehicles.

**Wisconsin Active Transportation Plan 2050 (in progress).** WisDOT is updating its Wisconsin Bicycle Transportation Plan and Wisconsin Pedestrian Policy Plan and combining them into the *Wisconsin Active Transportation Plan 2050*. The active transportation plan will be a statewide long-range plan focused on human-powered modes of transportation, such as bicycling and walking. This plan will evaluate the state's active transportation opportunities and needs, resulting in policies and actions that will align with and further Connect 2050.

This element provides information on the Town of Peshtigo's (TOP's) existing land use and describes the vision for future preservation, growth, and development within the town. The Future Land Use Plan, presented in this element, will guide the Town Plan Commission and elected officials in their land use decision-making process through 2045.

## Existing Land Use Inventory

The TOP is roughly 38,450 acres in size, or approximately 60 square miles. Not including agricultural lands, under 10% of the town's land is developed.

The most abundant land uses in the town are woodlands (67.4%), agriculture (8.7%), and natural areas (8.0%). Exhibit 11 details the breakdown of existing land uses, and Map 8 on the adjacent page shows the distribution of land uses in the TOP.

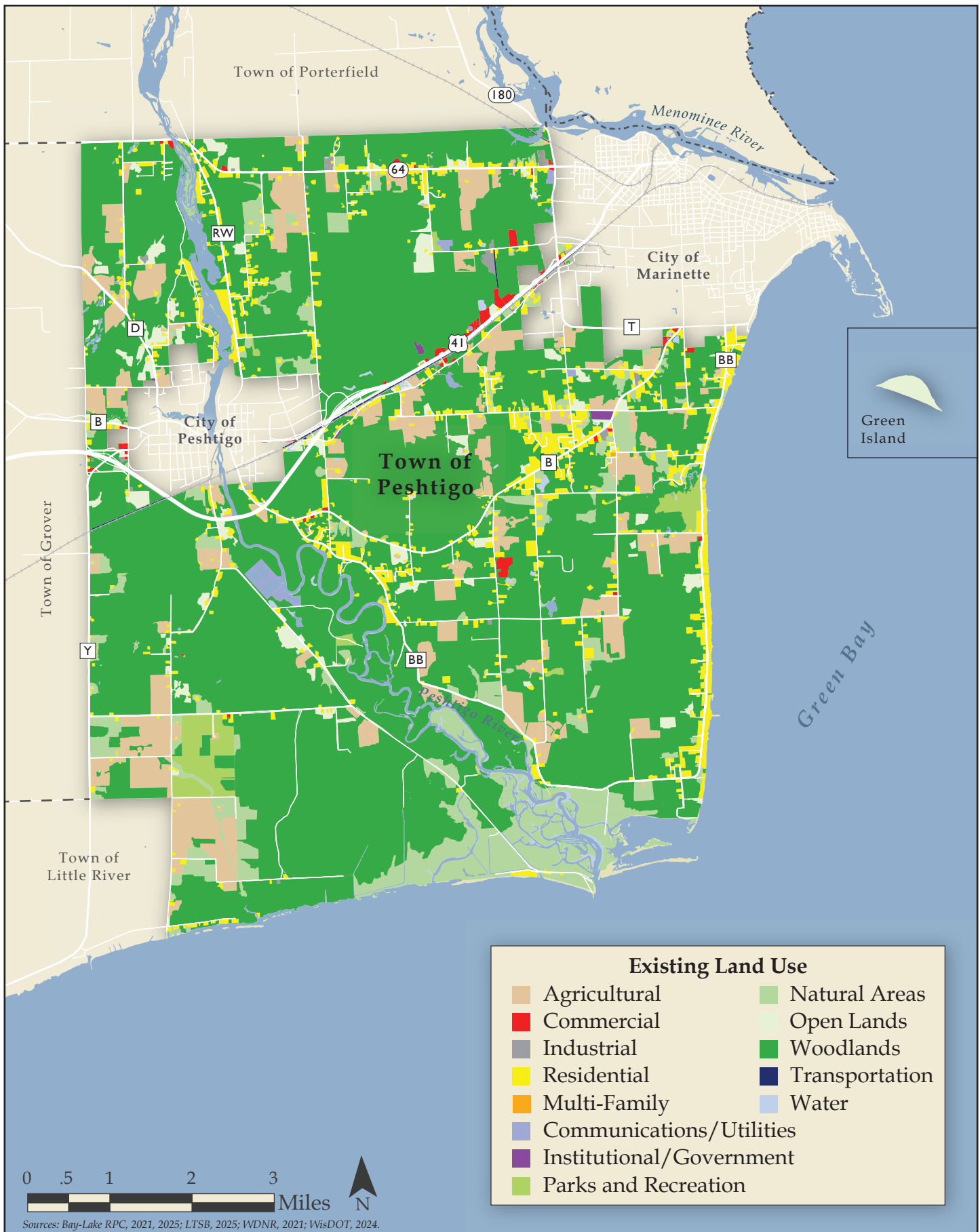
**Exhibit 11: Existing Land Use**

Land Use Category	Acreage	Percentage
Agriculture	3,342.30	8.6%
Commercial	160.5	0.4%
Industrial	70.7	0.2%
Communications/Utilities	137.7	0.4%
Institutional/Governmental	27.0	0.1%
Open Space Lands	828.2	2.2%
Natural Areas	3,075.3	8.0%
Park and Recreation	523.2	1.4%
Residential	2,259.7	5.8%
Multi-Family	1.8	0.0%
Water	924.5	2.4%
Woodlands	25,927.4	67.4%
Transportation	75.1	0.2%
Right-of-Way	1,094.4	2.9%
Total	38,447.8	100.0%

Source: Bay-Lake Regional Planning Commission, 2025.



Map 8: Existing Land Use



## Land Use Issues and Conflicts

- Further fragmentation of agricultural lands affecting the rural landscape, potentially increasing stormwater runoff, and disturbing wildlife habitat.
- Development of the bay of Green Bay shoreline, if permitted, should reduce impact on the environment or scenic views.
- Potential incompatibilities with farm and non-farm uses as development pressures increase.
- Work cooperatively with the surrounding communities regarding development patterns near municipal boundaries.

## Development Considerations

### Environmental and Public Utility Considerations

- The abundance of agricultural land, natural areas, woodlands, and open space features add significantly to the aesthetic appeal of the town while providing important ecological and environmental functions such as stormwater retention and flood control.
- Increasing development may be costly due to the wide array of supporting services needed to accompany it. The TOP should closely monitor all public service costs associated with future development in order to best control future property taxes.

### Redevelopment Opportunities

- Areas within the town that are beyond repair should be redeveloped in a way that maintains/improves the overall rural character, including scale.
- Utilize natural areas in the town for potential recreational uses and uses that are more productive from an economic standpoint, while maintaining the natural beauty and function.

## Land Supply and Value

### *Amount and Demand*

Being a rural community, there is a significant amount of land available for future development within the town. The rural nature of the town offers itself to development as the demand for larger lot sizes and open space properties increases.

