

# TOWN OF WOODBORO COMPREHENSIVE PLAN

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Prepared by  
**North Central Wisconsin  
Regional Planning Commission**

## **Town of Woodboro**

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Photos: NCWRPC

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This plan was prepared at the request of the Town of Woodboro by the North Central Wisconsin Regional Planning Commission.

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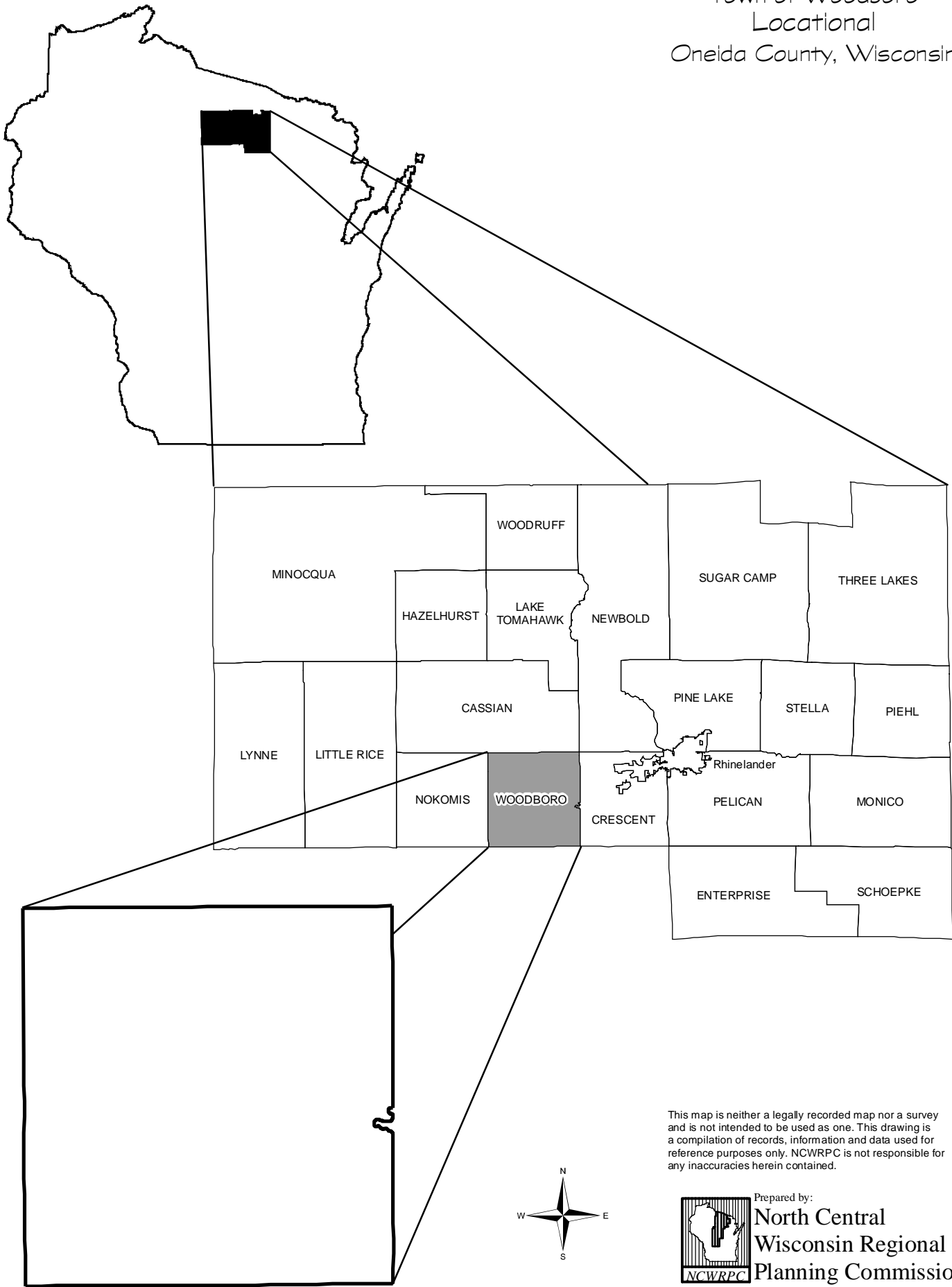
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### **Attachments**

- A. Public Participation Plan
- B. Plan Adoption Documentation

Map 1  
Town of Woodboro  
Locational  
Oneida County, Wisconsin



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



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## CHAPTER ONE ISSUES AND OPPORTUNITIES

### Introduction

The Town of Woodboro is a standard 36-section township located in the south central part of Oneida County, Wisconsin to the west of the City of Rhinelander. It is bordered by Cassian to the north, Crescent to the east, Nokomis to the west, and the Towns of Bradley and King in Lincoln County to the south. It is one of twenty towns in the county. See the Locational Reference Map on page 1.

### The Planning Process

The Town of Woodboro engaged the North Central Wisconsin Regional Planning Commission to assist in the development of plan documents and facilitate the process in preparing a comprehensive plan for the Town.

The Town Plan Commission oversaw the development of the plan and met to analyze and discuss information that was gathered and presented by the NCWRPC. A planning issues survey was also distributed to all property owners. The planning process was open to the public and the Town's adopted public participation program and documentation of comprehensive plan adoption are in the Attachments.

Goals, objectives, and policies were developed, and programs were listed as a blueprint for the Town to follow when guiding future development over the 20-year plan horizon. For purposes of this plan, goals, objectives, and policies are defined as follows:

**Goals:** Broad statements that express general public priorities about how the Town should approach development issues during the next 20 years. These goals are based on key issues, opportunities and problems that affect the community.

**Objectives:** More specific than goals and are usually attainable through planning and implementation activities. Accomplishment of an objective contributes to the fulfillment of a goal.

**Policies:** Rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. Decision-makers use policies on a day-to-day basis.

Each chapter also includes a listing of possible programs that the Town might implement in order to advance the goals and objectives of this plan. The listing does not imply that the Town will utilize every program shown, but only that these programs are available to the Town and may be one of many possible ways of achieving the Town's goals.

Plans are required to be updated every 10 years. This is the minimum amount of time between comprehensive reviews of issues and related objectives, policies, and goals.

## **Purpose of the Plan**

The purpose of this plan is to comply with the State of Wisconsin Comprehensive Planning Law; specifically, paragraphs 2a through 2i of Wisconsin Statute 66.1001. This plan establishes and depicts those factors necessary to comply with the statute.

## **A.) BACKGROUND INFORMATION**

This chapter and the following nine chapters of the Town of Woodboro Comprehensive Plan, explore potential issues that may have an effect on the development of the Town over the 20-year planning period of the plan. This chapter contains trends and forecasts with jurisdictional comparisons for some basic demographics including: population, households, employment, age, education, and income. Although forecasts should typically cover the 20-year planning period, in some cases, the only acceptable sources had lesser time periods for their forecasts. Official sources are used for data and forecasting, including the WDOA Demographic Service Center, and the U.S. Census Bureau.

In addition to this review of basic Town statistics, a variety of tools are utilized to identify issues, including a review of past plans, brainstorming by the Town Plan Commission, a public hearing, and observations of the NCWRPC professional planning staff.

This chapter closes with a vision statement developed from the Town discussion of their issues, and the direction they want the Town to consider over the next 20 years.

### **1. POPULATION TRENDS AND FORECASTS**

Between the 1980 and the 2000 Census, the Town of Woodboro's population increased by about 25% for an average annual increase of about 1.3%, see TABLE 1. Between 1990 and 2000, there was a 2.6% decline in population. As a result of this decline, the State was led to predict that the Town would have a slowly declining population through 2025. However, the Wisconsin Department of Administration later estimated the Town's 2005 population to be 722. This is a 5.4% increase since 2000, indicating a positive growth rate, which would result in a 2025 population of about 891 based on NCWRPC projections.

Further analysis of population change can be found in other chapters of this Plan, particularly in the Housing chapter and the Land Use chapter.

<b>TABLE 1</b>	<b>Population Trends</b>			
	1980	1990	2000	% Change 1980-00
Town of Woodboro	547	703	685	25.2%
Town of Cassian	585	668	962	64.4%
Town of Crescent	1,702	1,790	2,071	21.7%
Town of King - Lincoln Co.	597	675	842	41.0%
Town of Nokomis	883	999	1,363	54.4%
Oneida County	31,216	31,679	36,776	17.8%
Wisconsin	4,705,642	4,891,769	5,363,715	14.0%

## 2. HOUSEHOLD TRENDS AND FORECASTS

The 685 (year 2000) residents of the Town of Woodboro formed 310 households. Based on state population projections, total households show a decrease by 2025. However, more recent population growth indicates households will increase by 93 to about 403 by 2025. Average household size in Woodboro was 2.21 people in 2000, which is lower than the 2.50 State average.

Further analysis of housing unit change can be found in other chapters of this Plan, particularly in the Housing chapter and the Land Use chapter.

### 3. AGE DISTRIBUTION

In 1990, the U.S. Census reported median age of Woodboro's population was 35.9 years. At that time, residents of the County had a somewhat higher median age (38.7 years). Both the Town and the County had populations older than the state (32.9 years) as a whole. The Town of Woodboro had a higher proportion of population in the working age (18-64) class as the County and the State. The percentage of children aged <5, and 5 to 17 were about the same for the Town and County, but those numbers were lower than the State. TABLE 2 displays the age distribution comparisons.

By 2000, the median age of the population in the Town had advanced by about 9 years, which is more than the County (3.7 years) and state (3.1 years). The Town's median age is much higher than the state. All of the surrounding towns have median ages well above the state.

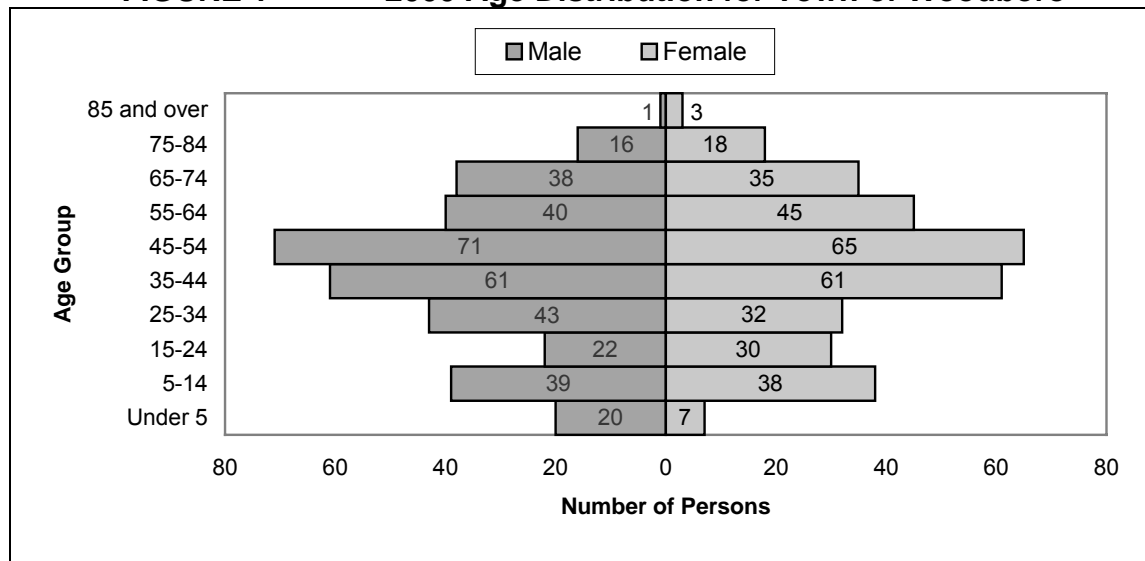
The proportion of working age (18-64) population increased slightly for the Town, county and state between 1990 and 2000. During the same time period, the proportion of the population aged <5 years substantially decreased in all towns, and 5 to 17 also decreased in all towns except in Crescent. The proportion of retirement age (65+) population increased in all towns between 1990 and 2000.

<b>TABLE 2</b>		<b>Age Distribution 1990 to 2000</b>				
		Percent of Population				Median Age
		< 5	5 - 17	18 - 64	65+	
Town of Woodboro	1990	6.9	18.0	63.1	12.3	35.9
	2000	3.9	14.5	65.4	16.3	44.1
Town of Cassian	1990	7.5	17.7	6.11	13.8	37.9
	2000	3.6	11.1	62.4	18.2	45.2
Town of Crescent	1990	6.9	18.4	63.5	11.4	36.5
	2000	4.3	21.3	60.5	13.9	40.4
Town of King, Lincoln County	1990	4.2	20.2	56.2	.2	41.8
	2000	3.7	14.8	61.3	20.2	45.2
Oneida County	1990	6.3	17.5	58.2	18.1	38.7
	2000	4.7	17.6	59.0	18.7	42.4
Wisconsin	1990	7.37	18.98	60.34	13.31	32.9
	2000	6.38	19.14	61.38	13.10	36.0

Source: U.S. Census Bureau

A shifting age structure affects a variety of services and needs within the community including transportation, 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. FIGURE 1 displays the population distribution for the Town in which the progression of age groups through time can be seen.

**FIGURE 1 2000 Age Distribution for Town of Woodboro**



Source: U.S. Census Bureau

#### 4. EDUCATION LEVELS

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. In 1990, about 77.3% of the Town of Woodboro's population age 25 and over were high school graduates, compared to 77.6% in the County and 78.6% in the State. By 2000, high school graduation rate had increased to 89.9% in the Town, 85.1% in the County, and 85.1% in the State. See TABLE 3 for details.

TABLE 3	Education Levels					
	Town of Woodboro		Oneida County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Total Persons 25 & Over	451	485	22,153	26,449	3,094,226	3,475,878
Less than 9 <sup>th</sup> Grade	30	11	2,167	1,160	294,862	186,125
9-12 Grade/No Diploma	72	38	2,796	2,791	367,210	332,292
High School Diploma	199	209	8,379	9,648	1,147,697	1,201,813
College/No Degree	87	80	3,952	5,733	515,310	715,664
Associate Degree	14	58	1,558	1,837	220,177	260,711
Bachelor Degree	38	62	2,199	3,444	375,603	530,268
Graduate / Professional Degree	11	27	1,102	1,836	173,367	249,005

Source: U.S. Census Bureau

#### 5. INCOME LEVELS

In 1990, the median household income for the Town was 18% higher than the County, and about 1% lower than the state. On a per capita basis, the income of Woodboro's residents was 1.3% less than that of the County and about 15% lower than the state.

Between 1990 and 2000, Town of Woodboro's median household income increased by 44%, which kept it above the County by 10%. On a per capita basis, Woodboro's income grew 82% and slightly trails the state by about 1%, see TABLE 4.

<b>TABLE 4</b>		<b>Income Levels</b>				
	1990			2000		
	Town of Woodboro	Oneida County	State	Town of Woodboro	Oneida County	State
Median Household Income	\$29,196	\$23,901	\$29,442	\$42,054	\$37,619	\$43,791
Per Capita Income	\$11,532	\$11,681	\$13,276	\$21,079	\$19,746	\$21,271

Source: U.S. Census Bureau

## 6. EMPLOYMENT CHARACTERISTICS, TRENDS AND FORECASTS

According to the Census, the civilian labor force (population 16 and over) living in the Town of Woodboro was approximately 356 workers in 2000. Of these, 19 were unemployed for an unemployment rate of 3.6%. The unemployment rate for the County was 3.8% in 2000.

The least popular occupation of Woodboro residents in the labor force is Farming, fishing, & forestry, see TABLE 5. All other occupational groups have over 40 workers. The leading economic sectors or industries in the Town are: Education, health, and social services; and Manufacturing, with both industry sectors employing over 50 people each, see TABLE 6.

Historically, Retail Trade industry has been the strongest sector county-wide, with 3,064 workers in 1990, but declined by 8.2% to employ only 2,815 people in 2000. Education, Health and Social Services has jumped ahead as the dominant industry sector in 2000 by employing 3,953 people county-wide and 88 people in Town. Retail Trade employment decreased in Town about 49% from 67 in 1990 to 34 in 2000.

These figures are all based on the number of workers residing in the Town and what they do for employment not where they are actually employed. Information regarding the number of jobs available in the Town of Woodboro itself is not readily available.

<b>TABLE 5 Occupation of Employed Workers</b>				
	Town of Woodboro		Oneida County	
	1990	2000	1990	2000
Management, professional & related	72	95	3,791	5,117
Service	26	44	2,294	2,747
Sales & office	88	80	3,443	4,465
Farming Fishing & Forestry	17	11	410	268
Construction, extraction & maintenance	22	46	495	1,998
Production, transportation & material moving	96	61	3,352	2,604

Source: U.S. Census Bureau

Employment forecasts are difficult to come by and not available at the town level. However, the Wisconsin Department of Workforce Development (WDWD) prepares workforce projections by industry for its multi-county service regions. The current projections, released August 2006, cover 2004-2014. The projections for the North Central Workforce Development Area cover Oneida County and include eight other counties. These projections show increases in all occupations. Production; and Farming, fishing, & forestry occupations both are projected to gain less than 30 positions each for the whole region. The following occupations are all projected to need over 600 replacement workers each: Production; Office & administration; Sales; and Food preparation & serving. Town residents commute to jobs, of which 16% travel out of Oneida County for employment, so the Town of Woodboro residents can expect to take advantage of some of this projected employment.

