

**TOWN
OF
LYNNE**

**RESOURCE
DOCUMENT**



NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

TOWN OF LYNNE

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This Resource Document was prepared July 1999 by the North Central Wisconsin Regional Planning Commission (NCWRPC) as part of a land use planning process for the Town of Lynne, Oneida County, Wisconsin. The text, tables, and maps in this report provide support and additional documentation for the *Land Use Plan for the Town of Lynne* separately published as a poster plan.

NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
407 GRANT STREET
WAUSAU, WISCONSIN 54403

ph: 715-261-6565 fax: 715-261-6566

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WHY PLAN ?

There are only a few things in life which are certain. Death and taxes are two that come to mind right away. Another is the fact that change is inevitable. A community, for example, will grow (or in some cases, shrink) and change either becoming better or turning for the worse. Change will occur with or without a local plan in place, and while in the short term the changes might not seem dramatic, accumulation over time can and probably will alter community character. One way that people can positively influence this change, for themselves and future generations, is to establish and participate in a community planning process.

People are planning on a personal level all the time, whether making financial/retirement plans, travel plans, or work plans. Planning helps to organize time and to work toward goals in a step-by-step fashion. By planning, people develop an understanding of where they are now and determine what must be done to get where they want to be (achieving their goal). Planning makes good common sense. Disorganized people, and communities, have a difficult time accomplishing anything. Planning saves time, effort and money. It makes sense for personal or household budgets as well as municipal budgets.

A good plan will guide decision making in such a way that growth does not occur in a haphazard manner that is unsightly, wasteful, and results in increasing public service costs and property taxes. As a guide, a plan identifies for private landowners and developers the types and locations of development wanted by the community. In this way, planning also saves private sector time and money and minimizes conflicts between private development plans and community plans and desires.

Planning can provide other benefits as well. Planning can help a community to direct efforts toward resolution of a pressing problem. Planning draws people into policy making through public hearings and debate and helps citizens make more effective decisions. The planning process generates a community consensus on the needs and goals of the community. The more people that take part in the planning process, the more they will feel that the final plan is their plan. This ownership is what sustains the support needed to carry a plan through implementation and continuing planning activities.

Planning will assist a community in thinking regionally. The more a community becomes involved in the planning process, the more quickly it will realize that local problems, as well as local assets are not unique. Those who participate in the planning process will quickly come to think of the region as the community. Many problems are larger and more complex than first thought, and often these problems are shared with the neighboring community and county. It may become apparent that the solution to some problems requires cooperative efforts among communities.

Planning is the key to shaping a community's future for the better. Change happens,

and it is in the hands of the community whether or not it wants to take a proactive role in ensuring that future residents will enjoy the same, if not better, quality of life as that of the current and prior generations.

THE LAND USE PLANNING PROCESS

A land use plan is a carefully thought out, thoroughly discussed, and mutually agreed upon vision of what a community would like to look like in the future. To develop a land use plan, a community starts by inventorying and discussing its existing land uses. Public opinion and input is sought to gain a better feel for the desires of the people as a whole. Then it examines the population and socioeconomic forces that shape its land uses, and it sets goals which it would like to work toward in striving for the future vision. It also suggests policies useful in attaining its goals.

Unfortunately, the planning process is not quite as easy as following a recipe. The analysis of extensive inventories and setting of goals and policy standards must be meshed with consensus building among competing interests. However, by having a rational process to follow, a plan to plan in place, a community can be assured that it is on the right track. The North Central Wisconsin Regional Planning Commission has developed a model planning process that has begun to receive state-wide recognition. The plan concept is a poster format that is user friendly and easy to read and understand rather than the typical bulky volume plan that sits on a shelf.

This planning process was formalized while developing the Town of Woodboro (Oneida County) Land Use Plan, which took first place in Land Use Planning Applications category at the Wisconsin Land Information Association's (WLIA) 1998 State Conference and was also recognized as one of Wisconsin's Top 50 Rural Development Initiatives of 1998. Jerry Sullivan, DNR's Land Information Systems project leader and member of the WLIA judging panel indicated that the judges liked the concept of a poster plan and thought that the Woodboro plan could be a model used across the state. The Woodboro plan and planning process was also presented at the 13th annual Conference on the Small City and Regional Community

In Woodboro, the results of the community survey were used to create the vision for the Town and arrive at goals and policies to meet that vision. The local community and the County came together to implement of the Woodboro Plan by changing the County zoning districts throughout the Town. The Town of Clearfield in Juneau County which doesn't have any zoning beyond the shoreland, will use its plan as the basis for the development of a new town-wide ordinance.