Given the TOP's intent to preserve its rural character in addition to being located on the bay of Green Bay shoreline, the town should monitor the building permits for new home construction annually to analyze the trends.

To combat scattered development, the TOP should consider innovative development patterns that are orderly and efficient (e.g., conservation design, clustering, etc.), while ensuring preservation of the rural atmosphere and adequate provision of services.

### *Price*

The price of developable lands may vary depending on the surrounding land uses, location, access, services, along with other subjective factors. Land prices in the town will continue to fluctuate as the market continues to change.

## Land Use Projections

This section summarizes an analysis of future land needs to accommodate potential growth and development for residential, commercial/industrial, and agricultural land uses in the TOP over the 20-year planning period.

### Residential

Statistics and data provided by the US Census Bureau and the Wisconsin Department of Administration (WDOA) are typically used to determine population and housing estimates and projections for communities. These forecasts, which are generated by models and equations, are created for a typical municipality. Although the WDOA forecasts a decline in the TOP's population through 2050 (see the Demographics and Housing section), the town will still experience a desire for housing and property acquisition given its abundance of spacious land and geographic proximity to urbanized areas including the cities of Marinette, Green Bay, and Menominee MI. People seeking access to direct municipal services and small community living are more likely to explore the nearby communities for residence.

Within the town, housing over the 20-year planning period is assumed to be accommodated through existing supply of vacant and residentially-designated lands, or through redevelopment of currently developed lands where housing is a recommended use. Estimating future land needs for residential growth in the town depends primarily on the housing market. The TOP is highly encouraged to routinely monitor housing growth to ensure the adequate provision of services and the preservation of the town's rural character and natural environment.

### Commercial/Industrial

With TOP being a rural community having little to no municipal utilities and infrastructure, businesses and industries are expected to locate within nearby communities that provide these services. However, should a business or industry consider the town as an option, the TOP would be able to accommodate commercial/industrial growth through 2050. This would be contingent on conducive locations as determined by the town (e.g., accessibility to USH 41 or STH 64). Town officials are also encouraged to evaluate potential impacts to neighboring properties and the surrounding environment prior to allowing new commercial or industrial growth.

### Agriculture

Agriculture accounts for roughly 9% of land in the TOP. It is the town's intention to preserve as much of these remaining farmlands as possible over the next 20 years. Therefore, demand for agricultural land is assumed to be met through preservation of the town's existing farmland and by utilizing best management practices. If development pressures occur, the town should consider directing growth to areas considered non-productive for farming, or near areas where services are more readily available.

## 20-Year Land Use Map

Comprehensive plans contain a future land use plan to help guide growth management strategies over a 20-year planning period.