<b>TABLE 6 Industry Sectors</b>				
	Town of Woodboro		Oneida County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	14	14	422	526
Construction	25	32	1,013	1,455
Manufacturing	72	53	2,265	2,080
Wholesale Trade	19	9	320	425
Retail Trade	67	34	3,064	2,815
Transportation, Warehousing & Utilities	23	14	768	689
Information	N/A	5	N/A	434
Finance, Insurance, Real Estate & Leasing	27	7	566	636
Professional, Scientific, Management, Administrative & Waste Mgmt Services	25	15	1,089	898
Education, Health and Social Services	26	88	2,860	3,953
Arts, Entertainment, Recreation, Accommodation and Food Services	0	19	136	1,694
Public Administration	4	32	715	861
Other Services	10	15	740	733

Source: U.S. Census Bureau

Another way to look at future employment is to examine the labor force and unemployment rates. The 1990 labor force in the Town was 346 people, and by 2000, this had increased 2.9% to 356. The degree to which this available workforce is actually employed is dependant on external economic factors reflected in the unemployment rate.

## B.) ISSUE IDENTIFICATION

### 1. REVIEW OF DEMOGRAPHIC TRENDS

Demographic change is a principal factor in predicting future community growth. Population characteristics relate directly to the community's housing, education, utility, recreation, and facility needs, as well as future economic development. Over time, fluctuations in local and regional economies can influence population change.

From Part A, Background Information, a number of issues and opportunities facing the Town of Woodboro can be identified:

- ✓ The Town of Woodboro is currently in a period of increasing growth.
- ✓ Household formation is determined by the decreasing average household size.
- ✓ A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care and schools.
- ✓ Woodboro has an older population compared to most surrounding communities and the county.
- ✓ Median household income of Town residents continues to be significantly higher than the county average and close to the state as a whole.

### 2. PAST PLANNING EFFORTS

Previous plans of the Town of Woodboro were reviewed to determine what issues were important to planning efforts and may still warrant consideration for the new comprehensive plan.

In 1998, the Town of Woodboro completed and adopted a town land use plan. This plan was developed with the assistance of the North Central Wisconsin Regional Planning Commission.

The plan identified a number of issues as follows:

- ✓ The Town is experiencing a moderate growth rate, which is expected to continue. Community survey results indicate public concern regarding growth and a desire to maintain a growth rate at or near the existing level.
- ✓ The location/placement of new development has an impact on community character. Development can enhance the community's image and character, but it can also be detrimental, for example, by destroying elements of character like open space or wooded areas.
- ✓ Demand for shoreland property throughout the Northwoods area places heavy pressure on lakes and streams within the Town, which if not properly managed, can adversely affect surface and groundwater quality as well as the rural, Northwoods image.
- ✓ Differing housing types can conflict, impacting property values and neighborhood (community) character / image.
- ✓ Commercial and industrial developments can adversely affect the Northwoods Character of the Town, the natural environment, safe traffic movements, and conflict with adjoining land uses.

The current Town Plan Commission has reviewed the findings of the 1998 plan and determined that these issues are all still pertinent to the Town today.

### 3. TOWN PLAN COMMISSION BRAINSTORMING SESSION

After reviewing the background data as presented above, the Plan Commission discussed various issues it felt were pertinent to add to the dialogue on the future development of the Town. A summary of this discussion is as follows.

- ✓ *Pedestrian Friendly Connections*: a number of conditions including gas prices, an aging population, and traffic conditions (Hwys 8 and K are examples of heavily traveled main thoroughfares within the Town.), lead to the suggestion that the Town become more pedestrian friendly.
- ✓ *Subdividing of Forested Lands*: An area of concern is the clear cutting of forested tracts for timber or pulpwood, and the subsequent sale and development of these and other wooded parcels for residential lots. The availability and marketing of these parcels/developments draws more interest in the local land market and has the potential to inflate growth beyond the anticipated projection.
- ✓ *Recreational Issues*: Trails and recreational amenities are important to the Town, but each bring concerns. Snowmobile and ATV trail connections and bike/ped accommodations were discussed.

#### 4. TOWN PUBLIC OPINION SURVEY

The Town of Woodboro Plan Commission has conducted a survey of current Town residents and property owners to evaluate changes in community perception since the last survey done in 1997 during the development of a Town land use plan.

In 2007, this new survey was mailed to 810 property owners in Woodboro and 467 completed surveys were returned for a response rate of 58 percent. This compares to 504 of 751 surveys returned for a response rate of 67% in 1997. For comparison, the 1997 results will be noted in ( ) next to the 2007 results in the summary below.

The “typical respondent” for the 2007 survey is very similar to that of 1997. About 43% (40%) of those responding described themselves as being a permanent resident of Woodboro, while 39% (38%) indicated that they were seasonal residents. About 17% (20%) own undeveloped land in the Town, and 2% (2%) own commercial or industrial land. About 67 % (65%) of survey respondents were male. About 81 % (73%) of all respondents were over the age of 45. About 34 % (34%) survey respondents have owned their property less than 10 years, 32% (36%) between 10 and 25 years, and 34% (30%) more than 25 years.

A review of the keys issues from the survey are summarized below:

- ✓ About 52 % (53%) of survey respondents favor the existing population growth rate, while 29% (47%) favor either no growth or a decreased population rate. In addition, nearly 66% (80%) of those surveyed feel that the Town should have a say where new growth occurs.
- ✓ Community issues of concern in order of importance for 2007 are 1.) Land Use/Zoning 2.) Fire Protection 3.) Shoreland 4.) Road/Highway 5.) Police Protection 6.) Commercial/Industrial Development.
- ✓ In 2007, 76% are satisfied with the recreational opportunities (i.e. multipurpose trails, parks, bike routes) available within the Town. In 1997, two-thirds of survey respondents favored the development of biking, hiking, and ski trails.
- ✓ About 70% (82%) of respondents favored limiting development in some areas to protect critical wildlife or natural habitats.
- ✓ Regarding waterfront development, 61% feel lake frontage in the Town is developed at an acceptable amount while 28% feel it is over-developed. When asked specific questions regarding County rules that limit the amount of tree cutting allowed on lakeshores, 74% (69%) favored keeping the existing rules the same. In regard to setback averaging, 55% of respondents suggested that the current policy of setback averaging continue.
- ✓ Single family residential was the clear preference for the type of development

allowed on lakes and rivers with 73% (81%). When asked about the current size requirement of 20,000 sq. ft. for lake lots, 59% (60%) responded that it should be kept, while 34% (40%) suggested requiring larger lake lots.

- ✓ In both 2007 and 1997, survey respondents strongly favor single-family housing for the Town. Other types supported include seasonal/recreational housing, manufactured homes and elderly housing. When asked what type of housing developments should be discouraged, mobile home parks was highest, followed by apartments, mobile homes, clustered development and condos. In addition, about 64% (81%) of survey respondents felt the Town should develop housing standards.
- ✓ When asked if new development proposals should be required to consider the impact on natural resources and environmentally sensitive areas, 86% (91%) indicated yes.
- ✓ Regarding industrial development, 63% (70%) suggest that the Town should not be involved in attracting industry to the Town. Likewise, just over 50% (58%) of respondents also suggested that the Town should not be involved in attracting commercial or retail development.
- ✓ A large majority, or 79% (85%), favor the development of aesthetic requirements for commercial and industrial development. Likewise, nearly 69% (89%) indicated that there should be specific standards for business advertising signs.
- ✓ When asked if they would use public bus transportation to Rhinelander or Tomahawk, 55% of respondents said no, 28 % said yes and 17% were unsure.

### C.) COMMUNITY VISION STATEMENT

During the 1998 planning process, the Town of Woodboro established the following vision for the future growth and development for the Town:

**To preserve and enhance Woodboro's Northwoods image (i.e.: country atmosphere and rustic/rural and natural looking surroundings) through planned growth and development.**

This vision was reaffirmed for the comprehensive planning process by the current Town Plan Commission.

## **CHAPTER TWO**

### **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

This chapter is a compilation of objectives, policies, goals, 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 consistent with zoning limitations under §295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

#### **A.) AGRICULTURAL, NATURAL AND CULTURAL RESOURCES INVENTORY**

##### **1. GROUNDWATER & GEOLOGY**

Groundwater is water that occupies spaces between soil particles or cracks in the rock below the land surface. It originates as precipitation that infiltrated into the ground. The type of soil and bedrock that a well is drilled into often determines water's pH, saturation index, and the amount of hardness or alkalinity in water. The type of soil and bedrock in a region also determines how quickly contaminants can reach groundwater. Human activities are often responsible for elevated levels of contaminants such as nitrates and chlorides.

The majority of the Town lies within a pitted outwash plain that underlies most of Oneida County. Residents of the Town depend on groundwater pumped from an aquifer of glacial drift, particularly glacial outwash, and ice-contact sand and gravel. The groundwater table is replenished by rainfall and snowmelt, which percolates down through the soil until it reaches the groundwater table.

The relatively rapid movement of groundwater within an aquifer is a concern for potential contamination. Nearly all soil types in Oneida County are classified as "most susceptible" to groundwater contamination by the UW-Extension Geological and Natural History Survey.

Most groundwater contamination is related to poorly sited land uses such as manure, petroleum, and salt storage in areas of high groundwater tables or fractured bedrock. Contamination of groundwater can also result from such sources as improperly placed or maintained landfills, private waste water disposal (septic effluent), excessive lawn and garden fertilizers and pesticides, and leaks from sewer pipes.

Well yields within Oneida County vary greatly from a few gallons to 2,000 gallons per minute.

Groundwater quality in Oneida County and the Town of Woodboro is generally good. The main constituents in the water are calcium, magnesium, bicarbonate ions, and a

high concentration of iron—but it is not considered a health hazard. In areas with moraines, the ground water is hard.

One groundwater quality issue may be the Oneida County landfill and three closed dumps located within Woodboro. (Refer to the Utilities and Community Facilities chapter for more information.) Environmentally, groundwater monitoring wells surrounding the County landfill site continued to show improvements in water quality in 2006. Leachate is collected and treated at the Rhinelander wastewater treatment plant. Groundwater standard exceedances observed around the closed cell were 10 in 2006 compared to 14 in 2005, 30 in 2004 and 49 in 2003. The chemical of greatest concern observed down gradient of the monitoring wells continues to be vinyl chloride. Vinyl chloride concentrations continue a downward trend in all wells where it is still detected.

Wisconsin Administrative Code NR 812.08(4)(g)(1) prohibits the installation of wells within 1,200 feet of an existing or abandoned landfill. This regulation also contains provisions for "variances" from this requirement.

## 2. SURFACE WATER

Surface water resources support the area's economy by drawing tourists, and providing a good quality of life for residents, refer to Water Features Map. Oneida County contains one of the highest concentrations of natural lakes in the world. These surface water resources are held in public trust (Art. 1, §1, WI Constitution) by the State for all to use and enjoy.

The northwestern 1/16<sup>th</sup> of the Town of Woodboro is located in the Middle Tomahawk River watershed. The central majority of town lies within the Lower Tomahawk River watershed. The south and easterly 1/3<sup>rd</sup> of town lies within the Woodboro River watershed. All of these watersheds drain into the Mississippi River.

Oneida County Shoreland Zoning is in effect. Actual shoreland jurisdiction measurements are coordinated through the Zoning Department.

Perch Lake, Pontoon, Finger and Garland in Woodboro are considered a wild lakes in the Oneida County Forest 15-year plan. A wild lake has restricted use areas not open to internal combustion engine vehicles or watercraft, except snowmobiles when snow covered. The majority of shoreline on these lakes is owned by Oneida County. The County may request that the Town (under the authority of s.30.77 (3) Wis. Stats.) establish regulations restricting motorized use on these types of waters. Canoes, kayaks, and boats powered by wind, oars or electric motors are permitted while gas or diesel power is not. The intent of these restrictions is to protect the aquatic resources of the lake and still allow human access.

### Outstanding and Exceptional Resource Waters

Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary

difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised.

One area water body is listed as an ERW – Jennie Creek (T36N R7E Sec 25, & 36).

#### Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." A water body is considered impaired if a) the current water quality does not meet the numeric or narrative criteria in a water quality standard or b) the designated use that is described in Wisconsin Administrative Code is not being achieved. A documented methodology is used to articulate the approach used to list waters in Wisconsin. Every two years, states are required to submit a list of impaired waters to EPA for approval.

No water bodies in Town are listed as not meeting the standards set under the U.S. Clean Water Act, Section 303(d).

#### Invasive Aquatic Species

Surface water resources in Oneida County are threatened by the introduction of invasive aquatic species. These species out compete native species and degrade habitats possibly by decreasing biodiversity from having less plant and animal species. Several waterbodies within the Town of Woodboro have invasive aquatic species infestations of Eurasian water milfoil (*Myriophyllum spicatum*), and possibly others. The infested waters include Manson Lake, Hancock Lake, and Oneida Lake. Florisic Quality Indices have been completed for Oneida, Hancock, Squash and Manson lakes. Contact the Oneida County Land and Water Conservation Department and the Oneida County Invasive Species Coordinator for public outreach education strategies.

### 3. WETLANDS

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle and local ecological systems. In terms of hazard mitigation, they act as water storage devices in times of high water. Like sponges, wetlands are able to absorb excess water and release it back into the watershed slowly, preventing flooding and minimizing flood damage. As more impermeable surfaces are developed, this excess capacity for water runoff storage becomes increasingly important.

Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water column. Plants take up certain nutrients from the water. Other substances can be stored or transformed to a less toxic state within wetlands. As a result, the lakes, rivers and streams are cleaner.

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of this function over time. Destruction of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The WDNR has promulgated minimum standards for managing wetlands.

The wetlands shown for the Town of Woodboro were mapped from the WisDNR Wetlands Inventory, see Water Features Map.

#### 4. FLOODPLAINS

A floodplain is generally defined as land where there is a one percent chance of flooding in any year (also known as the 100-year floodplain). The primary value of floodplains is their role in natural flood control. Flood plains represent areas where excess water can be accommodated whether through drainage by streams or through storage by wetlands and other natural detention/retention areas. Specific areas that will be inundated will depend upon the amount of water, the distance and speed that water travels, and the topography of the area. If uninterrupted by development, the areas shown on a map as floodplains should be able to handle the severest (regional) flood, i.e. those that have a probability of occurring once every one hundred years.

The 100-year floodplain was digitized by the NCWRPC from FEMA Flood Insurance Rate Maps, for planning purposes only, see Water Features Map.

#### 5. FORESTS AND RECREATION

Forests play a key role in the protection of environmentally sensitive areas like steep slopes, shorelands, wetlands, and flood plains. Expansive forests provide recreational opportunities, aesthetic benefits, and current and future economic development.

Presettlement Woodboro was dominated by white and red pine with lesser amounts of red oak and red maple along with black spruce dominating the wetland areas.

All forests are dynamic, always changing from one stage to another, influenced by natural forces and humans. Changes can be subtle and occur over long periods, or can happen over a short period of time from a timber harvest, windstorm, or fire.

Currently, about 80% of the Town is wooded. These woodlands are primarily northern hardwoods, red oak, aspen, red and white pine, red maple, white birch and black spruce. The Town of Woodboro contains a significant portion of the Cassian/Woodboro unit of Oneida County Forest, which covers approximately 15,000 acres in the towns of Woodboro and Cassian, which is 18 percent of total county forest area.

Oneida County Forest lands are managed for a variety of purposes including environmental protection, recreational opportunity and production of wood as a raw material. Generally permitted recreational use of the County Forest includes hunting, fishing, picnicking, snowshoeing, biking, hiking, cross-country skiing, photography and nature study. Other uses such as camping, horseback riding or dog sledding may be permitted.

Most trails, roads and fire lanes within the County Forest are open to motorized and non-motorized recreational use unless signed, gated, bermed or otherwise marked closed or limited to specific uses. Most motorized uses including snowmobile and ATV are permitted on forest roads and trails unless otherwise marked but not allowed off-trail or cross-country. The County attempts to minimize trail user conflicts. For example, trails that are designated as walking only, hiking, biking, skiing, snowshoeing or snowmobile only are not open to ATV traffic.

The only county designated intensive use recreation area within the Town of Woodboro is Perch Lake County Park. This 5-acre site has a public access/boat landing, parking, picnic area with tables and grills, and restrooms. The Washburn Lake Ski Trail area is within county forest land adjacent to this park, and Washburn Lake, itself, has public swimming beach.

There is also significant land held by the State of Wisconsin including the Woodboro Wildlife Area located in the northwest corner of the Town. The Woodboro Wildlife Area is 2,511 acres which includes Campine and Stone lakes as well as shoreline on Indian, Perry, Roe and Stag lakes and several other unnamed lakes and ponds.

Some private woodlands in the county are enrolled in Managed Forest Law (MFL). This program provides a reduced annual tax rate per acre and requires a management plan for the property that must include some harvesting and may require some public uses. When timber is harvested from MFL properties, a harvest tax is also assessed. This provides an incentive to keep woodlots in active production and may allow some community access to the site in exchange for greatly reduced taxes. See the programs section at the end of this chapter for more detail on this program.