In conclusion, planning is an organized way of finding out what a community's needs are and aiming for effective and efficient change which will make the community a better place in which to live. Good planning is ongoing and cyclical in nature. Even as portions of plans are implemented, evaluation should be occurring which influences

remaining recommendations and the next cycle of planning. In this way, a plan becomes the cornerstone for building a better community.

USING THIS RESOURCE DOCUMENT

This Resource Document contains the extensive maps, charts, tables and narrative data used during the preparation of the Town's Poster Plan. This material provides an indepth look at the Town's planning process and final plan. It also provides additional supporting information useful in making a case as to why a particular element of the Town Plan was established as shown on the Poster, and it further backs-up land use decisions made based on guidelines contained in the Poster Plan.

The Poster Plan contains everything a good land use plan should have. The Resource Document contains all the exhaustive detail many land use plans contain. The Poster Plan should be read to completely understand the plan for the future of the Town of Lynne, and used on a day to day basis in making land use decisions. The Resource Document should be referenced to clarify points of the Poster Plan or make an argument in support of a decision based on the Poster Plan.

PURPOSE OF PLAN

This planning study was undertaken at the request of the Town Board on behalf of the citizens of Lynne to address a number of concerns about development within the Town that have been increasing over the last several years. These concerns/issues will have a significant influence on the physical development and character of the Town, as well as the direction the Town is headed in the future.

Because of these factors, the Town is attempting to put the necessary tools in place to guide its growth and development in an orderly and efficient manner while balancing the diverse interests of the Town's population. Agricultural, residential, diverse commercial, and industrial development needs must be met while providing for the preservation of the "rural atmosphere" that is vital to both the economic and social character of the Town.

The purpose of this land use plan is, therefore, to encourage orderly land use and development in the Town, based on an analysis of the existing situation and future needs. At the same time, the preparation of the plan is also intended to promote and stimulate public participation in the planning process by bringing local issues to the forefront. The plan will provide Town and County officials with a guide for reviewing subdivision plats, certified survey maps, rezoning requests, and other land use proposals. The plan will also be used as a guide when developing (and updating) the Town zoning map.

The process of developing this plan was carried out by a six member Town of Lynne Planning Advisory Committee with the technical assistance of the North Central Wisconsin Regional Planning Commission (NCWRPC) and University of Wisconsin - Oneida County Extension. An inventory of existing land-uses was conducted, and a community focus group identified priority development issues in the Town. All Town property owners were surveyed on their opinions regarding future development. A community vision and set of goals and objectives were established to guide future development in ways that will not sacrifice the qualities and character of the community. Proposed future land uses and area classifications for all areas of the Town were then mapped out. All meetings were posted and open to the public, and special informational meetings/hearings were held to keep the public informed and provide everyone opportunity for input.

TOWN OF LYNNE COMMUNITY VISION STATEMENT

Using the survey results returned by two-thirds of the Town's property owners, the Town of Lynne Planning Committee developed the following vision statement for Lynne:

The vision for the Town of Lynne is that it remain the small, rural community that it is via planned growth that protects our lake shores from over-development and preserves the natural character and beauty of our community. This Northwoods Character of the Town depends on balancing opportunities for growth and development with protection and conservation of the environment and open spaces that define our Town's Northwoods Image. Part of this image is the enjoyment of a diverse array of outdoor recreation activities and resources such as the Willow Flowage. We must balance the natural wilderness aspects of our environment with the long term recreational use and enjoyment of everyone. Activities which significantly impact the environment must be controlled to protect the Town's interest. In this way, Lynne will continue to be a quiet, peaceful and safe community in which to live.

COMMUNITY OBJECTIVES

Using responses from the community survey to identify key issues affecting the vision, the Town of Lynne Planning Committee developed a list of objectives. 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.