The TOP's Future Land Use Map (Map 9) is meant to provide a generalized visual interpretation of what the town wants to achieve, from a land use perspective, over the next 20 years. The land use plan, however, is not meant to be a prediction. The map serves as a component that can be amended as needed to address the community's present-day needs and preferences.

The TOP's future land use plan identifies plan designations to classify the general intent of future lands in the town. The designations are described on the following pages.

The creation for the TOP's future land use plan for the 2025 to 2045 period was based on existing residential, commercial, and business uses, and the general development trends and patterns in and around the town. When identifying where future developments are encouraged, the impacts to existing utilities and facilities, including roads and emergency services were also evaluated. Additional planning considerations included areas where lands would be difficult to develop or are unique to the community, such as woodlands, agricultural lands, floodplains, wetlands, and the bay of Green Bay coastline.

**Exhibit 12: Future Land Use Map Characteristics**

Future Land Use Category	Acreage	Percentage
Residential	3,045.22	7.9%
Shoreline Residential	815.33	2.1%
Agricultural/Rural Residential	3,100.28	8.0%
Commercial/Industrial	592.97	1.5%
Institutional/Governmental	27.09	0.1%
Public Lands	62,23.37	16.1%
Transportation	1,236.08	3.2%
Woodlands	22,152.49	57.3%
Parks and Recreation	542.53	1.4%
Water	921.16	2.4%

Source: Bay-Lake Regional Planning Commission, 2025.

## Recommended Future Land Use Strategy

The following land use designations associated with the TOP's 20-Year Land Use Plan best represent the community's character and are in the best interest of future growth/preservation.

The TOP's future land use designations include:

- Residential
- Shoreline Residential
- Agricultural/Rural Residential
- Commercial/Industrial
- Institutional/Governmental/Public Lands
- Transportation
- Woodlands
- Environmental Corridors & Wetlands

## Residential Strategy

The three residential designations include:

### Residential

This designation is intended for mostly rural areas of the interior of the TOP where there is little agricultural activity and where a mixture of rural residential and open space is desired or existing. The intent of this classification is to maintain the character of the landscape, preserve wooded areas, and allow good quality single-family or residences in higher densities to best utilize existing services. This district also permits home businesses providing additional development options to homeowners by allowing certain businesses to be established in conjunction with residences. Lot sizes of 1.5 acres are required for new residential lots.

### Shoreline Residential

This designation is intended to provide for single-family residential development at fairly high density along the bay of Green Bay shoreline from the City of Marinette to Peshtigo Harbor. This district is located along the shoreline within the shoreland zone where smaller lots are more common. This district also permits home businesses providing additional development options to homeowners by allowing certain businesses to be established in conjunction with residences. Lot sizes of 1.5 acres are required for new residential lots.

### Agricultural/Rural Residential

This designation is intended to provide for, maintain, preserve, and enhance agricultural lands historically utilized for crop production and agricultural operations in rural areas as well as provide for a mixture of residential and agricultural activity where desirable. Lot sizes of at least 1.5 acres are required for new residential lots whereas properties for the keeping of farmland animals shall require a minimum of 5 acres.

The majority of the areas within the TOP are envisioned to be a mix of residential development recognized as areas that would create effective development patterns through infilling and that are easily accessible to municipal facilities and services. These areas are encouraged to include single-family residential development.



It is not the intent of the plan to see an entire area within the residential classification develop, rather the specified uses should be consistent with type, sizes and density. In addition, some of the lands in the classification would hinder development based on the nature of the area. Also lands must be allocated for future roads and other public amenities. As new residential development occurs within this classification, it is encouraged that areas sensitive to development, along with a percentage of wooded areas be preserved. The TOP should encourage subdivisions that use Conservation by Design and Clustering principles to maintain a balance between green space and development.

*Recommendations:*

1. Single-family residencies should be the primary development.
2. Existing residential neighborhoods throughout the TOP are proposed to remain intact. Residential developments found throughout the town will continue throughout the 20-year planning period with the possibility of infill developments and rehabilitation or redevelopment of existing structures.
3. New housing developments should ideally enhance and improve the areas in which they are sited. Future development with building criteria that is similar in scale and density to the surrounding land uses is preferred. New development should be designed to minimize clearing of the wooded areas and preserve environmentally sensitive areas (e.g., woodlands, wetlands, floodplains, etc.) of the town in order to maintain its rural character.
4. Future development should maintain the rural character along major corridors (i.e., US Highway 41, State Highway 64). It is recommended that development along the major corridors apply landscaping or buffers that would help to preserve the rural atmosphere of the town.
5. Make use of the Planned Unit Development Overlay District in the town's zoning ordinance to encourage design techniques such as conservation or cluster subdivisions that strike a creative balance between open space and development. Preserve as much of the rural landscape and existing viewsheds as possible.