## 6. SOILS

Area soils are related to the physical geography, climate, and vegetation. By reviewing the soil maps and other information, it is possible to determine the best uses for a particular area. Human activity also affects soil formation by altering and accelerating natural soil processes. Clearing, burning, cultivating, and urbanization thereby affecting soil structure, porosity, and content of nutrients have altered many soils.

The various soils in Woodboro are primarily suited to forestry and dwellings without basements as a high groundwater table limits basement creation and septic absorption field siting. Some soils are also suited to cultivated crops, and have management concerns of: droughtiness, soil blowing, and a short growing season.

In 1993, the Natural Resource Conservation Service partnered with the University of Wisconsin to create the Soil Survey of Oneida County. See the Soil Survey for detailed information about the use and management of specific soils.

## 7. RARE SPECIES & NATURAL COMMUNITIES

A number of threatened and endangered species are found within the Town of Woodboro including osprey, red shouldered hawk, yellow crowned night heron, foster's tern, pygmy snaketail dragonfly, knobel's riffle beetle, wood turtle, blandings turtle and spotted pondweed.

The Town of Woodboro has 12 sections with occurrences of aquatic plants, animals, and/or natural communities of endangered status as identified in the Wisconsin Natural Heritage Inventory. Each section identified may have several different species occurring. Specific locations are not published to protect the species or community.

Wisconsin's biodiversity goals are to identify, protect and manage native plants, animals, and natural communities from the very common to critically endangered for present and future generations. Knowledge, appreciation, and stewardship of Wisconsin's native species and ecosystems are critical to their survival and greater benefit to society.

Vanderschaegen Bog located in section 23 is classified as a state natural community. Natural communities are defined as tracts of land or water, which have native biotic communities and unique natural features.

## 8. METALLIC & NON-METALLIC MINERAL RESOURCES

There are no known metallic mineral deposits of significance in the Town of Woodboro.

Roadfill, sand, gravel and topsoil are typical non-metallic resources. Roadfill is soil material that is excavated in one place and used in road embankments in another place. Sand and gravel are natural aggregates suitable for commercial use with a minimum of processing. Topsoil is a friable loamy material that is free of stones and cobbles, has little or no gravel, and is naturally fertile or responds well to fertilizer. Topsoil is used to cover an area so that vegetation can be established and maintained. There are a number of quarries throughout the Town of Woodboro, as well as a few closed or inactive sites, see Utilities and Community Facilities Map.

There is some concern that non-metallic mining sites should be managed to avoid conflict with dwellings. Noise, odor and traffic are some of the issues that should be considered when locating a quarry.

## 9. HISTORICAL & CULTURAL RESOURCES

There are no Wisconsin or National Registers of Historic Places listings within the Town

There are two archaeological sites in Woodboro. Locations are not published to protect the resource, however, preservation of these sites should be a priority when making land use decisions.

Other historical sites may exist since there was no extensive survey done for this planning effort. The State Historical Society should be notified before any development which may disturb a site is to proceed, so that the area can be inventoried, recorded and cataloged to preserve historical data. Note that state law strictly prohibits disturbance of a human burial. There is a property tax exemption program available to owners of properties with historical significance.

## 10. PRODUCTIVE AGRICULTURAL AREAS

According to the *Wisconsin Land Use Databook*, the Town of Woodboro was 3.1 percent agricultural, 71.8 percent forested, and 18.6 percent wetlands in 1993. The town's total land area is 34.6 square miles. Of the 3.1 percent of town land in agriculture, 0.2 percent was used for row crops, 0.1 percent was used for foraging, and 2.8 percent was grassland.

In terms of farming trends, the town has lost 0.9 percent of farmland acreage on tax rolls between 1990 and 1997. According to the *Wisconsin Land Use Databook* there were 11 farms, none of which were dairy farms in 1997. Prime farmland produces the highest yields with minimal inputs and results in the least damage to the environment, see Prime Agricultural Land Map.

Agriculture is not a significant land use in the Town with only a fraction of 1% of the total land area under active cultivation. Preservation of productive farmland is a statewide planning goal, but concerns about farming can include manure management, prevention of runoff into waterways and groundwater, and use of herbicides and pesticides. The Oneida County Land Conservation Department deals with these issues on a countywide basis. That department's Land and Water Resources Management Plan includes a work program that includes development of an animal waste storage ordinance and activities geared toward controlling runoff.

## **B.) AGRICULTURAL, NATURAL AND CULTURAL RESOURCES PROGRAMS**

Programs available to the Town of Woodboro 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 that offers the program should be contacted.

Aquatic Habitat Protection Program: The WDNR provides basic aquatic habitat protection services. Staff members include Water Management (Regulation) Specialists, Zoning Specialists, Rivers (Federal Energy Regulatory Commission-FERC) Specialists, Lakes Specialists, Water Management Engineers, and their assistants (LTEs). The program assists with water regulation permits, zoning assistance, coordination of river and lake management, and engineering.

County Conservation Aids: Funds are available to carry out programs for fish or wildlife management projects as per §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 that enhance fish and wildlife habitat or fishing and hunting facilities have priority. Contact the WDNR for further information.

Drinking Water and Groundwater Program: This WDNR program is responsible for assuring safe, high quality drinking water and for protecting groundwater. This is achieved by enforcing minimum well construction and pump installation requirements, conducting surveys and inspections of water systems, the investigation and sampling of drinking water quality problems, and requiring drinking water quality monitoring and reporting. A team of specialists, engineers, hydrogeologists, and a program expert and program assistants staff the program. WDNR staff provide assistance to public and private well owners to help solve water quality complaints and water system problems. They also provide interested citizens with informational or educational materials about drinking water supplies and groundwater.

Wisconsin Fund is a program by the Wisconsin Department of Commerce, Safety and Buildings Division. Grants are provided to homeowners and small commercial businesses to help offset a portion of the cost for the repair, rehabilitation, or replacement of existing failing Private Onsite Wastewater Treatment Systems (POWTS). Eligibility is based upon several criteria, including household income and age of the structure. 66 counties out of Wisconsin's 72 counties, the City of Franklin, and the Oneida Tribe of Wisconsin participate in the program. County government officials assist interested individuals in determining eligibility and in preparation of grant applications. A portion of the money appropriated by the state government for the program is set aside to fund experimental POWTS with the goal of identifying other acceptable technologies for replacement systems.

Endangered Resources Program: The WDNR's Endangered Resources staff provides expertise and advice on endangered resources. They manage the Natural Heritage Inventory Program (NHI), which is used to determine the existence and location of native plant and animal communities and Endangered or Threatened Species of Special Concern. The NHI helps identify and prioritize areas suitable for State Natural Area (SNA) designation, provides information needed for feasibility studies and master plans, and maintains the list of endangered and threatened species. All management activities conducted by Wildlife Management and Forestry staff must be reviewed to determine the impact on NHI-designated species. A permit for the incidental take of an Endangered or Threatened species is required under the State Endangered Species

Law. The Endangered Resources Program oversees the permit process, reviews applications and makes permit decisions. Funding for the Endangered Species Program comes from a number of sources, including tax checkoff revenue, license plates, general program revenues (GPR), gaming revenue, Natural Heritage Inventory chargebacks, wild rice permits, general gifts and Pittman Robertson grants.

Fisheries Management Program: The WDNR funds this program primarily through the sale of hunting and fishing licenses. The program assists with fishery surveys, fish habitat improvement/protection, and fish community manipulation. This program may also be used to fund public relations events and a variety of permitting and administrative activities involving fisheries.

Forest Management Program:

Funding for the forestry program is supported primarily by a fixed rate mill tax on all property in the State of Wisconsin. Other support is received from the federal government, from recreation fees, from sale of forest products, from sale of state produced nursery stock, forest tax law payments, and other miscellaneous sources. All activities of the Forestry Program help support efforts to promote and ensure the protection and sustainable management of Wisconsin's forests.

Private Forestry: The WDNR's goal is to motivate private forest landowners to practice sustainable forestry by providing technical forestry assistance, state and federal cost-sharing on management practices, sale of state produced nursery stock for reforestation, enrollment in Wisconsin's Forest Tax Law Programs, advice for the protection of endangered and threatened species, and assistance with forest disease and insect problems. Each county has at least one Department forester assigned to respond to requests for private forestland assistance. These foresters also provide educational programs for landowners, schools, and the general public. Both private and industrial forest landowners have enrolled their lands under the Managed Forest Law.

Managed Forest Law (MFL): The purpose of the MFL is to promote good forest management through property tax incentives. Management practices are required by way of an approved forest management plan. Landowners with a minimum of 10 contiguous acres (80% must be capable of producing merchantable timber) are eligible and may contract for 25 or 50 years. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing, however, up to 80 acres may be closed to public access by the landowner. There is a 5% yield tax applied to any wood products harvested. Contact the WDNR for further information.

Nonpoint Source Pollution Abatement Program: This WDNR program is currently undergoing restructuring and being gradually replaced by short-term grants that will address specific projects rather than focusing on entire watersheds. The goal of this voluntary program is to improve and protect the water quality of surface waters and groundwater within the watershed. Landowners are encouraged to control nonpoint pollution on their properties through cost sharing of Best Management Practices. This program will be replaced by Targeted Runoff Management projects (TRM). These are

projects that are more specific in nature and may last up to three years. They are scored on a competitive basis, based on the amount of pollutant control they will achieve and the degree of impairment of the location. One nonpoint source coordinator is located in the Rhinelander WDNR Service Center. This coordinator administers and oversees the priority watershed program and will also assist with the TRM grants. The coordinator also provides nonpoint source pollution advice to counties that are implementing their land and water plans.

Parks and Recreation Program: The WDNR gets its authority for administering the Parks and Recreation Program from Chapter 27 Wisconsin Statutes. This program provides assistance in the development of public parks and recreation facilities. Funding sources include: the general fund, the Stewardship Program, Land and Water Conservation fund (LAWCON), and the recycling fund, and program revenue funds.

Stewardship Grants for Nonprofit Conservation Organizations:

Nonprofit conservation organizations are eligible to obtain funding for the acquisition of land or easements for conservation purposes and restoration of wildlife habitat. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, protection of 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. All projects must be in a WDNR approved outdoor recreation plan. Contact the WDNR or NCWRPC for further information.

Wastewater Program: The Department of Natural Resources provides this program to address point and non-point source pollution control. Operating funds for this program come from the federal government's Clean Water Act funding as well as state general program revenues. The core work of this program involves the issuance of wastewater discharge permits that discharge directly to surface or groundwater and enforcing the requirements of these permits. The program closely monitors the impacts of industry, septic tanks, sludge, and stormwater on the environment. Pretreatment plants for wastewater are offered economic assistance and provided with plan review services before the facility is established.

Watershed Program: The WDNR seeks to protect wild and domestic animals, recreational activities, natural flora and fauna, agriculture, business, and other land uses through watershed management. Funds to run this program are provided by the federal government through Clean Water Act and through state general program revenues. The program assists with watershed planning, water quality monitoring and modeling, and development of water quality standards and policy.

Wetlands Reserve Program (WRP): The purpose of the WRP is to restore wetlands previously altered for agricultural use. The goal of the WRP is to restore wetland and wildlife habitats. Lands that have been owned for at least 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 are recorded with a property deed, however 10-year contracts are not. Public access is not required. Contact the USDA Natural Resources Conservation Service for further information.

Wildlife Management Program: The WDNR's Bureau of Wildlife Management oversees a complex web of programs that incorporate state, federal and local initiatives primarily directed toward wildlife habitat management and enhancement. Programs include land acquisition, development and maintenance of State Wildlife Areas, and other wild land programs such as State Natural Areas. Wildlife Staff work closely with staff of state and county forests to maintain, enhance, and restore wildlife habitat. Wildlife Management staff conduct wildlife population and habitat surveys, prepare property needs analysis's, develop basin wildlife management plans and collaborate with other WDNR planning efforts such as Park, Forestry or Fishery Area Property Master Plans to assure sound habitat management. Funding comes from the federal government in the form of Endangered Species grants and Pittman-Robertson grants and from state government in the form of hunting and trapping license revenues, voluntary income tax contributions, general program revenue and Stewardship funds.

Wisconsin Historical Society, Office of Preservation Planning (OPP): The OPP can provide information on how to protect and preserve your own historic property, to implement grassroots strategies for preserving and protecting historic properties, and on state or federal laws and regulations that may be applicable to a given case.

### **C.) AGRICULTURAL, NATURAL & CULTURAL RESOURCES GOALS & POLICIES**

Goal 1. Preserve and protect the unique characteristics and natural resources including wetlands, wildlife habitats, lakes, shorelands, environmentally sensitive areas, streams, woodlands, endangered resources, air quality, open spaces, scenic beauty and groundwater resources of the Town which are key elements of the "Northwoods Character".

Objective 1.1 Prevent new development in the Town from negatively impacting natural resources.

Policy 1.1.1 Designate areas desirable for development as well as non-desirable areas for development and direct the placement of new development to the most suitable area as specified in the Town plan.

Policy 1.1.2 Utilize appropriate tools such as *conservancy zoning* to protect important or fragile environmental areas including critical natural habitats, floodways, historic sites, old growth forests, scenic open spaces,

	shorelands, steep slopes, and wetlands, recognizing their value for wildlife habitat, flood control, cultural heritage, providing recreational opportunities, protection of water quality, etc.
Policy 1.1.3	The Town should encourage low density single family residential development for its lake- and river- front properties.
Policy 1.1.4	The Town should encourage that new waterfront development be at least 75' back from the OHWM for equity in development standards as well as aesthetic and water quality considerations.
Policy 1.1.5	The Town should support the minimum shoreland lot size of 20,000 sq. ft. for lakes and streams, but encourage larger lot development where appropriate.
Policy 1.1.6	Land uses which result in potentially greater lake usage than would be reasonably expected through single family residential riparian ownership/access such as condominiums, apartments, mobile home parks, businesses, or keyhole access should be discouraged or prohibited.
Objective 1.2	Minimize impacts to the Town's natural resources from metallic or non-metallic mining.
Policy 1.2.1	Allow only on lands adjacent to existing sites where expansion will not conflict with other pre-existing development.
Policy 1.2.2	Mining or processing of extracted materials will not be allowed within 2,000 feet of a residence.
Objective 1.3	Promote development that minimizes groundwater impacts from on-site septic systems and other sources.
Policy 1.3.1	Work with Oneida County to enforce existing regulations of septic systems to protect groundwater quality.
Objective 1.4	Identify critical habitat areas in lakes and how existing land use practices affect them. Encourage landowners to adopt practices which protect these areas.

Policy 1.4.1	The Town should preserve shorelands where critical natural habitats, floodways, historic sites, old growth forests, scenic open spaces, steep slopes, and wetlands are present.
Policy 1.4.2	The Town should protect the water quality in its lakes and streams through zoning and land division regulations which prevent pollution from erosion both during and after construction.
Policy 1.4.3	The Town should support more stringent restrictions on removal of shoreland vegetation.
Policy 1.4.4	Work with Indian tribes to protect wild rice beds on Gary Lake.
Policy 1.4.5	Work with Lakes Associations to identify critical habitat areas and educate riparian shoreline landowners about protection actions.
Policy 1.4.6	Work with Lake Associations to develop dam management plan for Oneida-Hancock Lakes.
Objective 1.5	-Encourage conservation of undeveloped shorelines
Policy 1.5.1	Invite Land Trust to discuss Conservation Easements and Acquisition of Development Rights Programs with landowners
Goal 2.	Promote effective management of sustainable forestry.
Objective 2.1	Support Oneida County's mission to manage, conserve and protect the county forest on a sustainable basis as stated in the Oneida County Forest Comprehensive Land Use Plan.
Objective 2.2	Practice sustainable forest management on Town-owned 160-acre parcel on Hancock Lake Road.
Objective 2.3	Encourage private landowners to use professional forestry consultants for forest best management practices.
Goal 3.	Preserve and protect scenic, cultural, historic, and archaeological sites.
Objective 3.1	Advise landowners to contact State Historic Preservation Office (SHPO) before developing property containing scenic, cultural, historic and archaeological sites.

Goal 4. Enhance recreational opportunities while minimizing user and landowner conflict.

Objective 4.1 Work with organized groups or other local governments in their efforts to develop hiking, biking, and ski trails.

Objective 4.2 Work with lake associations to develop ordinances that balance the needs of various lakes users and lake front property owners.

Objective 4.3 Maintain existing boat landings and provide additional public access to waterways.

