

**Planning Report**

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# **Town of Pine Lake Year 2022 Comprehensive Plan**

**Oneida County, Wisconsin**

**October 2003**



**Foth & Van Dyke**  
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# Town of Pine Lake Year 2022 Comprehensive Plan

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Ordinance No. 03-01

AN ORDINANCE TO ADOPT THE YEAR 2022 COMPREHENSIVE PLAN  
TOWN OF PINE LAKE, ONEIDA COUNTY, WISCONSIN

The Town Board of the Town of Pine Lake, Oneida County, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) for cities, villages, and towns exercising village powers under 60.22(3) of the Wisconsin Statutes, the Town of Pine Lake, is authorized to prepare and adopt a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Pine Lake Land Use Planning Committee, Oneida County, Wisconsin, by a majority vote and Resolution No. 03-01, has recommended to the Pine Lake Town Board the adoption of the document entitled TOWN OF PINE LAKE YEAR 2022 COMPREHENSIVE PLAN as their comprehensive plan according to Section 66.1001(2) of the Wisconsin Statutes.

SECTION 3. Numerous public meetings, mailings, and input have been facilitated in conjunction with a public participation plan with respect to town goals, public opinion and participation, including a public Issues Identification Workshop held January 13, 2001, a Community Planning Survey in summer, 2001, two public informational meetings on November 8, 2001 and August 20, 2002, three direct-mail postcard mailings preceding the January 13, 2001, November 8, 2001 and January 27, 2003 meetings, one direct-mail poster plan and survey mailing that preceded the August 20, 2002 meeting, and a public hearing held January 27, 2003 in compliance with the requirements of Section 66.1001(4) of the Wisconsin Statutes.

SECTION 4. The Town Board of Pine Lake, Oneida County, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, TOWN OF PINE LAKE YEAR 2022 COMPREHENSIVE PLAN as their comprehensive plan pursuant to Section 66.1001(2) of the Wisconsin Statutes.

SECTION 5. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication as required by law.

ADOPTED this 15<sup>th</sup> day of October, 2003

Approved by a vote of: 5 ayes 0 nays

POSTED: October 16, 2003

By: James A. Berard  
Jim Berard, Chairman

By: Richard Hunter  
Richard Hunter, Supervisor

By: James Flory  
James Flory, Supervisor

By: Brian Gehrig  
Brian Gehrig, Supervisor

By: Tim Oestreich  
Tim Oestreich, Supervisor

Attest: Charles Wittrock  
Charles Wittrock, Clerk

Resolution No. 03-01

**A RESOLUTION TO ADOPT THE YEAR 2022 COMPREHENSIVE PLAN  
TOWN OF PINE LAKE, ONEIDA COUNTY, WISCONSIN**

WHEREAS, Pursuant to sections 62.23(2) and (3) for cities, villages, and towns exercising village powers under 60.22(3) of the Wisconsin Statutes, the Town of Pine Lake, is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the Pine Lake Town Board has committed funding to develop a Comprehensive Plan for the Town of Pine Lake in conjunction with a Wisconsin Department of Natural Resources Lake Protection grant, and;

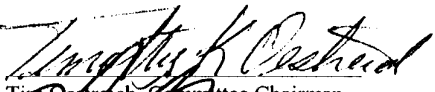
WHEREAS, the Land Use Planning Committee, as established by the Town Board in 1999, has participated in the production of the Town of Pine Lake Year 2022 Comprehensive Plan to guide and coordinate land use decisions and development in the town; and

WHEREAS, the Year 2022 Comprehensive Plan has been prepared by Foth and Van Dyke, Consultants, in cooperation with the Town of Pine Lake Land Use Planning Committee, Oneida County University of Wisconsin-Extension, Oneida County Land Information and Zoning Departments, the North Central Wisconsin Regional Planning Commission, and the Wisconsin Department of Natural Resources; and;

WHEREAS, numerous public meetings have been held and mailings distributed in conjunction with the Pine Lake Public Participation Plan to facilitate and develop town goals, public opinion and participation, including a public Issues Identification Workshop held January 13, 2001, a Community Planning Survey in summer, 2001, two public informational meetings on November 8, 2001 and August 20, 2002, three direct-mail postcard mailings preceding the January 13, 2001, November 8, 2001 and January 27, 2003 meetings, one direct-mail poster plan and survey mailing that preceded the August 20, 2002 meeting, and a public hearing held January 27, 2003, and;

NOW, THEREFORE, BE IT RESOLVED, that the Pine Lake Land Use Planning Committee hereby recommends to the Town Board of Pine Lake the adoption of the document entitled "YEAR 2022 COMPREHENSIVE PLAN, TOWN OF PINE LAKE, ONEIDA COUNTY, WISCONSIN" as their comprehensive plan according to section 66.1001(2) of the Wisconsin Statutes.

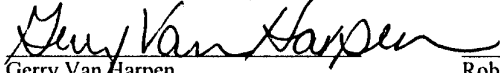
BE IT FURTHER RESOLVED, that the Pine Lake Land Use Planning Committee recommends the Town Board of Pine Lake, Oneida County, Wisconsin, pursue necessary and reasonable action to implement the primary directives of the Year 2022 Comprehensive Plan.

  
Tim Oestreich, Committee Chairman

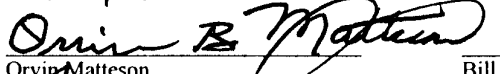
Approved this 28 day of MAY, 2003.  
Approved by a vote of: 5 ayes 0 nays

  
Charles Wittrock, Secretary

\_\_\_\_\_  
Lawrence Worth

  
Gerry Van Harpen

\_\_\_\_\_  
Robert Young

  
Orvin Matteson

\_\_\_\_\_  
Bill Vancos

  
Jack Sorensen

\_\_\_\_\_  
Francis Bennett



## **Acknowledgments**

### **Town of Pine Lake Comprehensive Plan (Land Use Planning) Committee**

Timothy Oestreich, Committee Chairman

Charles Wittrock, Secretary

Lawrence Worth

Orvin Matteson

Bill Vancos

Jack Sorensen

Francis Bennett

Robert Young

Gerry Van Harpen

### **Town of Pine Lake Town Board**

Richard Hunter, Chairman

Lawrence Worth

James Flory

Brian Gehrig

Timothy Oestreich

### **A special thanks to Oneida County for all the technical assistance:**

**UW-Extension**

DonnaRae Jacobson

**LIO/GIS & Mapping**

Tim Oestreich

### **Planning & Zoning**

Steve Osterman

**Thanks and appreciation to the Wisconsin Department of Natural Resources and the Lake Protection grant program funding that made this project possible.**

**A special thanks to the people of the Town of Pine Lake who attended meetings, shared ideas, and helped direct the town in creating a plan to manage growth and change. Your efforts, ideas, and opinions are greatly appreciated.**

**My sincere gratitude to the Land Use Plan Committee, Plan Commission, and Town Board for their investments of time, dedication, and effort on the behalf of Pine Lake. Thanks for the effort folks, as it was very significant. You cared enough to get and stay involved in a difficult process. The benefits of your investments will be realized over time. I look forward to your successful future.**

Report prepared July 2003 by: John D. Williams, AICP, Senior Project Manager, Foth & Van Dyke



# 1. Issues and Opportunities

## 1.1 Forward

The Town of Pine Lake is at a critical juncture in its history. The counties of Vilas and Oneida together hold the highest concentration of freshwater lakes in the world. The town is also located in the heart of Wisconsin's beautiful northwoods, just north of the City of Rhinelander. Due to the blessed abundance of lakes and forests and close proximity to employment areas and local community services, residential growth trends are changing the landscape. As land use pressures increase to both develop and maintain the town's northwoods atmosphere, town leaders chose the inherent responsibility of addressing very complex issues concerning the demands for residential development and economic opportunity while maintaining balance with features of the natural environment that stimulate such demands. The overall goal of this planning process is to balance growth, economic opportunity, and individual property rights without negative impacts to water quality, the environment, and community character.

The town committed to the process of planning and managing growth in the summer of 2000 when they selected a planning committee and authorized funding. Pine Lake then selected the consulting firm of Foth & Van Dyke to start work on the town's initial comprehensive plan. The town was fortunate to receive a Lake Protection grant from the Wisconsin Department of Natural Resources to comprehensively address land and water management issues. The plan is also intended to meet the requirements of Wisconsin's Smart Growth legislation, Wisconsin Statute 66.1001 (Appendix A). The plan is a statement of preferred public policy concerning growth management and decision making related to the conservation, orderly use, and development of lands in Pine Lake, and should be consulted by the town when making decisions regarding land use. The *Pine Lake Year 2022 Comprehensive Plan* has two very important goals:

1. Meet the intent of Wisconsin's Smart Growth planning statute,
2. Satisfy property owner's concerns regarding the growth and development of the town.

To meet the requirements of the planning law, the plan contains background inventory and assessment, goals, objectives, policies, programs and recommendations to address the following nine elements:

1. Issues and opportunities;
2. Housing;
3. Transportation;
4. Utilities and community facilities;
5. Agricultural, natural and cultural resources;
6. Economic development;
7. Intergovernmental cooperation;
8. Land use; and
9. Implementation.

To satisfy landowner concerns of growth and development, the town decided to solicit public participation throughout plan development, as discussed further in this section. Overall, the plan was developed to assist the town in making land use and related decisions over the next twenty years and beyond.

## **Background**

The Town of Pine Lake is located in central Oneida County, and is bound by the Town of Newbold the west, the Towns of Newbold and Sugar Camp to the north, the Town of Stella to the east, and the City of Rhinelander and Town of Pelican to the south. The town covers 28,769 acres and has an estimated 2001 population of 2,746 permanent residents (see Map 1-1). The Town of Pine Lake is primarily a rural community with concentrated lakeshore development, and low density residential development radiating from the lakeshore. Most of the residential development is located in the southern one-third of the town, around lakes, and in close proximity to the existing road system. Due to its close proximity to Rhinelander, there is no concentrated commercial development or downtown area, although many businesses are located along STH 17.

Most of the town (83.4%) is wooded, with a large portion (24.8%, 7,124 acres) being industrial forest land in the eastern half of the town. Approximately 10.9% (3,146 acres) of the town is covered by water, including 16 named lakes, the Wisconsin River, and Pickerel, Jennie Weber, Shepard Lake, Pine Lake, and Skunk Creeks. The remaining five percent of total acreage is primarily made up of single family residential (638 acres), roads (373 acres), and farmland/open space (198 acres).

The purpose of the *Town of Pine Lake Year 2022 Comprehensive Plan* is to encourage the orderly use and development of lands within the town. At the same time, the planning effort is also intended to promote and stimulate public participation by identifying local issues and coordinating town land use policy with both town and county growth management administration. Cooperation certainly must follow understanding. Administration will need to be championed by local officials. Indeed, there are tough choices ahead. Land owners should be able to develop their property, but the development should fit within the guidelines written and understood to be in the best interest of the larger community. The Town of Pine Lake will refer to this document to find guidance for future development, rezonings, and land division decisions. It is through the utilization of this plan the town hopes to achieve its land use vision.

**Map 1-1 Town of Pine Lake and Surrounding Area**

## **Vision Statement**

A vision statement is an expression of the direction the town wants to head over the next twenty years or so, and what it wants to look and feel like at the end of that period. It helps define the framework (where we want to be) for the more detailed goals, objectives, policies and plan recommendations (how we plan on getting there). Using various forms of public input and participation assembled throughout the planning process, the Town of Pine Lake constructed the vision statement to set the framework for the more detailed plan recommendations in later sections.

### **Town of Pine Lake Vision Statement**

The Town of Pine Lake is a safe and friendly community. The area maintains its small-town, wooded, rural character and sense of community by preserving the forests and marshes, open spaces, and rural northwoods aesthetics. The town is not over-commercialized, but does have new and existing business serving the needs of the community. All of the industry and commercial centers are located in the city of Rhinelander where the sewer and water services are available to accommodate them. The town has many home based businesses and concentrated lakeshore development, and offers a quiet, rural get-away only minutes from Rhinelander. Expecting some residential growth, the town strives to maintain the natural beauty while planning for and coordinating growth. Those efforts have maintained property values and sustained the environment that attracted many to live here.

Higher density residential or commercial development is steered to the city where developed services can support it. Community identity is developed through investments in sense of place items such as community character signage, cleanliness, an excellent school system, parks, and trails. Through public participation in the planning process and implementation of its Comprehensive Plan, the town's efforts to guide and focus development have improved the quality of life while managing growth.

### **1.2 Public Participation Procedures**

The new Wisconsin Comprehensive Planning legislation specifies that the local governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. The procedures must include open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. In addition, the participation procedures must provide for wide distribution of proposed drafts, alternatives, and amendments of the comprehensive plan. The public participation procedures should address how members of the public can send written comments on the plan to the governing body, and how the governing body will respond.

The Town of Pine Lake addressed the public participation requirement by developing a Public Participation Plan in the beginning of the planning process. The procedures were developed by the Comprehensive Land Use Planning Committee to foster public participation throughout the comprehensive planning process in the spirit and intent of Wisconsin's "Smart Growth"

Comprehensive Planning legislation. The Town of Pine Lake felt the public should be involved at every stage of plan development. Among the many opportunities that were used to foster public participation, the following core efforts were implemented. The core efforts include adherence to the statutory requirements relative to public meetings, the corresponding notification procedures, and to the directives of the open meetings law, including:

- ◆ All meetings were be open to the public.
- ◆ Plan Committee meetings were be held the fourth Wednesday of the month in accordance with the project schedule, where practical.
- ◆ Notices of all comprehensive plan meetings were at a minimum be sent to the Town's official newspaper, the Rhinelander Daily News, and the Our Town/Hodag Buyers Guide. The Daily News notices were paid advertisements only for the public workshops and informational meetings (meetings #2, #5, #9) and any public hearing. Other local media sources including radio and local cable were used per direction of the Comprehensive Plan Committee and Town Board.
- ◆ Posting of all land use planning meetings occurred at the town's regular posting sites, including the Pine Lake Town Hall, 5413 River Road, the bulletin board at the intersection of Pine Lake Road and East View Road, and the 2<sup>nd</sup> Fire Barn, 4422 CTH C.
- ◆ Meeting minutes and agendas were available at each Comprehensive Plan Committee meeting for public review.
- ◆ Draft plan materials/documents, when available, were placed at the Rhinelander District Library, the Pine Lake Town Hall, and the Oneida County Courthouse.

### **1.3 Public Participation Process**

#### **Issues Identification Workshop**

The town conducted a public Issues Identification Workshop on January 13, 2001 to kick start the planning process, followed by a community-wide land use planning survey that identified and prioritized issues to be addressed as part of the town's comprehensive planning effort (as discussed in the following pages). The Issues Identification Workshop was scheduled as the first phase of public input and community involvement to orient town residents and to focus the planning effort. The workshop was preceded by an aggressive public outreach effort to announce the workshop and encourage community participation.

To announce the meeting, post cards were mailed in the year 2000 tax bills in December to all property owners. In addition, official notices were also posted in the three regular posting locations as reminders, including the Pine Lake Town Hall, 5413 River Road, a community bulletin board at the intersection of Pine Lake Road and East View Road, and the second fire barn, 4422 CTH "C". Copies of the news release were also mailed to the Rhinelander Daily News.

The three hour workshop began at 9:30 a.m. Saturday, January 13, 2001 at the Pine Lake Town Hall. The purpose of the meeting was to obtain from the meeting participants their perceptions on the following question: *In your opinion, what do you feel are the most important land use management issues facing the Town of Pine Lake over the next two decades?*

A total of 71 workshop participants registered on sign-in sheets for the session. The workshop was facilitated by John Williams, Ken Jaworski, Steve Gray, and April Mielke from Foth & Van Dyke. Mr. Williams presented a slide presentation describing the components of a Comprehensive Planning Program. He also described the following ground rules for the input gathering session. The ground rules included the following:

1. *This is your plan! Everyone's ideas are important. There are no "dumb or stupid" ideas.*
2. *Think long range (20 to 30 years into the future).*
3. *Think in terms of the "common good." Your personal self-interests are important, but they should not dominate.*
4. *Be willing to compromise.*
5. *Be committed to developing a successful plan.*

Following the introductory session, the participants were divided into four groups. Each group followed the same sequence of activities using a nominal group process. First, each person was asked to write down on note cards their own reaction to the primary question. Next, group members shared their issues in a round robin fashion, while the facilitators recorded the responses on a flip chart.

The four group facilitators recorded a total of 115 issues. Discussion occurred within the individual groups to clarify statements and consolidate duplicate issues. The groups were each asked to select their top five issues, with the result recorded on flip charts. The 10 issues with the most votes in the small group were then listed on a summary sheet. Complete lists of the issues generated by each of the four groups, as well as their individual voting priorities, are included in the *Town of Pine Lake Issue Identification Workshop Report*, which is available through the town clerk's office.

A group member then presented the top 10 issues from each of the four groups to the full group. Further discussion and consolidation of the issues reduced the final list to 30 issues. All participants were then asked to vote a second time among the final list of priority issues. This was a private vote, as each person voted individually for his or her top five issues. The final results of priority issues were tabulated by the facilitators and are listed below. The lists of issues generated by the workshop participants were used to focus efforts during plan development. In addition, the results were used to help develop a community planning survey.



## Community Planning Survey

As the second phase of public participation in the planning process, the Oneida County University of Wisconsin Extension agreed to assist Pine Lake through development of a community planning survey.

**Table 1-1**  
**Top 10 Priority Issues for Town of Pine Lake**  
**January 13, 2001**

Rank	No. of Group 1 Votes	Issue
1	29	Maintain tax rates/consider costs of planning and growth.
2	25	Maintain individual property rights.
3	21	Control taxes so property owners are not forced to sell land.
4	20	Set aside public land for traditional uses such as water access, trails, parks, hunting, fishing access, etc.
5	18	Need to address subdivision development (impacts, size, number of units, location?).
6	17	Annexation of town land by City of Rhinelander.
7	15	The town should designate sites for commercial and industrial development in preferred locations (local control).
8	13 (tie)	Town residents need a stronger voice in zoning changes.
9	13 (tie)	Plan for business locations compatible with adjacent uses. Types of uses. Pay for services/assess the development impact and cost implications. Highway "17" strip development.
10	11	Forestry/Land Management Maintain large management forestry tracts for future forestry uses. Right to practice forestry and land management on private land.

The survey questions were generated as a result of the major issues and recommendations received during the Issues Identification Workshop. Oneida County University of Wisconsin Extension agent DonnaRae Jacobson facilitated the survey process and worked with the committee members and planning consultant to draft the survey questions. The survey questions and format were also reviewed by Gary Green, Community Development Specialist and Merritt Bussiere, NE Land Use Specialist, both of UW Extension.

The purpose of the survey was to "gather opinions about future changes from property owners and renters in the town." The committee decided to provide the survey forms to the households of all property taxpayers in order to give both resident and non-resident property owners an opportunity to respond to the survey. The mailing address used was the same as on the property tax billings. Mailing labels were generated from the computer address file provided by the Oneida County Data Processing Department. The committee members also screened labels for duplicates. In addition to the property tax list, the committee also announced through newspaper notices the availability of the survey forms at the town clerk's office for anyone who rented property in the community.

The surveys were mailed out the second week of May 2001. A total of 1,530 surveys were mailed first class with a stamped, return mailer attached. Additional forms could be picked up at the town clerk's office. The deadline for returning the surveys was set for June 9, 2001. The mailing generated 872 returned surveys. A total of 30 surveys were returned by the post office as non-deliverable. As a result, a total of 1,500 households were included as distributed surveys in the population.

The survey responses were tabulated and compiled by David Kabes, Research Assistant at the Agricultural Resource Center, UW River Falls. Donna Rae Jacobson from the Oneida County UW Extension recorded narrative responses. The results include tabulated responses for each of the questions on the Town of Pine Lake Land Use Planning Survey from 872 returned surveys. As noted above, the response rates overall for return of the survey forms was 58.1%. Based on the number of surveys returned out of the total distribution, a general confidence interval for the survey results was calculated. At the 95% confidence level, the confidence interval was  $\pm 2.1\%$ . Confidence intervals for individual questions will vary somewhat since not all respondents answered each question. A copy of the Executive Summary is attached in Appendix B.

### **Committee Meetings**

The plan was developed in 11 Land Use Planning Committee meetings (with consultant in attendance; the Committee met monthly as part of normal operations and held many individual meetings relative to land use in conjunction with the planning project) with one Public Participation Workshop, two public informational meetings, and a public hearing. All meetings, regardless of their orientation, were open to the public and were conducted in accordance with the approved and adopted public participation procedures and the Wisconsin Open Meetings Law.

### **Public Notification**

In addition to the meeting schedule, the town sent all Pine Lake property owners notification of public informational meetings via postcard or with direct mail information pieces in addition to the normal newspaper advertisements and town meeting notification procedures. A four-piece poster plan was sent out prior to the second (August 20, 2002) public informational meeting, which property owners were given the opportunity to review and comment via surveys provided in the mailings

### **Public Informational Meeting 1 (November 08, 2001)**

A public workshop was held on November 08, 2001 at the Pine Lake Town Hall. The workshop was preceded by aggressive publication and notification in the Rhinelander Daily News newspaper to encourage community participation. In addition, posters were erected at several locations in town. In total, 65 individuals attended the meeting. At 7:00, John Williams of Foth & Van Dyke presented an overview of the plan goals, objectives, and vision statement; inventory data highlights and trends related to housing, population, economics, and growth; overview of the community planning survey and issues identification process; and GIS mapping, including

land use, zoning, land and resource protection, water feature data, transportation, community facilities and environmental features. Meeting participants were handed a copy of the goals, objectives, and vision statement, and had access to review the mapping and inventory information as displayed throughout the Town Hall. In general, the public comments were complimentary to the work effort. There were several questions relative to zoning and land use, lakeshore development, and how the plan will address use, location, and density of future development.

### **Public Informational Meeting No. 2 (August 20, 2002, 2002)**

The emphasis of the planning effort was predicated upon widespread public involvement. The intent was to keep residents and property owners informed and involved, and to use public opinion as the basis of decisions related to preferred land use. Preceding the meeting, a poster plan mailing (draft preferred land use map & preferred land use classifications) were sent direct to every property owner in the town. A one-page survey and an explanation letter accompanied the mailing to allow for public response and opinion exchange. In addition, meeting dates were released to the Rhinelander Daily News in accordance with the adopted public participation plan. The meeting format included a presentation of the background inventory and maps, followed by a presentation and discussion relative to the draft preferred land use map that was sent in the mail. Official sign-in sheets showed 65 people attended. A total of 116 surveys were also returned to the town. The survey responses and corresponding comments can be found in Appendix B. The associated plan policies were also discussed. Public responses were strongly in favor with the direction the plan represented, and the Land Use Planning Committee took the results of both public informational meetings as affirmation that the plan was being constructed in accordance with public opinion and with the best interests of the town in mind.

### **Public Hearing (January 27, 2003)**

The official attendance as noted on the sign-in registry was 16 people (see Appendix B). In total, 34 people were counted in attendance. There were no letters or public correspondence read into the record prior to public comment period. One person registered for comments during the hearing, 3 provided general comment as indicated on the Public Comments provided in Appendix B. The formal hearing was conducted from 7:00 to 8:15 p.m., with general discussion held until 8:45 p.m. The public comments were addressed at the following Land Use Planning Committee meeting.

## **1.4 Issues and Opportunities Goals and Objectives**

The issues and opportunities element of the comprehensive plan provides, "Background information on the local government unit and a statement of overall goals, objectives, policies and programs of the local government to guide the future development and redevelopment of the local government unit over a 20 year planning period", as required by Smart Growth legislation.

The following goals and objectives were developed by the Town of Pine Lake regarding the issues and opportunities element and the overall plan.

## **Goals**

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities and problems that affect the community.

## **Objectives**

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations.

***IO Goal 1: Guide the future development and redevelopment of both public and private property.***

### ***Supporting Objectives:***

IO-1.1 Plan for and manage future residential, light industrial, commercial, forestry, recreational, and conservancy and other land uses in accordance with public input.

IO-1.2 Recommend development patterns that provide for a diversity of lot sizes.

IO-1.3 Recommend standards for land divisions.

IO-1.4 Guide future development within or adjacent to existing compatible development.

IO-1.5 Realize the cost effectiveness of utilizing the existing road network to accommodate most future development.

***IO Goal 2: Strengthen local control of land use decisions through cooperation and communication between the Town of Pine Lake, Oneida County, and the City of Rhineland.***

### ***Supporting Objectives:***

IO-2.1 Utilize the Comprehensive Plan as a tool to guide and support Town actions and decisions.

IO-2.2 Work with the county to establish a mutually beneficial decision-making procedure that integrates and is consistent with the Comprehensive Plan.

***IO Goal 3: Balance appropriate land use regulation and individual property rights with community interests and goals.***

***Supporting Objectives:***

IO-3.1 Establish a development review process whereby all interested parties are afforded an opportunity to influence the outcome, and which objectively examines the quality of the proposed development and the potential long-term positive and negative impacts.

***IO Goal 4: Increase community awareness, support, and involvement in planning, growth management, and land and water conservation efforts.***

***Supporting Objectives:***

IO-4.1 Create opportunities for citizen participation throughout all stages of plan development and implementation.

IO-4.2 Promote public access and understanding of available land use, planning, zoning and environmental information.

IO-4.3 Support community organizations and service groups that dedicate time and resources to community development and conservation efforts.

**1.5 Issues and Opportunities Policies**

1. The comprehensive plan shall maintain consistency with state comprehensive planning requirements.
2. Public participation shall be required prior to the development and/or amendment to any town plans, ordinances, or programs.
3. The comprehensive plan will be referred to and/or utilized for all future development, planning or implementation decisions within the community.
4. Future town issues, trends, opportunities and conflicts that were not included within the comprehensive plan will be thoroughly assessed and amended to the plan on an as needed basis.

**1.6 Issues and Opportunities Programs**

All programs required to implement the functions of the Town of Pine Lake Year 2022 Comprehensive Plan are listed under the remaining elements.

## 1.7 Demographics

Population change is the primary component in tracking a community's growth as well as predicting future population trends. Population characteristics relate directly to the town's housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Over time there can be fluctuations in the local and regional economy which can influence population change. In addition, events such as annexation can significantly impact a town's population base.

2000 census data is available for a limited amount of demographic information at the town level. Data regarding employment, income and other economic indicators will most likely not be available until the spring of 2002. Some detailed data may not be available until 2003.

**Table 1-2**  
**Population Trends**  
**Town of Pine Lake**  
**1970-2000**

1970	1980	1990*	2000	# Change 1970-80	# Change 1980-90	# Change 1990-00	# Change 1970-00
1,853	2,656	2,445	2,720	803	-211	275	867

Source: U.S. Bureau of the Census, 1970-2000.

\* The 1990 Census data was inaccurate according to Town Officials.

Table 1-2 displays the population trends for the Town of Pine Lake from 1970 to 2000. Population levels during the 30 year period have fluctuated considerably within the town. From 1970 to 1980, the town experienced a dramatic increase of 803 persons. In the following decade, there was a fairly significant population decrease of 211 persons. In the most recent decade, the population increased by 275 persons to bring the population to its 2000 count of 2,720 persons. Preliminary 2001 population estimates from the Wisconsin Department of Administration indicate that the Town of Pine Lake's population increased to 2,746 persons in 2001, an increase of 26 persons, .96% from 2000.

The 1990 census count does have significance, as Town officials believe the population count was below actual population levels. There were no significant annexations or changes in employment that may have contributed to a population decrease. In addition, there were 114 new parcels created (see Table 8-3) and the Census reported 192 new structures were built (see Table 2-3) between 1980 and 1989. The Town of Pine Lake contacted the Census Bureau to discuss the count, but Census officials did not acknowledge that an undercount had occurred. Town officials estimated the actual 1990 population to be approximately 200 persons higher than recorded.

Table 1-3 presents a comparison of Pine Lake's population to the Town of Pelican, City of Rhinelander, Oneida County, and the State of Wisconsin. Similarly, Figure 1-1 depicts the comparative percent population change during this period for the selected areas.

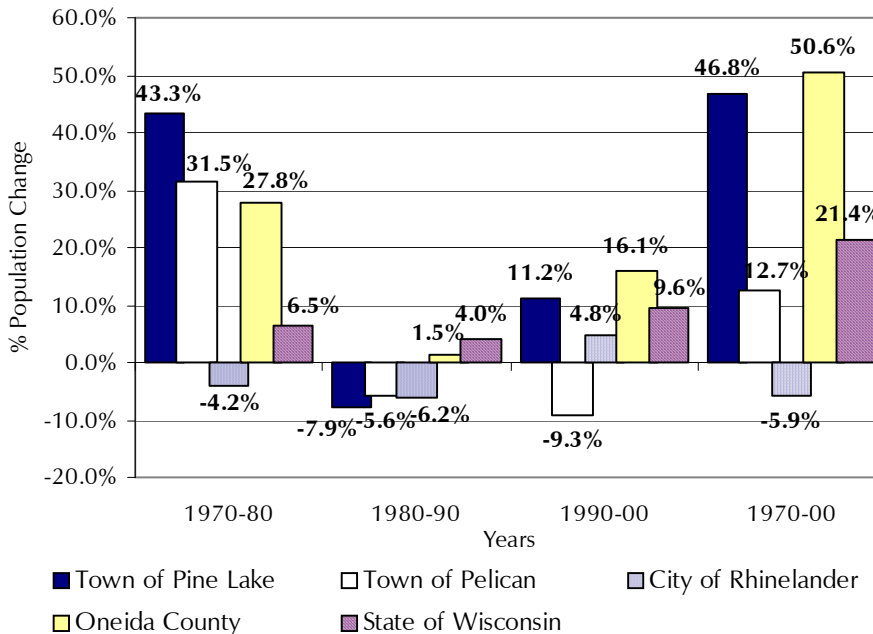
**Table 1-3  
Comparative Population Trends  
Town of Pine Lake and Selected Areas  
1970-2000**

Area	1970	1980	1990	2000	% Change	% Change	% Change	% Change
					1970-80	1980-90	1990-00	1970-00
Town of Pine Lake	1,853	2,656	2,445	2,720	43.3%	-7.9%	11.2%	46.8%
Town of Pelican	2,576	3,387	3,198	2,902	31.5%	-5.6%	-9.3%	12.7%
City of Rhinelander	8,218	7,873	7,382	7,735	-4.2%	-6.2%	4.8%	-5.9%
Oneida County	24,427	31,216	31,679	36,776	27.8%	1.5%	16.1%	50.6%
State of Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675	6.5%	4.0%	9.6%	21.4%

Source: U.S. Bureau of the Census, 1970-2000.

When compared to the other areas shown, the Town of Pine Lake's population fluctuations appear slightly less dramatic. For example, from 1970 to 1980 the Town of Pelican and Oneida County had population increases similar to Pine Lake. For the period 1980 to 1990, all areas either experienced population decline or small amounts of growth in part due to annexation to Rhinelander. In the 1990's, there seemed to be a leveling off, except for the Town of Pelican which declined substantially. For the entire 30-year period shown, the Town of Pine Lake and the county greatly exceeded the overall growth of the state for the same period.

**Figure 1-1  
Comparative Population Change  
Town of Pine Lake and Selected Areas  
1970-2000**



Source: U.S. Bureau of the Census, 1970-2000.

A shifting age structure affects a variety of services and needs within the community including housing, elderly care, and schools. It will become increasingly important to retain or attract younger age groups in order to provide for service demands and maintain the workforce. Table 1-4 displays the population by age cohorts for the town from 1990 to 2000.

An aging local population, coupled with a increasing amount of retirement activity in both Oneida and Vilas Counties, deems the age structure to have significant impact on services and development over the next 10-20 years.

**Table 1-4  
Population by Age Cohort  
Town of Pine Lake  
1990-2000**

Age	1990		2000		% Change 1990-00
	Number	% of Total	Number	% of Total	
Under 5	157	6.4	128	4.7	-18.5
5-19	503	20.6	556	20.4	10.5
20-44	834	34.1	921	33.9	10.4
45-64	624	25.5	785	28.9	25.8
65+	327	13.4	330	12.1	0.9
<b>Total</b>	<b>2,445</b>	<b>100.0</b>	<b>2,720</b>	<b>100.0</b>	<b>11.2</b>

Source: U.S. Bureau of the Census, 1990-2000.

The age structure appears to be relatively stable within the Town of Pine Lake. The 45-64 age group increased the most for the period shown, with a 25.8% increase, a trend that is typical for most of Wisconsin. The 2000 median age of residents of town was 40.2. This was slightly lower than the median age reported for Oneida County, which was 42.4. However, both areas had a 2000 median age significantly higher than the State of Wisconsin which was reported at 36.0.

### **Educational Attainment**

The educational attainment level of persons within a community is often a indicator of the overall income, job availability, and well-being of a community. According to the 1990 census, approximately 44% of persons in the town have had some education since high school. The percentage decreases to 39.8% when looking at the county as a whole. Further economic indicators can be found within the Economic Development Element of the plan.

### **Income**

The 1990 Census reported Pine Lake's median household income as \$29,128, over \$5,000 greater than the county's reported median. Income per return, another income indicator, is based on income tax returns filed in a given year to the Wisconsin Department of Revenue. Pine Lake's reported return income was \$35,706 in 1999, compared to the county reported return



income of \$33,777. Further economic indicators can be found within Chapter 6, Economic Development.

## **Employment Trends**

Employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to a shift from an industrial-based to an information-based society and an aging population.

According to the 1990 census, the greatest percentage of employment was found in the services segment of the economy for both the town and the county, with 40.1% and 34.6% respectively. The second greatest economic division for the town was in manufacturing, 19.4%, followed by retail, 15.9%. The second greatest employment division for the county was retail, 22.0%, followed by manufacturing, 16.2%. Further economic indicators and more recent information about the Pine Lake economy can be found within the Economic Development Chapter.