Overall, the TOP's residential classifications encourage orderly development patterns and discourage further fragmentation of the rural areas. The town's vision is to protect existing natural areas from being developed by steering more dense development to areas adjacent to the cities of Peshtigo and Marinette.



Source: Bay-Lake Regional Planning Commission.



## Commercial/Industrial Strategy

This designation is intended to provide for commercial uses related to buying and selling of goods or services or industrial uses related to manufacturing, warehousing, gravel pits, and other light operations. Such uses should not be detrimental to the surrounding area or to the TOP as a whole by reason of noise, dust, smoke, odor, traffic, physical appearance, degradation of groundwater, or other nuisance factors. Such uses may be subject to requirements that will reasonably ensure compatibility. Typically, this district will be located near existing communities.

This category permits both residential and commercial uses and is designed to accommodate those areas of the TOP with an existing desirable mixture of uses, or where such a mixture of uses is wanted. Typically, this district will be located within or near existing communities. In addition, this district can be used as a transition between business centers and strictly residential areas.

### *Recommendations:*

1. Whenever possible, existing vacant structures should be utilized for more viable uses. Structures that are outdated or vacant should be considered for adaptive re-use, converting the structure to a more economically viable use.
2. Offer a diverse range of sites for different kinds of commercial development. These sites could include areas for small scale infill buildings, expansion of existing structures, preserved and restored historic structures, and buildings replaced with new structures which conform with the surrounding area.
3. Commercial uses along USH 41 and STH 64 are envisioned to continue as well as develop further. Clustered sites at intersections should be allowed, but should provide a common theme in signage, allow for shared parking and driveways, have ample landscaping to break-up the parking areas as well as to shield the view from the highway, and should not negatively impact neighboring residential properties. It is important for the TOP to closely involve itself in the design of future establishments through building scale and appearance, and to ensure that its major transportation corridors are not cluttered with distracting and potentially dangerous intersections.
4. Enhance the TOP's major entryways to better protect the town's identity. US 41 and STH 64 are the major entryways through the town and should receive the most scrutiny when being developed. Signage, lighting, and landscaping need to reflect the town's character, especially within these areas, for development to occur.
5. Home-based businesses are envisioned to remain. This plan intends to have compatible businesses remain as home-based throughout the TOP - which are those described as being not discernible from the road or edge of property except with the use of a small sign. Those businesses that have discernible traffic, noise, odor, outside storage are to be considered a commercial use and required to be within a commercially designated area. This will assist in maintaining the character of the residential neighborhoods along with minimizing conflicts.

### **Institutional/Governmental/Public Lands Strategy**

This designation includes existing governmental and institutional uses as well as major tracts of land under Wisconsin Department of Natural Resources (WDNR) ownership which are expected to remain throughout the 20-year planning period.

This plan identifies the Town Hall and Fire Department which are expected to remain throughout the 20-year planning period.

#### *Recommendations:*

1. The TOP will continue to monitor services provided to town residents to ensure that the services provided are as effective and efficient as reasonably possible.
2. Ensure the updating of the Town Zoning Ordinance in order to best protect the residents' quality of life, while providing the needed controls over incompatible uses.

### **Transportation Strategy**

This classification covers both motorized and non-motorized travel. This includes the existing road network; existing railroad corridor, future recreation paths and trails; and recommendations for safety and improved traffic movement in the TOP.

The transportation network in the town is more than adequate, given the network of town roads, various county highways, and US Highway 41 and State Highway 64 that are found within the town. Map 9 also identifies the existing railroad corridor. In addition, the plan envisions the town addressing the following:

#### *Recommendations:*

1. Continue to maintain an "Official Map" to delineate future road extensions. The Official Map should be consulted when the Town Plan Commission and elected officials review development requests to ensure that all new developments conform to the Official Map. In addition all new subdivision's streets must conform to the Official Map by extending to identified intersections.
2. Continue to ensure that minimum transportation standards are met for new developments.
3. Continue to monitor the conditions of roads and bridges and maintain them as needed.
4. Continue to work on Capital Improvement Plan development to include a plan for financially maintaining town roads.

### **Woodlands Strategy**

This designation promotes the maintenance and preservation of the private woodlands within the TOP.

1. Future development in woodland areas should be done in a fashion which is least impactful to the natural environment and ensures fragmentation of quality woodlands does not occur.
2. Utilize unique development options such as conservation subdivision designs or clustering to help maintain the continuity of TOP's woodlands.

## Environmental Corridors and Wetlands Strategy

This designation includes sensitive environmental areas having characteristics critical to the environmental enhancement, ecological stability, and water quality of the area. Development within these areas is to be strictly limited and strongly discouraged. Sensitive environmental areas include the following features: major river, stream valleys, and drainageways and an associated 75-foot setback, 100-year floodplains, and all mapped WDNR and Corps of Engineers wetlands. The corridors are comprised primarily of wetland and floodplain areas associated with the Peshtigo River and the Peshtigo Harbor. The plan recommends that these areas be protected from encroachment and that they be used for resource preservation and low-impact recreational uses. These areas would be used as floodwater drainageways and stormwater retention areas. Also, these features provide an environmental area for parkways and an attractive background for residential development.