These objectives are as follows:

I. RECREATION

To balance utilization of the Town's seasonal recreation base with reasonable expectations of year round Northwoods living, the Town should:

1. Encourage the protection of wildlife habitat, unique aquatic and terrestrial features, including wetlands.
2. Promote a quality, water-based experience for residents and visitors to the Town of Lynne consistent with the peaceful enjoyment of public rights and interests in the water resources.
3. Develop lake use ordinances with lake associations in the Town that balance the needs of various lake user types and lake front property owners
4. Work with local sportsman's groups, property owners and other interested parties to mutually develop acceptable rules of use for ATV's/snowmobiles on Town roads. If violation or abuse of such established rules becomes excessive or continual, the Town Board should consider re-closing the Town roads to such use.

II. TOWN ROADS

To support and maintain a safe and efficient Town road system the Town Board:

1. Evaluate safety issues on Town roads with regard to speed limits, particularly in light of recreational vehicle usage. Appropriate speed limits should be established and posted on Town roads.
2. Evaluate safety issues on Town roads with regard to maintenance and repair of roads and brushing of road sides.
3. Consider requiring a fifty foot buffer strip along Town roads in areas being commercially harvested and/or requiring clean-up of brush and debris in Town road right-of-ways resulting from timber harvesting.
4. Consider imposing a Town road impact fee on all new development to pay for construction or improvement costs resulting from the new development based on community survey results.
5. Consider future road locations, extensions or connections when reviewing development plans and proposals.
6. Require for a private drive or road to be accepted as a *Town Road*, it must meet or exceed the following criteria: 1) right-of-way must be four (4) rods in width (66 feet), 2) surface must be twenty-two (22) feet in width , and 3) road must be ditched and graveled 4 inches.
7. Require all new Town roads to accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and

snowplow.

III. HOUSING AND DEVELOPMENT

A. To preserve and protect the unique characteristics and natural resources of the Town which are key elements of the "Northwoods Character" the Town Plan should:

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.

2. Utilize appropriate tools such as *conservancy zoning* to protect important or fragile environmental areas including critical natural habitats, floodways, historic sites, 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.

B. To preserve, protect, and enhance the Town's shorelands as an important resource the Town should:

1. Encourage low density single family residential development for its lake- and river- front properties.

2. Preserve shorelands where critical natural habitats, floodways, historic sites, old growth forests, scenic open spaces, steep slopes, and wetlands are present.

3. 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.

4. Support existing shoreland clearing (tree-cutting) regulations at a minimum, but encourage development of more stringent future restrictions.

5. Encourage that new waterfront development be at least 75' back from the shoreline for equity in development standards as well as aesthetic and water quality considerations

6. Support the minimum shoreland lot size of 20,000 sq. ft. for lakes and streams, but encourage larger lot development where appropriate.

7. Support a county waterway classification system based on a balance between development factors and scientific criteria.

8. Prohibit 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.

C. To provide a diversity of housing opportunities by establishing appropriate areas for various housing types the Town plan should:

1. Designate areas appropriate for various housing types through zoning and area classification.
2. Encourage single-family residential development both on and off water based on community survey results.

IV. MINING

To protect the interests of the people of the Town of Lynne and the natural environment in which they live:

1. The Town Board should remain abreast of issues and plans related to metallic mining as it pertains to the Town of Lynne.
2. Preventing damage to the environment (including but not limited to noise and water pollution, habitat loss, etc.) should be the Town's primary concern in all matters concerning mining in the Town
3. The Town should require any mining company to be responsible for all roadway damage and maintenance related to any mining operations within the Town or utilizing town roads.

V. WILLOW FLOWAGE

To ensure that this unique natural resource is conserved for future generations of the Town of Lynne:

1. The Town should participate in the DNR's planning process for the Willow Flowage and continue to be involved in the on-going management of the area.
2. The level of development in and around the Willow Flowage should remain as it currently is based on community survey results.
3. Primitive or other low impact campsites and a boat ramp with parking should be provided for the public to utilize the resource.

BACKGROUND INFORMATION

Topography

Part of the Northern Highland geomorphic region of Wisconsin, the Town of Lynne is characterized as a pitted out-wash plain to the northeast and ground moraine, southwest. The ground moraine is nearly level to gently sloping, while the out-wash plain is varies from nearly level to steep with drumlins, and water-worked moraines. The topographic features of the Town are resultant from the last glacial age about 15,000 years ago.