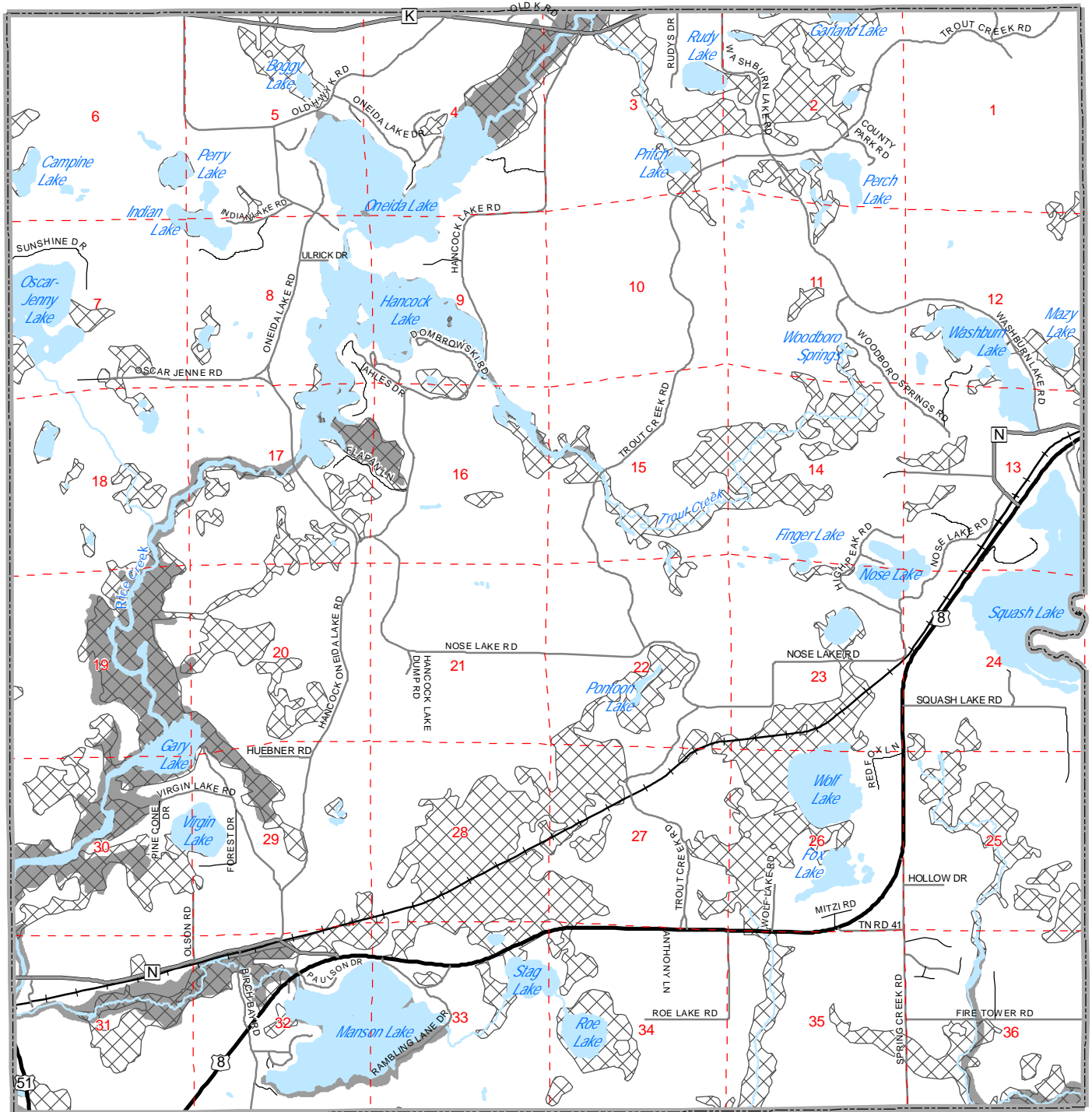
Goal 5. Encourage orderly development patterns that balance population density in a manner that preserves the rural surroundings of the Town while protecting the natural resources.

Objective 5.1 Apply Town of Woodboro Land Division Ordinance when considering land division requests.

Objective 5.2 Encourage conservation of undeveloped blocks of forest.

Policy 5.1.1 Invite land trust to discuss conservation easement and acquisition of development rights to town meeting with interested landowners.

Map 2  
Town of Woodboro  
Water Features  
Oneida County, Wisconsin



Source: WI DNR, FEMA, NCRWPC

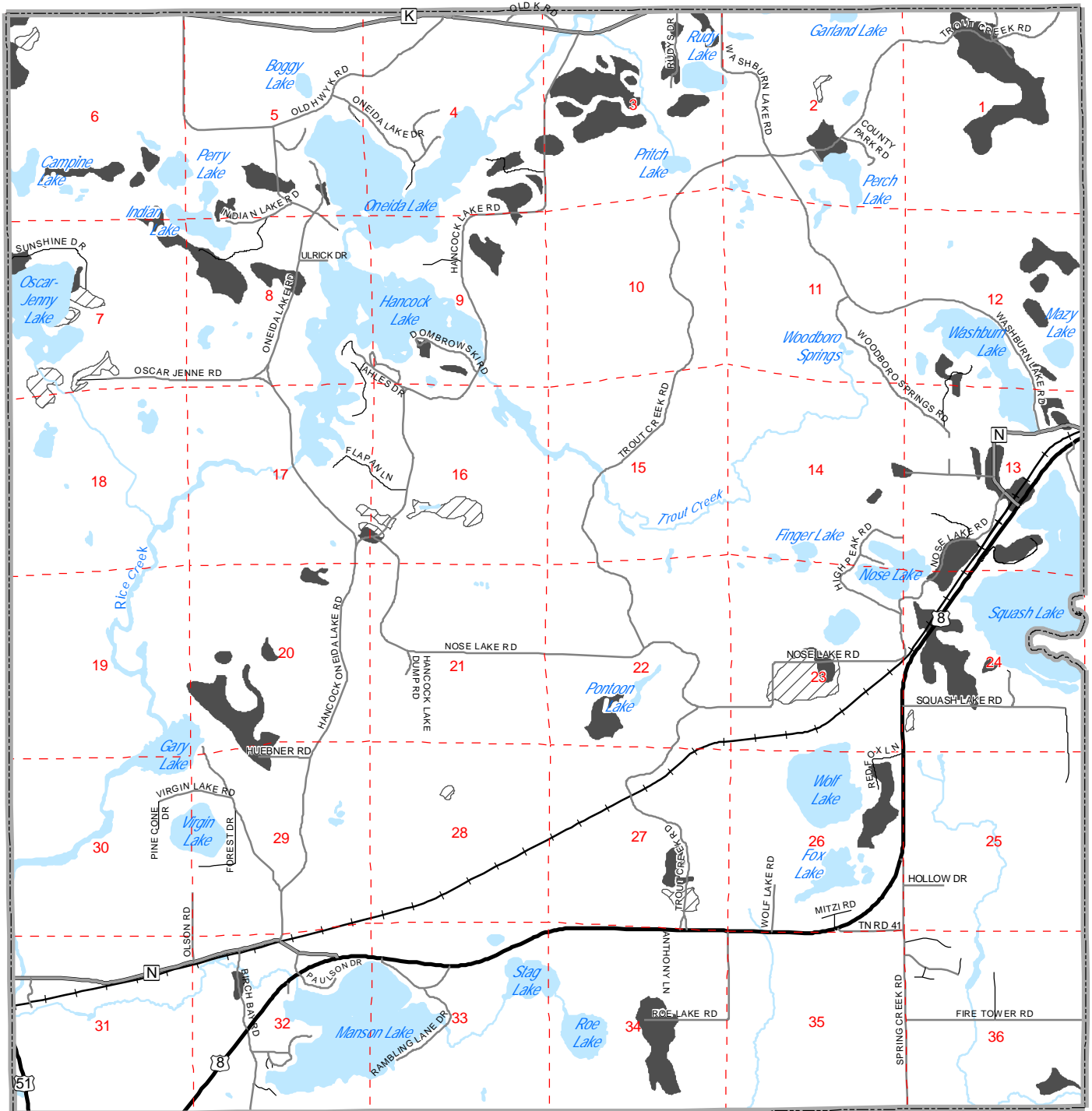
This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCRWPC is not responsible for any inaccuracies herein contained.



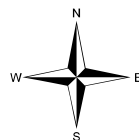
Prepared by:  
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Map 3  
Town of Woodboro  
Prime Agricultural Lands  
Oneida County, Wisconsin



- Town Border
- - - Section Lines
- US & State Highways
- County Highways
- Local Roads
- Private / Other
- + Railroad
- Water
- Prime
- Prime if drained
- Not Prime



0 0.25 0.5 1 1.5  
Miles

Source: NRCS, WI DNR, NCWRPC

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## CHAPTER THREE HOUSING

This chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to provide an adequate housing supply that meets existing and forecasted housing demand. This chapter provides a basic housing stock assessment, and identifies policies and programs that promote the development of housing for all residents of the Town including a range of choices that meet the needs of persons of all income levels, age groups, and special needs; that promotes the availability of land for low-income housing; and that maintains the existing housing stock.

### A.) HOUSING STOCK ASSESSMENT

#### 1.) AGE CHARACTERISTICS

TABLE 7 indicates the age of the housing stock in the Town of Woodboro and surrounding area based on the year housing structures were built as reported in the 2000 Census. The Towns of Woodboro and Cassian have similar percentages of housing in each time period. The Towns of Nokomis and Crescent both had a positive home building spike during the 1970-1979 time period, but Nokomis continued a higher building trend into the next time period, while Crescent dropped back down again. Woodboro has less housing built in the 80's (6.6%), than before 1940 (13.6%). None of the surrounding towns or the county followed this trend.

TABLE 7	Year Structure Built					
	1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-2000
Town of Woodboro	87	129	88	111	42	184
Town of Cassian	50	156	153	172	124	244
Town of Crescent	111	159	87	337	136	209
Town of King	60	105	55	138	109	141
Town of Nokomis	--	131	102	270	218	225
Oneida County	3,806	5,176	3,263	5,851	3,357	5,174
Wisconsin	543,164	470,862	276,188	391,349	249,789	389,792

Source: U.S. Census Bureau

#### 2.) OCCUPANCY CHARACTERISTICS

TABLE 8 breaks down the occupancy status of housing units in the Town of Woodboro. About 44% the homes in Woodboro are owner occupied, and another 44% of homes are seasonally used. Cassian is the only town with a lower percentage of owner occupied homes than Woodboro. All towns except King have seasonal housing that is over 90% of their vacant housing. About 25% of King's housing is seasonally occupied.

<b>TABLE 8 Historic Residential Occupancy Status, 2000 Census</b>					
	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units	
					Seasonal Occupancy (Part of Vacant Units)
Town of Woodboro	592	261	49	282	263
Town of Cassian	1,011	374	28	609	582
Town of Crescent	1,034	689	108	237	223
Town of King	623	330	32	261	65
Town of Nokomis	1,013	510	46	457	427
Oneida County	26,627	12,213	3,120	11,294	10,429
Wisconsin	2,321,144	1,426,361	658,183	236,600	142,313

Source: U.S. Census Bureau

### 3.) STRUCTURAL CHARACTERISTICS

The vast majority of housing units in the Town of Woodboro are of the detached single-family type (88.5%), see TABLE 9. All surrounding towns also have more than 85% of their housing in single-family detached units. Woodboro has some various multi-family buildings within the Town. About 5.5% of housing in Woodboro is mobile homes, which is the lowest of all surrounding towns.

<b>TABLE 9</b>		<b>Historic Housing Units by Structural Type, 2000 Census</b>								
	1, detached	1, attached	2	3 or 4	5 to 9	10 to 19	20 or more	Mobile Home	Other	Total
Town of Woodboro	567	0	2	4	4	22	0	35	7	641
Town of Cassian	787	0	0	0	5	0	0	104	3	899
Town of Crescent	892	8	19	24	9	10	0	77	0	1,039
Town of King	521	9	4	0	0	0	0	74	0	608
Town of Nokomis	879	9	0	0	0	0	0	107	0	995
Oneida County	21,857	299	660	424	429	160	388	2,179	231	26,627
Wisconsin	1,531,612	77,795	190,889	91,047	106,680	75,456	143,497	101,465	2,703	2,321,144

Source: U.S. Census Bureau

### 4.) VALUE CHARACTERISTICS

Median home values in the Towns of Woodboro and Crescent have been higher than the median value for the county, and of all surrounding jurisdictions except Nokomis. Tax assessment data for 2007 provided by Oneida County indicated that the average

assessed value of parcels with an improvement value in Woodboro is \$180,028. The values range from a low of \$13,300 to a high of \$1,367,100

## **B.) HOUSING PROGRAMS**

Various organizations offer a variety of programs to assist with the purchase, rehabilitation, or construction of housing. Many of these programs are listed below:

Housing Repair and Rehabilitation Grant: This program is administered by the Rural Housing Service of the USDA Rural Development Department. Seniors aged 62 and older may obtain a grant for rehabilitating their home provided they are below 50% of the area median income and are unable to procure affordable credit elsewhere.

Housing Repair and Rehabilitation Loan: Also administered by USDA, this program is a loan for rehabilitation provided applicants meet the same standards as the grant above.

Rural Housing Guaranteed Loan: USDA also offers this loan that is used to help low-income individuals or households purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

Rural Housing Direct Loan: USDA-Rural Development also offers this loan to provide financing at reasonable rates and terms with no down payment. The loan is intended for low-income individuals or households to purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

Rural Housing Direct Loan: USDA-Rural Development uses this program to help very low- and low-income households construct their own homes. The program is targeted to families who are unable to buy clean, safe housing through conventional methods.

HUD's FHA Loan: This program is administered by the US Housing and Urban Development Department and offers a low down payment of 3% mortgage loan for home purchase or construction for selected applicants under certain income limits.

HUD Insured Loans for Condominiums, Energy Efficiency, Special Credit Risks, and Rehabilitation: These programs are administered by the US Housing and Urban Development Department. HUD will insure selected applicants under certain income limits when procuring loans for rehabilitation or for rehabilitation at the time of purchase.

FHA HUD 203(k) Home Rehabilitation Loan Program: Whereas HUD desires to see current housing stock rehabilitated, this program provides owner occupants of existing homes, or intended owner occupants who are looking to purchase a home, readily available mortgage money to refinance/rehabilitate or purchase/rehabilitate their homes, respectively.

HUD Officer- and Teacher-Next-Door Program: Police officers and teachers may qualify for a 50 percent discount on a HUD-owned, one-family home in a designated Revitalization Area.

VA Home Loans: These loans, administered by the US Department of Veterans Affairs, are often made without any down payment at all, and frequently offer lower interest rates than ordinarily available with other kinds of loans. These loans may be used for up to 4 times the amount stated on the VA Certificate.

Wisconsin VA Home Loans: These loans are made through the Wisconsin Veterans Affairs and require a 5% down payment, no points good for 95% of the purchase price to a maximum of \$385,000.

HOME Loans: The Wisconsin Housing and Economic Development Authority (WHEDA) offers federal HOME Investment Partnership Program loans with a low, fixed interest rate to help low- and moderate-income individuals and families buy a home.

### **C.) HOUSING GOALS AND POLICIES**

Although the Town of Woodboro has not historically played a role in housing, it supports equal opportunity housing, and understands the importance of sound housing stock for its residents and the community as a whole. A review of housing stock assessment information has led to the establishment of the following housing policy statement:

Goal 1. To provide a diversity of housing opportunities by establishing appropriate areas for various housing types.

#### **Objectives and Policies:**

1. Areas appropriate for various housing types will be designated through zoning and area classification.
2. The Town plan should encourage single-family residential development both on and off water based on community survey results.

## **CHAPTER FOUR UTILITIES AND COMMUNITY FACILITIES**

This chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps, and programs to guide future development of utilities and community facilities. This chapter inventories existing public utilities and community facilities and assesses future needs for such services including those beyond the control of the Town located outside the community and/or under another jurisdiction.

### **A.) INVENTORY & ANALYSIS OF EXISTING UTILITIES & COMMUNITY FACILITIES**

#### **1.) WATER AND WASTEWATER FACILITIES**

The Town of Woodboro has no public water supply system or sanitary sewer service.

Water supply is accessed by individual private wells. The drilling, use and abandonment of private water supply wells is regulated by the Wisconsin Department of Natural Resources.

The disposal of wastewater is handled by private on-site septic systems that discharge wastewater to underground drainage fields and which may include: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. These on-site wastewater treatment technologies are regulated by both the Wisconsin Department of Commerce and Oneida County Planning and Zoning.

#### **2.) SOLID WASTE DISPOSAL AND RECYCLING FACILITIES**

The Oneida County Landfill is located in the Town of Woodboro. The sanitary landfill itself has been closed, but the site still handles disposal, recycling, and composting of waste within Oneida County. Waste collected at the site is hauled out of the county by Waste Management Inc under contract with the County. There is a small demolition waste area on site. There are no plans to reopen/expand landfilling operations, and it is unlikely that Oneida County would develop a new landfill elsewhere.

Private haulers provide "curbside" pick up of garbage and recycling for residents in the Town of Woodboro. Items can be dropped at the landfill by residents for a tipping fee.

There are also four former town dumpsites within the Town, which are no longer in operation and officially closed.

#### **3.) POWER AND TELECOMMUNICATIONS FACILITIES**

Electrical service is provided by Wisconsin Public Service Corporation, and works with American Transmission Corporation (ATC) to provide long distance electrical transmission. The Town of Woodboro is part of the Rhinelander Loop of electric transmission. ATC's 10-year plan, effective between 2004-2014, shows one

improvement affecting Woodboro: reconductor/rebuild the 115 kV transmission line along USH 8 between Rhinelander and Tomahawk (substations: Hwy 8 to Skanawan).

Natural gas service is available in some areas of the Town. Propane is available for home and business delivery from several vendors.