The preservation and protection of natural areas within the TOP will become increasingly important as population and development pressures increase. Many natural features are either unsuitable for development, enhance the appearance of the town, or improve natural processes such as flood control, water retention, or groundwater recharge. Wetlands, floodplains, the bay of Green Bay, and the Peshtigo River are all significant natural features within the TOP.

### *Recommendations:*

1. This plan recommends that the natural features within the TOP remain in their natural state or be minimally modified for possible recreational uses. Environmental corridors are represented by four elements including; (1) 100-year floodplains as defined by the Federal Emergency Management Agency, (2) WDNR wetlands, (3) steep slopes of 12% or greater, and (4) a 75-foot water setback for buildings from all navigable waterways (see Map 6 of this plan). These four elements provide serious limitations to development and the floodplains, wetlands, and the building setback are generally regulated by either the federal, state, or county government.
2. Make use of Environmental Corridors for the expansion and updating of parks and recreational facilities. The intent is to see a continuation and possible extension of park and recreation opportunities.
3. Utilize defined open spaces as possible recreational sites. A green way is recommended along the Peshtigo River and bay of Green Bay in areas of new development. This will help preserve beauty of the shoreline, wildlife habitat, and could provide for possible linkages to trails.
4. Cooperation in planning park and recreational facilities. If future recreational development occurs, it is recommended that the TOP cooperate with developing agency(ies) and Marinette County to promote connectivity of recreational uses such as trails, especially linking residential areas to nearby parks and other trail systems.