## **1.8 Population Forecasts**

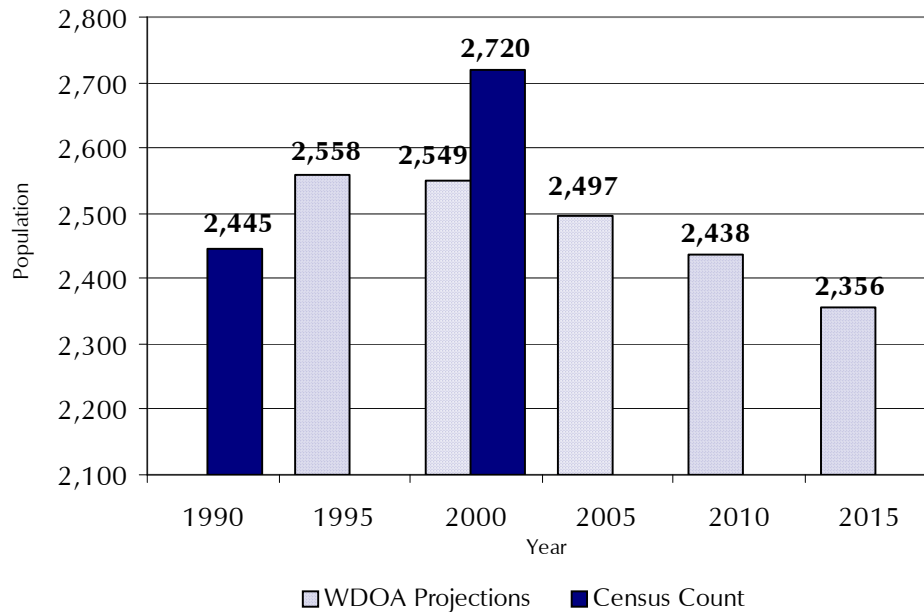
This section identifies forecasts for population, housing and the economy of Pine Lake for the planning period.

Population projections are based on past and current population trends. The projections extrapolate existing trends, and their reliability depends on the continuation of past growth. Projections should be considered as one of many tools used to help anticipate and predict future needs within the town. Population levels are subject to the town's physical conditions, environmental concerns, land use, zoning restrictions, taxation, annexation, and other political policies that influence business and personal location decisions.

In 1993 the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population projections to the year 2015 for the communities and counties of Wisconsin. The WDOA utilized a projection formula that calculates the annual population change over three varying time spans. From this formula, the average annual numerical population change is calculated, which is used to give communities preliminary population projections for a future date. As shown in Figure 1-2, the baseline projections prepared by WDOA predicted a decreasing town population.

## Wisconsin Department Of Administration (WDOA) Population Projections, 1990-2015

**Figure 1-2**  
**WDOA Population Projections**  
**Town of Pine Lake**  
**1990-2015**



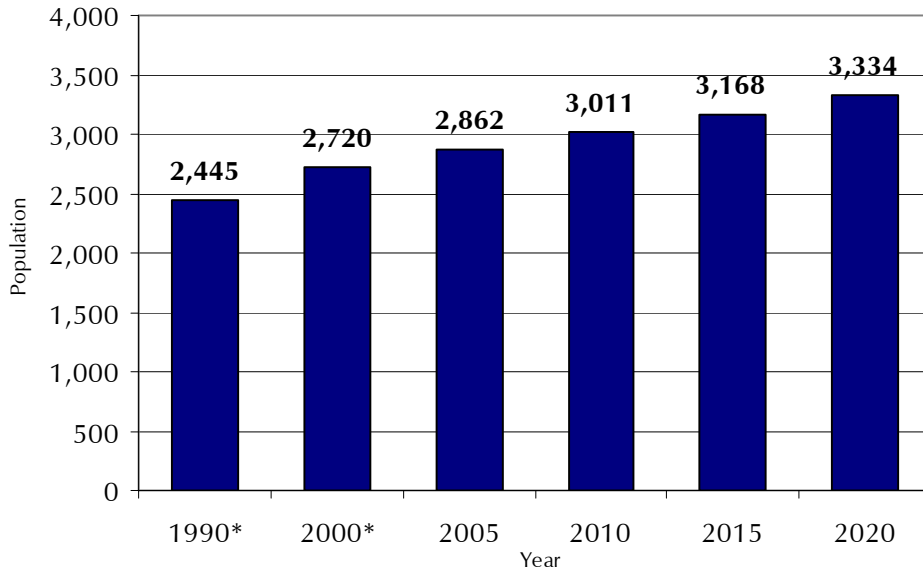
Source: U.S. Bureau of the Census, 1990-2000; Wisconsin Department of Administration, Official Municipal Population Projections, 1990-2015, June 1993.

Given the fact that the WDOA projections were created using 1990 Census data and do not go beyond the year 2015 to include the 2020 planning period, and the discrepancy between the projections and the recently released 2000 Census data, an alternative population projection has been prepared to assess reliability of the WDOA projection. WDOA projections, which utilize the 2000 Census, are not expected to be released until the summer of 2003.

### **Accelerated Growth Projection Model - Linear Trend Analysis, 1990-2020**

Figure 1-3 illustrates the census counts from 1990 and 2000 and a linear projection that was calculated by taking the percent change between the census counts and projecting the trend on an annual basis to the year 2020.

**Figure 1-3  
Linear Trend Projection  
Town of Pine Lake  
1990-2020**



Source: \*U.S. Bureau of the Census, 1990-2000; years 2005-2020 calculated by taking the % annual change between 1990-2000 and creating a linear trend to 2020.

Using this projection method, it is estimated that the town’s population in the year 2020 will reach 3,334 persons, a 22.6% increase from 2000. These projections are much higher than the previous WDOA projections because the 2000 census count was included within the calculation. It should be noted that this projection calculation only included the population change that took place in the last decade and will most likely create a ceiling, or top of the estimated population range. Table 1-2 and 1-3, displayed earlier within this section, indicate the population change of earlier decades for the town.

**Population Projections Based on Housing Unit Projections and Total Number of Housing Units, 1990-2020**

Table 1-5 presents population projections utilizing housing units, occupied housing units, and persons per household projections. The methodologies used to create these projections are detailed below the table.

**Table 1-5  
Population Projections Based on Total Number of Housing Units  
Town of Pine Lake  
1990-2020**

	1990	2000	2005	2010	2015	2020
Total Housing Units <sup>1</sup>	1,287	1,381	1,427	1,475	1,525	1,576
Occupied Units (77.0% of total units) <sup>2</sup>	940	1,063	1,099	1,136	1,174	1,214
Persons Per Household <sup>3</sup>	2.60	2.45	2.39	2.32	2.26	2.21
<b>Total Population <sup>4</sup></b>	<b>2,445</b>	<b>2,720</b>	<b>2,627</b>	<b>2,636</b>	<b>2,653</b>	<b>2,683</b>

<sup>1</sup> Total housing units are calculated as follows: a) total units in 1990 and 2000 are from the census; b) the years 2005-2020 based on percent annual change between 1990-2000 of total housing units.

<sup>2</sup> Occupied units are calculated as follows: a) occupied units 1990 and 2000 are from the census; b) the years 2005-2020 are based off the 2000 census occupancy rate (i.e., year-round units) of 77.0%.

<sup>3</sup> Persons per household are calculated as follows: a) 1990 persons per household from the 1990 census; b) 2000 persons per household calculated by taking total persons living in households divided by total households, from the 2000 Census; (total persons living in households = the total population - those living in group quarters); c) the years 2005 to 2020 are based on the annual percent change of persons per household between 1990 and 2000.

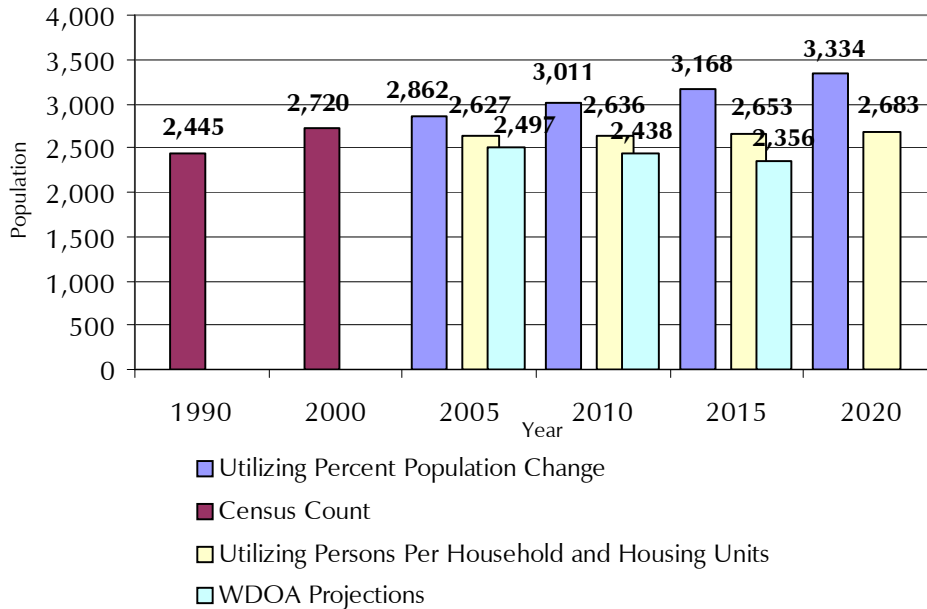
<sup>4</sup> Total population for 1990 and 2000 obtained from the census; the years 2005 to 2020 total population equals the number of occupied units multiplied by the persons per household.

Utilizing the above methodologies, the projected 2020 population is estimated to reach 2,683 persons, a 1.4% decrease from the 2000 count. Using this technique, housing units will increase by 14.1% for the 20 year period. In contrast, the persons per household is projected to decrease by 9.8% for the same period. These two factors account for the declining population projections.

### Comparative Population Projections

Figure 1-4 illustrates a comparison of the three population projection techniques that have been used. The figure depicts the differences between the projections, which should be used as the parameters for the anticipated population of Pine Lake through the year 2020.

**Figure 1-4  
Comparative Population Projections  
Town of Pine Lake  
1990-2020**



Source: U.S. Bureau of the Census, 1990-2000. Wisconsin Department of Administration, Official Municipal Population Projections, 1990-2015, June 1993. For projections methodologies see earlier within this section.

Projections should be used as a guide for the future planning of Pine Lake. The town’s 2020 population will likely fall between the two projections.

**Housing Projections**

Housing unit projections are an important element in preparing the Comprehensive Plan for Pine Lake. Specifically, they are used to allocate required acreage to accommodate future residential development, as well as prepare for future demands growth may have on the town’s public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Using the 2000 census count of housing units, the Oneida County permit data, as well as the state projections, linear trends were created to planning year 2020. A linear trend was also done using the 1990 and 2000 census housing counts and the percent annual change to create a linear trend. The three different projection techniques created an estimated range of housing units in the year 2020 from 1,576 to 2,135 units. For further housing trends and descriptions of the projection techniques, please see the Housing Chapter.

## **Employment Forecasts**

Employment forecasts specific to the Town of Pine Lake will be completed within this section later in the planning process.

### **1.9 Comprehensive Plan Goals**

This section contains the goals for each of the nine elements as described and required by Wisconsin's Smart Growth legislation and developed by the Town of Pine Lake Comprehensive Plan Committee. For each element, a portion of the language from Wisconsin Statute 66.1001 has been included which describes the goals, objectives, policies and programs that need to be included as part of the development of a Smart Growth compliant Comprehensive Plan. The goals and objectives should be consulted to evaluate growth management decisions. All goals, objectives, policies and programs are included within each respective element.

#### **Smart Growth Planning Goals**

The Smart Growth legislation establishes 14 local comprehensive planning goals to coordinate land use state-wide via coordinated planning efforts between any governmental agency that affects land use. The Town of Pine Lake is required "to ensure the planning effort of [the] local comprehensive goals further the local comprehensive planning goals to the extent practical." The 14 local comprehensive planning goals act as mandates to ensure a coordinated and extensive planning effort. The Comprehensive Plan must also develop goals, objectives, policies, and programs for the nine individual elements. Both goal requirements were coordinated and addressed within each individual element, as applicable. The 14 local comprehensive planning goals are listed here for reference.

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.

9. Providing an adequate supply of affordable housing for all income levels throughout each community.
10. Providing adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that provides mobility, convenience and safety which meets the needs of all citizens including transit-dependent and disabled.

### **Housing Element (HE) Goals**

"A compilation of goals, objectives, policies, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit."

*HE Goal 1: Plan for a variety of housing and development opportunities that are consistent with the character and service capabilities of the Town.*

*HE Goal 2: Develop plans that provide areas for residential development while preserving open space, natural resources and the rural, small-town character.*

### **Transportation Element (TE) Goals**

"A compilation of goals, objectives, policies, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation."

*TE Goal 1: Provide and maintain a safe and reliable transportation network.*

*TE Goal 2: Increase the safety and use of non-motorized transportation modes.*

### **Utilities and Community Facilities Element (UCF) Goals**

"A compilation of goals, objectives, policies, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater

treatment technologies, recycling facilities, parks, telecommunication facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities such as police, fire, and rescue facilities, libraries, schools and other governmental facilities."

### **Wastewater Treatment**

*UCF Goal 1: Ensure proper disposal of wastewater to protect ground and surface water.*

### **Water Supply**

*UCF Goal 2: Protect and improve the quality and quantity of ground and surface water.*

### **Stormwater Management**

*UCF Goal 3: Ensure that all developed areas are reasonably protected from flooding.*

### **Solid Waste Disposal and Recycling Facilities**

*UCF Goal 4: Promote effective solid waste disposal and recycling services that protect the public health, the natural environment, and land use quality.*

### **Schools**

*UCF Goal 5: Promote quality schools and access to educational opportunities for everyone.*

### **Parks and Recreation**

*UCF Goal 6: Promote a variety of recreational opportunities within the Town.*

### **Utilities**

*UCF Goal 7: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.*

### **Other Governmental Services**

*UCF Goal 8: Maintain high quality Town services and facilities.*

### **Agricultural, Natural and Cultural Resources Element (ANC) Goals**

"A compilation of goals, objectives, policies, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and



nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources."

*ANC Goal 1: Preserve Forestry Integrity.*

*ANC Goal 2: Maintain, preserve and enhance natural resources.*

*ANC Goal 3: Preserve the significant historical and cultural lands, sites and structures that contribute to community identity and character.*

### **Economic Development Element (ED) Goals**

"A compilation of goals, objectives, policies, maps and programs to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities in the local governmental unit."

*ED Goal :* *Maintain, enhance and diversify the local economy consistent with other goals and objectives.*

### **Intergovernmental Cooperation Element (IC) Goals**

"A compilation of goals, objectives, policies, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities, and sharing services."

*IC Goal :* *Establish mutually beneficial intergovernmental relations with other units of government.*

### **Land Use Element (LU) Goals**

"A compilation of goals, objectives, policies, maps and programs to guide the future development and redevelopment of public and private property."

*LU Goal 1: Provide for a well-balanced mix of land uses within the Town.*

*LU Goal 2: Avoid incompatible land uses.*

### **Implementation Element (IE) Goals**

"A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in all other elements."

*IE Goal 1: Promote consistency between and integration of the plan recommendations and local ordinances.*

IE Goal 2: Update the Comprehensive Plan on a regular schedule to ensure that the plan remains a useful tool for growth and development decisions.

## 2. Housing

The comprehensive planning process necessitates that local governments analyze the impact of local policies and regulations on the development of various types of housing. The analysis and inventory should be used to examine the current future housing needs of the community, which should therefore result in policies that provide opportunities for the development of the types and amounts of housing expected to be needed over a 20 year planning horizon.

### 2.1 Town of Pine Lake Housing Goals and Objectives

**Goal 1:** *Plan for a variety of housing and development opportunities that are consistent with the character and service capabilities of the Town.*

**Supporting Objectives:**

1. Retain single family residences as the preferred type of housing supply in the Town.
2. Steer more intensive residential development such as two-family, multi-family and senior housing to the City of Rhinelander where the utilities and services exist to accommodate the development.
3. Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of affordable housing opportunities.
4. Explore opportunities to provide incentives for developers and home builders to create quality housing that is affordable for low and moderate income households.
5. Support the location of manufactured homes within the Town that feature designs similar to site-built homes and are built to state standards.
6. Strengthen established neighborhoods through encouraged conservation and improvements in the quality of existing housing.
7. Implement municipal housing codes.

**Goal 2:** *Develop plans that provide areas for residential development while preserving open space, natural resources and the rural, small-town character.*

**Supporting Objectives:**

1. Steer high density residential development to planned growth areas where adequate services and facilities are available or planned.
2. Encourage residential development to locate along existing public roads and near existing residential developments in order to promote orderly growth and expansion throughout the Town.

3. Explore various programs and concepts that can encourage creative ways to preserve rural character and natural resources such as conservation subdivisions or planned unit developments.

## **2.2 Town of Pine Lake Housing Policies and Recommendations**

1. Manufactured homes shall meet feature designs similar to “stick built” homes relative to roof pitch, overhang, minimum floor area, minimum width, exterior siding and roofing material requirements. In the event that a manufactured home does not utilize a perimeter load-bearing foundation, any space between ground level and siding shall be enclosed with permanent, non-load bearing concrete or masonry having a foundation-like appearance.
2. Housing shall be located to reduce impacts to natural vegetation and be in conformance with local and county regulations.
3. Duplex lots shall be dispersed throughout the Town rather than concentrated in specific areas.
4. The Town should work with developers to provide a variety of housing types for all income and age groups.
5. Future decision regarding lot size, local land use controls, and fees shall be made in consideration of the impacts to affordable housing.
6. Clustered housing development shall be no larger than necessary to accommodate the residential structure, driveway, and desired yard, including, as necessary, space for on-site sewage treatment and disposal systems.

## **2.3 Housing Characteristics**

The physical location of housing determines the location and cost of many public services and facilities. In addition, housing characteristics are related to the social and economic conditions of the community’s residents. The information presented in this section describes the Town’s current housing stock, identifies significant changes which have occurred in housing over time, and projects housing growth to the year 2020.

### **Housing Supply**

Table 2-1 provides general information regarding the housing supply for the Town of Pine Lake from 1990 to 2000, including a breakdown of units by occupancy and seasonal use. Seasonal units are those units which are used for seasonal, recreational, occasional, or other use.

**Table 2-1  
Housing Supply  
Town of Pine Lake  
1990-2000**

	1990	2000	# Change 1990-00	% Change 1990-00
Total Units	1,287	1,381	94	7.3
Occupied Units	940	1063	123	13.1
Owner Occupied	790	887	97	12.3
Renter Occupied	150	176	26	17.3
Vacant Year Round Units	347	318	-29	-8.4
Seasonal Units	281	276	-5	-1.8

Source: U.S. Bureau of the Census, 1990-2000.

For the period 1990 to 2000, the number of housing units in Pine Lake increased by 94 units, or 7.3%. The increases shown are most likely due to the increasing population. Seasonal housing units, approximately 20% of total units in 2000, continues to be a significant segment of the overall housing supply. It is anticipated the number of seasonal units will continue to decline, as a percentage of the total, as the trend in northern lake communities shows seasonal unit conversions to occupied or permanent residences.

### Structural Type

Table 2-2 details the number of units within structures in Pine Lake. The majority of structures, 84.8%, are one-unit, single family detached structures. Mobile homes were the second most common type of structures within the Town in 2000.

**Table 2-2  
Units in Structure  
Town of Pine Lake  
2000**

	Number	% of Total
1-unit detached	1,195	84.8
1-unit attached	15	1.1
2 units	16	1.1
3 or 4 units	20	1.4
5 to 9 units	0	0.0
10 to 19 units	9	0.6
20 or more units	5	0.4
Mobile home	150	10.6
Boat, RV, van, etc.	0	0.0
Total	1,410	100.0

Source: U.S. Bureau of the Census, 2000.

## Age of Housing Units

The age of a community's housing stock is an important element to be analyzed when planning for the future. If there is a significant amount of older housing units they will most likely need to be replaced, rehabilitated or abandoned for new development within the planning period. Accommodating a new housing supply requires planning regarding infrastructure, stormwater management, land availability, utilities, transportation routes, and a variety of other factors which need to be considered prior to new development.

Table 2-3 describes the year structures were built in the Town of Pine Lake and Oneida County. According to the 2000 census, the more housing units were built between 1940 and 1959 than any other time span within the Town. When compared to most other areas in the state this is a fairly new housing stock.

**Table 2-3**  
**Year Structure Built**  
**Town of Pine Lake and Selected Area**  
**2000**

Year Structure Built	Town of Pine Lake		Oneida County	
	Number	% of Total	Number	% of Total
1999 to March 2000	47	3.3	809	3.0
1995 to 1998	127	9.0	2,529	9.5
1990 to 1994	111	7.9	1,836	6.9
1980 to 1989	192	13.6	3,357	12.6
1970 to 1979	307	21.8	5,851	22.0
1960 to 1969	176	12.5	3,263	12.3
1940 to 1959	329	23.3	5,176	19.4
1939 or Earlier	121	8.6	3,806	14.3
Total	1,410	100.0	26,627	100.0

Source: U.S. Bureau of the Census, 2000, Sample Data.

## Housing Value

Providing affordable housing which meets the needs of future Pine Lake residents is an important element of the overall planning for the Town. According to Table 2-4 the major percentage of homes in the Town were valued between \$50,000 to \$99,999 in 2000. The median housing value in the Town in 2000 was \$114,400, higher than the county median housing value of \$106,200.

**Table 2-4**  
**Housing Values of Specified Owner-Occupied Units**  
**Town of Pine Lake and Selected Areas**  
**2000**

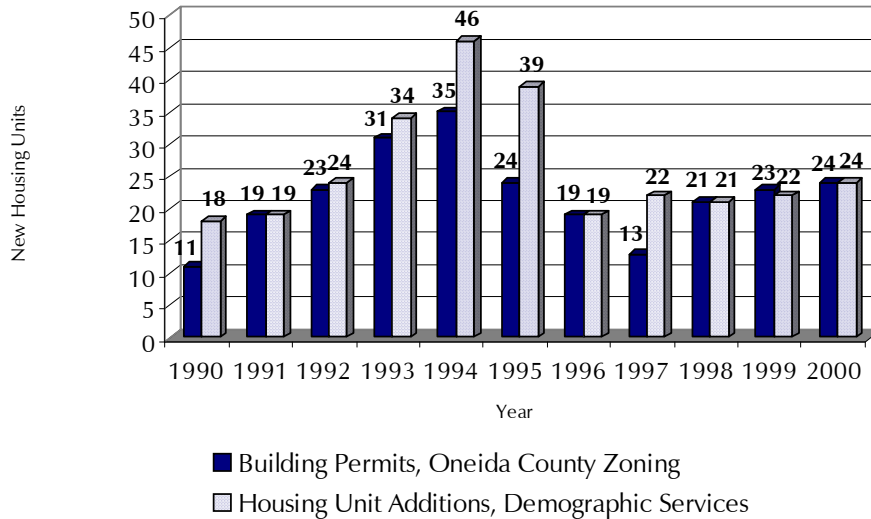
	Town of Pine Lake		Oneida County	
	Number	% of Total	Number	% of Total
Less than \$50,000	38	5.8	647	7.1
\$50,000 to \$99,999	240	36.4	3,595	39.3
\$100,000 to \$149,999	161	24.4	2,224	24.3
\$150,000 to \$199,999	103	15.6	1,152	12.6
\$200,000 to \$299,999	101	15.3	1,039	11.4
\$300,000 to \$499,999	17	2.6	401	4.4
\$500,000 to \$999,999	0	0.0	70	0.8
\$1,000,000 or more	0	0.0	13	0.1
<b>Total</b>	<b>660</b>	<b>100.0</b>	<b>9,141</b>	<b>100.0</b>
<b>Median (dollars)</b>	<b>\$114,400</b>		<b>\$106,200</b>	

Source: U.S. Bureau of the Census, 2000; Sample Data.

### **Building Permit Activity**

Figure 2-1 displays the number of building permits that have been issued by the Oneida County Zoning Office in Pine Lake from 1990 to 2000. The State of Wisconsin Demographic Services Center also tracks housing unit additions for each municipality within the state, which is also included within the figure. Overall, 243 residential building permits for new homes were issued between 1990 and 2000, for an average of 22 building permits for new residential dwellings per year.

**Figure 2-1  
Building Permit Activity  
Town of Pine Lake  
1990-2000**



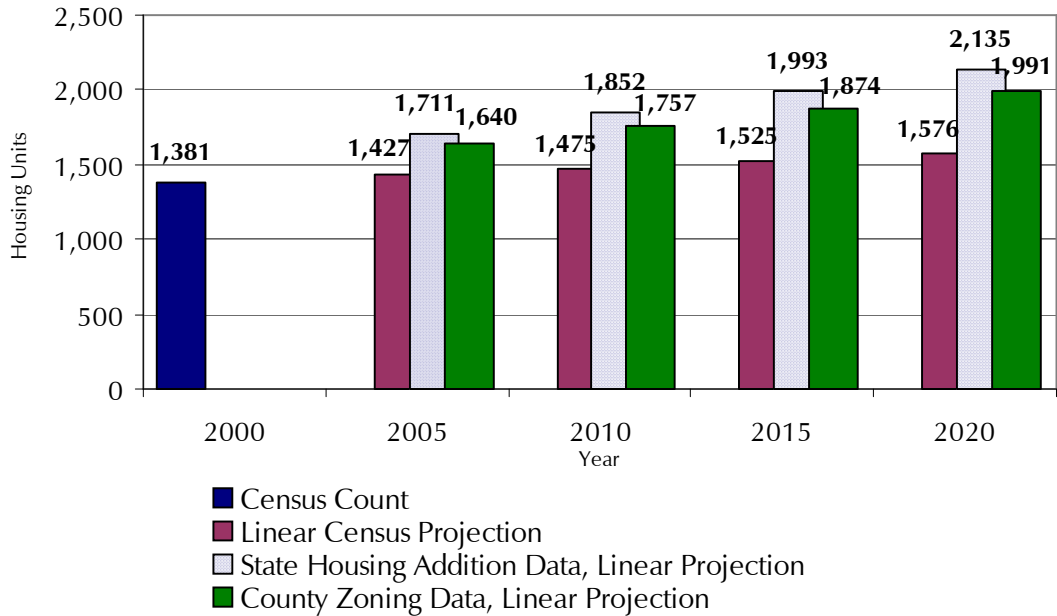
## 2.4 Projected Number of Housing Units

Housing unit projections are an important element in preparing the land use plan for Pine Lake. Specifically, they are used to allocate required acreage to accommodate future residential development, as well as prepare for demands future growth may have on the Town’s public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Figure 2-2 presents housing unit projections for the Town of Pine Lake for the planning period. Using the 2000 census count of housing units and the permitting data from the county as well as the state, linear trends were created to planning year 2020. A linear trend was also done using the 1990 and 2000 census housing counts and the percent annual change to create a linear trend. Figure 2-2 also illustrates a comparison of the three housing unit projections. The projections create a range which should be used as the parameters of the anticipated housing units through the year 2020. The projections range from 14% growth (Census projection) to 54% growth (state housing addition data).



**Figure 2-2  
Projected Housing Units  
Town of Pine Lake  
2000-2020**



Source for Figures 2-1 and 2-2: U.S. Bureau of the Census, 2000; Oneida County Zoning Office, 2001; State of Wisconsin Demographic Services, Housing Unit Addition and Deletions, Annual Housing Unit Survey, 1990-2000.

## 2.5 Housing for all Income Levels, Age Groups and for Persons with Special Needs

An increasing number of people cannot find housing in their community that is suitable for their stage in life. This situation requires that the Town of Pine Lake to pursue strategies, monitor and encourage the development of a range of housing choices to meet the needs of people with different income levels and with various needs. As the general population ages, affordability, security, accessibility, proximity to services, transportation, food, and medical facilities will all become increasingly important. These trends will have land use, transportation, community facility and economic implications.

The Wisconsin Housing and Economic Development Authority maintains a listing of all federally assisted housing in the state. According to the list, Oneida County has a total of 242 assisted elderly units, 167 family units and 33 disabled units. Of these units, 20 are identified as being located county-wide and the remaining units are found within Minocqua, Rhinelander, Three Lakes, and Woodruff.

## **2.6 Availability of Land for Development/Redevelopment of Affordable Housing**

Promoting the availability of undeveloped or underused land is one way to meet the needs of low and moderate income individuals. The Town needs to ensure there is an adequate supply of land that is planned and zoned for housing at higher density or for multi-family housing should demand warrant the need for such housing in the future. As discussed in the Preferred Land Use section of this plan, there is adequate area for multi-family uses or lands that could be developed at higher density. However, the town is not going to develop property for affordable housing. The town will work with the private market development in the event a development request is submitted, as long as the terms and conditions of the development are sufficient and meet the plan goals, objectives, and policies. Due to the areas high land values and housing costs, affordable housing will continue to be a challenge for the community and the northwoods in general.

## **2.7 Housing Stock Maintenance and Rehabilitation**

Any housing actions or programs that the Town should choose to undertake in the future needs to address the conservation of the existing housing stock. The existing housing stock is often the primary source of affordable housing in the community and maintenance and rehabilitation efforts do not require sacrificing land to development. The town should consider strategies that prevent neglect and encourage reinvestment in the existing housing stock. Over the course of the planning period the town should continually monitor housing stock characteristics including, but not limited to price, aesthetics, safety, cleanliness and overall suitability with community character.

Should the town decide to take a more active role in housing stock maintenance and rehabilitation, there are many programs and organizations within Wisconsin that can provide technical assistance and/or funding. Many of these programs are identified within the next section.

## **2.8 Housing Programs**

The following housing related programs are available to the Town of Pine Lake. Note that program operations, funding, availability, etc. will most likely change over time. For specific information regarding a given program the agency or group which offers the programs should be contacted. The following list is not all-inclusive.

### **Wisconsin Rural Development, Rural Housing Service**

The mission of the Rural Housing Service is to enhance the quality of life of rural people through the creation of safe, affordable, housing where people can live, work, and prosper as part of a community. The Wisconsin Rural Housing Service offers housing preservation grants, loans and grants for farm labor housing, loans and grants for home improvement and repair, loans for financing housing site development, loans for home purchase or construction, loans on apartment buildings and self-help technical assistance grants.

### **Community Development Block Grants - Small Cities**

Offered on a competitive basis to fund various housing revitalization activities. Offered from the Wisconsin Division of Housing and Intergovernmental Relations (DHIR). Funding can be used for rehabilitation, acquisition, neighborhood improvements and home ownership opportunities. Funds are for households at or below 80% County Median Income.

### **Home Investment Partnership Program (HOME)**

A variety of affordable housing activities may be supported by federal HOME awards including down payment assistance for home buyers, rental rehabilitation, weatherization related repairs, accessibility improvements and rental housing development. Approximately \$13 million is awarded annually. The program is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR).

### **Housing Cost Reduction Initiative (HCRI)**

Local sponsors compete for \$2.6 million in state grants annually to reduce the housing costs of low income renters or home buyers. Eligible applicants include local units of government, American Indian tribes or bands in Wisconsin, housing authorities and nonprofit housing organizations. Eligible activities are emergency rental aid, home buying down payment assistance, homeless prevention efforts and related housing initiatives. It is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR).

### **Historic Home Owner's Tax Credits**

A 25% Wisconsin investment tax credit is available for people who rehabilitate historic non-income producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. For more information contact the Wisconsin Historical Society.

### **Wisconsin Community Action Program Association (WISCAP)**

WISCAP and its member agencies are dedicated to advancing safe and affordable housing, through development of resources, training and opportunities. WISCAP serves as an advocate for policy and program development, and provides technical assistance expertise on housing issues. Visit the web-site: [www.wiscap.org](http://www.wiscap.org). The web-site lists the member agencies of WISCAP which serve individual counties and regions of the state.



### **3. Transportation**

The land use patterns of a community and of the surrounding region are tied together by the transportation system, including roadways, railroads, airlines, trails, waterways, etc. The residents, businesses, agricultural producers, and manufacturers all rely upon a dependable transportation system to function and provide linkages to areas beyond their borders. The Town's transportation network plays a major role in the efficiency, safety, location of housing, and overall desirability of the community as a place to live and work.

#### **3.1 Town of Pine Lake Transportation Goals and Objectives**

***Goal 1: Provide and maintain a safe and reliable transportation network.***

***Supporting Objectives:***

1. Maintain road standards for the construction of public roads.
2. Preserve access controls along all Town roadways (i.e. driveway permits).
3. Maintain the Town Road Improvement Plan to address long-term needs for road upgrades and/or new roads.
4. Ensure that new roads can connect to existing and planned roads on abutting properties whenever possible to facilitate emergency access and well planned developments.

***Goal 2: Increase the safety and use of non-motorized transportation modes.***

***Supporting Objectives:***

1. Consider bicycle and pedestrian use and safety needs when new roads are proposed or when roadway improvements are made.
2. Promote the development of multi use trails, trail linkages, wide shoulders, or sidewalks as part of new development proposals, where appropriate.

#### **3.2 Town of Pine Lake Transportation Policies and Recommendations**

1. The Town should utilize the existing road network to the greatest extent possible in order to minimize future road maintenance costs and to avoid the fragmentation of woodland and farmland.
2. An area development plan should be submitted as a condition of all subdivision review in order to ensure that proposed new roads can connect to adjacent properties and to avoid unnecessary cul-de-sacs and loops that could increase Town maintenance costs.

3. Driveway lengths for new development should be limited to assist in response time for police, fire and emergency rescue services.
4. The Town shall utilize information from the PASER (Pavement Service and Evaluation Rating System) to annually update the Town's 5-year road improvements program, including the identification of funding sources and priorities for identified improvement projects.
5. The Town shall coordinate the designation of bicycle trails on local and county roads with Oneida County in order to promote alternative modes of transportation while developing a coordinated and inter-connected trail system.
6. New roads should be designed and located in such a manner as to maintain and preserve natural topography, cover, significant landmarks, and to preserve views and vistas.
7. Pedestrian facilities such as trails or wide shoulders should be required as land is developed based on standards for the street classification and proposed location of the development.
8. Transportation related issues which impact neighboring areas will be jointly discussed and evaluated with affected parties.
9. Trail surfacing materials, which are permeable and do not compound drainage and erosion problems, shall be used in public recreational areas.

### **3.3 Existing Road System**

The existing road system for the Town of Pine Lake is illustrated in Map 3-1, Existing Transportation Facilities. The Town's road configuration is characterized by both a rural grid roadway pattern and a pattern heavily influenced by the natural features of the land, including wetlands, steep slopes, lakes, rivers and other natural features.

The general traffic circulation patterns through Pine Lake are as follows:

- ◆ STH 17 provides for north/south travel through Pine Lake, and serves as a primary transportation route for trips by local residents and inter-county trips for the region. The STH 17 corridor links Pine Lake to population and employment centers within the Cities of Rhinelander and Eagle River as well as providing access to other major highways, such as US Highway 8, 45 and 51.
- ◆ County Trunk Highway (CTH) C, with support from intersecting local roads, provides eastern travel out of the City of Rhinelander through the Town.
- ◆ CTH W is the western travel corridor out of the Town and serves as the major collector road for the densely developed Wisconsin River corridor area.

- ◆ Local Town roads serve as collectors to the state and county highway system serving Pine Lake and provide both east-west and north-south directional travel.