Surface Water

Like every town in Oneida County, the Town of Lynne has significant surface water resources. Numerous streams drain the Town, and numerous small pothole lakes and ponds are scattered throughout the Town. Willow Lake, Pier Lake and the Willow Reservoir are the major water bodies present in Lynne. Together with that part of the Willow Reservoir within the Town, Lamer Springs and the Willow Rapids give the Town of Lynne some unique surface water features.

Over the last two years, Oneida County has been studying its shoreland zoning regulations including the development of a lake and stream classification system. These types of classification systems usually use scientific factors to determine vulnerability and sensitivity of a water body. Although the process is currently stalled at the County level, the classification system that was developed reveals data useful to the Town planning process. Three separate lake and stream classifications are proposed:

-Class 1 are those lakes and streams with less development, and a high sensitivity to the impacts of development and other land disturbances. These lakes and streams should receive the most significant degree of protection.

-Class 2 are those lakes and streams with some development , and a moderate sensitivity to development and other land disturbances. The dimensional requirements for this class should be less restrictive that Class 1, but more restrictive than Class 3,

-Class 3 are those lakes and streams that are already mostly developed, and/or that are least sensitive to development. The dimensional requirements for this class of lakes and streams are closest to the existing standards.

Most of the streams within the Town are a Class 2, however, the Little Somo River is Class 1. Lamer Springs is also Class 1. The Willow Reservoir, Pier Lake, and Muskellunge Lake are Class 2, while Willow Lake is Class 3.

Some of the Town's streams are also category 1 trout waters including the Little Rice, Little Somo, and Thunder Rivers as well as Brandt and Scott Creeks.

Groundwater

The main aquifer in the area is glacial drift, particularly glacial outwash sand and gravel. The groundwater in the County is generally of good quality. Total mineral content is less than 150 milligrams per liter. The main components in the water are calcium, magnesium, and bicarbonate ions. A large concentration of iron is in the groundwater throughout the County but is not considered a health hazard.

However, the Soil Survey for Oneida County indicates that the bulk of the soils within the Town are rated 'severe limitation' for septic absorption fields. These soils may not adequately absorb effluent from standard conventional on-site septic systems. Systems installed under these conditions have the potential to pollute groundwater and affect public health, especially when a number of systems are installed relatively close together.

Wetlands

Wetlands serve several important environmental functions including flood control, water quality improvement, and groundwater recharge as well as providing habitat for fish and wildlife. Wetlands shown reflect wetlands mapped by the DNR on its digital Wisconsin Wetland Inventory Maps and may not reflect all areas considered wetlands by the United States Department of Agriculture (USDA) or the U.S. Army Corps of Engineers.

A complex set of local, state, and federal regulations place limitations on the development and use of wetlands. The Shoreland/Wetland Zoning Ordinance adopted by Oneida County regulates shoreland use and development within 300 feet of navigable streams and 1,000 feet of lakes. The Department of Natural Resources regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes. The Corps of Engineers has authority over the placement of fill materials in virtually all wetlands. The USDA incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies should be contacted to receive authorization.

Significant wetland areas cover the Town. These wetlands include a wide diversity of wetland types from emergent/wet *meadow* to *scrub/shrub* to deciduous and coniferous *forested*.

Woodlands

Woodland and forest cover is significant within the Town of Lynne. Over 95 percent of the Town is forested (approx. 44,179 of 46,442 acres). The majority of this land is County Forest Land and not in private ownership. The State of Wisconsin also holds a number of parcels in the Town.

Population

The official 1997 population estimate for the Town of Lynne is 172, an increase of 9.55 percent since 1990. This rate out paces the statewide average growth of 6.14 percent, but is moderate when compared to many other Oneida County municipalities experiencing significant growth rates, reflecting the demand for Northwoods living. Lynne's neighbors: Minocqua, Little Rice, Somo in Lincoln County, and Emery in Price County have grown 11.93, 13.78, 1.72 and 3.73 percent respectively over this period. Lynne's population actually decreased 15 percent between 1980 and 1990, following a loss of 16 percent between 1970 and 1980.

Housing

According to the 1990 Census of Population and Housing there were 271 housing units in the Town of Lynne. Of these, 76 (28%) were occupied (year-round), while 195 (72%) were seasonal, recreational, or occasional use housing units. Mobile homes totaled at 52.