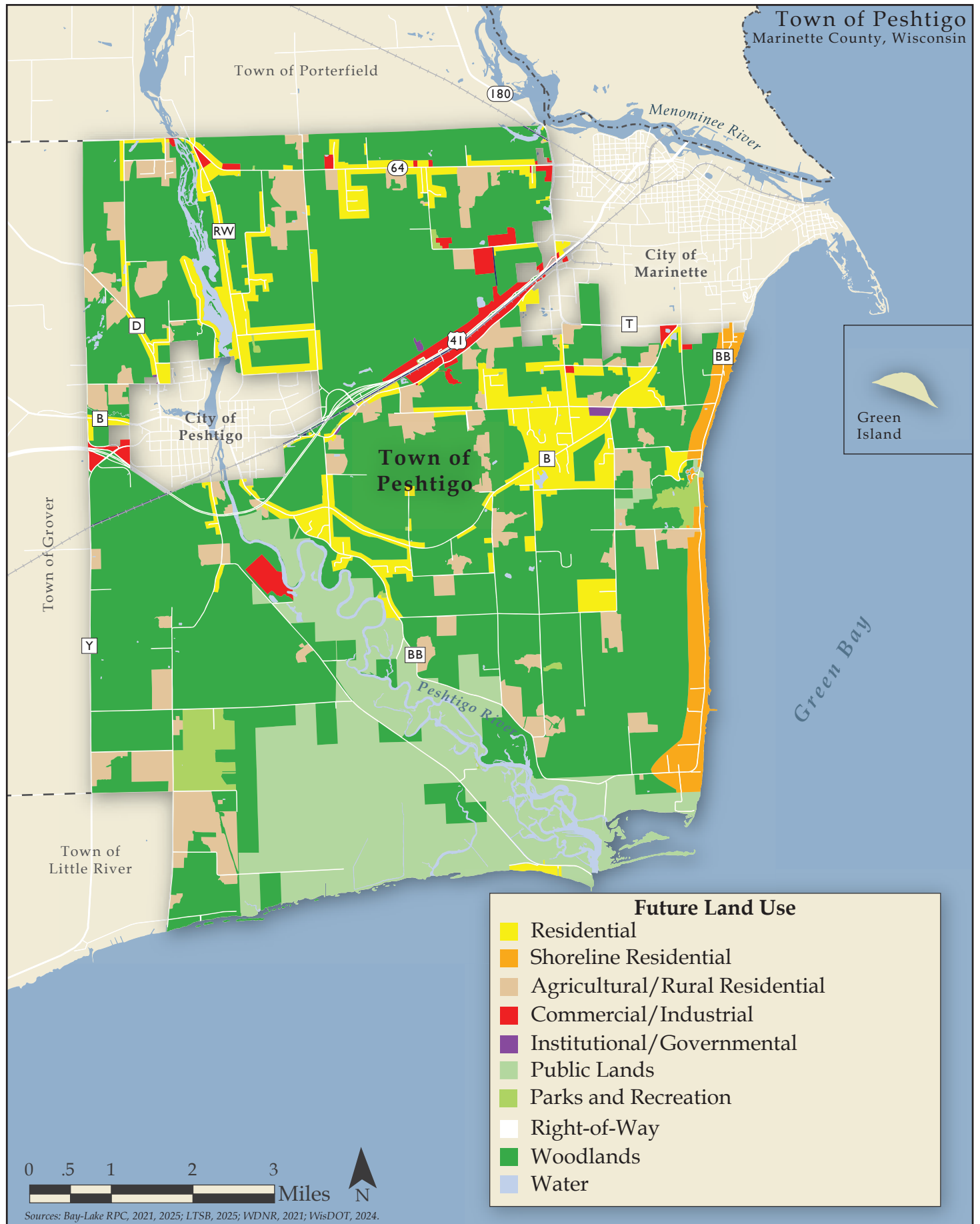
## Future Land Use Map Performance

With the established Future Land Use Map, Town officials will utilize the Goals and Actions, found in the subsequent section of this plan, that contain the guiding development/preservation principles intended to achieve the TOP's long-term vision.

The Future Land Use Map should be used as a measurable indicator of land use policy performance. As land uses changes subsequent to planning, changes should be monitored in comparison to the Future Land Use Map. This will help Town officials to identify if land uses are changing in the locations and in the amounts desired, according to the plan. If land uses are not coinciding with the Future Land Use Map, the town may need to consider changes in land use recommendations, reassess the planning goals and actions, or amend the Future Land Use Map.

As the town experiences growth and development guided by its Future Land Use Map, it will be important for decision-makers to be well informed on potential consequences prior to finalizing land use decisions. Some issues to contemplate include evaluating the benefits and drawbacks of a development; consideration of how the proposed development not only impacts the property, but also the impact on surrounding properties; cost alternatives to providing services and utilities; what the development will look like; etc.

Map 9: Future Land Use



# Intergovernmental Cooperation

This section provides information on the Town of Peshtigo's (TOP's) relationship with overlapping and adjacent jurisdictions and how these connections can impact town residents in terms of siting of facilities, services provided, etc. This element stresses the importance of the town working cooperatively with neighboring jurisdictions by identifying existing or potential conflicts; communicating visions; and coordinating plans, goals, and objectives. These joint efforts will lead to accomplishing goals of mutual interest and promoting consistency between planning efforts.

## Inventory of Adjacent and Overlapping Jurisdictions

This section lists and describes each of the adjacent and overlapping jurisdictions that can impact town residents.

### Adjacent Communities

The City of Peshtigo is wholly located within the TOP as the two municipalities share borders with each other. The TOP also shares borders with the surrounding towns of Grover, Porterfield, and Little River; as well as the City of Marinette.

### School Districts

The TOP is located within the Marinette School District and the Peshtigo School District. The town may be interested in providing feedback to improvements and expansions of school district facilities, and town residents can provide feedback on school activities and future projects.

### Marinette County

The TOP is located in Marinette County, and therefore, the county has some jurisdiction within the town including, but not limited to, county roads, shoreland zoning, on-site sanitary sewer systems, town zoning changes, law enforcement with the Marinette County Sheriff's Department, and public health issues. The town and county need to continue to maintain a good working relationship of both general agreement and respect.

### Region

Marinette County, including the TOP, is a member of the Bay-Lake Regional Planning Commission that covers the northeast region of the State of Wisconsin. The TOP has a role to play in the region and will consider participating in regional planning efforts as they arise.

### State/Federal

The TOP's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (Wisconsin Department of Transportation) and natural resources with the Wisconsin Department of Natural Resources owning several conservation areas within the town. The town's relationship with the US government primarily deals with funding opportunities. The town maintains a good working relationship with the state and federal government by adhering to laws and requirements.



## **Inventory of Existing Plans and Agreements**

This section presents plans and formal agreements that currently guide collective decision-making with overlapping and adjacent jurisdictions.

### **Annexation Plans**

Wisconsin Statute 66.0217 provides the regulatory framework for cities or villages to annex lands. Annexation is the transfer of one or more tax parcels from a town to a city or village. Consent of property owners is but one of the procedures in annexation.

### **Extraterritorial Subdivision Regulation**

State Statutes allow an incorporated village or city to extend extraterritorial plat review over surrounding unincorporated areas. The City of Peshtigo currently has a population of less than 10,000 and has a right to exercise extraterritorial plat review jurisdictions into the TOP and thereby influence the division of land 1.5 miles beyond its city borders. Because the City of Marinette has a population of more than 10,000, it has the right to exercise extraterritorial plat review jurisdictions into the TOP 3 miles beyond its city borders.

### **Extraterritorial Zoning**

State Statutes allow an incorporated village or city to extend extraterritorial zoning over surrounding unincorporated areas. Extraterritorial zoning requires a joint effort between a town and a city or village to develop a plan for the area to be zoned. The extraterritorial zoning is then established according to the developed plan. Presently, extraterritorial zoning is not being administered in the TOP with the adjacent cities of Peshtigo or Marinette.