As depicted on Map 3-1, the road system is composed of three levels of government jurisdiction. These include the Town system encompassing the local roads, the county system of a trunk highways, and the state highway systems. The map illustration identifies that the local roads comprise the greatest mileage. However, for the greatest functional role and the amount of traffic carried by each type, STH 17 is the most significant.

### **3.4 Road Functional/Jurisdictional Classification**

The three levels of jurisdictional roadway (local, county, and state) often are considered to represent the functional classification of roads used for planning and design purposes. The division of the roadway into the functional classes, such as arterials and collectors, represents a classification relative to the principal service the roadway is intended to serve. The functional classification is generally the basis of funding, construction, and maintenance.

The functional classification for rural and wooded areas often depicts the use of the state and federal roads as arterials, while county and Town roads serve as collectors within the roadway system. These terms are explained below based on definitions provided by the Wisconsin Department of Transportation. Although the definitions are somewhat formal, they attempt to explain the principal role of each type of roadway.

#### **Principal Arterial (Freeways)**

The principal function is to provide the most efficient movement for relatively large volumes of traffic at increased speeds. Movement to and from other road facilities is limited to controlled interchanges. Regional movement of traffic contributes an increasing portion of the traffic count. There are no principal arterials within Pine Lake. US 8, 45 and 51 are principal arterials within Oneida County.

#### **Minor Arterial**

The principal function is to provide efficient traffic movement for larger volumes of traffic. Little or no direct access is strived for with non-local destinations comprising a major portion of the traffic. The only minor arterial within Pine Lake is STH 17.

#### **Major Collector**

The principal function is to provide an intermediary link between efficient movement of arterials and accessibility of local roadways. They serve to funnel or collect traffic from local roadways to arterials. More efficiency of movement is strived for in favor of accessibility. Major collectors in the Town include Cross Country Road (west of STH 17), River Road, CTH C and CTH W.

## Map 3-1 Existing Transportation Facilities



## Minor Collector

The principal function is to provide traffic with access to and from property. It is the grass root classification where accessibility for vehicles and pedestrians is emphasized and efficiency of movement is secondary. Pine Lake Road, Shepard Lake Road, Lake Shore Drive and Trails End Road are minor collectors within the Town.

Table 3-1 further identifies the basic criteria used to determine the class of each road within a community.

As previously noted, the functional road classifications are generally equated with the jurisdictional divisions. In the more developed larger urban communities, this relationship may not be as rigid, whereas the local community constructs and maintains all classes of the roadway system. However, in the typical rural transportation system the jurisdictional and the functional classifications maintain a closer relationship. The greatest emphasis of traffic in rural areas is generally on non-local efficient movement, whereas local access is secondary due to relatively low population densities.

**Table 3-1**  
**Year 2010 Rural Area Highway Functional Classification Criteria**

		<u>Basic Criteria</u>			Supplemental Criteria or
		Must meet any two of these or the parenthetical traffic volume alone			must meet both of these
					plus 90% of traffic volume
Functional Class	Traffic Volume	Population Service	Land Use Service	Spacing	
Principal Arterial	>3,000	Connect places 50,000 with other places 50,000. Connect places 5,000 with places 50,000.	Provide access to 12 large attractions.	Maximum 30 miles.	None for Principal Arterials.
Minor Arterial	>1,000	Connect places 5,000 with other places 5,000. Connect places 1,000 with places 5,000 or with principal arterials.	Serve all traffic generating activities with an annual visitation 300,000 if not served by a principal arterial.	Maximum 30 miles.	1. Alternative population connection. 2. Major river crossing restrictive topography.
Major Collector	>500 (>2,000)	Connect places 1,000 with other places 1,000. Connect places 500 with places 1,000 or higher function route. Connect places 500 with other places 500 or higher function route. Connect places 100 with places 500 or higher function route.	Land use service index > 16. Provides access to smaller attractions (i.e., airports, schools factories, parks, etc.)	Maximum 10 miles.	1. Alternate population connection. 2. Major river crossing. 3. Restrictive topography. 4. Interchange with freeway. 5. Parallel to a principal arterial.
Minor Collector	>200 (>800)	Connect places 100 with other places 100. Connect places 50 with other places 100 or higher function route.	Land use service index > 8. Serves same type of attraction as major collector.	Maximum 10 miles.	1. Alternative population connection. 2. One major river crossing. 3. Restrictive topography. 4. Interchange with freeway. 5. Parallel to a principal arterial.

Source: Wisconsin Department of Transportation.

### 3.5 Traffic Volume Trends

Annual Average Daily Traffic (AADT) counts for 1991, 1994, 1997 and 2000 for five locations in Pine Lake are presented in Table 3-2. Table 3-2 also presents the change in annual average daily traffic counts from 1991 to 2000 for these five locations.

**Table 3-2**  
**Annual Average Daily Traffic Counts**  
**Town of Pine Lake**  
**1991-2000**

	1991	1994	1997	2000	# Change 1991-00	% Change 1991-00
A STH 17, directly north of intersection with CTH W	5,090	6,600	8,500	6,500	1,410	27.7
B Shepard Lake Road, at intersection with STH 17	330	330	400	370	40	12.1
C CTH C, at intersection with Lakeshore Drive	1,710	2,600	3,400	3,100	1,390	81.3
D CTH W, north of River Road	1,320	1,600	2,200	2,500	1,180	89.4
E CTH W, south of River Road	3,430	3,600	3,200	3,400	-30	-0.9

Source: Wisconsin Department of Transportation Average Annual Daily Traffic Counts 1991, 1994, 1997, 2000.

Average Annual Daily Traffic counts are calculated by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create the AADT count.

In general, the AADT counts are higher in 2000 as compared to 1991, which reflects the increases in population and housing units. The 1997 AADT rates are higher for county locations A, B and C due to the USH 51 construction that was taking place at that time, and the corresponding traffic impacts on those roads.

#### Accident Locations

To further analyze the Town of Pine Lake's road system, the frequency, location, and causes of motor vehicle accidents are studied to identify problem areas. The frequency of motor vehicle accidents tends to correlate directly with traffic volumes. However, the design and condition of the road may also have an impact on the accident rate. Table 3-3, Motor Vehicle Accident Summary, displays the number of accidents for roads which have experienced at least three or more motor vehicle accidents in one year from 1995 to 2000 as reported by the Wisconsin Department of Transportation. The "other" category includes all other accidents from locations that individually had no year with three or more accidents from 1995 to 2000.

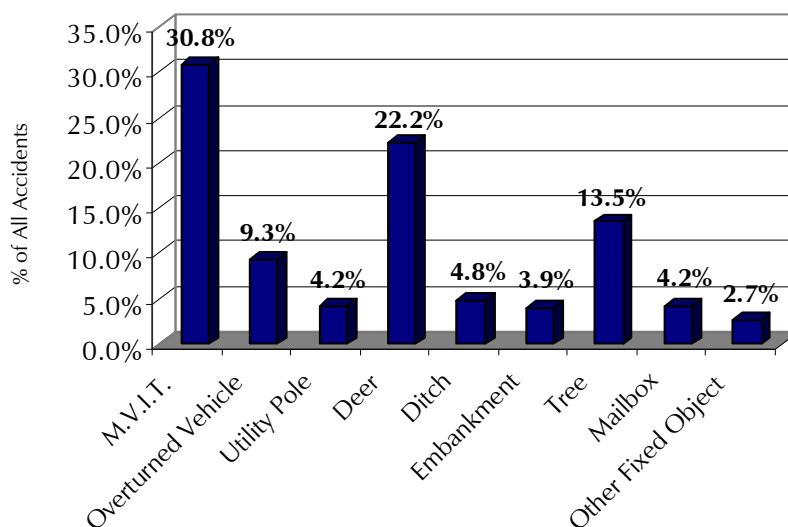
**Table 3-3  
Motor Vehicle Accident Summary  
Town of Pine Lake  
1995-2000**

Accident Location	1995	1996	1997	1998	1999	2000	Total	% of Total
STH 17	12	9	13	15	17	23	89	25.6
CTH W	4	7	5	3	2	6	27	7.8
CTH C	6	8	6	12	7	11	50	14.4
River Road	16	11	16	6	7	9	65	18.7
Pine Lake Road	6	3	6	2	3	5	25	7.2
Trails End Road	3	1	5	4	2	2	17	4.9
Crystal Lake Road	1	1	0	0	1	5	8	2.3
Other	17	8	13	10	8	11	67	19.3
<b>Total</b>	<b>65</b>	<b>48</b>	<b>64</b>	<b>52</b>	<b>47</b>	<b>72</b>	<b>348</b>	<b>100.0</b>

Source: Wisconsin Department of Transportation, Crash Summary Report 1995-2000.

State Highway 17 had the greatest amount of motor vehicle accidents in Pine Lake from 1995 to 2000. In 2000, the Town also had the greatest number of total accidents when compared to the other years. Further analysis of the motor vehicle accidents by crash type provides even greater detail into the cause of motor vehicle accidents. Figure 3-1, Total Accidents by Crash Type, displays the types of crashes from 1995 to 2000 that attributed to greater than two percent of total crashes in the Town of Pine Lake. The figure presents that the greatest attributable type of crashes from 1995 to 2000 was Motor Vehicles in Transit (MVIT), or collision with another vehicle.

**Figure 3-1  
Accidents by Crash Type  
Town of Pine Lake, 1995-2000**



Source: Wisconsin Department of Transportation, Crash Summary Report 1995-2000.

### **3.6 Additional Modes of Transport**

#### **Air Service**

The nearest airport is the Rhinelander-Oneida County Airport, located two miles southwest of Rhinelander. According to the Wisconsin State Airport System Plan 2020 Summary Report, the airport is classified as a "air carrier/cargo" airport indicating that it is designed to accommodate virtually all aircraft up to and, in some cases, including, wide body jets and large military transports. The Rhinelander-Oneida County airport offers year round air passenger service. Half of the airport is owned by the city and half by the county. Aircraft range from typical corporate aircraft (including jets) to commuter airline aircraft as well as commercial freighters.

The airport is managed by a three member airport commission. The Rhinelander-Oneida Airport has two paved runways. One is a 1,600 foot concrete runway and the other is a 4,500 foot asphalt runway. The airport also has two car rental businesses and a restaurant. Other air service is available from Austin-Straubel Airport in Green Bay, Dane County Regional Airport, Outagamie County and General Mitchell International Airport in Milwaukee.

#### **Freight Rail Service**

The Wisconsin Central Limited Railroad runs through the Town of Pine Lake's eastern border into the city of Rhinelander. Wisconsin Central Ltd. is classified as a regional railroad operating 350 or more miles of rail with revenue of at least \$40 million. The main line serves Rhinelander, Escanaba and Ladysmith. Branch lines extend to Wausau, Ashland, Green Bay and Duluth/Superior. There has been no passenger rail service available in the area since the 1960's.

Availability of these rail lines provides opportunities for economic expansion or industrial development within Pine Lake and the surrounding area. According to the Department of Transportation District 7 Rail Coordinator, the Rhinelander paper mill currently uses the railroad for coal deliveries and some commercial shipping. Lakeshore Manufacturing also utilizes the rail about once a month. There are no plans for expansion of the rail line or the addition of any spurs.

### **3.7 Planned Transportation Improvements**

#### **State Highway Projects**

According to the Wisconsin State Department of Transportation (WisDOT) there is a 2.1 mile surface replacement project in progress on STH 17. The project area begins from the southerly intersection of CTH W and extends northwesterly to Pollyanna Lane. In 2003, Pollyanna Lane to the Vilas County line will also have the surface replaced.

## **County Highway Projects**

The Oneida County Highway Department has no highway project plans for county roads within the Town of Pine Lake. The only construction that may take place during the planning period would be resurfacing of CTH C.

## **Town Highway and Road Projects**

The Town of Pine Lake has a five year road improvement plan that was created in November of 1999 to comply with requirements for the Local Road Improvement Program and to provide a plan that assists local officials preserve and rehabilitate their existing Town road system. The Town has 64.78 miles of total road network that it maintains. For the year 2002, there are plans for four road segments to receive improvements for a total cost of \$149,942. For 2003 and 2004, improvements are planned for approximately the same cost. It is important that the inventory of the pavement surface conditions and cost estimates be updated every three to five years so that Town road maintenance priorities can be kept current.

There is one bridge located in the Town of Pine Lake. It is a 27 foot long concrete girder structure that was constructed in 1919 that will most likely be replaced within the next 10 years. The Town owns a grader, end loader and three trucks which are used for local road maintenance. Road resurfacing is contracted out for service.

## **3.8 Coordination with Other Transportation Plans**

This section will assess the Town's role in other transportation plans and ensure a cooperative effort to comply with other plans already completed.

The following statewide plans and programs can be consulted for further implementation and guidance for the community's goals, objectives and policies:

- ◆ Wisconsin State Highway Plan 2020
- ◆ Wisconsin Bicycle Transportation Plan 2020
- ◆ WisDOT Access Management System Plan
- ◆ Wisconsin State Airport System Plan 2020
- ◆ Translink 21: A Multi-modal Transportation Plan for Wisconsin's 21<sup>st</sup> Century
- ◆ 6-Year Highway Improvement Program
- ◆ Statewide Transportation Improvement Program (STIP)
- ◆ Wisconsin Pedestrian Policy Plan 2020
- ◆ Wisconsin State Rail Plan 2020
- ◆ Wisconsin State Transit Plan 2020

## **3.9 Transportation Programs**

The following transportation programs are available for utilization by the Town of Pine Lake. The following list is not all inclusive and for specific information regarding the program the group or agency which offers it should be contacted.

### **Adopt-A-Highway Program**

The Adopt-A-Highway Program is administered by the Wisconsin Department of Transportation (WisDOT). The program was initiated to allow groups to volunteer and support the state's anti litter program in a more direct way. Each qualified group takes responsibility for litter control on a segment of state highway. The group picks up litter on a segment at least three times per year between April 1 and November 1. Groups do not work in dangerous areas like medians, bridges, or steep slopes. In addition, a sign announcing a group's litter control sponsorship can be installed.

### **Rustic Roads Program**

The Rustic Roads System in Wisconsin is an effort to help citizens and local units of government preserve what remains of Wisconsin's scenic, lightly traveled country roads for the leisurely enjoyment of bikers, hikers and motorists. An officially designated Rustic Road shall continue to be under local control. The county, city, village or town shall have the same authority over the Rustic Road as it possesses over other highways under its jurisdiction. A Rustic Road is eligible for state aids just as any other public highway.

### **Transportation Economic Assistance (TEA) Program**

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public.

### **Transportation Enhancement Program (part of the Statewide Multi-modal Improvement Program (SMIP))**

Transportation enhancements (TE) are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of transportation systems. The transportation enhancements program provides for the implementation of a variety of non-traditional projects, with examples ranging from the restoration of historic transportation facilities, to bike and pedestrian facilities, to landscaping and scenic beautification, and to the mitigation of water pollution from highway runoff. Most of the requests and projects awarded in Wisconsin have been for bicycle facilities. Examples of bicycle projects include multi-use trails (in greenways, former rail trails, etc.), paved shoulders, bike lanes, bicycle route signage, bicycle parking, overpasses/underpasses/bridges, and sidewalks.

Transportation enhancement activities must relate to surface transportation. Federal regulations restrict the use of funds on trails that allow motorized users, except snowmobiles. TEA 21 expanded the definition of transportation enhancements eligibility to specifically include the

provision of safety and educational activities for pedestrians and bicyclists, which had not been clearly eligible under ISTEA.

### **Pavement Surface Evaluation and Rating (PASER)**

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software. PASERWARE helps to inventory roads, and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses.





## 4. Utilities and Community Facilities

This section contains an inventory and assessment of the public utilities and community facilities currently provided within the Town of Pine Lake. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the present and future needs of the community.

This inventory includes information regarding: administrative facilities and services; schools; protective services; public buildings, quasi public facilities, parks and open space, solid waste management and recycling; communication and power facilities; sanitary sewer service; public water supply; stormwater management; post office, cemeteries; library; medical facilities; and day care facilities. Map 4-1 identifies the location of existing community facilities and utility services within the Town of Pine Lake.

### 4.1 Town of Pine Lake Utilities and Community Facilities Goals and Objectives

#### Wastewater Treatment

**Goal 1:** *Ensure proper disposal of wastewater to protect ground and surface water.*

**Supporting Objectives:**

1. Coordinate wastewater facility planning with the location of future service areas as guided by the comprehensive plan, environmental considerations, economic development and growth management objectives.
2. Review shared service potential between the city of Rhinelander and the Town of Pine Lake.
3. Assess the potential and location of a Town sanitary district in the southern portion of Town where the density of development could potentially support it.
4. Review enforcement adequacy of established public health rules for on-site sewage systems.
5. Educate residents on the proper maintenance of septic systems.

#### Water Supply

**Goal 2:** *Protect and improve the quality and quantity of ground and surface water.*

**Supporting Objectives:**

1. Facilitate the reduction of sources of point and non-point pollution through utilization of both storm and sanitary sewers where possible.

2. Consider the potential impacts of development proposals on groundwater quality and quantity.
3. Assess development impacts on public well water sources to protect wellhead area(s).
4. Support data collection and monitoring efforts that further the understanding of factors influencing the quality, quantity and movement of ground and surface water features.
5. Pursue partnerships for technical assistance and funding among town, state, county and individual landowners to address known water quality problems.
6. Protect wetlands and control erosion in shoreland areas.

### **Stormwater Management**

***Goal 3: Ensure that all developed areas are reasonably protected from flooding.***

***Supporting Objectives:***

1. Encourage and support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.
2. Encourage site management practices (e.g. limit/phase clearing and grubbing), erosion control, and other measures designed to prevent rather than treat sediment and other pollutants from land disturbing activities and storm water runoff.

### **Solid Waste Disposal and Recycling Facilities**

***Goal 4: Promote effective solid waste disposal and recycling services that protect the public health, the natural environment, and land use quality.***

***Supporting Objectives:***

1. Increase Town involvement in decisions involving the type, location and extent of land disposal of solid waste produced by local residents.
2. Household hazardous waste collection should be coordinated with Oneida County at least once every five years.

## **Schools**

**Goal 5:** *Promote quality schools and access to educational opportunities for everyone.*

**Supporting Objectives:**

Coordinate local planning efforts with the School District in order to allow them to anticipate future growth and to provide appropriate facilities.

## **Parks and Recreation**

**Goal 6:** *Promote a variety of recreational opportunities within the Town.*

**Supporting Objectives:**

1. Identify and provide for where available recreational opportunity and public access.
2. Encourage the development of (and/or participation in) a Comprehensive Outdoor Recreation Plan to direct improvement projects and maintain eligibility to compete for WDNR recreational program and facility grants.
3. Enhance recreational facilities that provide multi-use recreational opportunities.
4. Recognize the need to accommodate all age groups and abilities in recreational pursuits.
5. Work cooperatively, as necessary, with the city of Rhinelander, recreational groups, or adjacent towns to provide or develop recreational services.
6. Explore opportunity to establish a Parks Commission to develop and maintain parks and recreational activities in the Town.
7. Explore opportunities to develop integrated, multi-use trail systems.
8. Continue to work with, support and cooperate with service clubs and organizations related to the maintenance and development of recreational facilities and activities.
9. Consider the implementation of an impact fee on new or expanded developments to support the acquisition, development, and service costs of recreational facilities.

## **Utilities**

***Goal 7: Ensure the provision of reliable, efficient, and well planned utilities to adequately serve existing and future development.***

***Supporting Objectives:***

1. Cooperate in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.
2. Review the location and capacity potential of existing and planned public utilities in order to efficiently serve existing and planned service areas.
3. Actively pursue the highest levels of service from the supplier of natural gas, electrical, telephone, cable, telecommunications and other technology providers offering services.

## **Other Governmental Services**

***Goal 8: Maintain high quality Town services and facilities.***

***Supporting Objectives:***

1. Assess the viability of replacing on site, or possibly relocating and consolidating the Town shop to the community building site for increased efficiency.
2. Continually monitor the demographics of the population to determine the need for new or expanded services.
3. Balance community improvements with available funding sources to ensure equitable taxation.
4. Provide a point of contact to guide developers and individuals through local regulations and approval processes.
5. Encourage notification of landowners when changes are proposed to land use plans and regulations.
6. New development and redevelopment should provide for and/or contribute its proportionate fair share of expenses associated with impacts to public services and utilities.
7. Ensure that existing and future land use regulations are fair and equitable.

## **4.2 Pine Lake Utilities and Community Facilities Policies and Recommendations**

1. The Town should continually monitor the needs and desires of the majority of local residents for an expanded trail network for multi-uses such as bicycles and snowmobiles.
2. Telecommunication tower location(s) shall be reviewed relative to impacts on surrounding residential properties, the potential for collocation, setbacks from highways and other structures, visual impacts, antenna location and property access, lighting and security.
3. The Town should continue to work with police, fire and rescue service providers to anticipate and plan for capital improvements and pursue opportunities for intergovernmental cooperation.
4. The Town should continually review staffing and professional service needs relative to planning, ordinance development/enforcement and other governmental services.
5. Future development proposals that can not prove cost effective in covering required services, utilities and community facilities shall be discouraged.
6. All concentrated residential development or clustered housing development should be within a service area of a neighborhood community park, county park, or regional park facility.
7. Concentrated residential or other development shall consider the feasibility and water quality impacts of a wastewater collection and treatment system.

## **4.3 Administrative Facilities and Services**

The Town of Pine Lake's administrative facilities are located on River Road in the Pine Lake community center. The community center building also houses the Pine Lake Fire Station No.1 and the Town Hall.

A five member Town Board, clerk, and a treasurer handle Town administration. Each position is elected and has a term length of two years. Administrative needs are assisted through the use of ordinance, building and land use committees. The Town Board meets the third Wednesday of every month. The town also has three road crew employees.

## **4.4 Schools**

### **Rhineland School District**

The Rhineland K-12 School District has a total enrollment of 3,400 students. There are ten schools within the District including one high school, one junior high/middle school and eight elementary schools. Administrative offices are located at 315 South Oneida Avenue in the city of Rhineland.

## **High School**

Rhineland High School provides all high school education services to Pine Lake residents. The school is located in the city of Rhineland on Coolidge Avenue. Total enrollment in the 2000-2001 school year was approximately 1,200 students.

## **Junior High/Middle School**

James Williams Junior High School provides middle/junior high education to residents. The school is located on Acacia Lane in the neighboring city of Rhineland. Enrollment was approximately 800 students in the 2000-2001 school year.

## **Elementary School**

Elementary education is provided to Pine Lake residents by the several elementary schools within the District. However, Pine Lake Elementary School, located on River Road, is the only one located within the township. Total enrollment was approximately 230 students in 2000-2001.

## **Private Schools**

There are two private combined elementary/secondary schools located in the city of Rhineland, as well as three other private elementary schools.

## **4.5 Protective Services**

### **Police**

Law enforcement and protective services are provided to Pine Lake residents by the Oneida County Sheriff's Department, located on Winnebago Street in the city of Rhineland. The department has several divisions and units including an administrative division, patrol division, communications division, corrections and investigative division as well as a drug enforcement unit.

There are currently 80 full-time staff working within the department, 38 of which are officers. There is no part-time staff or volunteers. The department has 14 marked vehicles and 13 unmarked which are mainly used by detectives, lieutenants and administration. The department also owns a special response vehicle, boat and trailer, two snowmobiles and an all terrain vehicle.

The department functions at full service year round with both summer and winter months being equally busy. In 2000, the department had a total of 12,506 incident calls to the E-911 communication center, issued 1,170 traffic citations, and had 1,150 criminal arrests.

There is also a Town constable that provides service within the township, however the position is not granted any arresting powers by the Town Board.

## **Fire**

The Town of Pine Lake is served by the Pine Lake Fire Department. The department is currently staffed by 36 volunteers. The department operates from two stations. Fire Station No.1 is located on River Road and contains the majority of the department fire protection equipment. Fire Station No.2 is located off CTH C and houses a pumper truck and a water truck. Having two stations available does allow for decreased response time.

From 1994 to 2000, the department received an average of 51 calls per year from within Pine Lake. There are mutual aid agreements in effect with all surrounding townships.

## **Rescue/First Responder**

Rescue and first responder services are provided to Pine Lake by the Pine Lake Fire Department. Of the 36 member volunteer staff, 22 are qualified first responders. These services utilize the same equipment as the fire department. From 1993 through 1998, the department received an average of 77 calls a year from within Pine Lake for rescue/first responder services. Medical flight service is available from the Spirit of Marshfield, operated by the Marshfield Clinic. A new hospital, which will begin construction next year, will also offer medical flight service.

Another resource available within Oneida County is the Northwoods Mounted Search and Rescue. It is a mounted horse unit of between 10 and 20 people, trained in first aid, cardiopulmonary resuscitation, land navigation, and other personal or outdoor survival skills.

## **4.6 Public Buildings**

The Town of Pine Lake owns, operates and maintains the community center (which houses the town hall and main fire station), two fire stations and a town shop. There have been discussions in the recent past relative to the status and improvement of town facilities and buildings. Although no plans have been formalized, it is anticipated the town will address the facility issue in the foreseeable future.

## **4.7 Quasi Public Facilities**

Quasi public facilities include churches, camps, rod and gun clubs, civic organizations, recreational facilities or other clubs and associations. The Town of Pine Lake has two churches, the Hodag Sports Club on CTH C, the Hodag Festival Grounds located adjacent to River Road, the Moen Lake Chain Association, and the Samoset Council Boy Scouts of America camp near Crystal Lake.

# Map 4-1 Community Facilities and Services



## 4.8 Parks, Recreation and Open Space

The Town of Pine Lake owns and maintains one Town ball park located at the intersection of Trails End Road and Mohawk Shores Drive. The ball park has a softball diamond, dugout, playground equipment and bathroom facilities. There is also a privately owned nine-hole golf course, the Rhinelander Country Club, that is located along the border between Pine Lake and Rhinelander. Residents are otherwise dependent upon facilities associated with school districts and the municipal parks located within the City of Rhinelander.

### Standards Analysis

Activity standards can be used to determine how well recreational facilities are serving town residents and visitors. Such standards also play an important role in designing new facilities or improving existing sites. According to the WDNR's Bureau of Planning, an acreage standard can be applied to assess the amount of acreage that is provided by each level of government. For the Town of Pine Lake, the area should have 12 acres/1,000 persons of outdoor recreational space (with 2 acres/1,000 persons as neighborhood parks, and 5 acres/1,000 persons for each community facilities and town provided lands). No attempt was made to apply these standards to specific recreational facilities in Pine Lake because of the lack of reliable use statistics. The standards have been provided in order to serve as an aid for analysis. The adequacy of a recreational system could be evaluated based on the system capacity applying it to the local population figures. However, this is not always a true test, as the land demand must be weighed against the supply of facilities. In the case of Pine Lake, the town has only one small park and the Pine Lake school that provides outdoor recreational facilities, but the demand is met in most instances with facilities and services that are located in Rhinelander, thereby reducing the town's need to supply recreational resources. The current town-owned acreage used for recreational purposes is adequate.

Oneida County contains an extensive system of surface water resources providing area residents and visitors with a valuable source of recreational opportunities. It is logical to assume water-based recreation such as fishing, swimming, and boating will continue to be some of the most popular recreational activities in northern Wisconsin. In terms of water access, there are five public access sites and public boat launching facilities in the town, including Bass Lake, Boom Lake, Moen Lake, and the Rhinelander flowage. Creek Lake, Third Lake and Thunder Lake offer navigable access that is provided by the presence of an inlet or outlet stream which offers boat access to the lake. In addition, there are two public boat launch facilities located in the City of Rhinelander.

In discussions with the city, town, associations and clubs that either provide the accesses or maintain the facilities, there are no plans for additional public accesses development. There are no absolute standards developed for the number of public accesses. The WDNR has policy recommendations that the number of accesses could be determined by the miles of shoreline or configuration of the waterbody (say 5 miles of shoreline per public access), a simple demand analysis may be beneficial to evaluate the current situation. With seven launch and access facilities within or close proximity to the town, the public has access to waters that the shorelands are not privately owned. Existing facilities appear adequate for the planning period. It

is always in the public interest to evaluate the need and opportunity for additional public accesses. Continued maintenance and improvements to the public accesses, signage to the existing public access sites, and emphasis on installation and maintenance of service piers near boat landings for better accessibility in and out of boats are all items to consider when planning for access improvements. Existing facilities should be maintained or improved throughout the planning period.

In terms of siting new facilities, securing access can be very controversial. The responsibility to secure and administer access to the public's waters is either implied or directly stated in state law. Assuming there is opportunity to secure an access, basic assessment of the size of the proposed facility, the slope of the access site, the neighboring property owners and surrounding land uses, ramp approach and ramp, piers and service areas, toilet facilities, parking, circulation, landscaping, waste disposal, and facility management and maintenance are all factors in planning the facility. A site should be large enough to provide buffering from adjoining developments as public access sites are intensive uses and may require site planning to accommodate the neighboring properties. Certainly the improvement of boat access would enhance fishing and other water related activities and benefit tourism. Better identification of sites would help disperse demand, reduce congestion, and alleviate user conflicts at the better known, more utilized sites.

The town could seek the assistance of the Federal Aid in Sport Fish Restoration Fund Act or Recreational Boating Facilities Program in funding new or improved boat access projects. Funds are available for the construction of capital improvements to provide safe recreational boating facilities and for feasibility studies related to the development of safe recreational facilities. Counties, towns, cities, villages, sanitary districts, public inland lake protection and rehabilitation districts, and qualified lake associations are eligible to apply on forms provided by the Department. Cost sharing is provided up to 50% for feasibility studies, construction costs, and certain types of acquisition costs. An additional 10% may be available if a municipality conducts a boating safety enforcement and education program approved by the Department. Eligible projects include: 1) Facilities such as ramps and service docks required to gain access to the water; 2) structures such as bulkheads and breakwaters necessary to provide safe water conditions for boaters; 3) activities such as dredging to provide safe water depths for recreational boating. (Dredging is an eligible project only when it is associated with project development at the project site; maintenance dredging is not eligible.); 4) support facilities limited to parking lots, sanitary facilities and security lighting; 5) acquisition of equipment to cut and remove aquatic plants; 6) acquisition of equipment to collect and remove floating trash and debris from a waterway; 7) dredging of channels in waterways for recreational boating purposes (not more than once in ten years)(inland waters); and 8) acquisition of aids to navigation and regulatory markers. These factors are considered in establishing priorities - distance of proposed project from other recreational boating facilities, demand for sail boating facilities, existing facilities, projects underway, commitment of funds, and location of proposed projects within the region identified in s. 25.29(7), Wis. Stats.

#### **4.9 Solid Waste Management and Recycling**

Solid waste collection and recycling services are contracted by the Town Board with private haulers. Garbage pick-up is provided once a week and recycling pick-up is done the first week of every month. There are solid waste and recycling drop-off sites available at the Oneida County Landfill, located on County Highway K. There is also a hazardous waste drop-off site available for a specified rate. The landfill is open Monday through Friday from 7:30 a.m. to 4:30 p.m. and is open on Saturday from 8:00 a.m. to 12:30 p.m. As the county landfill is in the process of closeout, all waste collection will be sent to a private landfill. The hazardous waste drop-off site will remain open.

The Town of Pine Lake maintains two brush dumps, one located on River Road in the western part of the town and one in the southeast portion of the Town on Oak Leaf Road. There is also an industrial, open pit, paper company landfill located in Section 2 off of STH 17 north that is not actively used.

#### **4.10 Communication and Power Facilities**

The Wisconsin Public Service Corporation provides both electric power and natural gas to Town residents. Natural gas service is primarily provided along the STH 17 corridor, CTH C and around Moen Lake, along Pine Lake Road and the Pine Lake area, and the south west corner of the Town primarily south of South Pine Lake. Electric facilities are available nearly everywhere within the Town, most of which is single phase. There is a three phase line that runs the length of STH 17.

Telephone service is provided to residents by Citizens Communication. Phone lines are located along almost all roads within the Town except along Cross Country Road, Bear Trail Road, select portions of River Road and a couple of other small segments of road scattered within the Town. If a customer requests service in an area that is not served, Citizens Communication is required to provide service. In some cases, the customer would have to pay some of the costs.

TV Cable service to the Town of Pine Lake is provided by Charter Communication, and is available in most locations in the Town.

#### **4.11 Sanitary Sewer Service and Private Onsite Wastewater Treatment Systems**

Sanitary sewer services are not provided to local residents. Residents of the Town rely on private onsite wastewater treatment systems (POWTS) for service. However, the Wisconsin River system, including Boom, Bass, Creek, and Thunder Lakes lakeshore areas, and most of the other lakes in the town are densely developed and will continue to experience the bulk of development in the town. The town should consider the long-term development impact of future growth and assess the feasibility of a public sanitary collection and treatment system. In any event, the appropriate engineering analysis and system feasibility could be undertaken prior to any town action assess options and impacts. The potential need of a public treatment service and collection system is not beyond possibility as the town continues to develop.

#### **4.12 Public Water Supply**

The Town of Pine Lake is not currently served by a public water system. Residents within the Town are dependent upon individual wells. It is important that the Town monitor future growth and its impacts on groundwater quantity and quality.

#### **4.13 Stormwater Management**

The Town of Pine Lake does not have a storm sewer system. Stormwater is drained through culverts and ditches along Town roads as well as along the local surface topography. Stormwater management has not presented any development problems or limitations.

#### **4.14 Post Office**

There is no post office located within Pine Lake, however there is one available to residents at 156 Courtney Street in the city of Rhinelander.

#### **4.15 Cemeteries**

There are no cemeteries located within Pine Lake.

#### **4.16 Library**

The Rhinelander District Library, located at 106 North Stevens Street, is the closest library to the Town of Pine Lake. The library district is funded through a cost share agreement between the City of Rhinelander and the Towns of Crescent, Pelican, Pine Lake and Newbold.

#### **4.17 Health Care and Day Care Facilities**

The Rhinelander Regional Medical Group, as part of the Ministry Health Care Network, offers a variety of comprehensive medical services. The nearest hospital is St. Mary's Hospital and the nearest clinic is the Rhinelander Regional Medical Group clinic, both located in Rhinelander. In April of 2002, construction will begin on a new combined hospital and clinic that will be located on a 38 acre site at the corner of North Shore Drive and South Faust Lake Road, east of Rhinelander, in close proximity to the proposed State Highway 17 bypass and State Highway 8. The Rhinelander Regional Medical Group will own and operate the 238,460 square foot, 73-bed facility. The current hospital has 80 beds. Hospital administrators planned for expanded services and profiled a 30-50 year needs projection in terms of facilities and parking, which resulted in the new hospital location. Site preparation and grading will begin in the fall of 2001, with anticipated completion in spring 2004. It is anticipated the new facility will service the needs of Pine Lake residents throughout the planning period. Medical flight service will be available from the facility.