Telephone service is provided by Verizon and Frontier. The service has digital switches, links to fiber optics and digital microwave network. There is one cellular tower in the Town, but several carriers provide service that covers the Town. Internet service is available in most areas of the Town through Frontier or Charter Cable.

#### 4.) RECREATIONAL and EDUCATIONAL FACILITIES

There are no town parks or town designated recreational lands within the Town of Woodboro, except for town-owned public boat landings on Hancock and Manson Lakes. Recreation within the Town is heavily nature-based and supported by the surface water and county forest resources, refer to the Natural Resources Chapter. There are also public boat landings on Perch, Squash and Washburn Lakes as well as walk-in access on state or county land at Stag, Roe, Perry, Indian, Pontoon and Gary Lakes. There is also walk-in access to Nose Lake and Oneida Lake. Park or park-like facilities within the Town include Perch Lake County Park with fishing pier, hiking trails and shelter/restroom facility, and Washburn Lake Cross-Country Ski Trail System.

Child care facilities are available in Minocqua (6 locations), in Woodboro (1), in Woodruff (1 location), in Harshaw (1 location), and also in Rhinelander (21 locations). The Wisconsin Department of Health and Family Services maintains a list of licensed family and group child care programs.

The Town of Woodboro is in the School District of Rhinelander and is also served by two parochial elementary schools in Rhinelander. Northwoods Community Elementary School, located in the Town of Cassian just north of Woodboro, is a School District of Rhinelander charter elementary school. All Woodboro children are granted access to this or any other elementary school in the district, and transportation will be provided.

The Nicolet Technical College, located just south of Rhinelander in the Town of Pelican, serves the Town of Woodboro.

Three libraries serve the Town, including libraries in the Town of Minocqua, City of Tomahawk, and the City of Rhinelander.

#### 5.) EMERGENCY SERVICES

Police protection in the Town of Woodboro is provided by the Oneida County Sheriff's Department. Fire protection is provided through contracts with the by the Towns of Cassian and Crescent Fire Departments including rescue. The Departments have mutual aid agreements with surrounding fire departments. The Town has its own first

responder network. Maintaining necessary staffing levels is an ongoing issue for volunteer departments.

The County maintains a countywide ambulance/EMT service with 9 ambulances in conjunction with St. Mary's Hospital and Howard Young Medical Center. Three of the ambulances are based in Rhinelander and service the Town. One of these ambulances is based at the hospital and designated "first out". This unit is maintained at paramedic level EMTs by the hospital.

The nearest medical facility is Saint Mary's Hospital in Rhinelander or Sacred Heart in Tomahawk depending on where you are within the Town. Howard Young Medical Center located in Minocqua is also available. These facilities provide 24-hour emergency service and critical care.

## 6.) OTHER GOVERNMENT FACILITIES

The local road system is the most significant public facility maintained by the Town and is covered in the Transportation Element. The Town Hall is currently located in an old school house. The Town Hall is available for Town residents and groups to use for meetings or events.

The Town owns 160 acres of undeveloped land with water frontage on the east end of Hancock Lake, which has been proposed as a site for a future town hall and picnic pavilion.

There is one closed cemetery within the Town. The nearest open cemeteries are located in Cassian and Nokomis.

## B.) UTILITIES AND PUBLIC FACILITIES PROGRAMS

Providing public infrastructure (i.e. roads, police and fire protection) is one of the major functions of local government. In addition to these public services, both public and private entities provide electricity and telephone service as well as such specialized services as child-care, health-care, and solid-waste disposal. Taken together these constitute the utilities and community facilities that represent much of the backbone of modern life. Beyond what these facilities do for us, they also represent a huge investment of public and private resources.

The efficient utilization of these resources is one of the basic principles of comprehensive planning. Already in-place infrastructure is a public asset that must be safeguarded for the future, both to conserve and protect environmental values and to maximize the benefits of economic growth. Development that bypasses or ignores existing infrastructure resources is wasteful of the public investment that they represent. Development patterns that require the extension of utilities and the expansion of public facilities while existing facilities go unused at other locations is probably not the best use of scarce public resources. Both the state and federal governments offer programs that

assist communities with the development of critical infrastructure and facilities. These programs are listed in more detail in the Economic Development Element of this plan.

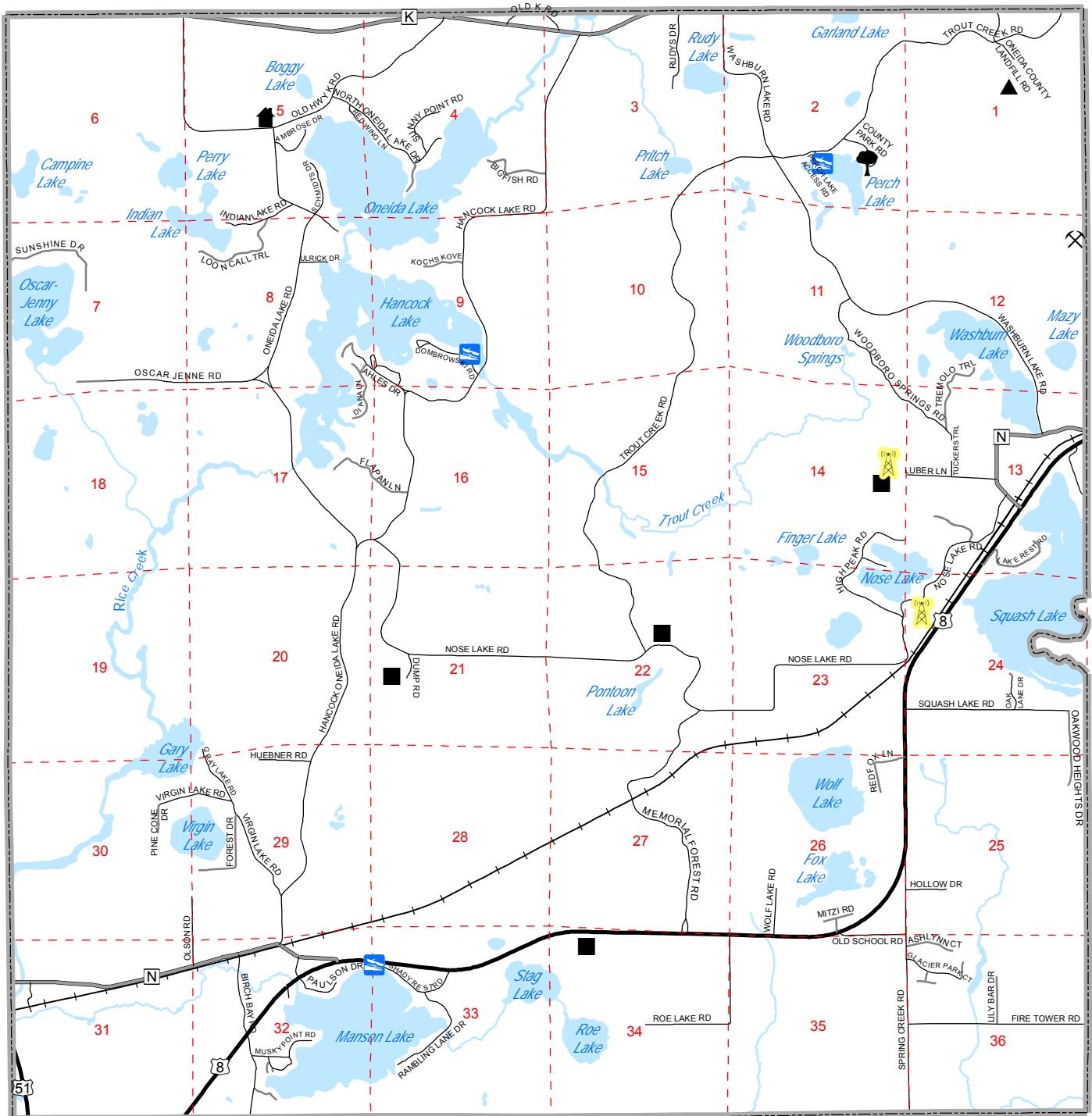
### **C.) UTILITY AND COMMUNITY FACILITY GOALS AND POLICIES**

Goal 1. To maintain orderly, planned growth, which promotes the health, safety, and general welfare of Town residents and makes efficient use of public facilities and services, and tax dollars.

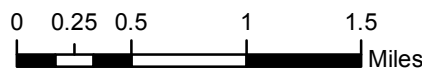
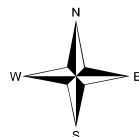
#### **Objectives and Policies:**

1. The Town will maintain a long-range development plan that will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of the plan, as well as, other Town, County, and State plans and ordinances.
2. The Town will provide would-be developers/builders, realtors, County zoning staff and committee members, and county board members with a copy of the Town Comprehensive Plan.
3. Consider the potential impacts of development proposals on groundwater quality and quantity.
4. Consider cost effectiveness of future development proposals in covering required services, utilities and community facilities.
5. Share services across municipal boundaries whenever possible.
6. Educate residents on the proper maintenance of septic systems.
7. Encourage recycling by residents.

Map 4  
Town of Woodboro  
Community Facilities  
Oneida County, Wisconsin



- Town Border
- Section Lines
- US & State Highways
- County Highways
- Local Roads
- Private / Other
- + Railroad
- Water
- Perch Lake Park
- Boat Launch
- Celltower
- Oneida Co Landfill
- Closed Dump
- Gravel Pit
- Town Hall



Source: WI DNR, NCWRPC

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



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## CHAPTER FIVE TRANSPORTATION

This chapter is based on the statutory requirement for a compilation of objectives, policies, goals, 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. It compares the Town's objectives, policies, goals and programs to state and regional transportation plans. It also identifies highways within the Town by function and incorporates state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the Town of Woodboro.

### A.) TRANSPORTATION MODE INVENTORY

#### 1.) HIGHWAYS AND TRUCKING

##### a.) Functional and Jurisdictional Identification

Public highways are generally classified by two different systems, the functional and the jurisdictional. The jurisdictional class refers to which entity owns the facility and holds responsibility for its operations and maintenance. The functional class refers to the role the particular segment plays in moving traffic within the overall system. Each is described in more detail below.

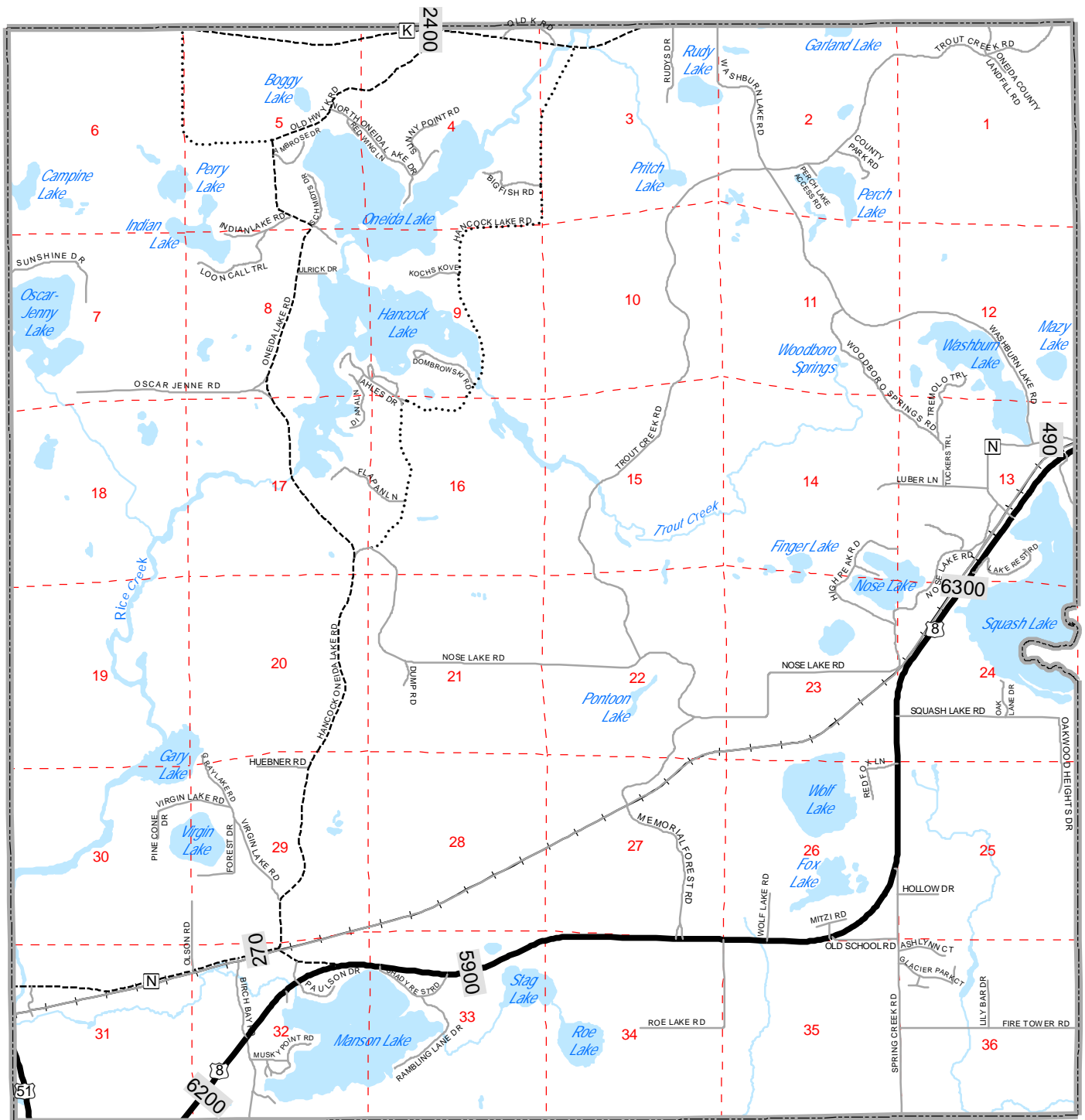
In addition to these main classifications, a road or segment of road may be held by a variety of other designations including county forest road, rustic road, emergency route, truck route, etc. There are no rustic roads within the Town of Woodboro. Truck routes are discussed at the end of this section, under Trucking.

The highway system within the Town of Woodboro is a network of federal, state and county highways together with various local roads and streets as shown on the Transportation Map. The jurisdictional breakdown is shown in TABLE 10.

<b>TABLE 10 Road Mileage By Jurisdictional And Functional Class</b>				
Jurisdiction	Functional Classification			Total
	Arterial	Collector	Local	
Federal*	7.78	---	---	7.78
State	---	---	---	---
County	---	5.32	0.95	6.27
Town	---	11.36	36.38	47.74
Total	7.78	16.68	37.33	61.79

Source: WisDOT & NCWRPC. \*Federal highways fall under the jurisdiction of the state.

Map 5  
Town of Woodboro  
Transportation  
Oneida County, Wisconsin



Source: WI DNR, NCWRPC, WI DOT 2006

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The Town of Woodboro is served by U.S. Highway 8, which is the Town's primary traffic artery running east-west diagonally through the southeastern corner of Town. Through the Town, USH 8 is designated a Corridors 2020 Connector Route by WisDOT. The significance of this corridor is reflected in the increasing level of traffic. According to WisDOT, which records average daily traffic volumes (number of vehicles) for major state roadways, traffic on USH 8 within the Town has increased about 9.26% between 2003 and 2006 (from 5,400 to 5,900 vehicles per day). No state trunk highways (STH) serve the Town.

Corridors 2020 was designed to enhance economic development and meet Wisconsin's mobility needs well into the future. The 3,200-mile highway network was comprised of two elements: a multilane backbone system and a two-lane connector system.

The backbone system is a 1,650-mile network of multilane divided highways interconnecting the major population and economic centers in the state and tying them to the national transportation network. The connector system is 1,550 miles of high-quality highways that link other significant economic and tourism centers to the backbone network. All communities over 5,000 in population are to be connected to the backbone system via the connector network. Within Oneida County, USH 8 is the only highway in the County designated as part of the Corridors 2020 system.

The Town is served by the network of county trunk highways (CTHs). These roads serve rural land uses and distribute local traffic to the regional arterial system. They serve an important role in linking the area's forestry resources to the major highways and urban centers. The County highways serving the Town include K and N. Traffic on K has increased from 1,460 vehicles in 1988 to 2,400 vehicles per day in 2003. Traffic on N increased from 210 (1988) to 490 (2006) compared with the volume increase on nearby USH 8.

Town roads are an important component of the county-wide transportation system. Town roads serve local development, as well as the forestry areas.

A functional classification system groups streets and highways into classes according to the character of service they provide. This character of service ranges from providing a high degree of travel mobility to providing land access functions.

The current functional classification system used in Wisconsin consists of five classifications that are divided into urban and rural categories. Functional classifications are used to determine eligibility for federal aid. For purposes of functional classification, federal regulations define urban as places of 5,000 or more population, so the rural classifications apply throughout the Town. TABLE 11 summarizes the rural functional classification system.