### **Intergovernmental Agreements**

Intergovernmental agreements enable cooperation between governmental jurisdictions, quasi-governmental jurisdictions, and districts. Intergovernmental agreements are the most common form of agreement made between communities, usually regarding police, fire, and rescue services. Intergovernmental agreements are also available for revenue sharing, determining land use within a designated area, and in setting temporary municipal boundaries.

## Efforts for Collective Decision-Making

This section lists an overview of efforts or services that currently or potentially will require collective decision-making across jurisdictions, either formally or informally, via intergovernmental cooperation. Additionally, it includes ideas to improve communication, the transfer of information, and collective decision-making with overlapping and adjacent jurisdictions.

The TOP will continue to be involved in efforts that require collective decision-making with other communities and groups in the region, including, but not limited to:

- Shared emergency services (such as fire, police, ambulance).
- Preservation, promotion, and enhancement of natural resources and outdoor recreational facilities.
- Development adjacent to and in extraterritorial areas.
- Preservation of historic/cultural character.
- Protection of ground and surface water quality.
- Economic development.
- Official mapping, including planned road network and other applicable future infrastructure or utilities.
- Annexations.

To improve collective decision-making efforts, the TOP may want to:

- Attend joint meetings on specific issues of interest or importance.
- Attend regularly occurring meetings (monthly or quarterly), with jurisdictions in the region to discuss regional challenges and opportunities.
- Continue to work with entities with a stake in the region.

The Implementation element provides a framework for the Town of Peshtigo (TOP) to carry out this comprehensive plan. The TOP's goals and actions, presented in this element, will serve as a guide for the Town Plan Commission and elected officials as they work to achieve the vision of this plan.

Implementation can take many forms, including:

- Striving to achieve the goals, actions, and the future land use plan of this comprehensive planning document.
- Using the plan's content to guide public and private decision-making on matters that relate to the development of the TOP and the prioritization of public revenues.
- Reviewing, evaluating, and amending the plan as demographics, the economy, political climates, or fiscal realities change.

## Role of the Town

Predominately, the Town's Plan Commission and elected officials will carry out the implementation of this plan.

- **Town Plan Commission:** The Plan Commission's primary responsibility is to implement the comprehensive plan and to ensure supporting town regulations are consistent with the plan. When reviewing any petition or when amending any controls within the town, the comprehensive plan should be reviewed and a recommendation derived from its goals and actions (listed later in this chapter), as well as the Future Land Use Plan found within this document. If a decision needs to be made in which it is inconsistent with the comprehensive plan, the comprehensive plan should be reviewed for a possible amendment to ensure uniformity with the land use. The Plan Commission will need to ensure that the comprehensive plan is updated every 10 years. An annual review of the plan is recommended so the Plan Commission may stay familiarized with the plan's content, goals, actions, and strategies.
- **Elected Officials:** The Town elected officials make decisions from the standpoint of overall community impact—tempered by specific, situational factors. Elected officials balance recommendations made by plans and policies, the objectives of applicants and the public, technical advice and recommendations of staff and advisory boards, and their own judgment. The comprehensive plan provides much of the information elected officials need to make a decision. While the prime responsibility of implementing and updating the comprehensive plan falls on the Town Plan Commission, elected officials should become familiar with this plan and assert that resources are maintained to keep the comprehensive plan current and viable.

## Goals and Actions

This section organizes the comprehensive plan's goals and actions by topic. The goals are intended to be accomplished through the actions outlined in an effort to realize the Town of Peshtigo's 2045 vision.

### Agricultural, Natural, and Cultural Resources

#### Goal:

To provide for, maintain, preserve, and enhance the Town of Peshtigo's agricultural lands.

#### Actions:

- Consider zoning regulations that do not unduly or unreasonably interfere with the normal and customary agricultural operations.
- Consider and encourage alternative sites for development to protect these agricultural lands from becoming more residential thereby losing the rural atmosphere.

#### Goal:

To provide a safe, clean, and orderly natural environment for the residents of the Town of Peshtigo.

#### Actions:

- Consider and encourage alternative sites for development to protect and preserve existing wetlands, environmental corridors, and wildlife habitat.
- Consider and encourage strategies to develop areas adjacent to lakes, rivers, streams, and wetlands in ways that protect these natural resources from any negative environmental impacts.
- Consider ways to protect and enhance existing public open spaces to allow for their continued availability for public use.

#### Goal:

To preserve the Town of Peshtigo's cultural locations and structures for existing and future residents.

#### Actions:

- Consider preserving buildings, structures, and other landscape features that are part of the area's cultural history.
- When appropriate, consider transforming historic sites/buildings into recreational sites to further enhance them and make them accessible to the public.

## Housing

### Goal:

To provide for a variety of quality housing opportunities for all segments of the Town of Peshtigo's current and future population in a way that will minimize the adverse impacts on the environment and preserve the rural character.