There are no day care facilities located within Pine Lake. Residents are dependent upon child care facilities located in the city of Rhinelander.

#### **4.18 Utilities and Community Facilities Programs**

Programs that can be used to achieve the goals and objectives for utilities and community facilities in the Town of Pine Lake are listed below. The following list is not all-inclusive. For specific information regarding any of the listed programs, the agency or group that offers the program should be contacted.

##### **Wisconsin Department of Public Instruction (DPI)**

The Wisconsin Department of Public Instruction offers several grants, programs and aid to communities with respect to school facility, services and education improvement. Through the DPI web-site, "[www.dpi.state.wi.us](http://www.dpi.state.wi.us)", a link titled *Grant Information* offers a comprehensive listing (ordered alphabetically with their respective ID number, description and type of grant). Links are provided to pages with grant details, special requirements, and contact information.

##### **Community Development Block Grant for Public Facilities (CDBG-PF)**

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Some eligible activities for funding include utility and street improvements, fire stations and emergency vehicles, and community/senior centers and shelters. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

##### **Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)**

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

##### **Tax Incremental Financing (TIF)**

TIF can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development project in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. The Wisconsin Department of Commerce should be contacted for further information.

### **Aids for the Acquisition and Development of Local Parks**

Funds are available to assist local communities acquiring and developing public outdoor recreation areas as per s. 23.09 (20), Wis. Stats. Counties, towns, cities, villages and Indian Tribes with an approved Comprehensive Outdoor Recreation Plan are eligible to apply. The program is offered from the WDNR, Bureau of Community Financial Assistance. There is a 50% local match required. Awards are granted on a competitive basis. Acquisition and development of public outdoor recreation areas are eligible projects. Priority is given to the acquisition of land where a scarcity of outdoor recreation land exists.

### **Household Hazardous Waste Collection Grant (Clean Sweep)**

Funds are available to municipalities to create and operate local "clean sweep" programs for the collection and disposal of household hazardous waste. Any type of program for the collection and disposal of household hazardous wastes, including permanent collection programs, are eligible. The program is offered from the WDNR, Bureau of Community Financial Assistance.

## 5. Agricultural, Natural and Cultural Resources

This section will provide an inventory and assessment of the agricultural, natural and cultural resources of the Town of Pine Lake. The elements in this section include climate, soils, farmland, topography, geology, mineral resources, vegetation types, watersheds and drainage, wetlands, floodplains, surface water features, groundwater, air quality, environmental corridors, threatened and endangered species, wildlife habitat, historic and archaeological sites, cultural resources and community design. As land development patterns are directly related to the resource base, these features need to be considered before making any decisions concerning future development within the Town.

### 5.1 Town of Pine Lake Agricultural, Natural and Cultural Resources Goals and Objectives

**Goal 1: *Preserve Forestry Integrity.***

***Supporting Objectives:***

1. Classify and designate forest resource lands for the long-term commercial production of timber products.
2. Evaluate conservation design guidelines (clustering of home sites) as a design alternative and identify appropriate areas for residential development.
3. Encourage retaining large, contiguous forestry tracts in the Town.
4. Encourage land owners to develop forest management plans.
5. Examine population density standards for forested areas consistent with forestry management practices.
6. Support programs which lower the tax burden for lands under agricultural or timber production or conserved as natural areas.

**Goal 2: *Maintain, preserve and enhance natural resources.***

***Supporting Objectives:***

1. Manage growth to protect identified open spaces which, through preservation, would: conserve and enhance natural or scenic resources; protect streams, water supply/quality, and fish and wildlife habitat; promote conservation of soils, wetlands, beaches, and woodlands; enhance the value of adjoining public lands; maintain and improve public and private recreation opportunities; and/or preserve historic and cultural resources.

2. Direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes in order to protect the benefits and functions they provide and to save future public and private dollars spent on flood control, stormwater management, habitat restoration, erosion control, water quality improvements.
3. Maintain a network of natural area and open space corridors and connections.
4. Encourage and support the development of comprehensive stream and lake management plans which include surveys, assessment, monitoring, and recommendations for restoration and improvement.

***Goal 3: Preserve the significant historical and cultural lands, sites and structures that contribute to community identity and character.***

***Supporting Objectives:***

1. Work cooperatively with Oneida County, local historical societies and other appropriate organizations to identify, record, and protect lands, sites, rustic roads and structures that have historical or archaeological significance within the Town.
2. Promote the history of Pine Lake and the aspects that have helped to define it's culture and heritage.

**5.2 Town of Pine Lake Agricultural, Natural and Cultural Resources Policies and Recommendations**

1. The Town should work to identify, record and promote preservation of historical, cultural and archaeological sites within the Town.
2. Development proposals shall be reviewed relative to the potential impacts to the historical and cultural resources of the Town.
3. All wetlands within the shoreland area of a stream, river, lake or pond; other wetlands at least one acre in size; or any wetland associated with state or federal regulations shall not be developed, drained, or filled unless otherwise authorized by the authoritative jurisdiction.
4. All forms of structural development will be restricted on the 100-year floodplains based on the official Federal Emergency Management Agency (FEMA) maps.
5. The Town shall coordinate forest management and planning issues with the industrial forest industry, the state of Wisconsin, and forest tract owners.
6. Wisconsin Department of Natural Resources Best Management Practices shall be utilized for any and all activities approved in Town forests and wetlands.



7. A community survey of historical and archeological resources will be conducted at least once every twenty years.

### **5.3 Climate**

In Oneida County, which has a continental climate, winters are very cold and summers are fairly warm. A short freeze-free period in summer limits the type of crops that are viable.

Precipitation is fairly well distributed throughout the year, reaching a peak in summer. Snow covers the ground much of the time from late in fall to early in spring. The National Climatic Data Center reported that the average year-round temperature in Wisconsin is 43 degrees, while the average daily maximum temperature is 81 degrees and the average daily minimum temperature is 14 degrees. Average annual snowfall in Oneida County is 53 inches, while the average annual rainfall is about 31 inches. Thunderstorms occur on about 34 days each year.

### **5.4 Soils**

Soil is composed of varying proportions of sand, gravel, silt, clay and organic material. The composition of a soil must be evaluated prior to any development, as varying limitations exist for each soil. A detailed study of all the soils in Oneida County was developed by the U.S. Department of Agriculture, Soil Conservation Service. As part of that study, soils were identified in terms of generalized soil associations. The following presents a list and description of the general soil associations included within the Town of Pine Lake.

#### **Keweenaw-Vilas Association**

This soil association makes up the vast majority of the east-central portion of Pine Lake. Most areas of this association are used as woodland, with some small areas used as cropland or pasture. This soil association causes a concern to managing woodland and equipment use, caused by the slope and stones that can be present. Water erosion is also a hazard found in more sloping areas. Minor soils in this association are Cable, Carbondale, Dawson, Greenwood, Loxley, Lupton, Markey, Monico and Pequaming soils.

The less sloping areas of the Vilas soils are suited to cultivated crops, however the Keweenaw soils are not due to its stony content. The Keweenaw soils present severe limitations for development and the installation of private sewage systems given the wetness and seasonally high water table associated with these soils and potential for shrinking and swelling when the ground freezes and thaws. In areas of Vilas soils, effluent can pollute ground water.

#### **Sayner-Vilas Association**

The soils in this association make up most of the northern and northwestern area of the Town. These soils are excessively drained and are mainly suited to trees, typically found in woodland areas.

Wetness and water erosion is a limitation and the potential for residential or other intensive land uses is limited. Level and gently sloping areas are suited to residential development, however

effluent from septic tanks can pollute ground water because of the rapid or very rapid permeability within the soil.

### **Au Gres-Croswell-Kinross Association**

The soils of this association can be found in the extreme southeast corner of the Town, to the south of Moen Lake. This soil association is mainly level with gentle slopes, moderately to poorly drained. Typically soils are sandy and mucky and found mostly on outwash plains or in depressions. The soils are mainly suited to trees, however due to the seasonally high water table rooting depth is often limited.

Once again, development on these soils is limited due to the high water table and limitations to installation of sewage systems, including possibilities of ground water contamination.

### **Padus-Pence Association**

This soil association is found along the western border of the Town, mainly surrounding the Wisconsin River and Bass, Boom and Creek Lakes. Soils of this association are found on flats, knolls, and side slopes and are well drained and moderately well drained. Most areas found with these soils are used for woodland, with some small areas used as cropland or pasture. Limitation of these soils include low strength during wet periods and the hazard of water erosion in more sloping areas. Nearly level or gently sloping areas are suitable to development, however threats continue to exist for basements and septic tank installation due to the high water table.

Further investigation is required for "site-specific" soils information, as is the case with individual soil tests. Soil tests (commonly called perk tests) are completed for each new building site application to determine the sites capability to accommodate the septic loads.

The new state sanitary code, commonly known as COMM 83, has vast implications and may have dramatic land use impact. According to the Department of Commerce, the previous state code regulations allowed 47% of lands in the state to be permitted with conventional, in-ground septic systems due to the existing soil characteristics and depth to groundwater. The new code allows nearly 81% of lands in the state to be developable due to allowing the installation of treatment systems such as sand filters and aerobic treatment that require less restrictive depths to groundwater, while effectively treating wastewater at levels the same or better than current technology. Overall, the COMM 83 revisions open approximately nine million acres for development throughout the state.

The proposed revisions have significant land use impacts in terms of emphasizing the importance of land use planning in managing how much land can be developed, where development could occur, and the associated density of housing. Hence, code revisions and their potential land use implications should be offset by the Town of Pine Lake's plans to direct the location, use, and density of development, regardless of how the state will permit septic systems in the future.

## 5.5 Farmland and Forest

Approximately 250 acres of the land within the Town of Pine Lake consists of farmland, nursery/tree farms and farmsteads. According to the U.S. Soil Conservation Service, a short growing season limits the amount of viable crops in Oneida County. Viable crops include potatoes, snap beans, alfalfa hay or other hay crops and oats. Small areas of agricultural land are scattered throughout the township.

Approximately 23,982 acres (83 percent) of the land in Town consists of forest and open space. A vast majority of the eastern portion of the Town is industrial forest, mirrored by forestry zoning. The forestry zoning district was established to protect the integrity of the County's forested lands by preserving the land in a relatively natural state. Human habitation is intended to be limited in duration and seasonal in nature, not year round. Year-round dwellings, principal residences, or uses requiring year-round dwellings are prohibited. The forest lands in Pine Lake offer both recreational opportunities as well as economic benefit. The preservation of forest land also maintains the rural and northwoods characteristics of the community. As public land comprises only 1% of land in the Town, forestry uses and zoning will have a substantial effect.

According to the Wisconsin Department of Natural Resources (WDNR) report, Wisconsin's Biodiversity as a Management Issue, the composition of the northern forest in Oneida County is primarily made up of pine, both white and red, as well as hemlock, sugar maple and yellow birch (see Map 5-1). In the late 19<sup>th</sup> to early 20<sup>th</sup> century loggers cut over virtually the entire northern forest. Both the species compositions and relative proportions of the northern forest have been greatly altered by humans. However, considering the northern forest region as a whole, the overall species richness of plants and animals does not appear to be threatened.

## 5.6 Topography

Oneida County is in the Northern Highlands physiographic region of Wisconsin, where crystalline rock is overlain by thick glacial deposits. The surface of the Town can be described as having a varied topography. The topography in the central portion of the Town, generally between Pink Lake Road and Crystal Lake Road, is the area with the greatest amount of sloping and hilly acreage (see Map 5-1).

## 5.7 Geology

According to the Bedrock Geology of Wisconsin, Northeast Sheet, prepared by the Wisconsin Geological and Natural History Survey, rocks of the Precambrian age underlie all of Oneida County. The Town of Pine Lake is made up of three rock types: granite intrusive rocks, which are located in a large circular area centrally within the Town; gneiss, located along the northern border of the Town; and metavolcanic rocks, located in the remaining areas of the Town.

It is important to be aware of the bedrock in an area before and development takes place. Examples of problems that may occur where bedrock is located at or near the surface include the potential for hindering excavation and considerably increasing the cost of construction. In

addition, conventional onsite septic systems may not function properly where bedrock is near the surface, possibly resulting in wastewater passing through cracks or fissures.

## **5.8 Metallic and Non-Metallic Mineral Resources**

There are three active gravel pit operations within the township (see Map 4-1). One gravel pit, a closed pit, is located off of CTH C in Section 34, one in the northwest corner of Section 22, and one in the southeast corner of Section 24.

According to the Oneida County Zoning Ordinance, mineral extraction and processing operations are conditional uses, and include mining, quarrying, processing for manufacture of minerals and erection of building and the installation of equipment and machinery. Wisconsin Administrative Code NR 135 required that all Counties adopt and enforce a Nonmetallic Mining Reclamation Ordinance by June 1, 2001 that establishes performance standards for the reclamation of active and future nonmetallic mining sites, but not abandoned sites. It is intended that NR 135 will contribute to environmental protection, stable non-eroding sites, productive end land use and potential to enhance habitat and increase land values and tax revenues.

## **5.9 Vegetation Types and Land Cover**

Map 5-1 shows the existing land cover classifications for the Town. The classification was derived from LANDSAT Thematic Mapper (TM) satellite imagery from 1991, 1992, and 1993. The minimum mapping unit is one acre, so the resolution is not very good.

### **Existing Land Cover**

Table 5-1 and Figure 5-1 display the existing land cover classifications for the Town. The main woodland species found within the Town is coniferous forest followed by aspen. The Town of Pine Lake has a variety of woodland species as well as shrubs and other species.

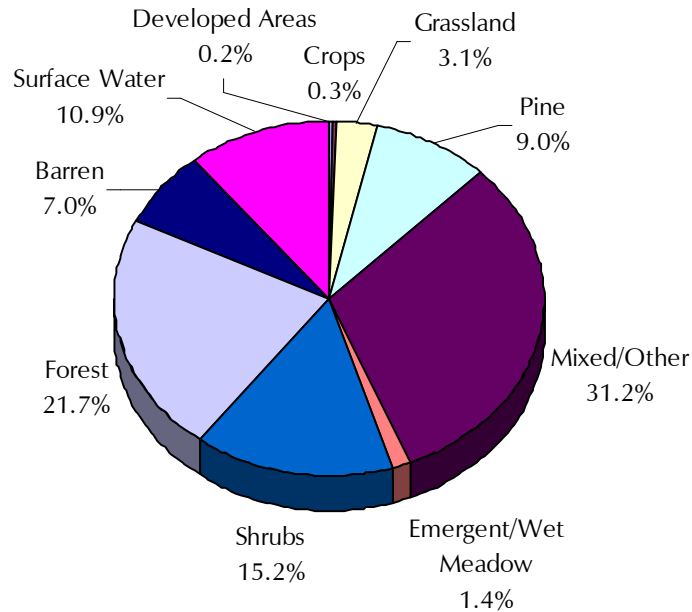
**Table 5-1  
Existing Land Cover  
Town of Pine Lake**

Land Cover	Acres	% of Total
<b>Developed Areas</b>	<b>47.6</b>	<b>0.2%</b>
<b>Crops</b>	<b>97.2</b>	<b>0.3%</b>
Other Row Crops	43.1	
Forage Crops	41.1	
Cranberry Bog	12.9	
<b>Grassland</b>	<b>880.7</b>	<b>3.1%</b>
<b>Pine</b>	<b>2,603.30</b>	<b>9.0%</b>
Jack Pine	1,782.90	
Red Pine	820.4	
<b>Mixed/Other</b>	<b>8,972.80</b>	<b>31.2%</b>
Mixed/Other Coniferous	962.1	
Aspen	3,620.30	
Sugar Maple	553.1	
Mixed/Other Broad-Leaved	2,642.70	
Mixed Deciduous/Coniferous	1,194.70	
<b>Emergent/Wet Meadow</b>	<b>411.6</b>	<b>1.4%</b>
<b>Shrubs</b>	<b>4,374.20</b>	<b>15.2%</b>
Lowland Shrub	814	
Lowland Shrub: Broad-Leaved	2,530.80	
Shrubland	1,029.40	
<b>Forest</b>	<b>6,228.50</b>	<b>21.7%</b>
Forested: Coniferous	4,586.60	
Forested: Mixed Deciduous/Coniferous	1,641.90	
<b>Barren</b>	<b>2,006.90</b>	<b>7.0%</b>
<b>Surface Water</b>	<b>3,146.80</b>	<b>10.9%</b>
<b>Total</b>	<b>28,769.40</b>	<b>100.0%</b>

Source: U.S.G.S. 7.5-minute topographic quadrangles - Moen Lake (1982) and Rhinelander (1982), Oneida County. Classification derived from LANDSAT Thematic Mapper (TM) satellite imagery from 1991, 1992, and 1993.

According to Map 5-1, trees that make up the woodlands within Pine Lake include jack pine, red pine, mixed and other coniferous trees, aspen, sugar maple as well as mixed and other broad-leaved coniferous trees. Multiple benefits can be derived from this resource under good management practices. For example, woodlands provide for an attractive rural setting by accentuating the beauty of the landscape. Woodlands also help to maintain the environmental quality of the area by contributing to clean air and water and provide habitat for a diversity of plant and animal life. Finally, woodlands contribute to opportunities for recreation such as hunting; trapping; mushroom, berry and nut collecting; wildlife viewing; and hiking.

**Figure 5-1  
Land Cover  
Town of Pine Lake  
2001**



Source: Source: U.S.G.S. 7.5-minute topographic quadrangles - Moen Lake (1982) and Rhinelander (1982), Oneida County. Classification derived from LANDSAT Thematic Mapper (TM) satellite imagery from 1991, 1992, and 1993.

### 5.10 Watersheds and Drainage

A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. All lands and waterways can be found within one watershed or another. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas and typically range in size from 100 to 300 square miles. River basins encompass several watersheds. There are 32 river basins in Wisconsin which range in size from 500 to over 5,000 square miles.

Wisconsin has redesigned its natural resource management approach around the concepts of ecoregions and watersheds. This shift in approach recognizes that working with the natural structure and function of resources, as opposed to strictly political or social boundaries, will provide more successful results. The Town of Pine Lake is located in the Headwaters Basin as designated by the Wisconsin Department of Natural Resources (WDNR).

## Map 5-1 Land Cover and USGS Quadrangle

There are two distinct watersheds contained within the Town of Pine Lake's boundaries including the Pelican River Watershed, generally located east of STH 17, and the Rhinelander Flowage Watershed, west of STH 17. (Map 5-2). The Rhinelander flowage watershed encompasses approximately 60% of the Town's drainage area, with surface drainage patterns and impacts into the Wisconsin River system or self-contained local lakes and feeder streams. The Pelican River watershed encompasses approximately 40% of the Town's drainage area. Most surface drainage works its way through the watershed into a tributary of the Pelican River itself, which then flows into the Wisconsin River. The large wetland acreages have substantial affect upon the quality of the surface water drainage within each watershed which supports the natural functioning of the watershed. Development should be coordinated within the natural system, as development impacts such as erosion or ill-functioning septic systems could have negative impact to water quality. Many localized impacts within a watershed tend to concentrate as water moves from vast areas into streams and creeks, then into rivers or lakes. The accumulation of impact could have negative impact, such as turbid waters or high amounts of phosphorus or other elements that feed algae growth and lead to reduced water quality. This point is even more emphasized as a majority of development within the Town has and will take place within the shoreland zone, which encompasses 40.3% (11,592 acres) of the Town. Prevention is much easier and cheaper than a cure.

## **5.11 Wetlands**

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and the types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers and streams cleaner, and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also provide the replenishment of groundwater supplies. Groundwater discharge is common from wetlands and can be important in maintaining stream flows, especially during dry months.

Local, state and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each Town that identifies wetlands two acres and larger. The wetland inventory map should be consulted in conjunction with this document whenever the Town reviews development proposals in order to identify wetlands and to ensure their protection from development.

Wetland make up a vast acreage of the townships overall land cover (see Map 5-2). Wetlands comprise 36.0% of the Town (10,357 acres) and are found primarily around surface water features, however they are also scattered throughout the Town. The location of wetlands,



especially in the shoreland zone, have a direct impact on the use and location of development. Wetlands also serve a very important role in the watershed as discussed above. Again, development should be coordinated within the natural system. Utilizing the natural features such as wetlands within a development can enhance and provide value, rather than detract from value.

Due to the significant environmental functions served by wetlands, there is a complex set of local, state and federal regulations which place limitations on the development and use of wetlands (and shorelands). Counties are mandated to establish shoreland-wetland zoning districts. The Oneida County Shoreland Zoning Ordinance regulates use and development in all shoreland areas (300' of navigable streams, 1,000' of lakes), including all shorelands which are designated as wetlands on the Wisconsin Wetland Inventory maps. The WDNR regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes. In addition, the U.S. Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands, while the USDA incorporates wetland preservation criteria into its crop price support programs. Therefore, prior to placing fill or altering a wetland resource, the appropriate agency(ies) must be contacted to receive authorization.

## **5.12 Floodplains**

The 100-year floodplains in the Town are found along several main water features including Jennie Weber Creek, Shepard Lake Creek, Pine Lake Creek, Skunk Creek and along the Wisconsin River as seen on Map 5-2. There is also an area north of Manor Road between Bass, Boom and Creek Lakes that is located within a floodplain. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100 year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Wisconsin Statute 87.30 requires counties, cities and villages to implement floodplain zoning. Within Oneida County's Zoning and Shoreland Protection Ordinance provisions are in place to protect designated floodplain areas. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. Under the authority of the National Flood Insurance Act of 1968, FEMA conducted studies to determine the location and extent of flood lands and the monetary damage risks related to the insurance of urban development in floodland areas. The 100-year floodplain areas for the unincorporated areas of Oneida County have been delineated by FEMA.

# Map 5-2 Water Feature Data

## 5.13 Surface Water Features

### Lakes

The lakes within the Town of Pine Lake are a main reason why the Town has developed as it has. The lakes also provide a variety of opportunities to property owners and visitors, and provide significant wildlife habitat. Protection and quality of these surface waters is particularly important to everyone and everything, from property values and community character right down to fish, wildlife, and recreation. The importance or value placed on lakes and surface water will depend on perspective. The following table is a summary of the named lakes that lie in part or entirely within the Town.

**Table 5-2  
Lake Descriptions  
Town of Pine Lake  
2001**

Lake Name	Surface Area	Maximum Depth	Lake Type	Fish Species
Bass Lake	124	20	DG	Muskie, norther pike, walleye, largemouth bass, smallmouth bass, panfish
Bertram Lake	33	6	DN	Largemouth bass, panfish
Boom Lake	437	30	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish
Clear Lake	26	22	SE	Northern pike, largemouth bass, panfish
Creek Lake	172	12	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish
Crystal Lake	55	43	SE	Largemouth bass, panfish
Douglas Lake	36	7	DG	Northern pike, largemouth bass, panfish
Minnow Lake	13	14	SE	Largemouth bass, panfish
Moen Lake	460	11	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish
Mud Lake	51	17	SE	Panfish
Netties Lake	23	10	SE	Largemouth bass, panfish
Pine Lake	240	32	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish
So. Pine Lake	77	7	DG	Muskie, northern pike, walleye, largemouth bass, panfish
Shepard Lake	179	18	DG	Muskie, northern pike, walleye, panfish
Third Lake	103	14	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish
Thunder Lake	172	12	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish

Source: Wisconsin Department of Natural Resources, Wisconsin Lakes Book, 2001.

In terms of surface water quality, there are currently no documented exotic species, such as Eurasian Water Milfoil or Zebra Mussels found within lakes in Pine Lake. Due to Environmental Protection Agency (EPA) regulations, the Wisconsin Department of Natural Resources must identify waters which are not meeting water quality standards under the provisions of section 303(d)(1)(C) of the Clean Water Act. The listing must include both water quality criteria for specific substances or the designated uses, which is used as the basis for development of Total Maximum Daily Loads (TMDLs) for the waterbody. Current U.S. Environmental Protection Agency regulations require a listing every two years.

In April 1998 the WDNR identified and submitted to the U.S. Environmental Protection Agency a list of waters in Wisconsin, which are not currently meeting water quality standards. The list was subject to public review and comment in February and March 1998. According to the WDNR, the list is intended to highlight waters in the state which deserve attention from the perspective of water quality improvement and protection. Based on a review of the Impaired Waters list for Wisconsin, Report 303(d), Boom Lake in the Wisconsin River chain had a Fish Consumption Advisory, but a low priority ranking. According to the report, the low priority ranking was assigned as insufficient water quality information exists to understand and analyze causes and effects of the problems and limited opportunities are available, at this time, to correct or substantially improve water quality. No other surface quality issues were documented for any lakes in Pine Lake. Boom Lake was not listed in the WDNR's current fish consumption advisories booklet entitled "Choose Wisely - a health guide for eating fish in Wisconsin: 2003," PUB No FH 824 2003. This publication contains background information on safely eating fish from Wisconsin waters, incorporating the mercury consumption information found in a separate publication, Hook into Healthy Fish.

According to the WDNR, the lakes that are found in Pine Lake are of three different types. Drainage lakes (DG), which are lakes that have both an inlet and outlet where the main water source is stream drainage. Seepage Lakes (SE), lakes that do not have an inlet or an outlet. They are landlocked water bodies where the principal source of water is precipitation or runoff and are supplemented by groundwater from an immediate drainage area. These lakes are impacted by groundwater levels and rainfall patterns, which can cause seasonal fluctuations of water levels. The third classification is drained lakes (DN), these lakes have no inlet, but there is a continuously flowing outlet. Their primary source of water is from precipitation and direct drainage from surrounding land. Water levels will fluctuate depending on the supply of water.

At the time of this report, Oneida County was reassessing shoreland zoning regulations at the county level. Lake development is regulated through shoreland zoning, which does not take into consideration the sensitivity of lakes or surface water to development. The Town of Pine Lake is proposing a town waterway classification system. The Town of Pine Lake should review the type of lake (i.e., drainage or seepage, etc.), the existing development pattern, proposed development and related impacts, and the minimum lot size requirements as development proposals are reviewed. The intent of reviewing lakes under this development review process is to manage further development as determined by the waterway's ability to accommodate it, and thus preserve the surface water quality, fish and aquatic habitat, natural beauty, and property value.

## Rivers and Creeks

Within the Town of Pine Lake, there are several named river and creek features in addition to the many tributaries, intermittent streams, wetlands and floodplains located throughout the Town.

- ◆ The Wisconsin River flows along the western border of the Town to the city of Rhinelander and then flows southwest out of the city and down to Lincoln County.
- ◆ Pickerel Lake Creek flows from the town of Sugar Camp into Pine Lake.
- ◆ Jennie Weber Creek is found in the northeast corner of the Town.
- ◆ Shepard Lake Creek flows between Shepard Lake and Moen Lake in the southeast corner of the township.
- ◆ Pine Lake Creek is found centrally within the Town and winds from Pine Lake in the northern portion of Town down to South Pine Lake.

### 5.14 Groundwater Quality

The source of all groundwater is precipitation which percolates down through the soil until it reaches the saturated zone called an aquifer, where it is then contained. Water in an aquifer travels from its source to a discharge point such as a well, wetland, spring or lake. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils which is called a water table system. In some instances, groundwater moves because of pressure created by a confining layer of impervious rock which is called an artesian system. The availability of groundwater within the county varies locally and should be investigated before any development occurs.

Most groundwater contamination is related to poorly sited land uses such as agricultural manure, petroleum and salt storage in areas of high groundwater tables or fractured bedrock situations. Contamination of groundwater reserves can also result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), runoff from livestock yards and urban areas, improper application of agricultural pesticide or fertilizers, excessive lawn and garden fertilizers and pesticides, leaks from sewer pipes, and seepage from mining operations into the aquifer. Runoff from leaking petroleum storage tanks and spills can also add organic and chemical contaminants in locations where the water table is near the surface. Once groundwater contamination has occurred, successful remediation can take years, or may never occur, depending upon the pollutant. Therefore, when considering specific land uses for an area, it is vital to consider the physical characteristics of the area and the relationships between the land and the proposed/actual use in order to ensure that groundwater contamination does not occur.

## 5.15 Air Quality

In order to evaluate the quality of the air and to protect the public health, a series of National Ambient Air Quality Standards (NAAQS) have been developed by the U.S. Environmental Protection Agency (EPA) as established in section 109 of the Clean Air Act. According to the Wisconsin Air Quality Report, as prepared by the Wisconsin Department of Natural Resources (WDNR), the air pollutants affecting Wisconsin include sulfur dioxide, suspended particular matter, carbon monoxide, ozone, oxides of nitrogen, lead, sulfates and nitrates. Oneida County is considered an attainment area, which is an area that meets the NAAQS defined in the Federal Clean Air Act. Within Oneida County, monitoring stations are located within the City of Rhinelander and in Harshaw.

## 5.16 Environmental Features

The Oneida County Zoning and Shoreland Protection Ordinance describes ecologically significant areas as an area in which native aquatic plants are present in sufficient abundance and density to support significant spawning, seasonal or life stage habitat for first or other aquatic life and to protect water quality. Map 5-3 has mapped environmental features using a number of objectively defined resource features as base data including surface water features, 100-year floodplains, wetlands, and shoreland zoning areas. Lands owned by the Board of Commissioners of Public Lands and lands used or owned as conservation or for education purposes. Table 5-3 displays the environmental features. The percentages may not equal 100 as the table is built to display the effect that the displayed environmental features have on the town and the corresponding development pattern.

**Table 5-3  
Environmental Features  
Town of Pine Lake  
2001**

	Acres	% of Total
WDNR Wetlands	10,357.50	36.0%
Floodplains	1,517.20	5.3%
Shoreland Zoning*	11,592.30	40.3%
Lands Owned by BCPL**	165.5	0.6%
Lands Used for Conservation/Education	1,524.10	5.3%
Surface Water	3,146.80	10.9%
Other Lands	465.9	1.6%
Total	28,769.40	100.0%

\* Shoreland Zoning consists of 1,000' buffers on all lakes, ponds, and flowages and 300' buffers on all inland navigable waterways. \*\*Board of Commissioners of Public Lands.

The environmental corridors/sensitive areas include most of the soils with severe developmental limitations, natural areas and primary wildlife habitats. When all of these features are mapped, a continuous corridor pattern usually results because these features often coincide or lie adjacent to each other. As an example, the shoreland zone has most of the intensive development within it and occupies 40.3% of the land area. Wetlands occupy 36.0% of the town, and most of the existing wetland areas lie outside of the shoreland zone. When wetlands acreage is combined

with the water (water occupies 10.9% of the town), nearly half of the town is non-developable due to water. The intent of Table 5-3 is to demonstrate the impact of the features on the landscape and to correlate the Environmental Features map to actual acreage calculations. As Oneida County does not have an Environmental Corridor designation that could be compared to or utilized, this plan classifies the areas as environmental features that need to be considered during the land use planning process.

In addition, environmental features provide scenic open space, wildlife habitat, educational and recreational opportunities, and often provide the sense of identity and community character that people desire. Environmental features also perform important functions such as controlling, moderating and storing flood waters while providing nutrient and sediment filtration. Environmental features can also serve as buffers between land uses while improving the aesthetics of the community. Environmental features should be utilized as a key resource feature to identify areas sensitive to development, and could be viewed as green infrastructure or an interconnected network of open space.

### **5.17 Threatened and Endangered Species**

The Wisconsin Department of Natural Resources (WDNR) lists species as "endangered" when the continued existence of that species as a viable component of the state's wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. "Threatened" species are listed when it appears likely based on scientific evidence that the species may become endangered within the foreseeable future. The WDNR also lists species of "special concern" of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

Within Oneida County there are 19 plants of special concern and 36 animals. There are three threatened plants and six threatened animals. The only federally listed threatened or endangered species within the county is the bald eagle. Before development takes place within the Town the WDNR should be consulted to ensure that no threatened or endangered species will be adversely affected.

### **5.18 Wildlife Habitat and State Natural Areas**

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. Oneida County and the Town of Pine Lake landscape provides habitat for a variety of plants, birds, mammals, amphibians, reptiles and fish. Examples of various landscapes that may be found within the Town include dense woodland, emergent aquatic and floodplain forest. These areas are critical components of the state's biodiversity and may provide habitat for rare, threatened and endangered species.

The WDNR also identifies State Natural Areas, which are defined as tracts of land in a natural or near natural state, which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. There are five State Natural Areas identified within Oneida County, however none are located in the Town of Pine Lake.

# Map 5-3 Environmental Features



The WDNR-Bureau of Endangered Species catalogs a Natural Heritage Inventory (NHI) which designates both aquatic and terrestrial occurrences of rare or endangered plant and animal species and natural communities. The NHI information represents known occurrences of the rare species or natural communities and maps the occurrences by section at the town level. The NHI reveals the type of occurrence and when the inventory was identified. The Land Use Planning Committee reviewed the maps during the planning process and found the information valuable to understand the occurrences for reference, but difficult to manage locally in terms of development policies as the locations are not site specific. Map 5-3 displays the locations as provided by the inventory.

### **5.19 Historic and Cultural Resources**

The National Register of Historic Places recognizes properties of local, state and national significance. Properties are listed in the National Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register.

According to the National and State Register, no historic places have been identified within the Town of Pine Lake. However, a two places have been identified within the city of Rhinelander and are listed below:

- ◆ Associated Bank, 8 West Davenport Street
- ◆ Oneida County Courthouse, Oneida Avenue

The Wisconsin Architecture & History Inventory (AHI), provided by the Wisconsin Historical Society list historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights or benefits. Within the Town of Pine Lake one property was listed on the inventory. A church located on STH 17 was listed, due to its unique architecture described as Mediterranean Revival.

The identification of existing historical and cultural resources are an important consideration in all Town planning efforts. These areas help to define a community's physical look and character.

## **5.20 Agricultural, Natural and Cultural Resources Programs**

Programs available to the Town of Pine Lake to achieve their goals and objectives with regard to agricultural, natural and cultural resources are identified below. The following list is not all-inclusive. For specific program information, the agency or group which offers the program should be contacted.

### **County Conservation Aids**

Funds are available to carry out programs for fish or wildlife management projects as per s.23.09 (12), Wis. Stats. and NR 50, Wis. Adm. Code. Projects related to providing improved fish or wildlife habitat or projects related to hunter/angler facilities are eligible. Projects, which enhance fish and wildlife habitat or fishing and hunting facilities, have priority. Contact the WDNR for further information.