Since 1990, new dwelling unit additions have averaged 2.4 per year. Based on the above estimated population, approximately 5 of these units are year-round occupied, indicating that 15 new seasonal units have been added to the Town. Thus, the percentage of seasonal units has increased to 75 percent of total dwelling units. New mobile homes have averaged 1.2 per year since 1990.

Existing Land Use

The table below shows a breakdown by acres of the different land use types in the Town of Lynne based on the land use inventory.

Town of Lynne Land Uses 1998:

<u>Use Type</u>	<u>Acres</u>	<u>Percent</u>
Residential	242.90	0.53
Commercial	14.73	0.03
Agricultural	94.71	0.20
Forest/Woodlands	44,178.74	95.13
Recreation (non forest)	7.34	0.02
Other Public (non forest)	10.82	0.02
Lakes/Streams	1631.61	3.51
Vacant/Open Space	<u>260.72</u>	<u>0.56</u>
Total	46,441.57	100.00

Forest/Woodlands comprise 95 percent of the land in the Town of Lynne. Surface water (lakes and streams) is the next largest category with 3.51 percent. Only 0.53 percent of the land area is currently being used for residential purposes, while 0.20

percent of the land is in agricultural use. Another 260.72 acres (0.56%) is classified as vacant or open space and potentially could be developed for some other use.

TOWN RESIDENT FOCUS GROUP SESSION

Citizen participation is essential to the planning process. In the Town of Lynne, initial input was obtained through a focus group or "identification of issues" session. On March 31, 1998, residents of the Town participated in the identification of issues session which was facilitated by North Central Wisconsin Regional Planning Commission (NCWRPC) staff. The leading concerns facing the Town as voted by the entire group were as follows:

TOP FIVE ISSUES IDENTIFIED

	<u>Weighted Score</u>
Regulation of Use of Recreational Vehicles on Town Roads (ATVs, Jet Skis, Boats, Snowmobiles, etc.) (Speed Limits)	24
Condo/Multifamily Development (Development Should be Limited to Single Family Homes)	19
How are Plans for the Willow Flowage Going to Affect the Town ?	16
Mining	9
Safety on Town Roads (Speed Limits)	9

SUBGROUP 1

SUBGROUP 1 ISSUES IDENTIFIED

SUBGROUP VOTES

ATV Use on Town Roads	2
*Plans for Willow Flowage; Affect on the Town	6
*Condo/Multifamily Development - Development Should be Single Family Homes	3
*Mining	4
Buffer Zones for Logging	2
*Shoreline Protection: Limit Cutting/Development	3
Campers, Permanent or Temporary?	2
*Jet Skis, Peaceful Coexistence for People and Wildlife	3
Road Conditions/Maintenance/Speed Limits	1
Trash in Ditches, Woods, Shoreline	1
Can a Casino Come Into the Town?	1
Living in Garages	0
Junk Cars, etc. Accumulating on Parcels...	0
Water Quality/Pollution	1
Appropriate Areas for Commercial/Industrial Should be Determined	1

SUBGROUP 2

<u>SUBGROUP 2 ISSUES IDENTIFIED</u>	<u>SUBGROUP VOTES</u>
*Condo Development	4
*Recreational Vehicles Off of Roads / Rules (ATV, Snowmobiles, Watercraft)	3
Mining Development	2
Billboards - Rules and Standards	1
Roadways - 10 Feet Clear on Each Side	1
Protect Area Around Willow Flowage	1
*Speed Limits on Roads	3
Set Standards for Boat Launches	1
*Long Range Road Maintenance Plan	3
Town Law Enforcement	2
Junk Cars - Blight Law	1
Campers Ordinance	2
*Logging Around Roads (Clean Up)	3
Building Code Enforcement (Time Limits)	1
Building Size / Lot Size	0
Need Playground/Park	1

SUBGROUP 3

<u>SUBGROUP 3 ISSUES IDENTIFIED</u>	<u>SUBGROUP VOTES</u>
*Use of 4-wheelers & Snowmobiles on Town Roads (Enforcement of Speed Limits)	3
*Multifamily/Condo Development Throughout Town	3
Logging & Lack of Buffer Along Roads / Clean Up)	2
Lack of Specific Recreational Use Area Especially on Lakes / for Campgrounds	0
*Mining	3
*Safety on Town Roads - Speed Limits	3
Set Hours for Jet Skiing, etc. on Lakes	2
Water Quality Related to Development	1
Lack of Mobile Home Standards	2
Lack of Regulation on Hunting Camps	1
Problems w/ Hunting Camps - Trash & Sanitation	1
Shining Deer and Bear Hunting	1
*Density of Development Around Water Bodies	5
Junk Yards	0
Lack of Road Maintenance	1
Need Appearance Code for Structures	0
Roadside Garbage	1