### Actions:

- Encourage new housing development in areas where it is needed and can be done in an environmentally conscious and cost-effective way.
- Consider alternative design techniques making more efficient use of land such as with a Planned Development Overlay District.
- Consider zoning regulations that will preserve the rural nature and minimize possible negative impacts on the water resources and other aspects of the environment.
- Consider unique natural areas that should be retained as open space prior to new development.

## Economic Development

### Goal:

To optimize tourism revenue generated within the Town of Peshtigo.

### Actions:

- Consider promotional opportunities through local, regional, and statewide marketing efforts.
- Consider strategies to preserve, maintain, and expand natural resources that will be attractive to visitors.

### Goal:

To provide an atmosphere conducive for business creation, development, retention, and expansion within the Town of Peshtigo.

### Actions:

- Consider zoning regulations and ordinance amendments that will encourage retention of existing businesses and allow for new business development.
- Consider permitted and conditional uses to allow for new business development.

## Transportation

### Goal:

To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles within the Town of Peshtigo.

### Actions:

- Consider developing a plan within a capital improvement initiative in funding maintenance of current road infrastructure.
- Consider means of maintaining safety in all modes of transportation by way of appropriate signage, ordinance amendments, and appropriate road maintenance.
- Consider developing bicycle and walking paths to aid in the safe utilization of these activities.

## Utilities & Community Facilities

### Goal:

To provide quality utilities and community services to all the residents of the Town of Peshtigo.

### Actions:

- Consider initiatives that will encourage utility companies to bring quality, efficient services in a manner that will preserve current infrastructure and maintain rural nature.
- Consider development, maintenance, and upgrade of community facilities.



## Parks and Recreational Lands

### Goal:

To ensure parks and recreational sites within the Town of Peshtigo are both safe and conducive to a number of activities.

### Action:

- Consider zoning regulations that do not unduly or unreasonably interfere with existing and future development of parks and recreational lands.
- Consider and encourage alternate sites for development to protect existing parks and recreational lands.
- Consider strategies to preserve, maintain, and expand parks and recreational lands that will be attractive to visitors.

## Intergovernmental Cooperation

### Goal:

To foster cooperation between the Town of Peshtigo and any other governmental entity that makes decisions impacting the Town.

### Actions:

- Consider coordination and sharing/joint ownership of community facilities, equipment, and other services whenever possible.
- Consider coordination with adjacent communities on future planning projects to best maintain the character of the surrounding area.

## Plan Evaluation and Monitoring

This comprehensive plan should be reviewed annually to ensure that it reflects the existing conditions and development characteristics present at the time. When amendments are required, needed, or proposed, the town should notify the public and affected property owners to provide them with an opportunity to comment on proposed amendments. Proposed comprehensive plan amendments should consider the likely and possible future use of the affected area and associated impacts (i.e., land supply, transportation, environmental, economic, and social impacts). Changes should reflect the town's 20-year vision and the goals and actions identified in the following pages of this Implementation element. Amendments should also coincide with the town's development/preservation strategies and Future Land Use Map, as detailed in the "Land Use" element of this document.

The town should also consult with other governmental agencies, Marinette County, and neighboring communities to obtain their input, particularly on the goals and actions recommended in this plan.

Finally, at a minimum of once every 10 years, the town should formally update its comprehensive plan, as required by statute. The update should continue to provide an opportunity for public and stakeholder input throughout the planning process and adoption of the updated plan by ordinance.

## Inventory of Existing Land Use Controls and Planning Efforts

### Town of Peshtigo Municipal Code

The TOP maintains a set of regulations within the *Code of Ordinances, Town of Peshtigo, Wisconsin* to guide the preservation and development of land including Chapter 60: Zoning, Chapter 10: Buildings and Building Regulations, Chapter 44: Roads, Highways, and Sidewalks, Chapter 48: Signs, etc.

### Shoreland and Floodplain Zoning Ordinances

Shoreland/Floodplain ordinances have jurisdiction over all shorelands and identified wetlands in the unincorporated areas of a county. Marinette County administers its shoreland/floodplain ordinance in the unincorporated areas of the county. Shoreland zones are those areas within 300 feet of a navigable river or stream, 1,000 feet of a navigable lake, pond or flowage or to the landward side of the 100-year floodplain, whichever distance is greater.

### Marinette County Hazard Mitigation Planning

Hazard mitigation planning is conducting a risk assessment regarding the potential impacts of hazards to a community's people, economy, and built and natural environments. For the purpose of hazard mitigation planning, "risk" is the potential for damage, loss, or other impacts created by the interaction of hazards with community assets. Exposure of people, property, and other community assets to hazards can result in disaster, depending on the impacts.

# Acknowledgments

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Jennifer Friday, Chairperson  
 Clarence Coble, Vice Chairperson  
 Jimmer Wortner  
 Tim Bergeson  
 Daryl Joy

## Town of Peshtigo Staff

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