### **Lake Planning Grant**

Funds are available to collect and analyze information needed to protect and restore lakes and their watersheds. Types of projects include physical, chemical, biological, and sociological data collection, water quality assessment, and watershed evaluation including county-wide or regional initiatives. Contact the WDNR for further information.

### **Lake Protection Grant**

Funds are available to protect and improve the water quality of lakes and their ecosystems. Grants are available for purchasing land or easements, restoration of wetlands, development of local regulations to protect water quality, lake improvement activities called for in a Department approved plan, and countywide lake classification. Contact the WDNR Regional Lakes Coordinator for more information.

### **Stewardship Grants for Nonprofit Conservation Organizations**

Funds are available for the acquisition of land or easements for conservation purposes, and restoration of wildlife habitat. Nonprofit conservation organizations are eligible to apply. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. Contact the WDNR for further information.

### **Wetlands Reserve Program (WRP)**

Purpose is to restore wetlands previously altered for agricultural use. Goal is wetland restoration and wildlife habitat establishment. Land which has been owned for one year and can be restored to wetland conditions are eligible. Landowners may restore wetlands with permanent or 30-year

easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contract pays 75% cost share only. Permanent or 30-year easements recorded with property deed. 10-year contract is not recorded with deed. Public access not required. Contact: USDA Natural Resources Conservation Service.

### **Managed Forest Law (MFL)**

Purpose is to promote good forest management through property tax incentives. Practices are required by an approved forest management plan. Eligibility, landowner with minimum of 10 contiguous acres (80% must be capable of producing merchantable timber). Contract of 25 or 50 years, transferable to new owner for small fee. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing. Up to 80 acres may be closed to public access by the landowner. 5% yield tax applied to any wood products harvested. Contact: WDNR.

### **Wisconsin Historical Society, Office of Preservation Planning (OPP)**

Whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property the OPP can assist.



## 6. Economic Development

An important element of the planning process is to identify Pine Lake's economic characteristics or resources. These characteristics generally include: the labor force, employment by industry, unemployment characteristics, and income characteristics. Assessment of these characteristics or resources provides insight into the historical and current economic situation in the Town, thereby providing direction for planning its economic potential.

### 6.1 Pine Lake Economic Development Goals and Objectives

***Goal 1: Maintain, enhance and diversify the local economy consistent with other goals and objectives.***

***Supporting Objectives:***

1. Explore possibilities to increase and support commercial business, tourism related business, and light industrial growth within the planned commercial areas.
2. Explore possibilities to increase and support business development within or directly adjacent to the city and existing commercial sites.
3. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
4. Work with and coordinate economic development activities with the local Chamber of Commerce, county, and other applicable agencies and organizations that are involved in growth management.
5. Develop and coordinate community aesthetic standards for new business development that could address such items as signage, landscaping, exterior building materials.
6. Assess siting, purchasing, developing, and servicing (sewer/water) a joint industrial/business park to benefit economic development of both the Town of Pine Lake and the city of Rhinelander.
7. Review the costs and benefits of a proposed development project prior to approval.
8. Designate potential commercial and industrial lands based on the existing development pattern and sound planning techniques in order to avoid incompatible land uses.

## 6.2 Pine Lake Economic Development Policies and Recommendations

1. Commercial and industrial development shall be designed to include landscaping and buffers in order to maintain rural character to the Town and to minimize impacts to surrounding development.
2. Commercial development shall be steered to commercial designated areas consistent with the Preferred Land Use Map.
3. Highway corridor development shall be directed to designated planned commercial areas and should address building signage, lighting, service and land use standards.
4. Industrial areas should be steered to the city of Rhinelander and/or to areas that have the service capability to support the development.
5. In the unforeseen event that an industrial site is located and approved in the Town, the development will be preceded by an approved site plan which addresses the physical development issues such as roads, building location, phasing, landscaping, transportation impacts, waste management, water service, noise, & lighting.

## 6.3 Labor Force and Employment Status

### Educational Attainment

Table 6-1 displays the educational attainment levels for persons age 25 and older in the Town and the county in 2000. The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well-being of a community.

**Table 6-1**  
**Educational Attainment of Persons Age 25 and Older**  
**Town of Pine Lake and Oneida County**  
**2000**

Attainment Level	Town of Pine Lake		Oneida County	
	Number	% of Total	Number	% of Total
Less than 9th Grade	62	3.3	1,160	4.4
9th to 12th Grade, No Diploma	136	7.3	2,791	10.6
High School Graduate, includes Equivalency	734	39.4	9,648	36.5
Some College, No Degree	403	21.6	5,733	21.7
Associate Degree	115	6.2	1,837	6.9
Bachelors Degree	243	13.0	3,444	13.0
Graduate or Professional Degree	171	9.2	1,836	6.9
<b>Total Persons 25 Years and Over</b>	<b>1,864</b>	<b>100.0</b>	<b>26,449</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000.

## Labor Force and Employment Status

The civilian labor force consists of individuals age 16 and over who are currently employed or seeking employment, excluding persons in the armed forces. Shifts in age and gender characteristics of residents, changing employment opportunities, and the health of the economy can all cause fluctuations in the number of persons in the labor force. Table 6-2 displays the labor force characteristics of the Town in 2000.

**Table 6-2**  
**Employment Status of Workers Age 16 & Over**  
**Town of Pine Lake**  
**2000**

Employment Status	Male	Female
Civilian	826	712
Employed	750	679
Unemployed	76	33
Not in Labor Force	256	305

Source: U.S. Bureau of the Census, 2000.

## Unemployment Rate

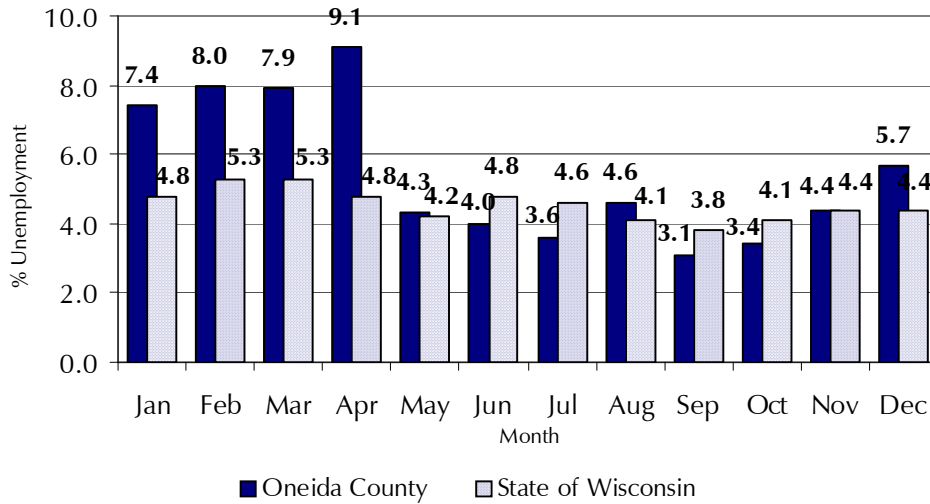
Figure 6-1 displays the unemployment rates for the county and the state throughout the year 2001. Oneida County continually had a higher unemployment rate when compared to the state, reaching highs of close to eight percent in February and March. The lower unemployment rates during the summer indicate a fairly seasonal economy.

## Travel Time to Work

For most of the general population, the location of their home is dependent upon the location of their work. Knowing the amount of time people are willing to travel to work can serve as an indicator for the future location of housing and economic development.

Table 6-3 displays the travel time to work for the Town of Pine Lake in 1990. The majority of people, 60.4%, had a 10 to 19 minute trip to work.

**Figure 6-1  
Monthly Unemployment Rates  
Oneida County and Wisconsin  
2001**



Source: Wisconsin Department of Workforce Development, Local Area Unemployment Statistics, 2001.

**Table 6-3  
Travel Time to Work  
Town of Pine Lake  
1990**

	Number	% of Total
Less than 10 minutes	167	14.8
10 to 19 minutes	684	60.4
20 to 29 minutes	117	10.3
30 to 39 minutes	81	7.2
40 to 59 minutes	38	3.4
60 or more minutes	25	2.2
Worked at home	20	1.8
<b>Total</b>	<b>1,132</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3.  
Data only includes workers age 16 and over.



## Income

Table 6-4 displays income information received from the 1990 Census, however figures are based on 1989 income levels. Pine Lake's median household income was reported at \$29,128 in 1989, over \$5,000 greater than the county's reported median.

**Table 6-4**  
**Income**  
**Town of Pine Lake and Selected Areas**  
**1989**

	Town of Pine Lake	Oneida County
Median household income	\$29,128	\$23,901
Per capita income	\$13,608	\$11,681

Source: U.S. Bureau of the Census, 1990, STF 3.

Income per return is based on income tax returns filed in a given year to the Wisconsin Department of Revenue. Table 6-5 indicates that Pine Lake had a reported return income of \$35,706 in 1999, higher than all of the other areas shown. However, the Town's reported income has increased at the smallest rate for the period shown.

**Table 6-5**  
**Adjusted Gross Income Per Return**  
**Town of Pine Lake and Selected Areas**  
**1997-1999**

	1997	1998	1999	% Change 1997-99
Town of Pine Lake	\$34,327	\$34,814	\$35,706	4.0
Town of Pelican	\$30,747	\$33,603	\$33,382	8.6
City of Rhinelander	\$24,882	\$27,882	\$28,282	13.7
Oneida County	\$29,545	\$33,012	\$33,777	14.3

Source: Wisconsin Department of Revenue, Division of Research and Analysis, *Municipal Per Return Income Reports*, for years cited. Note: represents income reported per tax returns filed, only accounts for those filing tax returns.

## Equalized Value

The equalized value of real property for municipalities is a component to the provision of public facilities and services. The increase in real property value associated with new construction provides additional tax revenues necessary to fund public facilities and service programs in the community. Table 6-6 and Figure 6-2 present the growth in equalized valuation of real estate for

Pine Lake according to the Wisconsin Department of Revenue Division of State and Local Finance. The numbers do not include personal property items.

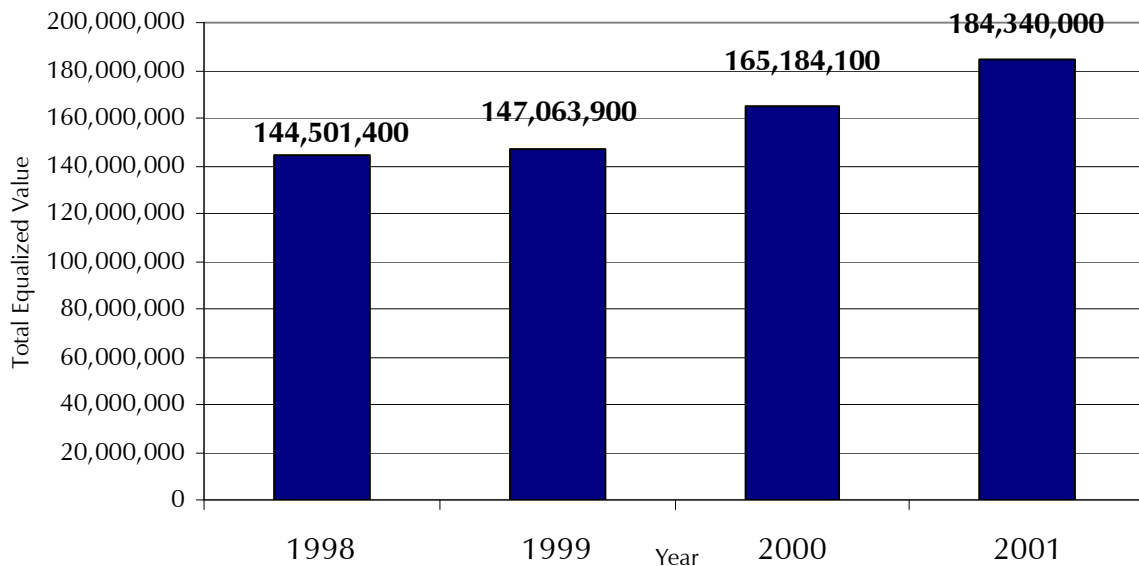
Equalized values are based on the full market value of all taxable property in the state, except for agricultural land. In order to provide property tax relief for farmers, the value of agricultural land is determined by its value for agricultural uses rather than for its possible development value, which is termed a "use value" system, rather than one based on full market value.

**Table 6-6  
Equalized Valuation  
Town of Pine Lake  
1998-2001**

Year	Residential	Commercial	Manufacturing	Agricultural	Forest	Other*	Total
1998	130,889,600	7,163,400	271,700	206,000	5,348,500	622,200	144,501,400
1999	132,545,600	7,282,600	279,100	196,300	6,000,400	759,900	147,063,900
2000	148,629,900	7,701,700	296,400	118,400	7,638,800	798,900	165,184,100
2001	166,663,200	7,913,500	318,100	82,000	8,531,100	832,100	184,340,000

Source: Wisconsin Department of Revenue, Statement of Changes in Equalized Values by Class and Item, 1998-2001. \*Other includes swamp, waste, and other land.

**Figure 6-2  
Growth in Equalized Value  
Town of Pine Lake  
1998-2001**



Source: Wisconsin Department of Revenue, Statement of Changes in Equalized Values by Class and Item, 1998-2001.

The equalized values of municipalities throughout Wisconsin have experienced significant increases in recent years. For example, between 2000 and 2001, property values in Wisconsin experienced the largest one-year increase ever, and 34 of the state's 72 counties experienced double-digit growth in property values which was led by Washburn County with 18% growth.

## 6.4 Economic Base Analysis

### Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to a shift from an industrial-based to an information-based society and an aging population.

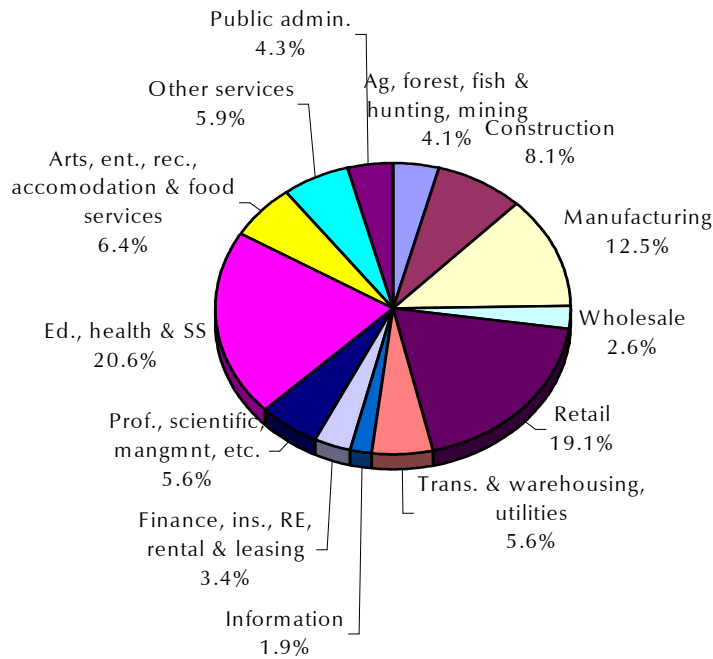
Table 6-7 displays the number and percent of employed persons by industry group in the Town and county for 2000. The greatest percentage of employment was found in the educational, health and social services segment of the economy for both the Town and the county, with 20.6% and 23.0% respectively. The second greatest economic division for the Town was in retail trade, 19.1%, followed by manufacturing, 12.5%. The second greatest employment division for the county was retail, 16.4%, followed by manufacturing, 12.1%. Figure 6-3 presents the percentage of employment by economic division for 2000.

**Table 6-7**  
**Employed Persons by Industrial Sector**  
**Town of Pine Lake and Selected Areas**  
**2000**

Economic Sector	Pine Lake		Oneida County	
	Number	% of Total	Number	% of Total
Agriculture, forestry, fishing and hunting, and mining	58	4.1	526	3.1
Construction	116	8.1	1,455	8.5
Manufacturing	178	12.5	2,080	12.1
Wholesale trade	37	2.6	425	2.5
Retail trade	273	19.1	2,815	16.4
Transportation and warehousing, and utilities	80	5.6	689	4.0
Information	27	1.9	434	2.5
Finance, insurance, real estate, and rental and leasing	49	3.4	636	3.7
Professional, scientific, management, administrative, and waste management services	80	5.6	898	5.2
Educational, health and social services	295	20.6	3,953	23.0
Arts, entertainment, recreation, accommodation and food services	91	6.4	1,694	9.8
Other services (except public administration)	84	5.9	733	4.3
Public administration	61	4.3	861	5.0
<b>Total</b>	<b>1,429</b>	<b>100.0</b>	<b>17,199</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000; Sample Data.

**Figure 6-3**  
**Percentage of Employment by Industry**  
**Town of Pine Lake**  
**2000**



Source: U.S. Bureau of the Census, 2000; Sample Data.

**Economic Base Analysis**

The future of Pine Lake requires an understanding of the local and county economy. The Economic Base Analysis technique divides the economy into basic and non basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms (like logging or mining) are usually considered to be basic sector firms because their success depends largely upon non-local factors, and they usually export their goods. The non basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

There are nine economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: agriculture, forestry, and fishing; mining; construction; and manufacturing. There are five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

## Location Quotient Analysis

The Location Quotient analysis technique compares the Oneida County economy, to the United States. This allows for identifying specializations in the county economy. This is calculated by taking the Oneida County employment within a certain industry in a given year and dividing it by the Oneida County total employment for the given year. The total is then divided by the result of taking the United States employment in the same industry in the given year divided by the total United States employment for the given year. The result will be one of the following:

- ◆ If the Location Quotient (LQ) is **less than 1.0**, all employment is considered non-basic, therefore that industry is not meeting local demand for a given good or service.
- ◆ An LQ equal **to 1.0** suggests that the local employment is exactly sufficient to meet the local demand for a given good or service. Therefore, all of this employment is also considered non basic because none of these goods or services are exported to non-local areas.
- ◆ An LQ greater **than 1.0** suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

**Table 6-8**  
**United States Employment Analysis**  
**1989 and 1999**

Economic Division	1989		1999		% Change 1989-99
	Employment	% of Total	Employment	% of Total	
Ag/Forest/Fish	1,374,300	1.2	2,048,400	1.5	49.1
Mining	1,047,700	0.9	782,100	0.6	-25.4
Construction	7,293,500	6.4	9,254,000	6.7	26.9
Manufacturing	19,992,500	17.6	19,252,700	13.9	-3.7
Transportation/Utility	6,361,600	5.6	7,970,300	5.8	25.3
Wholesale	6,704,300	5.9	7,464,700	5.4	11.3
Retail	22,687,600	20.0	26,910,000	19.5	18.6
Finance/Ins./R.E.	10,663,400	9.4	12,978,700	9.4	21.7
Services	37,170,900	32.8	51,669,000	37.4	39.0
<b>Total</b>	<b>113,297,789</b>	<b>100.0</b>	<b>138,331,899</b>	<b>100.0</b>	<b>22.1</b>

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Accounts Data.

**Table 6-9**  
**Oneida County Employment Analysis**  
**1989-1999**

Economic Division	1989		1999		% Change 1989-99	LQ 1989	LQ 1999
	Employment	% of Total	Employment	% of Total			
Ag/Forest/Fish	116	0.8	(D)	NA	NA	0.7	NA
Mining	109	0.7	(D)	NA	NA	0.8	NA
Construction	989	6.7	1,742	8.7	76.1	1.0	1.3
Manufacturing	2,239	15.2	2,935	14.6	31.1	0.9	1.0
Transportation/Utility	715	4.9	962	4.8	34.5	0.9	0.8
Wholesale	417	2.8	521	2.6	24.9	0.5	0.5
Retail	4,329	29.4	5,569	27.7	28.6	1.5	1.4
Finance/Ins./R.E.	806	5.5	1,295	6.4	60.7	0.6	0.7
Services	4,994	33.9	7,102	35.3	42.2	1.0	0.9
Total	14,714	100.0	20,126	100.0	36.8	1.0	1.0

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Accounts Data. (D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

### Basic Employment

There are two areas within the 1999 Oneida County economy which can be considered basic employment areas: construction and retail trade. These two areas produce more goods and services than the county economy can use. Also, when Location Quotients increase over time, this suggests that the Oneida County economy is getting closer to reaching and exceeding local demand. Having basic employment is important because it suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they're dependent more on non-local economies. Having strong basic sector employment and industry within the county will strengthen the county's economy as well as the economies of municipalities within the county.

### Non-Basic Employment

All of the remaining economic divisions are considered non-basic employment sectors. Industries which have a Location Quotient less than one suggests that they are not meeting local demand for that particular good or service. The manufacturing industry and the services industry have a Location Quotient equal to or very close to one, indicating that local demand is being met and services or goods are not being exported. Overall, the Oneida County economy appears to be very stable, showing very little economic fluctuations for the ten year period shown.

## 6.5 Desired Economic Development

Within the planning process it is important to identify the categories or particular types of new business and industries that are desired by the Town and its citizens. Economic development objectives for the Town include exploring possibilities to increase and support commercial business, tourism related business, and light industrial growth within the planned commercial

areas. Desired economic development could therefore come in many forms, however where and to what intensive degree the development entails is of primary importance.

Siting, purchasing, developing, and servicing (sewer/water) a joint industrial/business park to benefit economic development of both the Town of Pine Lake and the city of Rhinelander was also identified as an economic development objective.

## **6.6 Strengths and Weaknesses Analysis**

Identifying the economic strengths and weaknesses for attracting and retaining businesses in the Town of Pine Lake will allow community members, developers and decision makers to focus activities within areas of the economy which will increase the likelihood of Pine Lake's economy reaching long-term sustainability. Strengths and weaknesses should be updated and refined on a regular schedule to ensure that resources are being focused in the most beneficial way to achieve the town's economic goals and objectives for the planning period.

### **Economic Development Strengths**

- ◆ Natural resources of the area including forest, surface water, shoreland, open spaces and wildlife.
- ◆ Natural features and recreational opportunities of the area.
- ◆ Located adjacent to a larger incorporated community.
- ◆ STH 17 offers link to other highways and neighboring areas.
- ◆ Access to a rail line.
- ◆ Generally steady flow of tourist and visitors to the area on a year-round basis.
- ◆ Rural, northwoods character that is not overly commercialized.
- ◆ Opportunity to develop professional home occupation business as people can live in the northwoods and tele-commute via the Internet.

### **Economic Development Weaknesses**

- ◆ Housing and land costs are among the highest in the county.
- ◆ Limited potential to find and keep employees as staffing issues are rated among the biggest challenges in northwoods business management.

- ◆ Seasonal nature of the population has many impacts on business.
- ◆ Many activities dependent on the seasons and associated activities. Lack of snow or bad weather has substantial impact.
- ◆ Limited public services such as sewer or water preclude the larger, manufacturing etc. related businesses from developing.
- ◆ No formal body such as a Chamber actively recruiting or trying to develop business activity.
- ◆ Limited funds and resources (staff) to dedicate to commercial and business development.

### **6.7 Designation of Adequate Sites for Business and Industry**

Designation of areas for business and industry requires the coordination with the land use element of this plan, a determination of the types of industries and business that are desired in the future as well as projections as to the amount that will occur. The Town of Pine Lake will support commercial business, tourism related business, and possible light industrial growth within planned commercial areas along STH17.

The town will explore possibilities to increase and support business development within or directly adjacent to existing commercial sites. The town will also review commercial development along areas of STH 17, CTH W, and CTH C. Designation of potential commercial lands will be based on the existing development pattern and sound planning techniques in order to avoid incompatible land uses and negative environmental impact.

These commercial areas will be identified within the Land Use Plan Element of this plan and adequately displayed on a respective map.

### **6.8 Environmentally Contaminated Sites for Commercial/Industrial Use**

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) encourage the clean-up and use of environmentally contaminated sites for commercial and industrial use. The WDNR has established the Bureau for Remediation and Redevelopment Tracking System (BRRTS) database which identifies environmentally contaminated sites. The most commonly listed types of sites are the following:

- ◆ Spills, a discharge of a hazardous substances that may adversely impact, or threaten to adversely impact public health, welfare or the environment. Spills are usually cleaned up quickly.



- ◆ LUST, a Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by DNR and some are reviewed by the Dept. of Commerce.
- ◆ ERP, Environmental Repair Program sites are sites other than LUSTs that have contaminated soil and/or groundwater. Often, these are old historic releases to the environment.

Within the Town of Pine Lake one ERP site was identified on the database, however no other sites were listed. The site was listed as being located on STH 17 and has since been closed, indicating that no further action at the site is necessary. Therefore, the Town of Pine Lake does not have any environmentally contaminated sites that would be available for commercial or industrial use at the present time.

## **6.9 Economic Development Programs**

Economic programs offered by various local, state and federal agencies or groups are identified within this section. The following list is not all-inclusive.

### **Wisconsin Department of Commerce**

The Wisconsin Department of Commerce (WDOC) has several grant programs and services available to communities or businesses within communities. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. WDOC also offers many more business assistance and financing programs as well as economic development news and statistics. For more information regarding available WDOC services call (608) 266-1018 or visit their website at "[www.commerce.state.wi.us](http://www.commerce.state.wi.us)" for a further list of programs and financial resources.

### **USDA, Wisconsin Rural Development Programs**

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs.

### **Joint Effort Marketing (JEM) Grant Program**

The Joint Effort Marketing (JEM) Grant Program provides partnership funding to help non-profit organizations promote tourism and to maintain a strong tourism industry in Wisconsin. JEM is based on state statutes and administrative rules that govern its administration, and permit the department to conduct a matching grant program with local non-profit organizations on a cooperative basis. The program offers Wisconsin's tourism communities a variety of options to assist in the development of marketing initiatives. Contact the Wisconsin Department of Transportation for further information.



## 7. Intergovernmental Coordination

This section provides information regarding existing plans or agreements between the Town of Pine Lake and other jurisdictions. In addition, this section identifies existing or potential conflicts, as well as processes to resolve such conflicts relative to joint planning and decision making between the Town of Pine Lake and other governmental units.

### 7.1 Pine Lake Intergovernmental Cooperation Goals and Objectives

**Goal:** *Establish mutually beneficial intergovernmental relations with other units of government.*

**Supporting Objectives:**

1. Pursue cooperative agreements regarding Boundary Agreements, annexation, expansion of public sewer and water services, and growth management between the city and the Town.
2. Identify alternative solutions to existing or potential land use, administration or policy conflicts that may hinder intergovernmental cooperation.
3. Coordinate the planning effort with Oneida County, the city of Rhinelander, adjacent towns, North-Central Regional Planning Commission, Wisconsin Departments of Administration, Transportation, and Natural Resources, and any other governmental unit that can add value to the planning process.

### 7.2 Pine Lake Intergovernmental Cooperation Policies and Recommendations

1. The Town should work with neighboring communities to match land use plans and policies along Town boundaries to promote consistency and minimize potential conflicts.
2. The Town should assess the potential for shared services that maintain or increase the level of public services at reduced cost.
3. The Town shall identify key negotiators such as spokesperson, facilitator (3<sup>rd</sup> person), and support staff (legal counsel, financial advisors) that would be utilized for any intergovernmental agreements or discussions.
4. Neighboring communities will be invited to any future meetings in which amendments or updates to the comprehensive plan are made or discussed.
5. Joint planning shall be developed with neighboring communities in areas where there is a common interest, potential for conflicts or where regulatory authority overlaps.

6. A multi-jurisdictional planning effort will be pursued when the comprehensive plan is updated.
7. A Boundary Agreement should be discussed with the City of Rhinelander.
8. Boundary (intergovernmental cooperation) agreement negotiations shall address the following components:
  - ◆ Identification of growth areas (city and town).
  - ◆ Density within growth areas.
  - ◆ Location of public infrastructure (roads, interceptor sewer, water mains, stormwater facilities) and facilities (e.g., parks).
  - ◆ Revenue sharing triggered by annexations.
  - ◆ Joint service agreements for city services.
  - ◆ Amortization of tax loss.
  - ◆ Joint development/design review standards for commercial and/or business development at interchanges.
  - ◆ Shared services (e.g., police, fire, and rescue).
  - ◆ Address impact of state statutes that allows city to take Town assets as part of annexation.
  - ◆ Adoption of local land use controls by the Town.
  - ◆ Extraterritorial plat review and zoning spokesperson, facilitator (3<sup>rd</sup> person), and support staff (legal counsel, technical advisors, financial advisors) that would be utilized for any intergovernmental agreements.

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

Formal cooperative arrangements in which the Town of Pine Lake currently participates are summarized in Table 7-1. The Town of Pine Lake has substantial involvement in providing municipal service programs to town taxpayers. The Oneida County Sheriffs Department provides police protection. The Town appears to very cost effectively participate in shared service programs. Besides the local volunteer fire department/EMS, most services are provided by the county or other entities, of which Pine Lake financially participates in to receive the service.

The year 2000 community planning survey found that a majority of residents were satisfied with the existing level of service provided by the town, or felt additional town services were necessary to meet the demands of population growth. Failure to meet the demand for services as they occur could have negative impact, including annexation to the city. As the Town of Pine Lake invests in its capability to provide additional services, tax impacts must be reviewed and evaluated within the needs of the cost of the demand vs. supply. As is the situation now, participation in intergovernmental agreements with neighboring communities can be of benefit to those demanding service and those paying for it.

**Table 7-1  
Intergovernmental Arrangements  
Town of Pine Lake**

Entity	Municipal Partner(s)	Function & Service	Contract Type	Duration
Pine Lake Fire Department	Town Taxpayers	Fire and EMS services to town property owners.	Mutual aid with surrounding governments.	Ongoing
Oneida County Sheriff's Department	Oneida County	Police protection	Intergovernmental	Ongoing
Oneida County Highway Department	Oneida County	Town road repair and maintenance.	Project specific	Per Project
Rhineland Area Library District	Rhineland, Towns of Pelican, Newbold, & Crescent	Joint library funding	Contract at \$84,000/year	Annual
Oneida County Emergency Management Coordinator	Oneida County	Emergency and disaster response	Intergovernmental	Ongoing

The following summarizes existing plans and the structure of intergovernmental agreements.

#### **7.4 Assessment of the Relationship (opportunities and conflicts) with Other Jurisdictions**

There are no known conflicts between the recommendations contained within the *Town of Pine Lake Year 2022 Comprehensive Plan* and the plans and policies of other jurisdictions. All known plans and ordinances of other jurisdictions were taken into consideration throughout the development of this plan. Numerous opportunities exist for the Town of Pine Lake and other jurisdictions to assess and possibly improve service delivery in a cost-effective manner.

#### **Cities and Villages**

The City of Rhineland, with a year 2000 population of 7,756 people, lies directly adjacent to the town. There are no adjacent villages to the town. The town's relationship to the city can be generally described as good, but there is little involvement between the respective governments other than what is displayed in Table 7-1. The city and town do not formally communicate relative to land use and often times do not need a formalized process for development review. The city's annexation policy predicates action to annex only when town property owner requests

service of some sort (typically sewer and water) that can not otherwise be provided by the town. The city does not have a land use plan but does have city zoning. Coordination of the town's planning process was executed through mailings and discussions with city staff.

### **Surrounding Towns**

The Town of Pine Lake has several intergovernmental relationships as identified on Table 7-1. Land use should be coordinated in the border areas as Sugar Camp to the north, Newbold to the north and west, Pelican to the south, and Stella to the east will be impacted to a degree by the town's plan. The Town of Newbold has an adopted plan and direct coordination should continue to take place in the border areas. A current copy of an adjacent town's plan, zoning, and preferred land use should be on file with Pine Lake for reference in case of a border land use or zoning issue, and vice versa. In addition, land divisions or approved uses that may affect community services, such as roads via increased traffic volumes or reconstruction, should be communicated to reduce potential travel conflict and coordinate emergency response routes.

As is the case now, joint service agreements should continue to be pursued and developed by the town with surrounding jurisdictions. Towns have an opportunity for cost savings through shared services, including road maintenance and construction; and coordination of trails, parks, waste management, and emergency response.

### **Oneida County**

The Town of Pine Lake and Oneida County have multiple areas of shared responsibility. Several county ordinances apply in the town, including shoreland zoning, non-metallic and metallic mining, sanitary, land division, and general zoning. The town is under the jurisdiction of the Oneida County Zoning and Shoreland Protection Ordinance. The communication and administration between the town and the county related to zoning may be the largest area of necessary coordination, and potential conflict, as rezoning should be approved by the town first, then approved by the county. The approvals should also be consistent with the comprehensive plan. Past precedence acknowledges the county and town have had a positive zoning relationship. Typically, the county will approve or deny a rezoning consistent with the town's preceding action. The intent of the town's planning process is to have the county acknowledge the town's plans through coordinated and consistent administration and decision-making of land use related decisions as long as those decisions are consistent with county goals & land use policy. Coordination and communication will be a key component between the town and the county.

Zoning and land use is also an area that has much opportunity. The county and town need to work together through the zoning decisions and land division review and to reduce redundancy and confusion in terminology and process. The town will continue to communicate with the county to develop a mutually beneficial implementation program to ensure orderly and efficient land use planning. The town should also seek to continue coordination with the Oneida County Highway Department for transportation planning.

## **School Districts**

The town should work with the Rhinelander School District to anticipate the future growth and facility needs of the district. Town population projections indicate a decline, whereas the actual population has risen well above the projections for the year 2000. Facility needs are apparent in any district over the long term, and the town should be cognizant of the potential enrollment impact of both growth and decline.

## **Regional Planning Commission**

There are nine Regional Planning Commissions (RPC's) that represent 67 of 72 counties within the State of Wisconsin. Oneida County lies within the planning jurisdiction of the North-Central RPC. Oneida County is a member of the RPC, which qualifies the county for local planning assistance. Typical functions of an RPC include, but are not limited to; comprehensive, intergovernmental planning; transportation planning and programming; water quality planning; collecting and analyzing data; conducting studies; sewer service area planning; economic development planning and grant writing; and meeting area wide requirements so local jurisdictions can receive federal grants. Working with RPC's may offer many benefits and local assistance options to the town at a reduced cost compared to the private sector. Membership dues are required. The town is eligible for services on a limited basis based on Oneida County's membership.

## **Wisconsin Department of Natural Resources**

The Town of Pine Lake was awarded a Lake Protection grant to assist the town in the development of its comprehensive plan. The town should continue to work with the WDNR to protect natural resources, as well as provide information and communication regarding land use and lake planning. It is equally important for the state to communicate with the town on matters related to lands held in state ownership. This instance is minimized as the state owns 166 acres in the town.

## **Wisconsin Department of Transportation (WDOT)**

STH 17 is the main travel corridor through the town. The town integrated all applicable state transportation plans and should continue planning and communication efforts with WDOT, as STH 17 will continue to have substantial impact on land use. Land use plans will need to be coordinated as TRANS 233, the WDOT access and use review regulation, applies along the corridor.