Participants were asked to fill out an exit questionnaire as they left the session. The major themes excerpted from these responses are as follows:

Opportunities Available in the Town of Lynne:

Natural beauty of the area, peaceful surroundings, hunting, fishing, trapping, public land. Outdoor sports, vacationing area. Rural atmosphere, good neighbors, low crime. Ore body. No mine.

What do you like least...in the Town of Lynne:

Tourists, Old junky looking building sites, buildings left unfinished, closeness of buildings around lakes, condition of boat landing(s), ATV use on public roads, (road side) logging mess, flooded roads, road maintenance, campgrounds, and hunting camps.

What do you like most...in the Town of Lynne:

Pristine natural woods, rustic appearance, low development, planning for the future (for the kids)

COMMUNITY PLANNING SURVEY

By conducting a community survey, consensus on the issues facing the Town and a shared vision for its future can be developed. Of the 321 surveys that were mailed to property owners in Lynne, 223 were returned for a response rate of 69%. Twenty-seven percent of those surveyed described themselves as being a permanent resident of Lynne, while 43% indicated that they were seasonal residents. About 22% of respondents owned undeveloped land in the Town, and 2% owned commercial or industrial land. Seventy-five percent of survey respondents were male. About three-quarters (71%) of all respondents were over the age of 45. Roughly one-third of survey respondents have owned their property less than 10 years (32%), between 10 and 25 years (37%), and more than 25 years (31%).

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

- 77% of survey participants support the current policy of permitting ATVs on most town roads.

- 80% of survey participants feel that the current policy of permitting ATVs on town roads is adequate or somewhat adequate.
- 69% of survey respondents are supportive of permitting snowmobile travel on town roads for the purpose of getting to established trails.
- 59% of respondents feel the Town should develop regulations specifically for personal watercraft.
- 53% feel the 55 mph speed limit on gravel roads is too high.
- 74% feel that the 55 mph speed limit on Willow Road south of the bridge is appropriate.
- 71% feel that the 30 mph speed limit on Willow Road north of the bridge is appropriate.
- 75% feel the Town should require logging operators to clean-up harvested areas along town roads.
- Single family residential development is the preferred development type for Town of Lynne lakes and rivers.
- 48% feel that single family condominiums are appropriate for lakes and rivers in the Town of Lynne, while 40% feel that there should be no condo development on-water.
- 48% feel that single family condominiums are appropriate for off-water property in the Town of Lynne, 37% feel that two-unit condominiums are appropriate, and 36% feel that there should be no condo development off-water.
- 87% feel that single family housing is most appropriate housing type for lakes and rivers in the Town of Lynne.
- 72% favor the Town requiring new developments to pay for road construction and improvement costs resulting from the new development.
- 75% of respondents, who are aware of the DNR's master planning process for the Willow Flowage, want the Town to participate.
- 58% want the Town to tell the DNR that the level of development on the Willow Flowage should remain as is; 30% favor a "remote wilderness".
- About 80 respondents favored regulating the hours of operation for personal watercraft (ie jetskis), and 50 favored regulating the areas within a lake that

personal watercraft can operate.

- 59% of survey participants feel the Town does an excellent or good job of brushing out the shoulders of roads for visibility and safety purposes.
- "Damage to the environment" was the concern voiced most often (40) when respondents were asked "what specific mining issue are you concerned with?"
- When asked "how should the Town address your metallic mining concerns, the most common response was "don't allow the mine" (42).
- Survey participant's vision for the Willow Flowage is for it to remain as is - primitive, undeveloped, and natural.
- When asked what they like most about the Town of Lynne, survey participants listed peace and quiet and wilderness and natural beauty.
- When asked what they like least about the Town of Lynne, survey participants listed the condition, repair and maintenance of Town roads.
- Survey participants vision for the Town of Lynne is for it to remain as is - undeveloped, natural, remote, and rural.