<b>TABLE 11 Rural Highway Functional Classification System</b>	
Principal Arterials	Serve interstate and interregional trips. These routes generally serve all urban areas greater than 5,000 population. The rural principal arterials are further subdivided into 1) Interstate highways and 2) other principal arterials.
Minor Arterials	In conjunction with the principal arterials, they serve cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements.
Major Collectors	Provide service to moderate sized communities and other inter-area traffic generators and link those generators to nearby larger population centers or higher function routes.
Minor Collectors	Collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.
Local Roads	Provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

Source: WisDOT

The Transportation Map illustrates the functional classification of roadways within the Town of Woodboro. USHs 8 and 51 are Principle Arterials. CTH K and part of CTH N are Major Collectors, as well as Hancock/Oneida Lake Road, Oneida Lake Road, and part of Old Hwy K Road. Minor Collectors include part of Old Hwy K Road and Hancock Lake Road. The remainder of roads within the Town are classified Local. TABLE 10 breaks down the mileage for the functional classification of roads within the Town of Woodboro.

#### b.) Trucking

USH 8 is the principal truck route within the Town as designated by WisDOT. This corresponds with its role as Corridors 2020 connecting route, linking to the Backbone highway system, and facilitating the movement of goods between Oneida County and the rest of the state/nation.

Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities with the local area. Mapping these local routes is beyond the scope of this study, and local issues such as safety, weight restrictions, and noise impacts play significant roles in the designation of local truck routes.

A number of private trucking companies are available in Rhinelander.

## 2.) TRANSIT AND TRANSPORTATION FACILITIES FOR THE DISABLED

The Oneida County Department on Aging coordinates driver-escort service to all residents of Oneida County. Escort drivers provide transportation to elderly and disabled residents of Oneida County that qualify as a priority trip purpose. Travel includes both in and out of county travel, and generous volunteers have driven any day or time necessary.

## 3.) BICYCLE AND WALKING

In 2002, Oneida County developed a bike route plan (Oneida County Pedestrian and Bicycle Corridors Plan, 2002) with assistance from the North Central Wisconsin Regional Planning Commission. This plan established a number of scenic, on-road bike routes throughout the County. One proposed trail loops over the Town of Woodboro and would connect Rhinelander with the Bearskin State Trail.

The County Bike Plan recommends institutionalizing bicycle needs within local schools, public health programs, local law enforcement programs, and transportation planning processes that occur in Oneida County.

## 4.) RAILROADS

There is a Canadian National railroad that travels roughly parallel to USH 8 in Woodboro. Since there are no terminals in Woodboro, shipments needing rail service would have to be trucked to nearby cities with rail access such as Rhinelander, Tomahawk, or Wausau.

## 5.) AIR TRANSPORTATION

The Rhinelander/Oneida County Airport in the City of Rhinelander is the closest airport to Woodboro. This is an air carrier / air cargo airport, which is designed to accommodate virtually all aircraft. Airports in this category are usually referenced by the type of air carrier service provided, and Rhinelander is a short haul air carrier airport. This airport serves scheduled, nonstop, airline markets and routes of less than 500 miles. Short haul air carriers typically use aircraft weighing less than 60,000 pounds, and use primary runways with a length between 6,500 to 7,800 feet.

There were about 79,304 total takeoffs and landings in 2007. Of these, 11,644 were commercial. In late 2007 and in 2008 there has been a decrease in take offs and landings because of high aviation fuel prices. Projections of aviation traffic for 2010 and beyond is indeterminate because of high fuel prices.

## 6.) WATER TRANSPORTATION

There are no harbors or ports within the Town, so there is no significant water transport of passengers or freight. There are 37 lakes in the Town of Woodboro, 25 of which are over 10 acres. Several lakes have public access to them for recreational use. No water trails have been designated at this time.

## C.) REVIEW OF STATE & REGIONAL TRANSPORTATION PLANS & PROGRAMS

This section contains two parts. The first is a review of state and regional transportation plans and how they affect the Town of Woodboro. The second is a listing of programs that may be of assistance to the Town with regard to the development of the local transportation system.

### a.) Summary of State and Regional Transportation Plans

#### Corridors 2020

Corridors 2020 was designed to enhance economic development and meet Wisconsin's mobility needs well into the future. The 3,200-mile state highway network is comprised of two main elements: a multilane backbone system and a two-lane connector system. All communities over 5,000 in population are to be connected with backbone & connector systems.

This focus on highways was altered in 1991 with the passage of the federal Intermodal Surface Transportation Efficiency Act (ISTEA), which mandated that states take a multi-modal approach to transportation planning. Now, bicycle, transit, rail, air, and other modes of travel would make up the multi-modal plan. The Wisconsin Department of Transportation's (WisDOT) response to ISTEA was the two year planning process in 1994 that created TransLinks 21.

#### TransLinks 21

WisDOT incorporated Corridors 2020 into TransLinks 21, and discussed the impacts of transportation policy decisions on land use. TransLinks 21 is a 25- year statewide multi-modal transportation plan that WisDOT completed in 1994. Within this needs-based plan are the following modal plans:

- State Highways Plan 2020
- Airport System Plan 2020
- Bicycle Transportation Plan 2020
- Wisconsin Pedestrian Policy Plan 2020
- Wisconsin Rail Issues and Opportunities Report
- No plans exists for transit or local roads.

#### Connections 2030

Connections 2030 will be a 25-year statewide multi-modal transportation plan that is policy-based. The policies will be tied to "tiers" of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current

funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, WisDOT may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan. This plan will not conflict with the Town of Woodboro Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21.

#### State Trails Network Plan

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail.

One proposed trail relates to Woodboro. Segment 13–Dresser to Michigan, is a 250-mile long east-west former railroad corridor that runs through Woodboro roughly parallel to USH 8. The use of roadways in Oneida and Forest counties are an alternative to the railroad corridor.

#### Oneida County Pedestrian and Bicycle Corridors Plan, 2002

In 2002, this plan was created to guide the development of bicycle and pedestrian facilities in Oneida County. The vision of this plan is to increase the mobility of people within the County by making walking and bicycling viable and attractive transportation choices. An on-road loop, described as the Crescent Lake Loop is designated to run along CTH N, Crescent Road, Fire Tower Road, and South River Road. Hat Rapids Road is designated as a future link to the system.

#### Regional Comprehensive Plan

The Regional Comprehensive Plan (RCP) titled “A Framework for the Future”, adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in December of 2003, is an update of a plan adopted by NCWRPC in 1981. The RCP looks at transportation in all ten counties that make up the North Central Region, including Langlade. It looks at general trends within the Region and recommends how county and local government can address transportation issues.

The RCP recommends a variety of strategies to address a variety of transportation issues such as growing traffic volumes, congestion and the increase of drivers aged 65 and over. Two such strategies include corridor planning and rural intelligent transportation systems (ITS). Corridor planning is one way to relieve some of the need for additional direct capacity expansion by comprehensively managing critical traffic corridors. Rural ITS applications have the potential to make major improvements in safety, mobility, and tourist information services

#### b.) Transportation Programs

The Wisconsin Department of Transportation is the primary provider of programs to assist local transportation systems. A wide variety of programs are available to serve

the many jurisdictions from county down to the smallest town. The programs most likely to be utilized by rural towns such as Woodboro include:

- General Transportation Aids
- Flood Damage Aids
- Town Road Improvement Program
- Town Road Improvement Program – Discretionary
- Local Bridge Improvement Assistance
- Local Transportation Enhancements
- Traffic Signing & Marking Enhancement Grant
- Rustic Roads

More information on these programs can be obtained by contacting the WisDOT region office in Rhinelander or on the Internet at [www.dot.wisconsin.gov/localgov/index.htm](http://www.dot.wisconsin.gov/localgov/index.htm).

### **C.) TRANSPORTATION GOALS AND POLICIES**

GOAL 1. Support and maintain a safe and efficient Town road system.

Objectives and Policies:

1. Land uses that generate heavy traffic will be avoided on local roads that have not been constructed or upgraded for such use.
2. Roadway access will be better spaced along the existing Town road network to increase safety and preserve capacity.
3. Future road locations, extensions or connections will be considered when reviewing development plans and proposals.
4. Maintain existing fire number and regulatory signage.
5. Update street signage to improve visibility for all Town residents.
6. All Town roads must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplow.

## **CHAPTER SIX ECONOMIC DEVELOPMENT**

This chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the Town. This chapter analyzes the labor force and economic base, ensures designation of adequate sites for business and industry, evaluates potentially contaminated sites for reuse, and identifies applicable county, regional and state economic development programs.

### **A.) LABOR FORCE AND ECONOMIC BASE ANALYSIS**

According to the Census, the civilian labor force (population 16 and over) living in the Town of Woodboro was approximately 356 workers in 2000. Of these, 19 were unemployed for an unemployment rate of 5.3%. The unemployment rate for the County was 6.1% in 2000. Woodboro's 1990 unemployment rate was 6.1%, with 346 people in the civilian labor force (population 16 and over).

Geographically, the land within the Town is overwhelmingly dedicated to the forestry sector. Over 82% of the land in the Town of Woodboro is woodland. See the Agricultural, Natural and Cultural Resources and Land Use chapters of this plan for more on the silvicultural nature of the community.

The primary occupational groups of Woodboro residents in the labor force are Management, Professional & Related and Sales & Office, see TABLE 12. The leading economic sectors or industries in the Town are Education, Health & Social Services and Manufacturing, see TABLE 13.

Historically, Retail Trade industry has been the strongest sector county-wide, with 3,064 workers in 1990, but declined by 8.2% to employ only 2,815 people in 2000. Education, Health and Social Services has jumped ahead as the dominant industry sector in 2000 by employing 3,953 people county-wide and 88 people in Town. Retail Trade employment decreased in Town about 49% from 67 in 1990 to 34 in 2000.

These figures are all based on the number of workers residing in the Town and what they do for employment, not where they are actually employed. Information regarding the number of jobs available in the Town of Woodboro itself is not readily available.

Commuting patterns provide one way to estimate the number of jobs within a community. The 2000 commuting data shows a total of 37 workers traveling to the Town of Woodboro for work. The majority (27) of these actually represent residents of the town working at jobs within the Town. The others travel to jobs within Woodboro from places such as Sugar Camp (4) and Harrison, Newbold and Nokomis with 2 each. In contrast, 221 residents of the Town travel to Rhinelander for work (11 to Tomahawk).

<b>TABLE 12                      Occupation of Employed Workers 1990–2000</b>				
	Town of Woodboro		Oneida County	
	1990	2000	1990	2000
Management, professional & related	72	95	3,791	5,117
Service	26	44	2,294	2,474
Sales & office	48	80	3,443	4,465
Farming Fishing & Forestry	17	11	410	268
Construction, extraction & maintenance	22	46	495	1,998
Production, transportation & material moving	96	61	3,352	2,604

Source: U.S. Census Bureau

<b>TABLE 13                      Industry Sectors 1990–2000</b>				
	Town of Woodboro		Oneida County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	14	14	422	526
Construction	25	32	1,013	1,455
Manufacturing	72	53	2,265	2,080
Wholesale Trade	19	9	320	425
Retail Trade	67	34	3,064	2,815
Transportation, Warehousing & Utilities	23	14	768	689
Information	---	5	---	434
Finance, Insurance, Real Estate & Leasing	27	7	566	636
Professional, Scientific, Management, Administrative & Waste Mgmt Services	25	15	1,089	898
Education, Health and Social Services	39	88	2,860	3,953
Arts, Entertainment, Recreation, Accommodation and Food Services	0	19	136	1,694
Public Administration	4	32	715	861
Other Services	10	15	740	733

Source: U.S. Census Bureau

## **B.) ASSESSMENT OF LOCAL CONDITIONS**

Based on the wooded nature of the community, the Town supports the development of forestry and forest based businesses. The Town also feels that more intensive industrial operations would be better suited in one of the nearby industrial parks. Beyond that, the Town has no specific preference for categories or types of business desired.

The Town has a number of strengths that may be helpful in attracting or retaining business. These include available workforce with good work ethic and potential rail access.

Some weaknesses in attracting or retaining business and industry include: slow economic growth rates, lack of sewer and water, lack of 4-lane highway access, and proximity to city / full service cities/industrial parks.

There are a number of potential locations for commercial sites within the Town, depending on the nature of the business. The Town's preference is to evaluate proposals on a case-by-case basis for compatibility with the existing surroundings.

Reuse of environmentally contaminated sites, or brownfields, is an important emphasis in Wisconsin. The Town supports the reuse of such sites provided that the Town is secure of liability issues.

The WDNR database—Remediation and Redevelopment Tracking System (BRRTS)—listed 3 sites within the Town:

- 8715 Musky Point Circle, Musky Point Condos, OPEN LUST site;
- 8495 Oneida Lake Rd, Alpine Resort, OPEN LUST site; and
- 2864 CTH N, Former Woodboro Store, CLOSED LUST site.

All three sites in Woodboro were leaking underground storage tanks (LUST). The two open sites were notified in the 1980s, and are currently undertaking continuing measures to remediate the pollution. The former Woodboro Store is a closed site where the DNR does not require any further remediation action. Since all of these sites are currently still in use, they do not pose an opportunity for reuse at this time.

### **C.) ECONOMIC DEVELOPMENT PROGRAMS**

Various organizations at the County, Regional and State level offer a variety of programs to assist with the economic development. Many of these programs are listed below:

#### *Local:*

Tax Increment Financing: In 2004, the WI State Legislature enacted changes to the state's Tax Increment Financing statutes. One significant change involved allowing townships to establish tax increment districts for specified economic development projects. Tax Increment Financing has been employed by numerous communities throughout the state to promote redevelopment in blighted areas and finance new industrial development.

#### *County:*

Oneida County Economic Development Corporation (OCEDC): The Oneida County Economic Development Corporation (OCEDC) was founded in 1989 as a nonprofit 501(c)(3) Corporation to act as an economic development coordinator for all of Oneida County. OCEDC assists individuals investigating the feasibility of going into business,

works with existing business to expand and retain economic viability, and works to attract new business in an effort to expand our economic base and provide employment alternatives to the citizens of Oneida County. OCEDC also acts as a conduit between business and government on a local, regional, state, and federal level.

Oneida County Revolving Loan Fund: A Wisconsin Department of Commerce Economic Development Grant was awarded to Oneida County, which enabled the county to establish a revolving loan fund in order to assist local businesses. The fund is managed and administered by the OCEDC.

#### *Regional:*

North Central Wisconsin Development Corporation: The North Central Wisconsin Development Corporation (NCWDC) manages a revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. It is targeted at the timber and wood products industry, tourism and other manufacturing and service industries.

North Central Advantage Technology Zone Tax Credits: The County has been designated a Technology Zone by the Department of Commerce. The Technology Zone program brings \$5 million in income tax incentives for high-tech development to the area. The North Central Advantage Technology Zone offers the potential for high-tech growth in knowledge-based and advanced manufacturing clusters, among others. The zone designation is designed to attract and retain skilled, high-paid workers to the area, foster regional partnerships between business and education to promote high-tech development, and to complement the area's recent regional branding project.

#### *State:*

Rural Economic Development Program: This program administered by Wisconsin Department of Commerce provides grants and low interest loans for small business (less than 25 employees) start-ups or expansions in rural areas. Funds may be used for "soft costs" only, such as planning, engineering, and marketing assistance.

Wisconsin Small Cities Program: The Wisconsin Department of Commerce provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

Wisconsin Small Business Development Center (SBDC): The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.

Transportation Economic Assistance (TEA): This program, administered by the Wisconsin Department of Transportation, provides immediate assistance for the cost of transportation improvements necessary for major economic development projects.

Other State Programs: Technology Development grants and loans; Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

*Federal:*

U.S. Dept. of Commerce - Economic Development Administration (EDA): EDA offers a public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

U.S. Department of Agriculture - Rural Development (USDA – RD): The USDA Rural Development program is committed to helping improve the economy and quality of life. Financial programs include support for water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. USDA-RD promotes economic development by supporting loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

Small Business Administration (SBA): SBA provides business and industrial loan programs that will make or guarantee up to 90% of the principal and interest on loans to companies, individuals, or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as the agent for the SBA programs that provide financing for fixed asset loans and for working capital.

## **D.) ECONOMIC DEVELOPMENT GOALS AND POLICIES**

Although the Town of Woodboro has not, historically, played a role in economic development, it supports efforts to stabilize and expand the economic base and employment opportunity for its residents and the community. A review of economic base assessment information has lead to the establishment of the following economic development policy statement:

- GOAL 1. To provide for commercial and industrial development which is compatible with the rural, northwoods character of the town.

Objectives and Policies:

1. The architecture and character of commercial development should be consistent with materials and architectural traditions of the "Northwoods". The use of wood, native stone, and other natural materials is expected.

2. The Town encourages that the appearance of commercial signage be reflective of the Northwoods character in a similar fashion as is expected of commercial architecture.
3. New retail, commercial development will be considered on a case-by-case basis.
4. Discourage industrial development from negatively impacting environmental resources or adjoining property values.
5. Encourage businesses that are compatible with a rural setting.
6. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
7. Support efforts to create good-paying jobs within the county.

## CHAPTER SEVEN LAND USE

This chapter provides a compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. This chapter lists existing land uses in the Town and provides 20-year projections in 5-year increments for the various land uses.

### A.) EXISTING LAND USE INVENTORY

Current land use activity (See Existing Land Use Inventory map) in the Town can be characterized as very rural woodlands and forest with scattered farming. Residential development is concentrated along the lakeshores with some dispersed along the road network. There are extensive forested tracts with virtually no development. The Oneida County Landfill is a major land use in the northeast corner of the Town.