## **7.5 Intergovernmental Programs in Wisconsin**

### **66.0301 - Intergovernmental Cooperation**

Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, and sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

### **66.0307 - Boundary Agreements Pursuant to Approved Cooperative Plan**

Under Section 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan; and address the need for safe and affordable housing. The participating communities to the plan must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for state approval. Upon approval, the cooperative plan has the force and effect of a contract.

### **66.0309 - Creation, Organization, Powers and Duties of Regional Planning Commissions**

Wisconsin Statute 66.0309 permits local governments to petition the governor to create a regional planning commission (RPC). If local support for a commission is unanimous, the governor may create it by executive order. The governor may also create a commission if local governments representing over 50% of the population or assessed valuation of the proposed region consent to the creation. Commission members are appointed by either local governments or the governor.



State Statutes require the RPC to perform three major functions:

- ◆ Make and adopt a master plan for the physical development of the region.
- ◆ If requested by a local unit, report recommendations to that local unit on the location of or acquisition of land for any of the items or facilities which are included in the adopted regional master plan.
- ◆ Make an annual report of its activities to the legislative bodies of the local governmental units within the region.

RPC's are also authorized to perform several other functions, however, by law, they serve a strictly advisory role. Regional planning efforts that the Town may be involved in are discussed later in this section, under "Regional Coordination."

### **Annexation**

Wisconsin Statute, 66.021, Annexation of territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of 1 or more tax parcels from a town to a city or village. Cities and villages can not annex property without the consent of landowners as required by the following petition procedures:

- ◆ Unanimous Approval - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
- ◆ Notice of Intent to Circulate Petition (direct petition for annexation) - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
- ◆ Annexation by Referendum - A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20 percent of the electors in the territory.

### **Extraterritorial Zoning (Does this Apply with the City of Rhineland)**

Wisconsin Statute, 62.23(7a), Extraterritorial zoning, allows a first, second or third class city to adopt zoning in Town territory, 3 miles beyond a city's corporate limits. A fourth class city or village may adopt zoning 1.5 miles beyond its corporate limits.

### **Extraterritorial Subdivision Review**

Wisconsin Statute, 236.10, Approvals necessary, allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the

extraterritorial zoning statute. However, extraterritorial zoning requires Town approval of the zoning ordinance, while extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The Town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. This helps cities and villages protect land use near its boundaries from conflicting uses outside its limits. Overlapping authority by the city and village is prohibited. This situation is handled by drawing a line of equal distance from the boundaries of the city and village so that not more than one ordinance will apply.

### **Municipal Revenue Sharing**

Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement may be invalidated after the minimum 10 year period.

### **Incorporation**

Wisconsin Statutes, 66.0201 - Incorporation of villages and cities; purpose and definitions, and 66.0211 - Incorporation referendum procedure, regulate the process of creating new villages and cities from Town territory. Wisconsin Statute, 66.0207 - Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal Boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- ◆ Minimum standards of homogeneity and compactness, and the presence of a "well developed community center."
- ◆ Minimum density and assessed valuation standards for territory beyond the core.
- ◆ A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially.

- ◆ An analysis of the adequacy of government services compared to those available from neighboring jurisdictions.
- ◆ An analysis of the impact incorporation of a portion of the Town would have on the remainder, financially or otherwise.
- ◆ An analysis of the impact the incorporation would have on the metropolitan region.

## **7.6 Intergovernmental Cooperation Programs**

The following are intergovernmental programs available to the Town of Pine Lake. The following list is not all-inclusive. For specific information a program representative should be contacted.

### **66.0313 Law Enforcement; Mutual Assistance**

Upon the request of any law enforcement agency, including county law enforcement agencies, personnel may assist the requesting agency within the latter's jurisdiction. While acting in response to a request for assistance, the responders shall be deemed employees of the requesting agency. Refer to the statute for further information.

### **Office of Land Information Services, Municipal Boundary Review**

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation and cooperative boundary plans. Contact the Wisconsin Department of Administration, Office of Land Information Services for further information.

### **Wisconsin Towns Association (WTA)**

Wisconsin Towns Association (WTA) is a non-profit, non-partisan statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's 1,266 towns and to improve Town government. The association is organized into six districts and is headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin.

## **Local Programs/Possible Initiatives**

### **Joint Ownership Agreement Programs**

Local governments jointly purchase and share ownership of equipment that would be difficult for a single town or village to justify purchasing individually because of high cost and limited use.

### **Group Purchasing Agreements**

Local governments either buy goods in bulk or combine their bidding efforts to achieve unit discounts on materials and equipment.

### **Resource Exchange and Sharing Agreements**

Local governments rent equipment from one another or purchase services through the use of a per mile maintenance fee; trade equipment or personnel use on an in-kind basis; or share resources to accomplish projects of mutual benefit, such as jointly repairing a stretch of roadway

## **8. Land Use**

This element will address the existing and preferred development patterns, both of which are key factors affecting land use. The combination of public land use controls and private market demands, existing land ownership patterns, and the land and resource management programs are all major contributors to the character of Pine Lake.

A primary function of a comprehensive plan is to formulate strategy for the orderly transition and use of land. That is not an easy task considering the range of opinion and ideas relative to land use, property rights, and perspectives on community values. In order to attain the goals established through public participation and community involvement, a fundamental understanding of how the community has developed and why is key to developing a management strategy for future uses of the land. Coupled with the knowledge of existing real estate market forces and administration of regulatory controls, Pine Lake can effectively manage land use through development coordination and sensible land use controls. This chapter covers the range of issues that affect land use, and how the Town of Pine Lake intends to manage development.

### **8.1 Existing Land Use**

The first step in analyzing land use and the development pattern was to conduct an inventory of existing uses. The inventory classified land uses into 15 categories. Aerial photographs from 1998 were interpreted and digitized by Foth & Van Dyke; The Pine Lake Land Use Planning Committee conducted a follow-up “windshield survey” for areas accessible by road. The uses were mapped, color coded, and then calculated for area. For purposes of accuracy, the land use map was also available for review at public meetings. Oneida County had not completed the parcel base mapping for the town at the time of plan development, so general areas were configured from the aerial photos, plat maps, and the Oneida County base maps.

#### **The Land Use Development Pattern**

Undeveloped forested areas, open spaces, and surface water make up a majority of the land use in the town. Together surface water, forest and open space comprise more than 94% of the land uses within the town. Intensive land uses are defined as areas that are developed, which would include residential, commercial, and industrial uses, among others. Intensive uses comprise 4.4% of the total land use within the town. The majority of intensive land uses are single family residential and roads. Table 8-1 and Figures 8-1 and 8-2 display the land use acreage found in Pine Lake.

In the case of the Town of Pine Lake, the situation is somewhat simplified by the general dominance of forest as a land use. As can be observed from Table and Map 8-1, forest is the largest land use category with 83.4% or 23,891.9 acres within the town. A distance second is surface water, which occupies 10.9% or 3,146.8 acres. This data enforces the fact that the character and development of the Town of Pine Lake is closely tied to its natural resource base. The lakeshore areas on the town’s larger lakes are developing with both seasonal and permanent

single-family residential. Highway and community commercial developments are scattered in low concentrations in the eastern half of the town along STH 17. A large percentage of the existing commercial uses are home-based businesses, or structures that support both a primary residence and a business. These structures are primarily located along highway corridors and in more remote areas of town. The overall development is at low density with high concentrations along the lakeshores and the Wisconsin River corridor, and along the existing road network. There can be no comparison in percentage change of land uses over time as the Town of Pine Lake has not had a land use plan or map prior to the effort represented in this document.

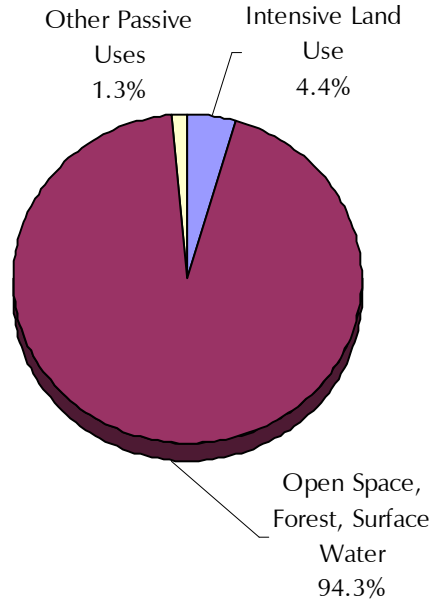
**Table 8-1  
Existing Land Use  
Town of Pine Lake  
2001**

Land Use Category	Acreage	Percent of Total
<b>INTENSIVE LAND USE</b>	<b>1,257.6</b>	<b>4.4</b>
<b>Residential</b>	<b>672.7</b>	<b>2.3</b>
Single Family	638.2	
Multi-Family	5.2	
Mobile Home Park	16.5	
Farmsteads	12.8	
<b>Commercial</b>	<b>165.4</b>	<b>0.6</b>
Community Commercial	21.8	
Highway Commercial	11.9	
Resort/Lodging	15.9	
Private Campground	77.2	
Nursery/Tree Farm	38.6	
<b>Industrial</b>	<b>15.9</b>	<b>0.1</b>
Industrial	3.5	
Active or Closed Landfill	4.9	
Active/Inactive Gravel Pits	7.5	
<b>Administrative, Safety and Assembly</b>	<b>7.3</b>	<b>0.0</b>
Government Facilities	3.7	
Public School	2.4	
Church	1.2	
<b>Communications, Utilities, Transportation</b>	<b>396.3</b>	<b>1.4</b>
Communications	0.2	
Road	372.9	
Railroad	23.2	
<b>PASSIVE LAND USE</b>	<b>27,512.1</b>	<b>95.6</b>
<b>Agricultural</b>	<b>198.3</b>	<b>0.7</b>
Farmland	198.3	
<b>Recreational</b>	<b>185.1</b>	<b>0.6</b>
Park & Rec	167.4	
Youth/Adult Recreation	17.7	
<b>Open Space</b>	<b>27,128.7</b>	<b>94.3</b>
Surface Water	3,146.8	
Forest & Open Space	23,981.9	
<b>Total</b>	<b>28,769.7</b>	<b>100.0</b>

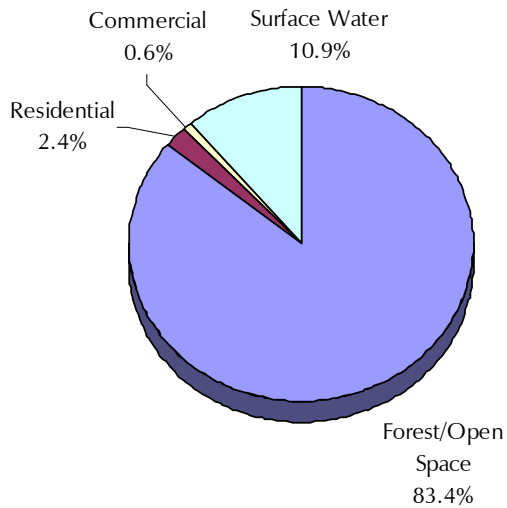
Source: Oneida County and FVD Digital Orthophoto interpretation, 2001.

# Map 8-1 Existing Land Use

**Figure 8-1  
Town of Pine Lake General Land Use, 2001**



**Figure 8-2  
Town of Pine Lake Existing Land Use, 2001**



Source: Oneida County and FVD Digital Orthophoto interpretation, 2001, Pine Lake Comprehensive Plan Committee. \*Intensive Uses includes Residential, Commercial, Industrial, Administrative, Safety and Assembly, Communication, Utilities and Transportation. \*\*Other Passive Uses includes Agricultural and Recreational.



The land use development pattern in the Town of Pine Lake is influenced by several key factors. These factors include:

1. Land ownership patterns.
2. Location of Industrial Forest lands.
3. Lands enrolled in Forest Management Programs.
4. Privately owned lands adjacent to area water bodies.
5. The location and function of the existing road network.

These key factors and their associated influence on the Town of Pine Lake's land use are responsible for much of the development pattern that exists today.

### **Land Ownership Patterns**

As previously stated, forest is the predominant land use feature within the Town of Pine Lake, accounting for approximately 83.4% of the total land use. Of this total, only 1.0%, or 291 acres, are in public ownership. Industrial forest holdings account for nearly 25% of land holdings. The predominant ownership pattern of lands in the town is private. Private ownership does not provide long-term insurance against major development pressure or potential conversions to intensive uses in what is now undeveloped land. Future development will result as a function of the private market demand in conjunction with land use regulation, which is how the town has developed to this point.

### **Location of Industrial Forest Lands**

Over 7,124 acres, or 24.8% of the town, is held and managed as industrial forest, primarily in the eastern portion of the town (see Map 8-2). On one hand, the large holdings contribute to the town's character, but also limit the development potential. On the other hand, the land holdings are private and could be held that way for a long time, or lands could be sold for uses other than forestry products, which seems to have a higher probability considering the recent ownership issues. The implications are substantial in either circumstance, which emphasizes the point of planning. As such, the continuation of forestry on this land, or conversion to other uses such as residential development or woodlands/open space, should be addressed to preserve the character of this portion of town.

### **Lands Enrolled in Forest Management Programs**

Contributing to the amount of forested land in the town are large tracts of privately owned properties which are enrolled in forest management programs. This includes over 1,916 acres scattered throughout the town. The three most common programs administered by the WDNR are the Woodland Tax Law, Forest Crop Law, and Managed Forest Law. The location of properties enrolled in the programs can be viewed on Map 8-2.

With respect to future land use change, lands enrolled in forest management programs provide some level of assurance that the use will continue in forestry. Under these programs, land can be removed or contracts can be allowed to expire. At that time of land transition, lands could be developed per the applicable zoning restrictions. With respect to the existing land use pattern, most enrolled properties are associated with larger parcels held in private ownership. The potential transition of these lands into other land use types (i.e., rural residential) will be a likely land use trend during the planning period.

### **Privately Owned Property Adjacent to Area Water Bodies**

The desire of property owners to establish seasonal or permanent residences along water bodies is as evident in the Town of Pine Lake as it is anywhere in Oneida or Vilas County. As Map 8-1 portrays, major residential developments can be witnessed along most of the town's water bodies. Three major trends are likely to continue throughout the planning period as they relate to this factor.

- ◆ Conversion of seasonal to permanent residences will increase as the baby boomer generation migrates northward for retirement settings.
- ◆ Waterfront development pressure will increase as fewer lakefront properties are available.
- ◆ Large privately owned parcels adjacent to existing lakes will face most of the development pressure for subdivisions.

### **Location and Function of the Existing Road Network**

The STH 17 corridor will continue to function as the major traffic route through the town. In addition, the majority of commercial uses are adjacent to it. The local roads, either town or county, serve most of the existing development. Development will continue to occur along the road network, in conjunction with the private market demands for property development. The town should also anticipate continued commercial development pressure along the STH 17 corridor. The appearance of future commercial development should be addressed by the town to ensure compatibility to community character and surrounding properties.

## **8.2 Land and Resource Management**

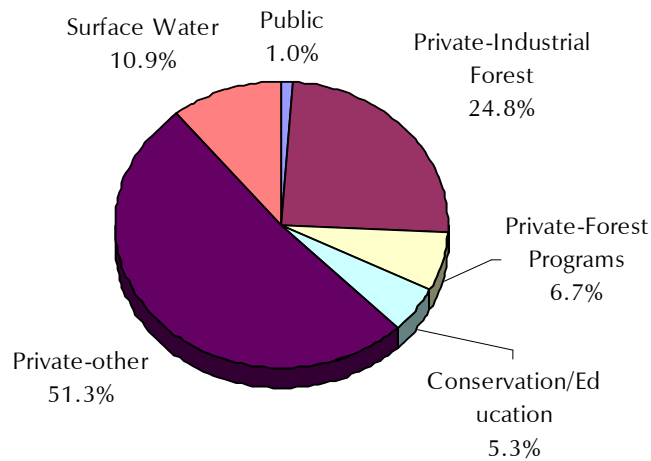
This section identifies the various land uses that directly involve natural resource management programs being utilized within the Town of Pine Lake. Utilization of these programs is important in preserving the town's rural character and natural resource base. Table 8-2 displays the program and total acreage of land enrolled in the various land and resource protection programs in Pine Lake.

**Table 8-2**  
**Land Enrolled in Resource Protection Programs, 2001**  
**Town of Pine Lake**

	Acres	% of Total
<b>Public</b>	<b>291</b>	<b>1.0</b>
State of WI-BCPL*	166	
Pine Lake Township	116	
WI-RSA #3	10	
<b>Private-Industrial Forest</b>	<b>7,124</b>	<b>24.8</b>
FCL	69	
MFL-Open	6,752	
MFL-Closed	0	
<b>Private-Forest Programs</b>	<b>1,917</b>	<b>6.7</b>
FCL	602	
MFL-Open	437	
MFL-Closed	878	
<b>Conservation/Education</b>	<b>1,524</b>	<b>5.3</b>
<b>Private-other</b>	<b>14,767</b>	<b>51.3</b>
<b>Surface Water</b>	<b>3,147</b>	<b>10.9</b>
<b>Total</b>	<b>28,769</b>	<b>100.0</b>

\* Board of Commissioners of Public Lands

**Figure 8-3**  
**Land Enrolled in Resource Protection Programs, 2001**  
**Town of Pine Lake**



Source: Oneida County Plat Book, 1998; Wisconsin Department of Natural Resources.

# Map 8-2 Land and Resource Management

Map 8-2 also reveals that nearly 51% of the town is privately held, and another 25% are held privately as industrial forest. The lack of public ownership is significant relative to long term resource management as the viability of large forestry tracts and commercial timber production will be managed individually by private landowners. It is important to identify how the privately owned woodlands are (or are not) managed, protected, or developed. The value which private landowners place on maintaining these areas as the long term growth pattern of the town will be greatly affected by how property owners manage their lands.

The Town of Pine Lake, like most of Oneida County and other northern Wisconsin towns are comprised primarily of significant tracts of woodland and forest cover. Woodland cover plays a key role in the function and value of sensitive environmental areas like steep slopes, wetlands and floodplains. Management of woodland vegetation is necessary to protect scenic beauty, control erosion, provide (critical) wildlife habitat, and reduce effluent and nutrient flows into surface water bodies/courses.

### **Forest Management Programs**

Woodlands in the town are owned and managed by several different entities including public, non profit conservation/educational organizations, private landholders for industrial forest, and other private landholders. Some private landowners may have their wooded land enrolled in one of the management programs offered by the WDNR, including the Managed Forest Law (MFL) program, or the Forest Crop Law (FCL) and Woodland Tax Law (WTL) programs (no longer open to new enrollment). Such programs have been established to preserve and protect woodlands through practicing proper management techniques. Most property enrolled in these programs will likely remain under management throughout the planning period, and possibly beyond, as many of the contract agreements associated with these programs are 25 years or longer in length. It is important to encourage private landowner participation in these programs in order to ensure the current aesthetics of the community exist in the future.

There are numerous benefits that result from participation in forestry management programs, including:

- ◆ Protection against over cutting.
- ◆ Low regular property tax.
- ◆ Protection against property tax hikes.
- ◆ Technical assistance for private forest lands.
- ◆ Predictable property tax.
- ◆ Long-term forestry investment. Preserves and manages wildlife habitat.
- ◆ Preserves “Northwoods” character.

Table 8-2 identifies the total acreage of wooded land within the town that is owned and managed by the public sector, conservation organizations, privately-held industrial forests, and private lands enrolled in forest management programs. The acreage owned by entities in the public

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sector includes all publicly held lands for forestry or other uses such as administration buildings and service facilities. These lands are referred to as property under some form of land and resource management. This information is also depicted in Figure 8-3.

Conservation and/or educational organizations own 1,524 acres within the town comprising approximately 5.3% of the town’s total area. These organizations are established with the intent of managing and maintaining woodlands and other natural features for the purpose of providing recreational, educational, or aesthetic opportunities. Such ownership in the Town of Pine Lake includes the Rhinelander School District and the Samoset Council Boy Scouts of America.

### 8.3 Building and Development Trends

This section will be used to identify building and development trends that have been occurring in Pine Lake and will also make some assumptions as to the future trends.

Land use activity can be tracked by a variety of means. Typically the issuance of permits relate the incidence of new housing starts, rezonings, or the number of land transactions translate into activity trends that impact the landscape. Table 8-3 provides figures for parcels created since 1980. Residential building, permits for commercial structures, and related land development activity are found in Table 8-4 as recorded by the Oneida County Zoning Department Annual Reports.

**Table 8-3  
Number of Parcels  
Town of Pine Lake  
1980-2000**

1980	1990	2000	# Change 1980-2000	% Change 1980-2000
2,096	2,210	2,428	332	15.8

Source: Oneida County Zoning.

**Table 8-4**  
**Composite Zoning Figures**  
**Town of Pine Lake**  
**1996-2000**

	1996	1997	1998	1999	2000
Dwellings	19	13	21	23	24
Remodel/Additions	47	51	50	41	25
Mobile Homes	4	9	2	0	1
Garages	37	22	43	37	30
Boat Houses	2	2	1	0	0
Septic Permits	55	47	44	55	37
Other	20	37	30	41	26
Special Use	4	8	8	8	5
Total Units	188	189	199	205	148
Estimated Value	3,162,960	2,371,307	3,194,480	3,572,614	3,274,561

Source: Oneida County Zoning.

**Table 8-5**  
**Subdivision Applications**  
**Town of Pine Lake**  
**1995-2000**

	1995	1996	1997	1998	1999	2000
Subdivisions	4	5	4	11	2	6
# of Lots or Units	10	13	10	40	17	38
Acreage	15.31	19.84	13.16	61.77	69.56	109.31

Source: Oneida County Zoning.

Between 1990 and 2000, the Town of Pine Lake averaged 22 residential building permits (new home construction) over the 11 year span, resulting in 244 new housing units (see Figure 2 1), not including mobile homes. In comparison, *Housing Unit Additions and Deletions for Wisconsin Municipalities* showed 228 new homes in Pine Lake over the same time period. Based on the comparison, the data for new structures is relevant and can be extrapolated for trend purposes. For purposes of this report, it is assumed the building permit is intended for a new structure, not replacement of an existing structure. Oneida County does not track new/replacement information as a part of the permitting process. In addition Commercial permit activity has been low, with only 5 permits issued since 1990. The past permit history provides a short-term window to assess development conditions in the town, and offers the ability to extrapolate the trends to future conditions.

## 8.4 Projected Supply and Demand of Land Uses over the Planning Period

Table 8-6 reports the estimated total acreage that will be utilized by residential, commercial/industrial, government/institutional and agricultural land uses for five-year increments throughout the planning period. These future land use demands are largely dependent upon population increases as well as a number of other factors.

**Table 8-6**  
**Projected Land Use Demand (acres)**  
**Town of Pine Lake**  
**2000-2025**

Year	Residential	Commercial/Industrial	Institutional	Agricultural
2000	672.7	181.3	403.6	198.3
2005	707.8	190.8	424.7	207.4
2010	744.7	200.7	446.8	217.0
2015	783.5	211.2	470.1	226.9
2020	824.6	222.2	494.7	237.4
2025	867.6	233.8	520.5	248.3

Residential includes single family, multi-family, farmsteads and mobile home park.

Institutional includes administrative, safety, assembly, communications, utilities and transportation.

Year 2000 acreage figures are the existing land use acres for each land use category within the town while year 2005 to 2025 acreage calculations are projected using linear trend population projections, as presented within the Issues and Opportunities Element. Projected demand for residential, commercial/industrial and institutional land use assumes that the ration of the town's 2000 population to the current land use area in each use will remain the same in the future. In other words, each person will require the same amount of land for residential use in the future as today. The projected increase in agricultural land use is based on Oneida County farmland trends from 1992 to 1997. Data from the 1997 Census of Agriculture, show that land in farmland increased by approximately 4.6% per year for the county. Therefore, although this is a trend that is not anticipated to continue, projected agricultural land use acreage assumes these trends will continue. The Institutional land category is one that may not increase as substantially as the others. The need for such property typically arises when there is a need for a school facility, church, hospital or other public use. The planning process has not identified such plans by a public or private entity relative to growth or expansion in the town, but the opportunity does exist for that to occur.

## 8.5 Development Regulations

A general description of existing land use controls and related issues pertaining to Pine Lake is presented within this section. Table 8-7 and Figure 8-4 display the existing zoning that is found within Pine Lake as reflected in Map 8-3.



## **Oneida County Zoning and Shoreland Protection Ordinance**

Oneida County via the *County Zoning & Shoreland Protection Ordinance* currently administers the main development regulation that affects land use in the Town of Pine Lake. Under Wisconsin Statutes, counties and local units of government are authorized to adopt "zoning" ordinances. Zoning is one method that can be utilized to implement or carry out the recommendations contained within a comprehensive "land use" plan.

The zoning ordinance consists of a map and written text. The zoning map arranges the community into districts or zones such as residential, agriculture, commercial or forestry. Within each of these districts, the text of the zoning ordinance specifies the permitted land uses, the size of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The goal of the zoning ordinance is to secure a reasonable development pattern by keeping similar and related uses together while separating incompatible uses.

A county may enforce a zoning ordinance as described above for the unincorporated areas of the county, that is, outside the corporate boundaries of cities and villages, but it is only effective if a town adopts it for application to its jurisdiction. Oneida County developed a zoning ordinance that was adopted by the town. The county's zoning ordinance identifies 12 zoning districts:

- ◆ District 1 - Forestry
- ◆ District 2 - Single Family Residential
- ◆ District 3 - Multiple Family Residential
- ◆ District 4 - Residential and Farming District
- ◆ District 5 - Recreational
- ◆ District 6 - Business (B-1)
- ◆ District 7 - Business (B-2)
- ◆ District 8 - Manufacturing and Industrial
- ◆ District 10- General Use
- ◆ District 11- Shoreland - Wetland District
- ◆ District 14- Residential and Retail
- ◆ District 15- Rural Residential

Appendix C displays the minimum lot area and dimensional requirements for uses and zoning districts. The zoning ordinance regulates the use, location, and density of development in the town, which are the exact parameters of what a comprehensive plan addresses relative to land use. The "Smart Growth" statute also requires consistency between plans and regulating ordinances, which needs to be addressed in Pine Lake as well. As an example, compare Figures 8-2 and 8-4. Figure 8-2 shows how lands are used and 8-4 shows how they are regulated. To clarify the point, 2.3% of lands are used as residential, yet 41.6% are zoned for single family residential, 83.4% of lands are forested, and yet only 29.8% are zoned for forestry. Another interesting item is Pine Lake does not have any commercial zoning, although some of the other zoning districts allow some commercial uses to occur. Both the existing land use and existing

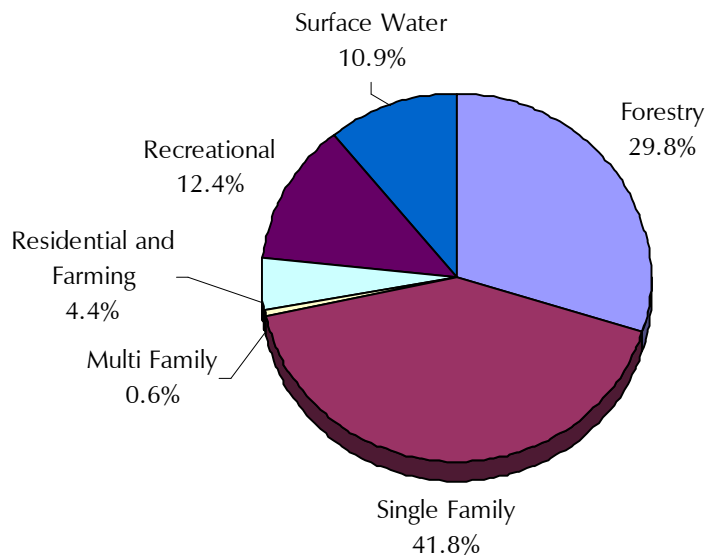
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zoning maps will play a significant role in how the town develops the preferred land use map. In addition, theTown of Pine Lake is not interested in administering their own zoning ordinance. The result of that statement is the town will need to continue to work with Oneida County on the regulation of land uses. The preferred land use map will need to consider the consistency requirement as it is developed.

**Table 8-7  
Existing Zoning, 2001  
Town of Pine Lake**

Zoning	Acres	% of Total
Forestry	8,571.4	29.8
Single Family	12,037.7	41.8
Multi Family	167.7	0.6
Residential and Farming	1,277.8	4.4
Recreational	3,567.9	12.4
Not Zoned	0.2	0.0
Surface Water	3,146.8	10.9
Total	28,769.4	100.0

**Figure 8-4  
Existing Zoning, 2001  
Town of Pine Lake**



Source: Oneida County

# Map 8-3 Existing Zoning

## **Oneida County Subdivision Control Ordinance**

Oneida County, as part of its land use regulations, established language governing the division of land into smaller parcels (Subdivision Control Ordinance). The ordinance establishes minimum standards for when and how a land division shall take place. These standards are in addition to the county zoning and shoreland protection ordinance, and are effective throughout Oneida County, except the incorporated areas. Subdivision regulations require the developer or landowner to meet certain conditions such as complying with street and lot layout design standards in order to receive subdivision approval. The town's minimum lot sizes must be met under the zoning regulations, and the land division must meet the county requirements. The county subdivision ordinance defines subdivisions as the division of a lot, parcel or tract of land by the owner thereof or his agent for the purpose of transfer of ownership or for building development:

1. Where the act of division creates five or more parcels or building sites of 1½ acres each or less in area, pursuant to section 236.02(8) Wis. Stats.
2. All other divisions of land where two or more parcels of five acres each or less in area are created within a five year period.
3. Where two or more parcels of 10 acres each or less are created within a five year period and the lots are not served by a town road, county trunk, or state or federal highway.

## **Private On-Site Wastewater Treatment Systems Ordinance**

The Town of Pine Lake does not have a sanitary district or public sewer service available in the town. All wastewater treatment is done with private on-site wastewater treatment systems (POWTS) as permitted through Oneida County and the State of Wisconsin. This ordinance is adopted to promote and protect public health, safety and welfare as well as groundwater and surface water supplies by assuring the proper siting, design, installation, inspection, maintenance and management of private sewage systems and non-plumbing sanitation systems.

In order to achieve these purposes, it is the intent of this ordinance to include, among other things, the following methods and strategies:

1. Developing a sanitary permit program that continues to ensure public health, safety and welfare to the residents and visitors of Oneida County.
2. Limiting the use of holding tanks to protect surface water and groundwater resources.
3. Maintain and improve the inspection and enforcement processes for new system installation.
4. Improve the maintenance and tracking program for systems previously installed as well as new systems installed each successive year.

5. Allow municipal ownership of systems servicing multiple structures on different parcels.

### **Town of Pine Lake Ordinances/Codes**

The town has many different ordinances that regulate activity and operations in the town, as well as other freestanding regulations. The following list displays the existing ordinances and regulations in the town. The most applicable ordinance affecting land use is the zoning code.

- ◆ #00 01 - Confidentiality of Income & Expenses Provided to Assessor
- ◆ #04 01 - Plan Commission
- ◆ #04 02 - RECORDS Retention & Disposal
- ◆ #00 02 - Minimum Highway Design Standards
- ◆ #00 03 - Driveway Ordinance
- ◆ #4-Restrictive Parking on Town Highways
- ◆ #12 License and Regulate the sale of Intoxicating Beverages
- ◆ #20 Duties of Constable
- ◆ #3-1970- Regulating Single Wide Manufactured or Mobile Homes
- ◆ #1-Speed Zone Ordinance
- ◆ #2-Animal Ordinance
- ◆ #5-Public Nuisances Ordinance
- ◆ #6-Control the placement of unlicensed motor vehicles
- ◆ #7-Standard Gas Code
- ◆ #8-Regulation and Use of Firearms
- ◆ #9-Regulate the Large Assembly of persons
- ◆ #10 Assign Town Road Names
- ◆ #11 A Joint Action Emergency Government Ordinance w/Oneida County
- ◆ #13 Regulating the Collection of Garbage and Refuse & Mandatory Recycling
- ◆ #96 1- Prohibition against the Deposit of Snow onto Town Roads
- ◆ #98 1- Increase Size of Board to five members
- ◆ #99 01 - Wisconsin Administrative Building Permit Applicants
- ◆ #99 02 - Wis Uniform Dwelling Code
- ◆ Resolution #84-1- Subdivision or plat regarding roads
- ◆ Resolution dated 4.14.70 Village Powers
- ◆ Fire Code Ordinance General Requirements
- ◆ Resolution - Board of Review Hours

### **8.6 Supply, Demand and Price Trends of Land**

The following tables detail trends in agricultural and forestland sales for Oneida County.

**Table 8-8**  
**Agricultural Land Sales**  
**Oneida County**  
**1999-2001**

	1999	2000	2001	# Change 1999-01	% Change 1999-01
<b>Agricultural land continuing in agricultural use</b>					
Number of transactions	5	2	5	0	0.0%
Acres sold	162	40	272	110	67.9%
Dollars per acre	\$951	\$2,212	\$1,375	\$424	44.6%
<b>Agricultural land being diverted to other uses</b>					
Number of transactions	1	2	2	1	100.0%
Acres sold	69	155	140	71	102.9%
Dollars per acre	\$1,962	\$1,027	\$1,570	-\$392	-20.0%
<b>Total of all agricultural land</b>					
Number of transactions	6	4	7	1	16.7%
Acres sold	231	195	412	181	78.4%
Dollars per acre	\$1,253	\$1,270	\$1,442	\$189	15.1%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 1999-2001.

**Table 8-9**  
**Forest Land Sales**  
**Oneida County**  
**1999-2001**

	1999	2000	2001	# Change 1999-01	% Change 1999-01
<b>Forest land continuing in forest land</b>					
Number of transactions	47	31	27	-20	-42.6%
Acres sold	1,792	1,396	1,040	-752	-42.0%
Dollars per acre	\$1,178	\$1,442	\$2,174	\$996	84.6%
<b>Forest land being diverted to other uses</b>					
Number of transactions	4	6	7	3	75.0%
Acres sold	169	807	186	17	10.1%
Dollars per acre	\$1,370	\$1,711	\$2,174	\$804	58.7%
<b>Total of all forest land</b>					
Number of transactions	51	37	34	-17	-33.3%
Acres sold	1,961	2,203	1,226	-735	-37.5%
Dollars per acre	\$1,194	\$1,541	\$2,174	\$980	82.1%

Source: Wisconsin Agricultural Statistics Service, Forest Land Sales, 1999-2001.

## 8.7 Land Use Trends and Growth Pressures

The following land use trends and predictions were developed based partly on the analysis of the background data which was presented in the previous sections of this report. Other predictions are based on local, regional or statewide trend data. These trends or growth pressures identify the characteristics that are likely to be experienced within Pine Lake throughout the planning period. These trends should be viewed as the forces the town must be prepared to address over the next several years.

1. Lakeshore areas will continue to receive the bulk of the residential development pressure. Residential development will also occur on larger lot, off-water, forested areas
2. Commercial development demands are anticipated along STH "17" corridor and CTH "W".
3. Permanent population is projected to grow through the year 2020; seasonal population growth is expected to increase slightly.
4. It is estimated between 200 and 250 new homes will be developed in the town over the next 20 years.
5. The town will continue to see larger houses along the lakeshore and increased demand for higher density developments on lakefront property.
6. Traffic volumes are forecasted to increase significantly along the STH "17" corridor, and to some degree along CTH W.
7. Increased demand for services and housing related to the aging population will occur over the next 20 years.
8. Forest Land Transactions will have a large impact on land ownership and development.
9. Recreation and tourism will continue to play a major role in the local and regional economy.
10. Multi-use trails and outdoor recreation opportunities will be developed to accommodate increased demands.
11. The town will see increased administration for local control.
12. Increased coordination will need to occur between town and county

## 8.8 Preferred Land Use

This section of the comprehensive plan will identify and present the year 2022 Preferred Land Use Map and Plan for the Town of Pine Lake. The Preferred Land Use Map graphically represents the desired arrangement of preferred use of land on the Pine Lake landscape 20 years into the future. The Preferred Land Use Plan will serve as a flexible guide to local officials for the future development of the community. The plan should be used as a guide to assist in the town's decision making process.

To arrive at a workable plan that will be both effective and implemented, the plan must account for past development activity as well as current market factors, conditions, and trends that shape where and how land will be developed. Because land use is a people-oriented process, personal opinions, desires, attitudes, and legal and political considerations all have land use impacts and play significant roles in land use decisions. Initiated from issue identification, the following goals and objectives serve as the building blocks for plan development.

## 8.9 Town of Pine Lake Land Use Goals and Objectives

This section includes the goals and objectives of the land use element. The recommended policies and programs are included in other sections of this element. Together, the goals, objectives, and polices provide the framework for the desired future of land use and how the town intends to accomplish it. Wisconsin planning law requires that the land use element construct "a compilation of goals, objectives, policies, maps and programs to guide the future development and redevelopment of public and private property."

***Goal 1: Provide for a well-balanced mix of land uses within the Town.***

### ***Supporting Objectives:***

1. Identify preferred land use areas which contain areas of similar feature and function and can coexist with one another (i.e. agricultural, residential, commercial etc).
2. Identify natural resources, environmentally sensitive features, open spaces, cultural and historic resources so that these areas can be preserved and integrated as a valuable feature of new development.
3. Conserve the majority of the town's rural lands by focusing new areas of growth within or near existing areas of development where adequate public facilities and services exist or are planned.
4. Identify preferred areas for rural residential growth outside of existing developed areas such that impacts on productive farmland, forestry, natural areas and open space are minimized.



**Goal 2: *Avoid incompatible land uses.***

***Supporting Objectives:***

1. Complete a mapping inventory of land use, zoning, resource protection (ownership), and water features to evaluate the conditions, features, density, location and uses that occupy the land.
2. Analyze land use trends and potential land use conflicts that may impact development or redevelopment.
3. Develop a preferred land use map for the preferred use, location, and density of land uses for the next twenty years.
4. Establish basic design standards to protect and promote the character of the town, while also buffering incompatible land uses.

**8.10 Town of Pine Lake Land Use Policies**

All policies are contained within the Year 2022 Preferred Land Use Plan classifications and are discussed at length throughout this section.

**8.11 Land Use Programs**

Land use programs that will be utilized by the Town of Pine Lake over the planning period are covered within previous sections of this element.

**8.12 Preferred Land Use Map and Classifications**

The Year 2020 Preferred Land Use Map represents the desired arrangement of preferred land use on the Town of Pine Lake landscape 20 years into the future. Preferred land use was classified into seven categories to broadly identify the desired future condition of lands defined within the class boundary. This plan is intended to reflect community desires and serve as a guide for local officials to coordinate and manage future development of the town. The following preferred land use classifications are proposed to allow discussion and debate. The classifications are not zoning districts and do not have the authority of zoning. Although advisory, the preferred land use map and classifications are intended to be used by town officials as a guide when reviewing lot splits, re zoning requests, and revisions to the town zoning map as necessary.

## **Lakeshore Residential (Yellow)**

- ◆ Preferred Use & Location? Single-Family residential development located along or in close proximity to shoreland areas and developed areas with road and highway access.
- ◆ Density? Low density residential area to reflect existing development pattern.
- ◆ Lot size? Proposed waterway classification system based on lake size to regulate on-water development. Lakes 50 acres or less in area should have 250' frontage width and a minimum lot size of 50,000 sq. ft. Lakes 50 acres to 500 acres should have 200' frontage width and a 40,000 sq. ft. lot size. Lakes 500 acres and above in size should have 150' of water frontage and a 30,000 sq. ft. Lot size. All lots of record would not be affected.
- ◆ All lake lots would have a minimum lot size of 50,000 sq. ft. and a 100' road frontage requirement. 2.0 acre backlots, 50,000 square feet lake lots with 200 feet minimum frontage.
- ◆ Conditional Uses? Home Occupations in accordance with existing Oneida County zoning standards.
- ◆ Purpose? Quiet, comfortable residential living.
- ◆ 11.7% of total preferred land use.

## **Intent and Description of Classification**

This classification is intended to maintain high quality single family residences mostly around the lakes and surface water within Pine Lake, consistent with the existing development and zoning pattern. A majority of residential development exists along the Wisconsin River system and inland lakes, with many of the shoreline parcels being developed or merged with smaller parcels to allow for larger on-water lots. As a result, development is 'rippling' off the water to the second tier, back-lot parcels. The cost of the lots is increasing as well. The back lot parcels are typically larger than the on-water parcels.

Planning for residential areas along the lakeshore makes sense, as the private market will continue to exert pressure for on or near water development. In addition, the town road network, which was constructed over time to serve the developing lakeshore areas, now can serve a majority of the developed or planned development areas of the town without much additional expense.

Although residential densities are significant along the lakeshore areas, no public water or sewer service is available, nor will it be in the foreseeable future. All water and sewer needs are provided by private onsite systems. If there is an opportunity for long term public sewer development, the area may include lands in sections 25, 30, 29, and 36 which can be generally described as the highly developed Wisconsin River shoreline including Boom, Bass, Creek, and Thunder Lakes. Although the likelihood of sewer in this area is remote, planning for the

potential of future service needs to be discussed as the quality of the natural environment is of primary importance. In response to the environmental quality issue, the town is proposing a 3-tier lakes classification system, as noted prior, to address residential density along the lakeshore. The proposal will need to be coordinated with Oneida County as the related issues of administration and enforcement are primary to the success of the recommendation. The town is recommending larger minimum lot sizes and frontage requirements than Oneida County. The situation is very similar to the path taken by the Town of Newbold in Oneida County, which should be used as reference.

In terms of types of residential development, multifamily and condominium developments would not be consistent with the existing land uses and character of development surrounding the areas planned for single family. Higher density development should not be considered without the installation of adequate waste disposal, conditions applied through a plan amendment as indicated in the implementation element, and public input from surrounding property owners.

The lakeshore areas in the town also used to have many resorts and vacation accommodations, which in essence helped build the town and its character. Over time, a majority of the resorts have gone out of business and have been converted to housing. The remaining resorts have been designated as “Parks and Recreation” on the preferred land use map. Other than resorts, very little commercial development has taken place along the lakes and river system within the town. In general, future commercial development is not compatible with the existing land use pattern and should be steered to the commercially planned areas.

Properties within the single-family classification should be developed and improved to minimize impacts to the shoreline in order to preserve water quality; fish and wildlife habitat, shoreline aesthetics and other public natural resource values of the lakeshore. Property owners should be made aware of the benefits of a natural shoreline and encouraged to go “beyond” the minimum restrictions established within the Oneida County Shoreland Zoning Ordinance by increasing the setback distance of new structures, minimizing the amount of impermeable surfaces (roof, pavements) to limit runoff, and minimizing shoreline vegetation clearing.

Considering that development will continue to focus on the lakeshore, including the backlot areas, efforts to reduce lake and stream water pollution should be continued. Stream and lakeside buffer areas, vegetative management, and site development requirements should be considered as part of the town’s proposed Lakes Classification System to ensure that the marine ecosystem is capable of sustaining a viable number of game and non-game fish species and so that water quality is favorable for other recreation activities. It is recommended that the town, and more appropriately the county, evaluate the needs and usage of rivers, lakes, and flowages. Some efforts may be needed to ensure good water quality in surface waters for residents and visitors. The town and county should begin efforts to preserve and appropriately develop the Wisconsin River Corridor with best management practices (BMP's) for construction site erosion and water quality management. All levels of government should work in a cooperative effort to maintain the quality of this corridor for public recreation and to enhance water quality.

**Map 8-4 Year 2022 Preferred Land Use**

## **Policies and Recommendations**

- ◆ Propose, discuss and coordinate the proposed Lakes Classification system with Oneida County. Also coordinate with Town of Newbold.
- ◆ Support the existing town and county regulations that affect lakeshore development.
- ◆ Limit commercial development along the waterfront in areas that are not designated for such uses within the comprehensive plan. In the event an area meets county and town planning and zoning requirements and is not identified for resort or recreational development, the plan needs to be amended in accordance with section 9, Implementation.
- ◆ Encourage single-family residential development as the preferred type of land use along the lakeshore.
- ◆ Encourage development that preserves and protects the natural features of the site and water resource.
- ◆ Promote education programs that inform lakefront property owners of the benefits of a natural shoreland.
- ◆ Consider incentives to encourage shoreland owners to protect the shoreland.
- ◆ Work with Lake Associations to enforce programs that promote responsible use of the lakes.
- ◆ Assess long term viability of public sewer or cluster treatment systems in the densely developed area along the Wisconsin River as discussed in the plan.

## **Wooded Residential (Brown)**

- ◆ Preferred Use and Location? Residential development area intended to accommodate the continuation of residential development that is served by the existing town and county road network. Classification promotes residential in-fill and development where maximization of public services can be utilized.
  - ◆ Density and Lot Size? Requirements are two-acre minimum lot size with 200' public road frontage.
  - ◆ Conditions? Proposed 50' no-clear/cut area along public road with 100' building setback & 20' side yard setback.
  - ◆ Purpose? Efficient development while maintaining rural character along the road system.
  - ◆ 13.2% of total preferred land use.
-

## **Intent and Description of Classification**

The objective of this classification is to identify primary residential areas served by the existing public road network. Preferred lot sizes would be a minimum of 2.0 acres to maximize roadway investments. The classification could extend 500' from the public road centerline or be classified more generally in areas that are platted or residentially developed with similar lot sizes. Density should be managed to allow adequate space for the replacement of private on-site sewage treatment systems while minimizing aesthetic and water quality impacts.

The wooded residential classification is intended to be primarily residential. Home-based businesses should be accommodated as long as the uses are in accordance with county zoning requirements. Additional areas classified as wooded residential include lands that were previously platted, had similar lot sizes, or were located spatially in areas that precluded use of a different classification. The objective of this classification is to identify residential areas that are served by the existing town road network, thereby maximizing public roadway investments while facilitating low density, small town character. The character of development will have as much impact to the town as the development itself. As a majority of development is located along or is in direct relationship to the existing road system, the town felt a natural vegetation buffer and increased road frontage would be effective tools to address the character of development.

## **Policies and Recommendations**

- ◆ Assess the impact on community services as related to the service requirements of the proposed development.
- ◆ Encourage development that preserves and protects the natural features of the site and water resource.
- ◆ Maintain natural buffers or “areas of protection” along water bodies, roads, or existing developed areas to minimize potential conflict, maximize development potential, and facilitate the town’s rural character.
- ◆ Develop a town land division ordinance that addresses the intent of the classification so as to build compliance with the plan when new land divisions are created.
- ◆ Review the Oneida County Zoning Ordinance as it relates to home-based business standards and requirements. Assess the regulations for their applicability to the town of Pine Lake.

## **Rural Residential (Tan)**

- ◆ Preferred Use & Location? Intended for low density of development, including residential, agricultural uses, and possible low intensity commercial uses such as contracting. Generally in areas greater than 300' from a public road and in areas experiencing pressure to convert to a rural, low density, residential environment.
- ◆ Density & Lot Size? A five (5) acre minimum lot size is recommended for this area. Density may increase as density bonus could be earned through clustering development to reduce cost of providing public services.
- ◆ Conditional Uses? Limited commercial and recreational uses.
- ◆ Purpose? Rural, quiet living.
- ◆ 20.8% of total preferred land use.

The rural residential classification is designed to provide for low-density, residential uses typically located in forested, rural settings. The classification generally includes lands that are greater than 300' from a public road or lands between such instances that preclude lower density. Individual parcels could be 5.0 acres or larger in size. The rural residential classification also could allow as a conditional use limited commercial uses such as contracting or other uses that may need additional space for operations or separation from residential development. The number of dwelling units allowed on a parcel (density) could be increased through adoption of an overlay cluster development ordinance. Density bonuses could be earned through clustering new development near public roads or existing services which could coordinate public access, reduce cost of providing public services, and help preserve the town's interior lands.

## **Policies and Recommendations**

- ◆ The Town should encourage the voluntary submittal of conservation subdivisions in areas identified for Rural Residential. Conservation subdivision design is a method that requires dwelling units to be clustered (grouped) on smaller lots on a select part of the parcel, thus, leaving a portion of the parcel as dedicated open space (see Appendix D).
- ◆ The town should develop a land division code that includes language on the above-related provision as well as conformance to minimum lot sizes as directed by the comprehensive plan.
- ◆ In order to encourage the development of conservation subdivisions, the Town should require the submittal of two conceptual layouts (one conventional layout, one conservation subdivision layout at a 1" to 200' scale) to the Plan Commission prior to submittal of a preliminary plat.

- ◆ The Town should explore alternatives to development through various programs, such as the purchase of development rights by a land trust, conservation easements, or other methods whereby financial compensation could be provided to landowners in exchange for the development rights on the property.
- ◆ The town should coordinate the rural residential classification density provisions with Oneida County to assess potential impact and administration impacts to review of land divisions and subdivision approval.

### **Forestry (Dark Green)**

- ◆ Preferred Use and Location? Generally includes both public and private lands, lands in forest management programs, lands zoned forestry, lands utilized as industrial forest, lands beyond 1000' from public roads, or lands that do not have services such as electricity and access to public roads.
- ◆ Density and Lot size? Proposed 40-acre minimum lot size.
- ◆ Types of Uses? Seasonal dwellings and recreational use of property is recommended, which is consistent with the minimum eligibility requirement of the Oneida County Zoning Ordinance and the WDNR Managed Forest Law (MFL) program.
- ◆ Purpose? This area is intended to preserve large tracts of forested land and natural areas in the town. New road construction should be discouraged in order to prevent fragmentation of woodlands. New road development should be related to the forest products industry and should not be public unless otherwise approved by the town.
- ◆ 35.7% of total preferred land use.

### **Intent and Description of Classification**

The Forestry classification is intended to achieve the goal of preserving rural character and maintaining forestry integrity by preserving large tracts of forested land, while allowing for seasonal and recreational development. The Forestry classification consists of private and public forested lands and large wetland areas. Most of the area designated as forestry is publicly owned or already zoned for forestry. A 40-acre minimum lot size is recommended for the Forestry classification, which will maintain the large, undeveloped tracts of land that currently exist in the town. The larger lot size will also allow for eligibility for the WDNR Managed Forest Law (MFL) program. The MFL program provides property tax reduction incentives to landowners of wooded parcels at least ten acres in size. However, at least 80% of the land must be productive forest land (timber producing), land must be enrolled for either a 25 or 50 year period, and a DNR approved forestry management plan must be approved for the property. In addition to the forestry uses, low-density residential development within the classification still allows for development opportunity while reducing the potential service cost to rural development.



Another significant issue within this classification is the land ownership transition from privately-held, industrial forest lands to individual private ownership. The impact to the development pattern and the location of new development could be significant as the industrial forest land is subdivided and parceled off into smaller pieces. At the time of this report, the industrial forest ownership was still trying to maintain timber rights to parcels being sold to individual owners. The timber rights may loom significant, as potential buyers will have to assess the value of land and the value of timber rights in the purchase process, which could slow or even hinder potential land transactions.

During 2001, Oneida County was completing revisions to the county Zoning Ordinance. The town had the option to change the forestry zone designation from seasonal and recreational uses within the forestry zone only (Forestry Zone A) to allow for year-round residential (Forestry Zone B). The Town of Pine Lake voted to keep lands zoned forestry in the Forestry A designation, thereby maintaining the recreational and seasonal quality of lands in dedicated as forestry. The town decision bodes well in respect to the transition of land ownership from industrial forest and in the ability to only develop for recreational purposes. The combination of those two factors, combined with the proposed 40 acre lot size will steer new residential development to areas that already served by public utilities such as roads and utilities, and also direct development to areas planned for such uses as designated on the preferred land use plan.

### **Policies and Recommendations**

- ◆ Establish a 40-acre minimum lot size (1 recreational use per fractional 40 acres base density standard equivalent) for development in Forestry areas. Realizing that most "40 acre parcels" are not exactly 40 acres, a fractional 40 acre parcel is defined as any parcel 35 acres or greater under single ownership.
- ◆ Encourage development to occur in a manner that maintains the environmental quality and rural appearance of the area.
- ◆ In most instances, new road construction should be discouraged.
- ◆ As with the other classifications, the town should establish a land division ordinance to tie conformity of the land use plan to new land divisions.
- ◆ Private landowners in the town should be encouraged to participate in the Managed Forest Law program, or engage in some other form of formalized forest management practices, to ensure the preservation and health of the town's woodlands which define its "northwoods" character. There are numerous benefits which result from properly managing woodlands, including:
  - ◆ Protection against overcutting.
  - ◆ Low regular property tax (MFL).
  - ◆ Protection against annual property tax hikes (MFL).
  - ◆ Technical assistance for private forest lands (MFL).
  - ◆ Predictable property tax (MFL).
  - ◆ Long term forestry investment.

- ◆ Encourages woodland expansion.
- ◆ Preserves and manages wildlife habitat.
- ◆ Preserves "Northwoods" character.

### **STH 17 Mixed Use (Light Red)**

- ◆ Preferred Use and Location? This area along the STH 17 corridor is identified for mixed uses as the area already contains a mixture of residential and commercial development.
- ◆ Density & Lot Size? Residential and commercial uses proposed for 50,000 sq. ft. per dwelling.
- ◆ Conditions? Possible multi-family uses with additional 8,000 sq. ft. applied per each additional unit. Coordinate development with WDOT relative to access to STH 17; May need to assess internal road access to individual lots, frontage road development, shared driveway & cluster development options.
- ◆ Purpose? Providing specific areas for commercial development will help to avoid potential conflicts between primary residential areas and allow for business growth. General avoidance of large scale projects (i.e., big box, equipment/auto dealers, etc.) that would conflict with the character of the rural atmosphere.
- ◆ 5.9% of total preferred land use.

### **Intent and Description of Classification**

This classification is intended to provide for areas of commercial, business, and residential development concentrated primarily along the STH 17 corridor. Business uses should be a mix of highway business (auto dependent), tourist related ventures, community service and local contractor shops. The areas that have been identified for this classification are consistent with existing land uses, and the area zoning allows for commercial and residential development. In addition, providing specific areas for commercial development will help to avoid conflicts between residential development and scattered commercial ventures throughout the town.

In most cases with commercial development in the northwoods, or any development for that matter that can potentially impact the character of an area, initial reaction is often negative. The intent of this classification is to allow for commercial uses while addressing community character and development review issues that can harmonize the reactions to commercial development. The STH 17 corridor is the town's 'mainstreet', and potential future uses and development processes should be coordinated to address both what is being proposed and how the development will impact the community. The plan supports sensitive and low-impact development along the STH 17 corridor, and suggests that commercially designated areas be required to assess cluster development options as part of the development review. The STH 17 corridor also has existing Wisconsin Department of Transportation access restrictions along the highway frontage, which only supports the provision to assess cluster development options as

displayed in both the Node/Intersection Cluster and Internal Frontage Access graphics attached in Appendix D. Most development can be accommodated under existing regulations. However, the town should require that commercial development along the highway be planned and reviewed for the aesthetic impact to both the highway corridor and adjacent properties. Detailed site plans will help the town determine development conditions and will allow for public communication on the typical questions associated with development proposals that draw public concern.

Also, the town does not have an improved industrial site location with public sewer and water. Therefore, no areas have been targeted for industrial development. Light industrial uses could be accommodated within the STH 17 Mixed Use classification. However, if such an opportunity does arise, the conditions of approval would need to clearly specify site plan requirements that would address waste disposal, noise, traffic impacts, aesthetics, and landscaping provisions to name a few. The potential development should also be subject to Planned Unit Development regulations to allow the town and the public an opportunity to review and negotiate conditions of approval.

### **Policies and Recommendations**

- ◆ The Preferred Land Use Plan map identifies targeted areas along STH 17. Future commercial development should take place within these areas.
- ◆ Commercial development should be concentrated in order to create a compact development pattern.
- ◆ A linear or “strip” development pattern should be avoided by encouraging cluster infill and internal road access.
- ◆ Prior to the approval of any rezoning for commercial development, for larger-scale developments, the applicant should submit a plot plan that can demonstrate that the site has sufficient and usable space for principal and accessory structures, storage areas and parking, and allows for proper vehicular circulation to and within the site. In addition, town officials should consider attractiveness or physical appearances, maintenance, ingress/egress, safety, traffic, waste management and impacts on neighboring land uses.
- ◆ The town should meet with business and property owners to assess potential development of community-based guidelines and standards to improve aesthetics of the downtown area.
- ◆ Add a Planned Unit Development (P.U.D.) provision to the town zoning code that requires and reviews a site plan and that addresses related development issues as discussed in the above narrative.
- ◆ Assess the impact on community services as related to the service requirements of the proposed development, potentially including sanitary services and water.

## **Government/Institutional (Purple)**

- ◆ Preferred Use and Location? Intended to accommodate the current and planned location of the Pine Lake Community Center/Town Hall, Fire Station & Town Shop. This classification also includes the Pine Lake School and town-owned lands dedicated to public services.
- ◆ Density and Lot Size? None
- ◆ Conditions? The existing government and institutional land uses appear to be adequate for the next several years, however assessment of service needs should be evaluated annually.
- ◆ Purpose? Perform government functions necessary for town operations.
- ◆ 0.5% of total preferred land use.

## **Intent and Description of Classification**

This classification is designed to accommodate the current location and potential future expansion of the Community Center, community churches, and related public services and uses. The existing government and institutional land uses within the town are adequate for the next several years. However, as the town grows during the 20-year planning period, the town should continually review the need for expanded services as required by additional population.

## **Policies and Recommendations**

- ◆ Encourage proper maintenance and appearance of publicly owned sites.
- ◆ Promote the use of existing government and institutional buildings in order to maximize the use of existing resources.
- ◆ Work with the Rhinelander School District to anticipate and coordinate growth and expansion needs.

## **Parks and Recreation (Light Green)**

- ◆ Preferred Use & Location? Public facilities for youth; Community recreation and education facilities; existing park, recreation and resort areas. This classification is intended to accommodate the location of both public and private park and recreation facilities that serve the area, including but not limited to the Pine Lake Community Park, the Hodag Festival Grounds, private campgrounds and hunting clubs, the Rhinelander County Club, public boat launches, and resorts.

- ◆ Existing resort facilities may or may not be documented on the Preferred Land Use Map. Existing licensed resort facilities are recognized and incorporated into this classification.
- ◆ No additional parks or boat launches are planned. The town should coordinate, maintain and improve the existing public park and recreation facilities as needed.
- ◆ Trail development and linkage to future town and county network to be explored.
- ◆ 1.3% of total preferred land use.

### **Intent and Description of Classification**

The Parks and Recreation classification is intended to accommodate the uses related to public and private recreation and recreational businesses. In terms of outdoor recreation, given the fact that Pine Lake is a rural town on the edge of a city, many active recreational user demands are satisfied through accommodations provided through the School District and the City of Rhinelander. The town does have one ball park (Pine Lake Park) that offers limited field activity. Hodag festival grounds are also located in the town and offer a significant recreational opportunity for the region and state during the Hodag Music Festival and other events.

However, the town does not have, nor has identified, specific areas for additional park developments. The town will maintain the Pine Lake Park, but does not have plans for expansion or purchase of additional acreage or facilities. The opportunity does exist to plan for and potentially develop a town trail system, although there are no plans or funds for additional parks or trails in the town budget. Overall, the town trail development could be coordinated with road reconstruction in the form of widened shoulders, or could be coordinated with new developments as they occur. In any event, the town needs to address the outdoor recreation opportunity as it relates to demand of the local population and desire for expanded facilities.

In addition, snowmobiling is a major economic and recreational component of the town. The continuation of snowmobile trail access throughout the town is crucial and is of primary importance to the recreational opportunity and associated economic benefit in the town. Securing trail location approvals and functionality of the trail system depends heavily upon the snowmobile clubs and private effort.

In general, it should be recognized that the Town of Pine has a significant seasonal population and a number of tourists that pass through the area to visit a variety of lakes, surrounding towns, and tourist destinations in both Oneida and Vilas County. It is possible that the town could receive development proposals for mini-golf and go-carts, riding stables, or additional campgrounds. Park and recreation-type development proposals need to be reviewed carefully for their consistency with the vision statement, goals and objectives, and other policies and programs established as part of the Town of Pine Lake comprehensive planning process.

This classification is also intended to provide for areas previously designated as or currently utilized as, resorts and/or recreation areas. The planning process discovered that the few remaining resorts, or the lands held for that purpose, were rezoned to single family residential during a county-driven process a decade prior. The resort owners who were contacted and/or made their intent of use known to the town during the planning process were reflected as such on the Year 2022 Preferred Land Use Map. The preferred land use plan designated the properties with existing resorts, as well as those that indicated similar uses. The following list of licensed resort facilities was documented at the time of plan adoption.

ID	Facility Name	Type	Street	Size	Zoning
0314651	Pine Harbor Resort	Hotel (5-30 Rooms)	3999 Trails End Road	10 Cabins	Single Family
0314665	Birchwood Lodge	Hotel (5-30 Rooms)	3960 Moen Lake Rd.	13 Cabins	Single Family
0314620	Mickey's Sunset Resort	Hotel (5-30 Rooms)	5638 Silent Drive	15 Cabins	Single Family
0315176	Sturms Last Resort	Hotel (5-30 Rooms)	4387 Sun Valley Road	13 Cabins	Single Family
0314660	Larsons North Haven	Hotel (5-30 Rooms)	3937 Moen Lake Rd.	5 Cabins	Single Family
0516502	Conros Resort	Motel (5-30 Rooms)	4065 Moens Lake Road	9 Cabins	Single Family
0415524	Pine Valley Lodge	Motel (5-30 Rooms)	3980 Lake Shore Drive	10 Cabins	Single Family
0514618	Moonlight Resort	Motel (5-30 Rooms)	4240 Lake Shore Drive		
7000298	Northern Pines Resort	Tourist Rooming House	5461 Mannor Road	4 Cabins	Single Family
0714626	Oaken Bucket Resort	Tourist Rooming House	Route 2 Wis. River	4 Cabins	Recreation
0714646	L&G Finger	Tourist Rooming House	5410 Nature Rd.	2 Cabins	Single Family
0714635	Home Sweet Home	Tourist Rooming House	4128 Lakeshore Dr.	3 Cabins	Single Family

The combination of town and county shoreland regulations is more than adequate to address the environmental concerns and potential impact of a large resort development. The existing resorts would continue to be intermixed with seasonal and permanent residences. In addition, the plan recommends that public input be facilitated in the event of a resort or similar development proposal in the town.

### **Policies and Recommendations**

- ◆ Work with Oneida County, private clubs, and the state of Wisconsin to improve existing boat launch facilities when necessary and evaluate future needs for public access to the lakes.
- ◆ Support expansion of multi-use trail development in the town and the town's connection to adjacent communities.
- ◆ Recreational facilities should locate adjacent to or near the developed areas of the town.
- ◆ Work with developers and encourage the development of conservation/cluster subdivisions in areas identified in this plan in order to develop an interconnected network of community greenways that link neighborhoods and other nodes of development.

- ◆ Existing resorts or areas designated for such uses should be classified as such on the preferred land use map in accordance with proper review and procedure by the Plan Commission, the Town Board, and Oneida County.
- ◆ New resort developments or modifications and improvements to existing resorts should be developed in such a way as to minimize their aesthetic and other impacts on adjacent properties and the waterway itself.
- ◆ Suggest the county add a Planned Unit Development (P.U.D.) provision to the county zoning code that requires and reviews a site plan and that addresses related resort development issues as discussed in the above narrative.
- ◆ Assess the impact on community services as related to the service requirements of the proposed development.

### **Natural Features (Blue X-Hatch)**

- ◆ This area is intended to identify environmentally sensitive areas within the town that are regulated by state and federal agencies. These areas consist of WDNR identified wetlands and floodplains, which covers 41.3% of the town. Surface Water comprises the remaining 10.9% of total land use in the town.
- ◆ These areas provide scenic open space and contribute significantly to community character, wildlife habitat, stormwater management, and help improve water quality.
- ◆ Other than trails or environmental education related activity, these areas should be maintained in their natural state and development should be avoided.

### **8.13 Growth Accommodations**

Table 8-10 displays the relationship between the Town of Pine Lake preferred land use classifications as they pertain to the Year 2022 Preferred Land Use Map acreage. Each preferred land use classification area was calculated for gross acreage. Existing developed lands, public lands that cannot be developed due to physical characteristics such as wetlands and surface water were deducted from each preferred use gross acreage to arrive at the "available" land calculation (lands that could be developed). A 20% flexibility factor was applied to the acreage to adjust for property that may not be developed, and for existing and future roads. The established minimum lot sizes identified in the preferred land use classification were then applied to the "available" land category to arrive at the number of potential housing units that could be constructed within the classification.

**Table 8-10**  
**Year 2022 Preferred Land Use Classification Acreage**  
**Town of Pine Lake**

Land Use Plan Classifications	Total Acres	% Total Acres	Wetlands/ Developed/ Public Land	Available Land	Available Land Minus 20% Flexibility Factor	Preferred Minimum Lot Size (acres/unit)	Potential Dwelling Units
Lakeshore Residential	3,376.2	11.7%	1,778.8	1,597.4	1,277.9	1.5*	851.9
Wooded Residential	3,789.3	13.2%	1,068.3	2,721.0	2,176.8	2	1,088.40
Rural Residential	5,976.5	20.8%	2,298.8	3,677.7	2,942.2	5	588.4
STH 17 Mixed Use	1,697.7	5.9%	752.3	945.4	756.3	1.5	504.2
Forestry	10,267.6	35.7%	4,540.4	5,727.2	4,581.8	(40.0)	(114.5)
Parks & Recreation	379.7	1.3%	379.7	0.0	0.0	2	0
Government/Institutional	135.3	0.5%	119.9	15.4	12.3	-	0
Water	3,146.8	10.9%	3,146.8	0.0	0.0	-	0
<b>Total</b>	<b>28,769.1</b>	<b>100.0%</b>	<b>14,085.0</b>	<b>14,684.1</b>	<b>11,747.3</b>	<b>-</b>	<b>2,918</b>

\*acreage calculated for backlots (off water). Densities for on water lots will be of higher density as regulated by Oneida County, therefore will allow more housing units in this category.  
Source: Foth & Van Dyke, 2002.

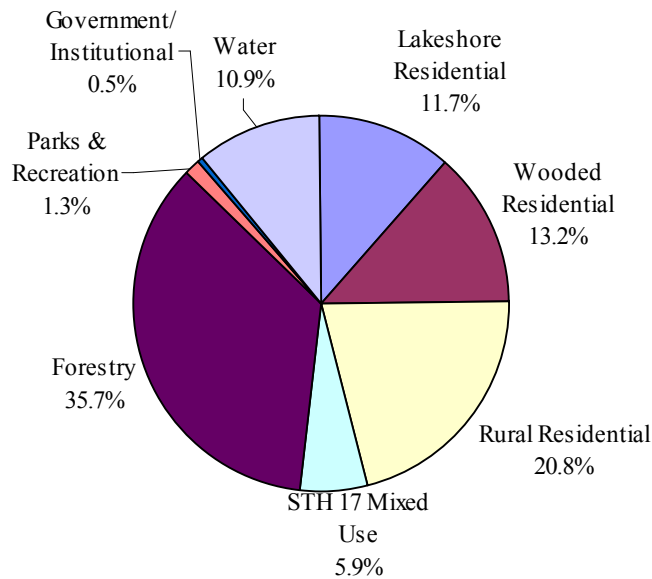
In determining the relative "restrictiveness" of the preferred land use plan, comparisons had to be made to the Town of Pine Lake growth forecasts discussed in previous sections of this plan. Adjusted housing unit projections formulated from Town of Pine Lake permit data and from the Wisconsin Department of Administration were compared to the available housing unit calculation. Based on the projected housing unit calculations, the data suggests available acreage exist in all classifications to accommodate even the most aggressive growth scenarios, over several decades of growth.

Based on the town's past development trends, the town has averaged 22 new homes per year. Projecting the same trend in residential growth to Table 8-10 demonstrates the Year 2022 Preferred Land Use Map has not restricted the town's ability to grow, it has only specified areas that are consistent in the use, location, and density of development. The potential for 2,918 new structures (housing units or structures the plan could accommodate far exceeds growth projections for decades to come (actually, 132 years). Overall, the preferred land use classifications are designed to notify landowners and residents the intent of use, thereby facilitating conformance to the planned character of the classification, not to necessarily limit growth.

Growth in the town is inevitable. If growth is not managed according to a community ethic, the town could pay a high price through the loss of intrinsic value, or the sense of place that stimulated many to live or own property. To accomplish the goals and vision set forth in this document, the Town Board, residents, and Oneida County must work together in an organized and cooperative manner on all planning efforts in the town and county.



**Figure 8-5**  
**Year 2022 Preferred Land Use Percentage of Total Acreage**  
**Town of Pine Lake**



Source: Foth & Van Dyke, 2002.

### 8.14 Smart Growth Area Designations

A Smart Growth area is defined as, “an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development at densities which have relatively low municipal, state governmental and utility costs.”