TABLE 14 presents the current breakdown of land-use types within the Town. The majority of the Town is woodlands at about 19,700 acres or 83% of the total area. The next most significant land use type is agriculture at about 3% followed by open land with just under 3%. Residential use takes up only about 2% of the Town's area at about 420 acres. The other land uses combined use only about 1.3% of the total area.

<b>TABLE 14 EXISTING LAND USE Town of Woodboro</b>		
Land Use	Acres	Percent
Agriculture	700	2.95%
Commercial	29	0.12%
Government/Institution	1	0.01%
Industrial	96	0.41%
Open Land	676	2.85%
Outdoor Recreation	3	0.01%
Residential	416	1.75%
Transportation	194	0.81%
Water	1,884	7.95%
Woodlands	19,678	83.14%
Total	23,677	100%

Source: NCWRPC, Town of Woodboro

### B.) ANALYSIS OF TRENDS

#### 1.) LAND SUPPLY

As shown by the existing land use inventory, the majority of the Town is "undeveloped" forest and agricultural lands, however, the supply of land "available" for development is constrained by extensive state and county land holdings. Land swapping is a possibility, however, most this land will remain undeveloped. There is some private land available and the sudden sale and subdivision of private industrial forestland is a concern.

Map 6  
Town of Woodboro  
Existing Land Use Inventory  
Oneida County, Wisconsin

Source: WI DNR, 2005 Airphoto Interpretation, NCRWPC

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCRWPC is not responsible for any inaccuracies herein contained.

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## 2.) LAND DEMAND

### **Residential**

The overall residential demand for land in the Town of Woodboro results from a projected increase of 93 households (2000 – 2025). TABLE 15 shows projected residential land demand based on this household projection for the Town and the Town's 3-acre average lot size. Although some of the development will occur on larger or smaller parcels, this is more difficult to predict, and our projection becomes a conservative scenario. Thus, an average of 56 acres of residential land are expected to be added to the Town every 5 years for a total of 279 additional acres of residential land to accommodate anticipated population growth by the year 2025. This does not account for seasonal home development.

Seasonal housing comprises about 44% of the total housing units within the Town. Although existing seasonal homes are being converted to full-time, permanent residences, it is assumed for planning purposes that new seasonal units will maintain a stable proportion over the life span of this plan resulting in an additional 73 seasonal homes by 2025). These units would consume up to 219 additional acres of land by 2025 for an average of about 44 acres every five years.

### **Industrial, Commercial and Agricultural**

Industrial use within the Town is primarily Oneida County's waste processing facility, which is not expected to expand and non-metallic mining, which by their nature expand over time, and new pits will open as existing pits are closed. In addition, the Town expects most heavy industrial use to locate in industrial parks outside of Woodboro. As a result it is assumed that the overall industrial land demand is expected remain fairly constant at about 96 acres over the planning period.

Commercial development is subject to market forces and difficult to predict. New commercial enterprises have appeared sporadically within the Town over time. As a result a conservative estimate of doubling of the current level of commercial from 29 acres to 58 acres by 2025 is used.

Since it is the Town's intention to promote the preservation of Agricultural land, the level of agricultural land within the Town is anticipated to remain stable over the planning period. Some lands are expected to be taken out of agriculture while new areas are likely to come under farming resulting in minimal net change.

TABLE 15 shows the projected increase of commercial, industrial and agricultural land uses in 5-year increments.

<b>TABLE 15 Projected Land Use Demand to 2030</b>					
	2010	2015	2020	2025	2030*
Residential Acreage Demand	416	516	616	716	816
Industrial/Commercial Acreage Demand	125	135	144	154	164
Agricultural Acreage Demand	700	700	700	700	700

Source: NCWRPC

\*Extension of 2000-2025 trend.

### 3.) LAND VALUE

An indication of the price of land is the overall equalized value in the Town, which has increased about 118 percent over the last seven years; however, not all categories of land increased equally. Residential property values increased by 125 percent, while commercial increased by 52 percent. See TABLE 15, Equalized Property Values, below. Meanwhile the county experienced 98 percent growth over that same seven-year period. Residential property in the county increased by 104 percent, followed by other at 102 percent, and forest by 90 percent.

<b>TABLE 16 Town of Woodboro Equalized Property Values</b>			
Type of Property	2000	2007	% Change
Residential	77,519,800	174,245,100	124.8%
Commercial	3,179,900	4,816,100	51.5%
Manufacturing	0	0	0
Agricultural	174,600	111,500	-36.1%
Undeveloped	275,700	230,100	-16.5%
Ag. Forest	0	488,900	NA
Forest	5,136,900	8,175,200	53.8%
Other	185,500	821,200	342.7%
Total Value	86,652,400	188,888,100	118.0%

Source: WI DOR, 2000 & 2007

### 4.) OPPORTUNITIES FOR REDEVELOPMENT

All of the properties in Town that had identified environmental contamination on them are still in use, so there is no redevelopment opportunity. For example one site is an active resort while another is a condominium development converted from a former resort. See Chapter 6, Economic Development, for more details.

Quarries have a built-in redevelopment mechanism via reclamation regulations. Most existing quarries within the Town have a number of years of life left. Reclamation to a useable state is required upon closure of any quarry.

## **5.) EXISTING AND POTENTIAL LAND USE CONFLICTS**

An area of concern is the clear cutting of larger forested tracts for timber or pulpwood, and the subsequent sale and development of these and other large parcel for residential lots. The availability and marketing of these parcels/developments draws more interest in the local land market and has the potential to inflate growth beyond the anticipated projection. This may stress available public facilities and services.

Other current concerns of the Town include manufactured and mobile home parks inconsistent with surrounding development and siting of communication towers.

Other areas of land use conflict within the Town include agricultural activity versus residential development and quarry activities versus residential development. Although the Town is not currently a highly agricultural area, another potential future conflict area is possible development of larger scale livestock operations.

This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers and public information and education components.

## **C.) LAND USE PROGRAMS**

A number of different programs directly and indirectly affect land use within the Town. The principal land use programs include the Oneida County Zoning and Shoreland Protection Ordinances and the Oneida County Subdivision and Platting Ordinance. The Town of Woodboro Land Division Ordinance establishes minimum lot size for newly platted parcels and some minimum road standards. The Town of Woodboro has in effect a land use plan which is being followed since its adoption by the Town on November 11, 1997. The Oneida County Board approved this land use plan in 1998 along with subsequent amendments to the Town of Woodboro Land Use Plan. See the Implementation chapter of this plan for more on these types of programs.

## **D.) FUTURE LAND USE PLAN**

The Future Land Use Plan map represents the long-term land use recommendations for all lands in the Town. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate future development of the Town.

Town of Woodboro Plan Commission members participated in a mapping exercise with Regional Planning Commission staff to identify the desired future land uses by using

seven Land Use Map Classifications, as described below. Plan Commission members used their broad knowledge of the Town to draw shapes on a map representing different land uses. The goal was to produce a generalized land use plan map to guide the Town's growth.

## **Land Use Map Classifications**

Land use classifications are groups of land uses that are compatible, and separates conflicting uses. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide when making land use and zoning decisions.

### **1. Residential**

Identifies areas of residential development typically consisting of smaller lot sizes that may be served by municipal water and sewer systems, even if a municipal system is not planned.

### **2. Rural Residential**

Identifies areas of less dense residential development, consisting of larger minimum lot sizes than the residential category. These areas also provide a good transition from more dense development to the rural countryside.

### **3. Residential and Farming**

Intended to allow continued operation of existing farming and non-metallic mining operations while maintaining a largely rural atmosphere with single-family housing or other low density development.

### **4. Commercial**

Identifies areas that sell goods or services to the general public, for example: stores and resorts.

### **5. Industrial**

Currently identifies the area around the County's solid waste processing facility.

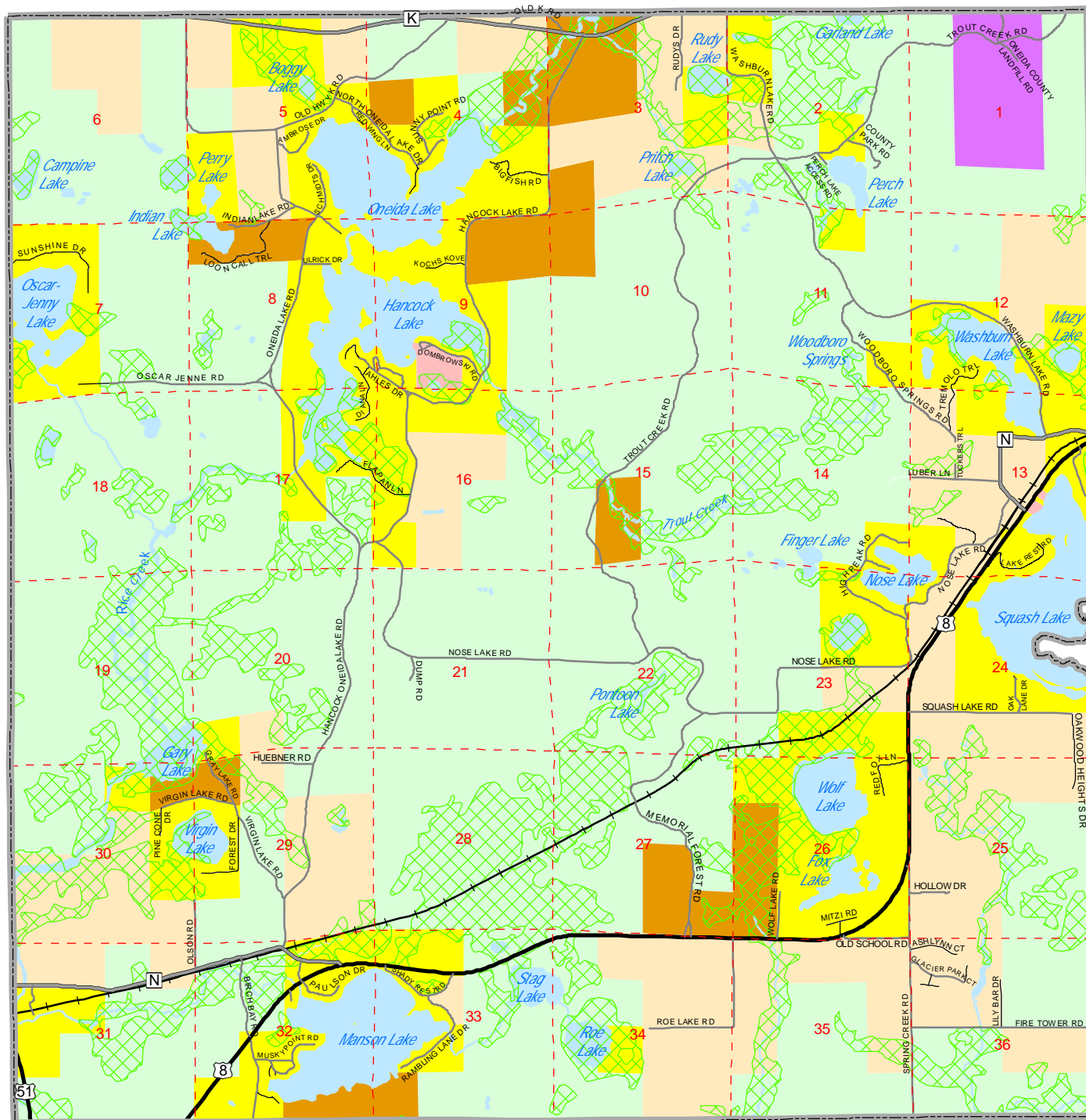
### **6. Forestry**

Identifies areas of large woodlands.

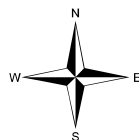
### **7. Wetlands**

Intended to protect environmentally sensitive areas to help prevent water pollution, protect fish and wildlife habitat, and to preserve shoreland cover and natural beauty.

# Town of Woodboro Future Land Use Plan Oneida County, Wisconsin



- |                      |                         |
|----------------------|-------------------------|
| — Town Border        | Commercial              |
| - - Section Lines    | Forestry                |
| — County Highways    | Industrial              |
| — US & State Highway | Residential             |
| — Private Roads      | Residential and Farming |
| — Local Roads        | Rural Residential       |
| — Railroad           | Wetlands                |
|                      | Water                   |



0 0.25 0.5 1 1.5  
Miles

Source: WI DNR, NCWRPC, Oneida Co

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## E.) LAND USE GOALS AND POLICIES

Using responses from the community surveys to identify key issues affecting the vision, the Town of Woodboro Plan Commission developed a list of goals and policies. A goal is a broad statement of intent, while a policy indicates how the goal will be achieved. Together they act as a statement of the Town's basic land use philosophy and a planning guide for local officials, residents, and other interests to use and rely upon. To address competing development concerns, a resource-based land management plan is proposed. The following land use goals and policies are a means of guiding future development within the Town consistent with basic land use philosophies.

GOAL 1. Maintain orderly planned growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.

### POLICIES:

- 1.1. The Town will maintain the existing Land Use Plan (adopted November 11, 1997), which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this Plan, as well as other Town, County, Regional, and State plans and ordinances as modified from time to time.
- 1.2. The Town will actively participate in zoning and subdivision review decisions at the County level, which affect the Town. This includes zoning amendment and subdivision requests acted on by the County Planning and Zoning Committee, as well as variance and conditional use requests acted on by the County Zoning Board of Adjustment. This plan will be cited as the basis for all such actions including "disapproval" of proposed zoning amendments under §59.69 Wisconsin Statutes.
- 1.3. All development proposals will be encouraged to follow *neighborhood* and *clustering of development* concepts to the extent possible.
- 1.4. Strip-type commercial development along high-volume roads will be avoided in order to insure traffic safety and mobility, and to avoid "sprawl". (Encourage clustering of development through PUD concept.)
- 1.5. Small or medium scale commercial development intended to serve local needs will be encouraged.
- 1.6. Large scale commercial development will be discouraged because of the potential to attract unplanned or premature urban development of the Town.
- 1.7. All industrial development proposals will be addressed on a case-by-case basis through a planned-unit-development approach, due to the highly

variable nature of such uses.

- GOAL 2. Promote and regulate development that preserves the rural character of the Town, and minimizes groundwater impacts from on-site septic systems and other sources.

POLICIES:

- 2.1. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, highway access problems, incompatibility with neighboring uses, etc.
- 2.2. Lot sizes of 3/5/10 acres in accordance with the Town's Land Division Ordinance will be promoted for new development, in order to preserve the Town's rural character and to protect groundwater resources from the impacts of higher density development.
- 2.3. The Town may allow higher density (down to minimum established by County zoning district) where it is compatible with existing development patterns.
- 2.4. Use-buffer areas will be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. rural residential type development should be planned as a buffer between single-family and forestry or agricultural. Landscape buffers should also be used, especially where use-buffers are unfeasible.

- GOAL 3. Preserve productive farmland and forest in the Town for long-term use and maintain agriculture and forestry as important economic activities and way-of-life.

POLICIES:

- 3.1. Marginal lands, not suited to agricultural or forestry uses, should be the focus of development activity in the Town. Land best suited to agriculture or timber production should remain in that use, to the extent possible, and new development should be steered toward land less well adapted to productive use.
- 3.2. Nonfarm development, particularly subdivisions, will be encouraged in areas away from intensive agricultural activities, in order to minimize farm - nonfarm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
- 3.3. The Town will consider proposals involving the keeping or raising of livestock or other animals, fish, and fowl on a case-by-case basis in relation to the potential impact on water quality and neighboring land uses, consistent with Wis. Stat. 93.90.

## **CHAPTER EIGHT**

### **INTERGOVERNMENTAL COOPERATION**

This chapter is based on the statutory requirement for a compilation of objectives, policies, goals, 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 public services. This chapter first analyzes the relationship of the Town of Woodboro to school districts, adjacent local governmental units, the Region, the state, and other governmental units; then it incorporates plans and agreements under sections 66.0301, 66.0307, and 66.0309 of Wisconsin Statutes; and finally it concludes with an identification of existing or potential conflicts between the governmental units and a process to resolve such conflicts.

#### **A.) ASSESSMENT OF INTERGOVERNMENTAL RELATIONSHIPS, PLANS AND AGREEMENTS**

##### **1.) SCHOOL DISTRICT**

The Town of Woodboro is in the School District of Rhinelander.

The Nicolet Technical College, located in Rhinelander, serves the town.

The main form of interaction with both school and college districts are through payment of property taxes, which help to fund both districts' operations. The Town has little participation in issues pertaining to administration or siting of new facilities. All school and college board meetings are open to the public.

##### **2.) ADJACENT LOCAL GOVERNMENTS**

###### **a.) Surrounding Towns**

The Town of Woodboro is bordered by the towns of Cassian to the north, Crescent to the east, King (Lincoln County) to the south, and Nokomis to the west. Fire protection in the Town of Woodboro is provided under contract with the Cassian and Crescent Fire Departments. Woodboro has First Responders who have a mutual aid relationship with the surrounding Towns.

###### **b.) Oneida County**

Oneida County directly and indirectly provides a number of services to Woodboro. The Town enjoys a good working relationship with many departments, including Finance, Highways, Sheriff, Parks and Zoning.