The Town of Pine Lake Comprehensive Plan is based upon the following six principles as identified in the American Planning Association, Planning Advisory Service Report 479, The Principles of Smart Development:

#### **Principle 1. Efficient Use of Land Resources**

Smart development supports the preservation of land and natural resources. Approximately 41.3% of the town consists of identified environmentally sensitive areas that severely limit or restrict development (WDNR wetlands and flood plains) and that are protected through various existing state, federal, and county programs. As very little of the town is held in public ownership (1.0%), the plan has established a preferred development pattern that supports utilizing the existing road network for new development. Utilizing the existing road network will minimize the need for new roads, lower road and maintenance costs as a percentage of town resources, and reduce the need for additional land area for new development. The plan also supports developing a town initiated Lakes Classification system based on the size and function

of the water body, which is more restrictive than the existing Oneida County Shoreland Zoning Ordinance. Smaller lots are planned within the lakeshore areas and in areas planned for intensive development. These areas are contiguous and to be coordinated with areas of existing development, local land use regulations, and the areas natural features. In addition, 35.7% of the town is planned for Forestry uses, and 20.8% of the town is planned for Rural Residential uses, both of which secure very low density in rural areas and limit residential development.

## **Principle 2. Full Use of Urban Services**

Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, roads, emergency services and schools. The plan focuses development in the areas that already have extensive development as predicated upon the land ownership pattern. That development is already served by an existing road network and range of services that support it. The lot sizes and relative densities associated with the preferred land uses are efficient and consistent with rural, lake-orientated development in areas with high land values. As a majority of the local service budget is spent on the local road system, development is also focused along the road system to maximize both the existing and planned public road investments. In addition, the STH 17 corridor focuses commercial uses that allow for higher density development and also recommends coordinated/shared service areas such as parking, signage, and access to maximize the range and opportunities of public services. In addition, as the town does not have a public sewer and water system, the plan supports high density development related to industrial, commercial and multi-family be steered to the city where the services are available to support it.

The plan also recommends higher density development in the southwestern third of the town where high-density lakeshore development already exists. The plan density and associated recommendations for this area, such as shadow platting, are developed as such as the long term proposition for potential sewer service, although unlikely, is higher in probability in this area than any other area in the town and therefore should be discussed as part of plan development. In addition, the plan recommends the exploration of development alternatives such as conservation design for new development, as well as the purchase of development rights, conservation easements, or other methods to provide financial compensation to landowners in exchange for development rights on the property.

## **Principle 3. Mix of Uses**

Compact neighborhoods that contain a mix of residential, commercial, and recreation spaces within walking distance of each other promote a reduction in auto use, community identity, a variety of housing types and a safe environment for all age groups. Existing development patterns within the town are relatively low density. However, the plan has identified areas along the STH 17 corridor that are planned to have higher density and contain a mix of residential and commercial uses while also being served by parks, trails, and expanded transportation services. The town also has planned areas for resorts and recreation along lakeshore areas with existing resort and recreation development. These areas should be planned in respect to pedestrian access and linkage to public places of destination to support the intent of mixed uses.

#### **Principle 4. Transportation Options**

*A well designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution.* The Town of Pine Lake is a rural town that does not contain the density to support a wide variety of alternative modes of transportation other than bicycling and snowmobiling. However, the comprehensive plan has proposed the concept of a multi-use trail that connects the adjacent City of Rhinelander and its downtown to the town service complex (town hall and community center) and the Hodag festival grounds. The town already has an extensive snowmobile trail system that offers recreational opportunity during the winter season. Development that is proposed to take place along the STH 17 corridor and within adjacent residential areas has the potential for promoting walking & bicycling through trail development and linkage to the town trail system. There is opportunity for an expanded trail system with linkage to adjacent towns who already have developed trails, which would expand the options for Pine Lake residents.

#### **Principle 5. Detailed, Human Scale Design**

*In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers which support jobs, commercial activity, and a range of amenities.* Development throughout the town is small scale and consistent with the existing rural character. The predominant intensive land uses will continue to be residential along the lakeshore areas with a few intermixed resort and local service developments. As the town is adjacent to the City of Rhinelander, areas of well-defined neighborhood centers are residential in orientation only. It is possible that proposed commercial development located along STH 17 could meet these criteria through local zoning regulations and design criteria, if that is desired by the town. If desired, new commercial uses would promote well designed commercial development (office, retail and service industries) consistent with the rural character of the town.

#### **Principle 6. Implementation**

A community's ability to adopt smart development principles will, of necessity, require intergovernmental cooperation to apply the principles. This plan has worked to avoid the duplication of services and the creation of additional layers of government by coordinating the development of its comprehensive plan and administration of various ordinances, such as subdivision and zoning, with Oneida County. In addition, this plan recommends continued discussions and cooperation relative to land use planning and ordinance administration with the county, the City of Rhinelander, and adjacent towns. The town is planning on developing its own lakes classification system in response to high rates of lakeshore development, which could allow for some local control of development. The town has also created a short term Action Plan for determining matters of immediate concern and has developed an implementation strategy for this comprehensive plan which allows for use of any applicable ordinances the town believes necessary to uphold matters of public interest.



## 9. Implementation

This element includes a compilation of programs and specific actions to be completed in a stated sequence. These include, but are not necessarily limited to, proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and stormwater control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances. These programs and specific actions will be used to implement the objectives, policies, plans and programs contained within the earlier elements of the plan.

The Comprehensive Planning law requires that all elements of the comprehensive plan be integrated and consistent with each other. The consistency requirement also requires nexus between the comprehensive plan and regulations that implement the plan by the year 2010. This section discusses in detail the implementation strategy in Pine Lake. There is a mechanism included to measure the town's progress toward achieving all aspects of the plan. A short-term Action Plan is included to focus implementation effort over the next few years. This element also includes a process for updating and amending the plan, which shall be done no less than once every ten years.

### 9.1 Implementation Goals and Objectives

**Goal 1:** *Promote consistency between and integration of the plan recommendations and local ordinances.*

**Supporting Objectives:**

1. Develop a strategy that can be utilized locally to administer and enforce the plan recommendations.
2. Develop an "Action Plan" as a short-term mechanism to assist the Plan Commission, Town Board and others with the administration of the Comprehensive Plan.
3. Address the integration, administration, and enforcement of local land use regulations with county regulations where applicable to ensure consistency and efficiency of public services.

**Goal 2:** *Update the Comprehensive Plan on a regular schedule to ensure that the plan remains a useful tool for growth and development decisions.*

**Supporting Objectives:**

1. Provide for annual review of the Comprehensive Plan for consistency with the goals, objectives, maps, policies and programs contained within.

2. Update the Comprehensive Plan every 10 years at a minimum to coincide with the release of census data.

## **9.2 Implementation Policies and Recommendations**

1. Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.
2. All proposed development shall be reviewed for consistency with the Comprehensive Plan.
3. The comprehensive plan will be reviewed annually and should include public involvement.
4. If the town should experience substantial land use or land use regulation changes within the planning period, maps which represent these features will be updated to ensure the most accurate information is utilized in community decision making.
5. The action plan, located within the implementation element, will be updated when tasks are accomplished and new items will be added when appropriate.
6. Any plan elements, which are later to be found overly vague or unscientific, will be adjusted to ensure the plan's effectiveness and reduce possibilities of related litigation.
7. Any areas of the plan that are likely to be disputed or litigated will be reviewed by the community attorney to ensure his/her knowledge of the plan and offer suggestions to reduce conflict.
8. Every five years the town shall evaluate the availability of funding for a comprehensive plan update. If adequate funds are not available then a strategy will be developed to ensure that sufficient funds are available when needed.
9. The town should consider developing a Planned Unit Development Ordinance and/or Design Review directives for new development along the STH 17 corridor as the regulations would allow the town to accomplish plan objectives while accommodating development.

## **9.3 Implementation Programs**

Implementation programs are listed separately under each planning element found within the comprehensive plan.

## 9.4 Action Plan

1. Task: Adopt the *Town of Pine Lake Year 2022 Comprehensive Plan*  
Who: Resolution by Land Use Planning Committee, followed by Town Board Ordinance.  
When: March/April 2003
2. Task: Integrate the Land Use Planning Committee into the role of the Pine Lake Plan Commission (Commission established by Town Board in October 2001)  
Who: Land Use Planning Committee and Town Board  
When: Prior to plan adoption
3. Task: Coordinate comprehensive plan with Oneida County relative to land division and zoning decisions prior to, during, and subsequent to tasks 4, 5, & 6. Define ownership and administrative responsibilities, technical applications and revisions and cost impact.  
Who: Town Board and Plan Commission  
When: Subsequent to plan adoption.
4. Task: Adopt a Town Land Division Ordinance that establishes minimum requirements for the subdivision of land and that establishes conformance with the comprehensive plan. This may include provisions of the proposed Town Lakes Classification system depending on Oneida County's role and responsibility relative to the county shoreland zoning ordinance and result of discussions with the county relative to task 3.  
Who: Town Board and Plan Commission  
When: 2003-2004
5. Task: Assess modifications to text of the county zoning ordinance in accordance with plan recommendations.  
Who: Town Board and Plan Commission  
When: Depends on results of previous tasks.
6. Task: Pursue intergovernmental cooperation with other jurisdictions. Meet with the city, county and neighboring towns to discuss the plan; what and how the town intends to do its business.  
Who: Plan Commission and Town Board.  
When: Ongoing
7. Task: Participate in the development of the Oneida County Comprehensive Plan (when the county decides to begin the planning process)

Who: Town Board and Plan Commission  
When: Unknown

8. Task: Conduct a review of the comprehensive plan to identify plan effectiveness and make modifications as necessary as conditions warrant.  
Who: Town Board and Plan Commission  
When: May 2004 and annually thereafter
9. Task: Monitor Wisconsin's Smart Growth Legislation for regulatory changes that may affect the town and to maintain consistency with the law.  
Who: Plan Commission  
When: Ongoing
- 10 Task: Update the *Pine Lake Comprehensive Plan*  
Who: Plan Commission and Town Board  
When: 2012 at the latest; minor amendments may need to be completed during the interim

## 9.5 Changes and Additions to Applicable Land Use Controls

### Zoning Ordinance

The Town of Pine Lake is under the jurisdiction of the Oneida County Zoning Ordinance. Some of the recommendations contained within this plan require less density or a larger lot size than would be allowed under the Oneida County Zoning Ordinance. In order to remedy this discrepancy, it is recommended that the town and county coordinate their review procedures relative to lot size as part of the subdivision review process in accordance with the Action Plan. In 2001, Oneida County comprehensively revised the county zoning ordinance and the Town of Pine Lake voted to stay within the jurisdiction of county zoning. That stated the town can use zoning as a primary implementation tool even though the town has planned for uses and associated densities that have variance to the county zoning districts. The town and county have options to mitigate the differences, including:

**Option 1** Propose new Oneida County zoning districts and/or modifications to the existing district descriptions that builds conformity between the plan and zoning.

The town would need to petition the county for zoning ordinance amendments that would affect the entire county.

### Advantages

- ◆ Other towns may be in support of similar modifications and could provide political support for the changes.



- ◆ If approved, the town would be able to create a better match between the zoning districts and preferred land uses, therefore reducing the administrative burden.
- ◆ County staff would continue to administer zoning.

### **Disadvantages**

- ◆ Changes would affect the entire county and may not be politically supported by the County Zoning Committee, Zoning staff, or County Board. This is likely considering the recent modifications to the county code.
- ◆ More zoning districts may make the existing county ordinance more complex and difficult to administer.
- ◆ A major challenge facing the County will be to integrate the desires of various towns to best address the issue of regulating mixed use development that would conform to a land use plan.
- ◆ The time frame involved may cause a lapse in regulation. Town will have a land use plan done and the county zoning districts may not change within a timeframe that is workable for the town.

### **Option 2** Propose unique town zoning as an appendix to the Oneida County zoning ordinance.

The town could petition to have the town's zoning district descriptions and related text and map stand alone as an appendix to the County Zoning Ordinance. The county could still administer the town's zoning, but the zoning could be quite different from the countywide zoning provisions.

### **Advantages**

- ◆ The town could propose their own unique zoning districts, permitted uses and conditional uses that will better achieve the "desired future conditions" of the preferred land uses. The county could still administer this as a more or less stand-alone zoning ordinance for the town.

### **Disadvantages**

- ◆ Creating unique zoning districts and map for a single town may not be politically supported by the county. Other municipalities may wish to do the same thing, creating a wide diversity of zoning provisions to try to interpret and administer.

- ◆ The county zoning ordinance would become even more complex. Administration could be very difficult and time consuming for the zoning staff.

**Option 3** Establish a town zoning ordinance including town administration and enforcement.

The town could draft their own zoning ordinance. This would require County Board approval to establish. Also the County Board would have "veto" power over future amendments to the town's ordinance.

**Advantages**

- ◆ This option would provide for the greatest amount of "local control" over zoning decisions.
- ◆ The zoning districts and other ordinance provisions could be tailor made to best achieve the desired future conditions in each land use management area. Administration of this option could be achieved in a variety of ways. An alternative to total town administration could involve 66.30 intergovernmental agreements to contract with the county or an adjacent town for zoning administration and enforcement.

**Disadvantages**

- ◆ This would be a more expensive option, as it would require funding zoning administration and enforcement (including legal expenses) at the local level instead of the county.
- ◆ The town would likely need to hire at least a part time zoning administrator, and would need to establish a Board of Appeals.
- ◆ The option requires County Board approval to establish and allow future changes. There still would be some areas of overlap between the county and town ordinances for environmental features such as shoreland and floodplain areas.

**Option 4** Proceed with pursuing a combination of Option 1 with Options 2 and/or 3.

The administration and the enforcement need to be primary in the discussions relative to zoning, as the primary issue will be the effectiveness of the implementing action and how much it costs the town and county to enforce.

## **Subdivision Ordinance**

The Town is under the jurisdiction of the Oneida County Subdivision Ordinance. At a minimum, it is recommended that the town work with the county to incorporate standards and a review procedure to deal with conformance to the town plan during the review of land divisions. Overall, a land division ordinance is a planning tool to set minimum standards dealing with how, when, and if rural lands will be divided and developed. Properly administered subdivision regulations can be more useful in achieving planning goals than zoning ordinances.

The impact of land division (subdivision) regulations is more permanent than zoning. Once land is divided into lots and streets are laid out, development patterns are set. Subdivision control ordinances often give a community its only opportunity to ensure that new development are properly designed.

The division of larger parcels to smaller parcels for the purpose of sale or transfer of ownership is certainly an issue in Pine Lake. To address that issue, the preferred land use classifications all have different densities.

Section 236 of the Wisconsin Statutes regulates the division of land into lots for the purpose of sale or building development. Towns can adopt their own subdivision ordinances without county approval. In order to exercise this power a town needs to have four things: a. village powers, b. land use plan-stating goals and objectives, c. planning committee/commission, d. an ordinance. If there is a conflict between a county and town land division ordinance, the proposed subdivision must comply with the most restrictive standard (Wisc. Stat. 236.13 (4)).

The land division ordinance is related to the zoning ordinance in that the zoning ordinance regulates the type (use) of development that takes place on a parcel and the land division ordinance regulates how the parcel is created and made ready for development. It must be stressed that a land division ordinance is not zoning in that it does not regulate permitted or conditional uses and/or setbacks.

Most importantly, the land division ordinance helps implement the land use plan. A basis of the approval of a land division is its conformance or consistency with a local land use plan via density of the preferred land use classes. The land division ordinance may be the most effective method to implement proposed lot sizes that may differ from the zoning district that enforces the land use. The county may be reluctant to deal with large lots on a county wide basis. Hence, the administration as well as enforcement may need to be done by the Town of Pine Lake.

In order to administer a land division ordinance, the town must appoint a Planning Commission to review and approve division requests. Although it is ideal that land division codes and zoning codes (e.g., County zoning) be consistent with each other, there is no hierarchy of land use controls. Zoning does not take priority over the subdivision process or vice versa. Development approval must often proceed on two tracks: zoning approval and subdivision approval. In addition, the line between zoning and the regulation of subdivisions is not always clear. For example, both zoning and subdivision regulations address issues of lot size. [Source: Guide to

Community Planning in Wisconsin, 1999, Department of Urban & Regional Planning University of Wisconsin-Madison/Extension, authored by Brian Ohm]

A town land division code can provide the town the means to review and regulate new divisions of land to ensure consistency with the vision, goals, objectives, land protection criteria, and other recommendations of an adopted *Town of Pine Lake Year 2022 Comprehensive Plan*. It can also allow or provide for review of divisions of land exempt from County subdivision requirements. For example, the division of a piece of property into less than five parcels or greater than 10 acres are generally not reviewed under the County code.

A town land division ordinance would require administration and enforcement by the town. Therefore, local control of divisions of land would require town funding. It also adds a layer of government involved in regulating proposals for land divisions.

The alternative to a town land division code is to approach the County to amend the County land division code to ensure that new divisions of land are consistent with the town plan. Other town's may be in support of similar modifications and could provide political support for the changes. However, changes would affect the entire County and may not be politically supported by the County. In addition, any amendments may not be totally satisfactory to the town, since the County must balance its' own abilities to administer the code and also the needs of other local governments.

### **Official Maps**

The town does not have an official map. It is expected that the town will address future street layout, park dedication and trail development by requiring the submittal of an area development plan or Planned Unit Development regulation prior to subdivision approval.

### **Planned Unit Development Regulations (Site Plan Regulations)**

Planned Unit Developments typically are conditional uses applied to developments that are larger in scale or are used by a community to allow review of development proposals prior to any approvals for use or zoning. Plans for the proposed development should show the location, size, and proposed use of all structures and land included in the areas involved in the development. Individual drainage and landscaping plans are also typically provided as part of the review. Plans may provide for a combination of uses, including single family, multi-family, and commercial uses provided the plans indicate that:

1. The overall density of the project, defined as the number of living units per acre, does not exceed the regulations for the areas in which the development is located.
2. Streets, sidewalks, trails etc will be provided to adequately serve the development.
3. Adequate sewage and water facilities will be provided.

4. The development will be compatible with the surrounding land uses.
5. Adequate safeguards will be taken to ensure that parks and recreation areas are addressed.
6. Matters of potential concern such as signage, lighting, noise, and landscaping are addressed as part of the development review.

The town has discussed this issue in regard to the preferred land use map. It is recommended the town consider using provisions in the (county) zoning code or town land division regulations when adopting Planned Unit Development provisions. The application of site plan regulations may be most effective in the STH 17 Mixed Use classification due to the potential uses and conflicts that may occur. The uses of PUD language in the ordinance will allow the town to address matters of public concern and negotiate development conditions based on community values under the direction of the plan intent.

### **Erosion and/or Stormwater Control Ordinances**

The *Oneida County General Zoning and Shoreland Zoning Ordinance* has provisions that apply to erosion control and stormwater management within the shoreland zone, which covers the majority of development in the town. The town may wish to add additional erosion control provisions to the proposed land division code to clarify the requirements and administrative processes.

### **Sign Regulations**

Sign controls are a function of the Oneida County Zoning Ordinance. The county has addressed signage very comprehensively in the zoning ordinance. The county has established permit procedures and sign standards that are sufficient to address this issue. However, the Plan Commission may wish to review the county standards as they apply to roads in the town.

### **Historic Preservation Ordinances**

Wisconsin Statute 60.64 provides the Town Board, in the exercise of police and zoning powers, for the purpose of promoting the health, safety and general welfare of the community and of the state, may regulate any place, structure or object with a special character, historic interest, aesthetic interest or other significant value for the purpose of preservation. The town should consider the adoption of a historic preservation ordinance to protect historic structures within the town.

### **Sanitary Codes**

Oneida County administers the sanitary code. This code was recently updated for conformance with COMM 83 and no changes are proposed. The town does not have any formal recommendations within this plan for provisions of public sanitary sewer or water services. It is unlikely the town will need public sewer within this 20-year plan. It is likely that the town may

see clustered developments and cluster systems to handle waste loads depending on the development.

## **9.6 Planning Element Integration and Consistency**

Wisconsin's Smart Growth legislation requires that the implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was used to create the *Town of Pine Lake Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies and recommendations.

Over time the potential for inconsistency between the plan and existing conditions could increase, therefore requiring amendments and/or updates to be made, as discussed within the following section. Over time, additional plans regarding specific features within Pine Lake may also be developed (i.e., outdoor recreation plan, lake protection plan). The process used to develop any further detailed plans should be consistent with this *Town of Pine Lake Comprehensive Plan*.

## **9.7 Comprehensive Plan Amendments**

The Town of Pine Lake should regularly evaluate its progress towards achieving the goals, objectives, policies and recommendations within the comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation in a non-accommodating manner to maintain the plan as a planning tool upon which decisions are based.

According to Smart Growth legislation, the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that as more smart growth compliant plans are developed the amendment procedure may be clarified or changed and should therefore be monitored.

The Town of Pine Lake, in order to ensure that the requirements of sec. 66.1001(4), Wis. Stats., are met, is required to use the following steps to amend the plan.

- ◆ The established public participation procedures must be followed and need to provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such written comments.
  
- ◆ The Plan Commission will then recommend its proposed comprehensive plan amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan

Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.

- ◆ One copy of the comprehensive plan amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) Every governmental body that is located in whole or in part within the boundaries of the Town, including any school district, Town sanitary district, public inland lake protection and rehabilitation district or other special district; (b) The clerk of every city, village, town, county and regional planning commission that is adjacent to the Town; (c) The Wisconsin Land Council; (d) After September 1, 2003, the Department of Administration; (e) The regional planning commission in which the Town is located; and (f) The public library that serves the area in which the Town is located.
- ◆ The Town Board, by a majority vote, will then approve an ordinance for the amendment to take effect. The ordinance will then be filed with the serving public library and the clerk of all adjacent local governmental units.

## **9.8 Comprehensive Plan Updates**

Wisconsin Smart Growth legislation requires that the comprehensive plan be updated at least once every ten years. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables and substantial changes to maps, if necessary. The update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any changes.

## **9.9 Mechanism to Measure Town Progress**

Smart Growth legislation requires that the implementation element provide a mechanism to measure the community's progress toward achieving all aspects of the comprehensive plan. The following tool can be used to measure the town's progress towards achieving the goals, objectives and policies identified within the comprehensive plan. Policies, located in the left-hand column of the tool, are the lowest level of measurement for achieving goals and objectives. The effective pursuit of these policies will therefore lead to the implementation of the town's goals and objectives. Indicators, located in the middle column of the table, offer a means to measure policy implementation. This mechanism should be used when the plan is reviewed or updated and on an as needed basis.

## Issues and Opportunities

Policy	Indicator of Policy	Purpose
The comprehensive plan shall maintain consistency with state comprehensive planning requirements.	Areas of plan not consistent	To be in compliance with state statutes and requirements of the law
Public participation shall be required prior to the development and/or amendment to any town plans, ordinances, or programs.	Public participation efforts made	To allow for public input on issues that may affect them
The comprehensive plan will be referred to and/or utilized for all future development, planning or implementation decisions within the community.	Number of decisions made which did not utilize the plan	To ensure that decisions meet established town goals and the intent of planning
Future town issues, trends, opportunities and conflicts that were not included within the comprehensive plan will be thoroughly assessed and amended to the plan on an as needed basis.	Number of amendments made, assessments made	To make the plan consistent with changing trends and a tool for decision makers

## Housing

Policy	Indicator of Policy	Purpose
Manufactured homes shall meet feature designs similar to “stick built” homes relative to roof pitch, overhang, minimum floor area, minimum width, exterior siding and roofing material requirements. In the event that a manufactured home does not utilize a perimeter load-bearing foundation, any space between ground level and siding shall be enclosed with permanent, non-load bearing concrete or masonry having a foundation-like appearance.	Number of manufactured homes not meeting standards	To ensure the safety of residents and aesthetic features of the town
Housing shall be located to reduce impacts to natural vegetation and be in conformance with local and county regulations.	Location of housing and amount/type of resulting impacts	To minimize impacts of development and consistency with regulations
Duplex lots shall be dispersed throughout the town rather than concentrated in specific areas.	Location of duplex lots	To allow for various housing types while maintaining existing town character
The town should work with developers to provide a variety of housing types for all income and age groups.	Efforts made to work with developers	To allow all who wish to live or continue to live in the town the opportunity to do so
Future decisions regarding lot size, local land use controls, and fees shall be made in consideration of the impacts to affordable housing.	Discussions held that include affordable housing considerations	To reduce the constraints on affordable housing development
Clustered housing development shall be no larger than necessary to accommodate the residential structure, driveway, and desired yard, including, as necessary, space for on-site sewage treatment and disposal systems.	Size of clustered development and amount of underutilized land	To reduce development impacts and loss of land to development



## Transportation

Policy	Indicator of Policy	Purpose
The town should utilize the existing road network to the greatest extent possible in order to minimize future road maintenance costs and to avoid the fragmentation of woodland and farmland.	Amount of new road developed	To minimize future road maintenance costs and to avoid the fragmentation of woodland and farmland
An area development plan should be submitted as a condition of all subdivision review in order to ensure that proposed new roads can connect to adjacent properties and to avoid unnecessary cul-de-sacs and loops that could increase town maintenance costs.	Amount of development allowed without a development plan, number of plans approved not fully meeting policy	To avoid unnecessary cul-de-sacs and loops that could increase town maintenance costs
Driveway lengths for new development should be limited to assist in response time for police, fire and emergency rescue services.	Lengths of new driveways allowed	To assist in emergency response
The town shall utilize information from the PASER (Pavement Service and Evaluation Rating System) to annually update the town's 5-year road improvements program, including the identification of funding sources and priorities for identified improvement projects.	Amount of PASER utilization, number of updates made to 5-year program	To utilize the best information in an unbiased and planned way for development and improvement of roads
The town shall coordinate the designation of bicycle trails on local and county roads with Oneida County in order to promote alternative modes of transportation while developing a coordinated and inter-connected trail system.	Coordination efforts made with county	To promote alternative modes of transportation while developing a coordinated and inter-connected trail system
New roads should be designed and located in such a manner as to maintain and preserve natural topography, cover, significant landmarks, and to preserve views and vistas.	Type of land lost to new road development and features affected	To minimize negative effects of road development
Pedestrian facilities such as trails or wide shoulders should be required as land is developed based on standards for the street classification and proposed location of the development.	Amount of facilities developed based on standards	To promote alternative forms of transportation
Transportation related issues which impact neighboring areas will be jointly discussed and evaluated with affected parties.	Joint meetings held	To coordinate planning and minimize potential for future conflicts
Trail surfacing materials, which are permeable and do not compound drainage and erosion problems, shall be used in public recreational areas.	Type of surface material used in recreation areas	To minimize erosion and drainage problems

## Utilities and Community Facilities

Policy	Indicator of Policy	Purpose
The town should continually monitor the needs and desires of the majority of local residents for an expanded trail network for multi-uses such as bicycles and snowmobiles.	Discussions/hearings/meetings held with residents to discuss trail	To meet the recreation needs of residents
Telecommunication tower locations shall be reviewed relative to impacts on surrounding residential properties, the potential for collocation, setbacks from highways and other structures, visual impacts, antenna location and property access, lighting and security.	Type of reviews and evaluation held, impacts discussed	To allow for tower development while maintaining aesthetic and safety features of the town
The town should continue to work with police, fire and rescue service providers to anticipate and plan for capital improvements and pursue opportunities for intergovernmental cooperation.	Efforts made to coordinate with emergency staff, number of intergovernmental discussions held	To continue to provide effective service while seeking possible financial savings
The town should continually review staffing and professional service needs relative to planning, ordinance development/enforcement and other governmental services.	Reviews held, number of complaints made regarding service	To meet town service needs and facilitate plan implementation
Future development proposals that can not prove cost effective in covering required services, utilities and community facilities shall be discouraged.	Cost evaluations made on proposals, amount of non-cost effective development allowed	To ensure the town is not responsible for secondary development costs
All concentrated residential development or clustered housing development should be within a service area of a neighborhood community park, county park, or regional park facility.	Amount of development allowed within a service area	To meet the recreation needs of residents in clustered areas
Concentrated residential or other development shall consider the feasibility and water quality impacts of a wastewater collection and treatment system.	Discussions held regarding water and sewer systems	To reduce potential groundwater or other environmental impacts associated with development

## Agricultural, Natural and Cultural Resources

Policy	Indicator of Policy	Purpose
The town should work to identify, record and promote preservation of historical, cultural and archaeological sites within the town.	Identifications made and recorded, preservation efforts made	To preserve features for future generations and maintain community character
Development proposals shall be reviewed relative to the potential impacts to the historical and cultural resources of the town.	Reviews held that consider impacts to features	To reduce impacts of new development on features
All wetlands within the shoreland area of a stream, river, lake or pond; other wetlands at least one acre in size; or any wetland associated with state or federal regulations shall not be developed, drained, or filled unless otherwise authorized by the authoritative jurisdiction.	Amount of wetland alterations allowed in the town, amount of wetland protected	To preserve wetlands for their environmental and aesthetic features
All forms of structural development will be restricted on the 100-year floodplains based on the official Federal Emergency Management Agency (FEMA) maps.	Amount of development allowed in floodplain	To reduce the potential impacts of a flood event on development
The town shall coordinate forest management and planning issues with the industrial forest industry, the state of Wisconsin, and forest tract owners.	Coordination efforts made with listed parties	To promote forest management with all interested parties
Wisconsin Department of Natural Resources Best Management Practices shall be utilized for any and all activities approved in town forests and wetlands.	Activities which utilized DNR practices	To protect resources utilizing the best available information
Household hazardous waste collection should be coordinated with Oneida County at least once every five years.	Coordination efforts made	To minimize the negative effects of hazardous waste
A community survey of historical and archeological resources will be conducted at least once every twenty years.	Survey held, funding allotments made or meetings held to discuss survey	To ensure that an accurate inventory of resources is maintained

## Economic Development

Policy	Indicator of Policy	Purpose
Commercial and industrial development shall be designed to include landscaping and buffers in order to maintain rural character to the town and to minimize impacts to surrounding development.	Amount of development with landscaping features	To maintain rural character to the town and to minimize impacts to surrounding development
Commercial development shall be steered to commercial designated areas consistent with the Preferred Land Use Map.	Location of new development, amount in non-designated areas	To maintain consistency with the plan and the map and meet economic goals
Highway corridor development shall be directed to designated planned commercial areas and should address building signage, lighting, service and land use standards.	Location of development, amount development that addressed standards listed	To focus development in designated areas while maintaining community character
Industrial areas should be steered to the city of Rhinelander and/or to areas that have the service capability to support the development.	Amount and location of new industrial development	To reduce conflicts and minimize service and utility burdens of such development

Policy	Indicator of Policy	Purpose
In the unforeseen event that an industrial site is located and approved in the town, the development will be preceded by an approved site plan which addresses the physical development issues such as roads, building location, phasing, landscaping, transportation impacts, waste management, water service, noise, & lighting.	Amount of industrial development allowed, site plan review meetings/discussions held	To minimize the effects of industrial development on the surrounding area

## Intergovernmental Cooperation

Policy	Indicator of Policy	Purpose
The town should work with neighboring communities to match land use plans and policies along town boundaries to promote consistency and minimize potential conflicts.	Meetings or discussion held to discuss cooperation	To promote consistency and reduce potential conflicts.
The town should assess the potential for shared services that maintain or increase the level of public services at reduced cost.	Number of services evaluated	To increase service levels at minimal costs
The town shall identify key negotiators such as spokesperson, facilitator (3 <sup>rd</sup> person), and support staff (legal counsel, financial advisors) that would be utilized for any intergovernmental agreements or discussions.	Individuals identified for negotiations	To have a facilitator available and educated on issues to aid in intergovernmental discussions
Neighboring communities will be invited to any future meetings in which amendments or updates to the comprehensive plan are made or discussed.	Invitations/notices given to neighbors	To facilitate cooperation and reduce future potential conflicts
A joint planning area shall be developed with neighboring communities in areas where there is a common interest, potential for conflicts or where regulatory authority overlaps.	Number of joint planning areas created, discussions held	To reduce potential conflicts and achieve mutual benefits
A multi-jurisdictional planning effort will be pursued when the comprehensive plan is updated.	Type of effort pursued, meetings held to discuss multi-jurisdictional efforts	To increase coordination, reduce conflicts and possibly minimize costs
A Boundary Agreement should be discussed with the City of Rhinelander.	Discussions held, agreement made	To reach mutually beneficial goals while minimizing conflict
Boundary (intergovernmental cooperation) agreement negotiations shall address the following components (see policies in Intergovernmental Cooperation Element)	Number of components addressed and negotiators identified	To ensure that agreements meet the goals of the town and are effective and mutually agreed upon

## Land Use

Land use policies are developed as represented for each preferred land use designation.

## Implementation

Policy	Indicator of Policy	Purpose
Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.	Number of decisions not in compliance	To maintain the effectiveness of the plan and compliance with Smart Growth legislation
All proposed development shall be reviewed for consistency with the Comprehensive Plan.	Number of developments reviewed against plan	To maintain the effectiveness of the plan and compliance with Smart Growth legislation
The comprehensive plan will be reviewed annually and should include public involvement.	Was an annual review conducted? Type of public involvement utilized	To ensure that the plan is consistent with changing conditions and the public provided the opportunity to be involved
If the town should experience substantial land use or land use regulation changes within the planning period, maps which represent these features will be updated to ensure the most accurate information is utilized in community decision making.	Number of map revisions made or planned	To ensure that maps are available as an accurate decision making tool
The action plan, located within the implementation element, will be updated when tasks are accomplished and new items will be added when appropriate.	Number of updates made to the action plan and number of tasks added or removed	To keep the community on a path to full plan implementation while accounting for changing conditions
Any plan elements, which are found overly vague or unscientific, will be adjusted to ensure the plan's effectiveness and reduce possibilities of related litigation.	Updates made to elements, amount of litigation or problems resulting from elements text	To ensure the plan's effectiveness and reduce possibilities of related litigation.
Any areas of the plan that are likely to be disputed or litigated will be reviewed by the community attorney to ensure his/her knowledge of the plan and offer suggestions to reduce conflict.	Number of reviews by attorney	To ensure that the community is prepared for possible conflicts and the attorney is knowledgeable on issues
Every five years the town shall evaluate the availability of funding for a comprehensive plan update. If adequate funds are not available then a strategy will be developed to ensure that sufficient funds are available when needed.	Number of evaluations conducted	To financially plan ahead for plan updates or revisions
The town should consider developing a Planned Unit Development Ordinance and/or Design Review directives for new development along the STH 17 corridor as the regulations would allow the town to accomplish plan objectives while accommodating development.	Number of meetings held to discuss directives, efforts made to adopting directives	To allow for development while meeting plan objectives.