The County Highway Department maintains and plows the Town's roads as well as the County, state and federal highways within the Town. The County Sheriff provides protective services through periodic patrols and on-call 911 responses. The Town's

EMS/ambulance coverage is provided by the County, as well. The Sheriff also manages the 911-dispatch center, not only for police protection, but also for ambulance/EMS response. The Forestry and Outdoor Recreation Department maintains a county-wide park system and county forest system for the use and enjoyment of all residents including the Town of Woodboro. The 15-Year County Forest Plan is of particular note due to the extensive area of county forest land within the Town. The County Zoning Department administers zoning in the Town, as well as providing land records and land conservation services.

In many cases where state and federal agencies require area-wide planning for various programs or regulations, the County sponsors a county-wide planning effort to complete these plans and include each individual local unit in the process and resulting final plan. Examples of this include the County Outdoor Recreation plan which maintains the eligibility for WisDNR administered park and recreation development funding of each local unit that adopts it, and All Hazard Mitigation Plans which are required by FEMA in order for individual local units of government to qualify for certain types of disaster assistance funding. County Emergency Management also assists the towns in developing emergency management action plans.

### 3.) NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §60.0309 Wis. Stats. as a voluntary association of governments within a ten county area. Oneida County is a member of the NCWRPC, which qualifies the Town of Woodboro for local planning assistance. Typical functions of the NCWRPC include (but are not limited to) land use, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

In addition to the overall framework, Regional Comprehensive Plan, the NCWRPC assisted in preparation of the current land use plan for the Town of Woodboro as well as Enterprise, Lynne, Pelican, Minocqua and Nokomis and the comprehensive plans for the towns of Crescent, Newbold, Stella and City of Rhinelander. The NCWRPC is currently working on a comprehensive plan for the Town of Cassian and is beginning development of a county comprehensive plan with Oneida County.

Other NCWRPC projects in the area include county-wide economic development strategy, county outdoor recreation plan (with on-going 5-year updates), the Oneida County Land and Water Resource Management Plan, the Human Services Transit Coordination Plan (and updates), the Oneida County Pedestrian and Bicycle Corridors Plan, road rating assistance, rural addressing assistance, address ranging for 911 response, Oneida County Emergency Response Atlas, and various regional project assistance that includes Oneida County.

Currently, the NCWRPC is assisting Oneida County with the following planning projects: Outdoor Recreation Plan update, Transit Coordination Plan update, All Hazard Mitigation Plan update, County Comprehensive Plan and continued GIS and regional

project assistance. All of these projects will directly include or indirectly affect the Town of Woodboro.

#### 4.) STATE AND FEDERAL GOVERNMENT

The Wisconsin departments of Natural Resources (WisDNR) and Transportation (WisDOT) are the primary agencies the Town might deal with regarding development activities. Many of the goals and objectives of this plan will require continued cooperation and coordination with these agencies.

The WisDNR takes a lead role in wildlife protection and sustainable management of woodlands, wetland, and other wildlife habitat areas, while WisDOT is responsible for the planning and development of state highways, railways, airports, and other transportation systems. State agencies make a number of grant and aid programs available to local units of government like the Town of Woodboro. Examples include local road aids, the Local Roads Improvement Program (LRIP) and the Priority Watershed Program. There are also a number of mandates passed down from the state that the Town must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads.

Most federal programs are administered by the states, so the Town would be dealing with the responsible state agency with regard to federal programs and regulations.

#### **B.) EXISTING / POTENTIAL INTERGOVERNMENTAL CONFLICTS**

The following intergovernmental conflicts were identified in the Woodboro planning area:

- ✓ County Board elimination of overlay districts.

The following potential intergovernmental conflicts may arise in the Woodboro planning area:

- ✓ Oneida County cell tower regulation.
- ✓ Potential conversion of Oneida County forest land to other uses.
- ✓ Potential relaxing of Oneida County shoreland zoning regulations which may run counter to Woodboro's Comprehensive Plan, vision and goals.
- ✓ Potential restriction on use of outdoor wood boilers.

## C.) INTERGOVERNMENTAL PROGRAMS

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, sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with §66.0301, formerly §66.30, are the most common forms 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.

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 area.

Many of the other types of intergovernmental programs not discussed here are urban fringe city-town in nature and do not apply to a town like Cassian including boundary agreements, extraterritorial actions, and annexation.

## **D.) INTERGOVERNMENTAL COOPERATION GOALS AND POLICIES**

GOAL 1. Establish mutually beneficial cooperation with all levels of government.

Objectives and Policies:

1. Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient service or public utilities.
2. Investigate joint operation or consolidation when considering expanded or new services or facilities.
3. Work with Oneida County on the development of an All Hazards Mitigation Plan and a County Comprehensive Plan.
4. Work with Oneida County Planning and Zoning to maintain existing regulations to protect shorelands and natural resources.
5. Work with Oneida County Planning and Zoning to reestablish overlay districts.
6. Work with Oneida County Planning and Zoning to develop and/or maintain regulations that promote efficient development patterns while protecting the rural character and natural resources of Woodboro.
7. Work with adjoining towns to coordinate and cooperate on implementation of respective comprehensive plans.

## **CHAPTER NINE IMPLEMENTATION**

This chapter depicts a compilation of programs and specific actions to implement the objectives, policies, plans and programs contained in the previous chapters. This chapter includes a process for updating the plan, which is required every 10 years at a minimum.

### **A.) ACTION PLAN RECOMMENDED TO IMPLEMENT THE COMPREHENSIVE PLAN**

This Plan is intended to be used as a guide by local officials, both town and county, when making decisions that affect growth and development in Woodboro. It is also important that local citizens and developers become aware of the Plan.

Some steps taken to implement this Plan include the adoption of written public participation guidelines, Plan Commission formation, a Plan Commission resolution recommending Plan adoption by the Town Board, a formal public hearing, Town Board approval of the Plan by ordinance, distribution of the Plan to affected government units and ongoing Plan Commission reviews and updates.

#### **RECOMMENDATION 1: PLAN COMMISSION**

It is incumbent upon the Town to use the Plan to guide decisions that affect development in the Town.

The Town of Woodboro Plan Commission is to review the Plan's effectiveness on an annual basis, and make a comprehensive review of the Plan every ten years. Refer to Section B, below.

The primary implementation tool for this Plan is the Oneida County Zoning Ordinance, which provides the underlying regulatory framework that supports many of the Plan's policies. Currently, the Woodboro Plan Commission reviews zoning applications and makes formal recommendations to the Town Board, which forwards a decision to Oneida County for consideration. Although the County has the final jurisdiction over any zoning action, the Town has veto authority over zoning changes approved at the county level.

This helps relieve political pressure on the Town Board related to zoning decisions and adds credibility to Town recommendations that are forwarded to the County. In addition, the Plan Commission would be most familiar with the Woodboro Comprehensive Plan and better able to focus on land use issues coming before the Town. This is consistent with a large number of towns across Wisconsin.

Use of standard forms for recording Plan Commission zoning recommendations to the Town Board and Town Board zoning recommendations to the County is suggested. Include all reasons for the recommendation and each member's vote on the matter on

the form, and attach it to the original zoning petition. Keep a copy for Plan Commission's records.

For any zoning change that the Town Board turns down, or for any zoning change approved by the County, but vetoed by the Town, a Town resolution of disapproval should be passed and filed with the County within 10 days, as required by Wisconsin Statute §59.69(5)(e)3 to exercise Town veto authority. This procedure would strengthen the Town position in any zoning matter.

## RECOMMENDATION 2: INTERGOVERNMENTAL COOPERATION

Town of Woodboro cooperation with neighboring communities and other units of government will minimize intergovernmental conflict and ensure that the goals and objectives of this plan are fully realized. Key recommendations include the following:

- ✓ Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient service or public utilities.
- ✓ Investigate joint operation or consolidation when considering expanded or new services or facilities.
- ✓ Work with Oneida County on the development of an All Hazards Mitigation Plan and a County Comprehensive Plan.
- ✓ Work with Oneida County Planning and Zoning to maintain existing regulations to protect shorelands and natural resources.
- ✓ Work with Oneida County Planning and Zoning to reestablish overlay districts.
- ✓ Work with Oneida County Planning and Zoning to develop and/or maintain regulations that promote efficient development patterns while protecting the rural character and natural resources of Woodboro.
- ✓ Work with adjoining towns to coordinate and cooperate on implementation of respective comprehensive plans.
- ✓ Work with Oneida County and adjacent towns to explore the potential for development of a confined animal feeding operation ordinance that meets State Criteria.
- ✓ Continue to build on the initial framework established in the Intergovernmental Cooperation Chapter of this Plan.

### RECOMMENDATION 3: INFORMATION AND EDUCATION

Make copies of this Plan and all materials, maps, programs and information mentioned in the Plan available to the public. A compilation of all these Plan materials should be displayed at the Town Hall for anyone to review when the facility is open or upon reasonable request. In addition, the same information should be made available on the Internet.

#### **B.) PLAN REVIEW AND UPDATE**

Plan Commission should annually review the effectiveness of this comprehensive plan (Plan), and compare how each land use decision made during the year measured up to the goals and policies of the Plan. If a pattern of land use decisions is inconsistent with the Plan goals and policies, then consider the following options:

- ✓ Make appropriate revisions to bring decision-making back in line with Plan goals and policies.
- ✓ Review the goals and policies to ensure they are still relevant and worthwhile.
- ✓ Consider new implementation tools such as a building permit/site plan ordinance or erosion controls to gain more management over land use decisions.

A formal update of the comprehensive plan is required every 10 years by state statute. An essential characteristic of any planning program is that it reflects the desires of the Town's citizens.

#### **C.) PLAN AMENDMENT PROCEDURE**

Amendments to this Plan may include minor changes to plan text or maps or major changes resulting from periodic review. Frequent changes to accommodate specific development proposals should be avoided. The Comprehensive Planning Law requires that the same process used to adopt the Plan will also be used to amend it, specifically:

An amendment or change may be initiated by either the Plan Commission or the Town Board and may result from a regular review or a request from a resident.

The Plan Commission prepares the specific text or map amendment being considered, holds a public meeting and votes to recommend approval or disapproval of the proposed amendment, by resolution to the Town Board.

A copy of the proposed Plan amendment is sent to all government units within the Town, and Oneida County.

Town Clerk publishes a 30-day Class 1 notice announcing a Town board public hearing on the proposed changes. At the same time, the Town Clerk also mails this notice to all owners and operators of nonmetallic mines within the Town.

The Town Board conducts the public hearing and votes to either approve by ordinance, disapprove, or approve with changes by ordinance.

Any approved changes are sent to:

- All school districts, and the technical college district that serve the Town;
- All adjacent Town Clerks;
- Oneida County Clerk, and Oneida County Planning & Zoning;
- The local library
- North Central Wisconsin Regional Planning Commission
- WDOA, Division of Intergovernmental Relations, Comprehensive Planning Program

#### **D.) PLAN CONSISTENCY BETWEEN CHAPTERS**

The state comprehensive planning law requires that the implementation chapter describe how each chapter of the plan will be integrated and consistent with the other chapters. Preparing all the chapters of the Town of Woodboro Comprehensive Plan simultaneously has ensured that there are no known inconsistencies between the different chapters of the Plan.

**ATTACHMENT A**  
**PUBLIC PARTICIPATION PLAN**

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## **TOWN OF WOODBORO**

### **Public Participation Plan**

#### **I. Background**

The Town recognizes the need to engage the public in the planning process. This document sets forth the techniques the Town will use to meet the goal of public participation. Therefore, this Public Participation Plan forms the basic framework for achieving an interactive dialogue between citizens, local decision makers, staff, and the NCWRPC.

The creation of the Public Participation Plan is a task required in meeting the requirements of Wisconsin's Comprehensive Planning Legislation (66.1001). As the planning process develops, it should be expected that deviations from this Public Participation Plan might occur.

#### **II. Objectives**

The following is a list of objectives for the public participation plan:

- 1 That the residents, land owners and other interested parties become fully aware of the importance of participating in the development of the Comprehensive Plan.
- 2 That the public has opportunities to provide their input to the Plan Commission and Town Board.
- 3 That the public has access to all written information and all maps created throughout the planning process.
- 4 That there is input from the broadest range of perspectives and interests in the community possible.
- 5 That input is elicited through a variety of means (electronic, printed, and oral) in such a way that it may be considered and incorporated into the process.
- 6 That this process of public involvement strengthens the sense of community.

The goal will be to inform, consult and involve the public and the communities served during each phase of the planning process. Hopefully, this will help

balance the issues related to private property rights.

### **III. Techniques**

The public participation plan for the comprehensive planning process will incorporate the following:

1. All meetings for the planning process will be held once a month on the 3<sup>rd</sup> Tuesday and be posted and open to the public for the purposes of developing a comprehensive plan that meets the requirements of Wis. Stats 66.1001.
2. Two press releases to the local newspapers will occur to provide education on the planning process meetings.
3. Plan meeting handouts will be maintained by the Town Clerk and available for review by the public at the Town Hall.
4. When the draft plan is prepared it will be available at Town Hall, the Rhinelander District Library and on the Internet at [www.ncwrpc.org](http://www.ncwrpc.org) until the final adopted plan is printed.
5. The draft plan will be distributed to the clerks of the surrounding communities (Towns of Crescent, Cassian, Nokomis and King) and the County Planning and Zoning Department.
6. The Town Plan Commission will mail surveys to property owners for vision, goals and objectives regarding the future of Woodboro, evaluate comments and incorporate into Comprehensive Plan.

RECEIVED

DEC 19 2008

NORTH CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

**Town of Woodboro**

**RESOLUTION # 12-1**

**For Adoption of a Public Participation Plan**

WHEREAS, the Town of Woodboro is required to prepare and adopt a Comprehensive Plan as outlined in Wisconsin Statutes; and

WHEREAS, public participation is critical for the development of a sound plan; and

WHEREAS, it is necessary for the Town of Woodboro to approve a process to involve the public in the planning process; and

NOW, THEREFORE, BE IT RESOLVED, that the Town of Woodboro does approve and authorize the Public Participation Plan as presented.

ADOPTED on the 9th day of December, 2008.

ATTEST: Beverly J. Schmidt  
Clerk

The governing body of the Town of Woodboro has authorized this Resolution, dated today.

ATTEST: Kurt B. Johnson  
Chairperson

**ATTACHMENT B**  
**PLAN ADOPTION DOCUMENTATION**

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RECEIVED

DEC 19 2008

Resolution

STATE OF WISCONSIN

Town of Woodboro

Oneida County

NORTH CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

The Plan Commission of the Town of Woodboro, Oneida County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the town plan commission present and voting resolves and recommends to the town board of the Town of Woodboro as follows:

Adoption of the Town of Woodboro Comprehensive Plan.

The Town of Woodboro Plan Commission, by this resolution, further resolves and orders as follows:

All maps and other materials noted and attached as exhibits to the Town of Woodboro Comprehensive Plan are incorporated into and made a part of the Town of Woodboro Comprehensive Plan.

The vote of the town plan commission in regard to this resolution shall be recorded by the clerk of the town plan commission in the official minutes of the Town of Woodboro Plan Commission.

The town clerk shall properly post or publish this resolution as required under s. 60.80, Wis. stats.

Adopted this 18<sup>th</sup> day of November 2008.

[Signatures of plan commission members]

Michael H. Ba Ronald H. Zumburg  
Art Zamb

Attest: [Signature of plan commission clerk]

Sherry Tischendorf

**66.1001 (4) \* Ordinance to adopt comprehensive plan.**

STATE OF WISCONSIN  
Town of Woodboro, Oneida County

**SECTION I – TITLE/PURPOSE**

The title of this ordinance is the Town of Woodboro Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Woodboro to lawfully adopt a comprehensive plan as required under s. 66.1001 (4) (c), Wis. stats.

**SECTION II – AUTHORITY**

The town board of the Town of Woodboro has authority under its village powers under s. 60.22, Wis. stats., its power to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Woodboro must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the town board to adopt this ordinance.

**SECTION III – ADOPTION OF ORDINANCE**

The town board of the Town of Woodboro, by this ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the town board present and voting, provides the authority for the Town of Woodboro to adopt its comprehensive plan under s. 66.1001 (4), Wis. stats., and provides the authority for the town board to order its publication.

**SECTION IV – PUBLIC PARTICIPATION**

The town board of the Town of Woodboro has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by s. 66.1001 (4) (a), Wis. stats.

**SECTION V – TOWN PLAN COMMISSION RECOMMENDATION**

The Plan Commission of the Town of Woodboro, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the town board the adoption of the Town of Woodboro Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

**SECTION VI – PUBLIC HEARING**

The Town of Woodboro, has held at least one public hearing on this ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wis. stats.

#### SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

The town board of the Town of Woodboro, by the enactment of this ordinance, formally adopts the document entitled Town of Woodboro Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. stats.

#### SECTION VIII – SEVERABILITY

If any provision of this ordinance of its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance are severable.

#### SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

The town clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. stats.

Adopted this 14 day of April 2009

Kurt B. Zahle  
Lois Haese  
Michael L. Bann

[Signatures of town board]

Beverly J. Schuch

Attest: [Signature of town clerk]