PROPOSED LAND USE TYPES

The proposed land use activity areas depicted on the plan map are generalized. The land use plan recommends conceptual land use categories. Note, these categories are not "zones" and do not have the authority of zoning. The following is a brief description of the various use categories shown on the map which must be used in the context of the other provisions of this plan report:

Conservancy

In keeping with state and County regulations and to protect environmentally sensitive shoreland areas within the Town, the purpose of this category is to prevent water pollution, to protect fish spawning grounds and wildlife habitat, to preserve shore cover and natural beauty and to control development in wetlands whenever possible. Any type of development which might be permitted in this area should occur in a manner that minimizes adverse impacts on the wetlands.

Forestry

This category includes all Oneida County Forest lands, state land, and commercial forest crop lands under corporate ownership. Future development of these lands out of the basic permitted forestry uses will require review by the Town of Lynne for

consistency with the intent of the this land use plan and/or its future updates. Area Classification is Area #3-General Location and Occupancy Area to provide a basic housing standard for any future development.

R-1 Lake Residential

Survey responses indicate the desire to maintain the lake shoreline areas with high quality single family residences. These properties should be developed and improved to minimize their impacts on the natural shoreline aesthetics, water quality, fish & wildlife habitat and other public natural resource values of the lakes. Property owners should be encouraged to go "beyond" the minimum restrictions by increasing the setback distance of new structures, minimizing the amount of impermeable surfaces (roof, pavement) to limit runoff, and minimizing shoreland vegetation clearing. Other uses of these properties should be limited as protection for the high property values of these lake residences. Area Classification is Area #2-General Dwelling, Manufactured Building, and Manufactured Home Location and Occupancy Area to maintain the lake shoreline areas with quality single family residences.

Business Activity

Designed for existing business enterprise, this category is for retail and light industrial uses compatible with the Northwoods Character. The map delineates areas generally known to be used for business activities and may not encompass an entire parcel. Existing businesses should be allowed to continue current operations and expand within existing parcels. All business use and expansion should be made compatible with the Northwoods character and buffer from adjacent non-commercial uses. Addition of new businesses should only be permitted where *groups* of businesses have already formed.

Industrial

This area is designed to accommodate all types of industrial uses, provided that the industry operates within federal and state environmental and safety standards as well as being in accordance with this plan and Oneida County Zoning regulations. Such areas are maintained for the potential to develop quality job opportunities for residents of the Town. Access to a rail line and switch yard are advantages for industrial development in this area. Extra evaluation shall be given for conditions on industries with a high pollution potential, or with hazardous characteristics. Areas not appropriate for industrial development include shoreland areas and other areas with significant residential development in close proximity.

Rural Use

A broad use category intended to allow continued operation of existing farming; maintaining a largely rural atmosphere with single-family housing or other low density

development. Future development should be planned/permitted in such a manner as to minimize conflict between residential and agricultural or other rural activities through the use of various types of "buffer zones" or other appropriate measures. Area Classification is Area #3-General Location and Occupancy Area to provide a basic housing standard for any future development.

IMPLEMENTATION

Implementation of this plan depends on the willingness of local officials (both Town and County) to use it as a guide when making decisions that affect growth and development in the Town of Lynne. It is also important that local citizens and developers become aware of the plan.

The tools and techniques recommended to implement the land use plan are as follows:

Town Decision Making. The Town Board should adopt the plan and use it as a guide in decisions that affect development in the Town. The Town's Planning Advisory Committee should become very knowledgeable of the plan and use it when making recommendations to the Town Board on development issues.

County Zoning. The Zoning Map under Oneida County Zoning for the Town of Lynne should be amended to reflect the land use plan map. A public hearing should be held as prescribed by County regulations on the proposed Area Classifications. The Town should request that the Oneida County Board of Supervisors, Zoning Committee, and Zoning Administrator become acquainted with the land use plan and use it as a guide when making decisions involving development in the Town of Lynne.

Adoption of Ordinances. The Town should develop and adopt a lake use ordinance in conjunction with local lake associations and a town road ordinance concerning minimum acceptable road construction standards as well as a public roadway buffer strip.

Town Road Improvement Program. Survey results indicated some concerns regarding the quality and condition of town roads. The Town should prepare a Town Road Improvement Program to address these concerns.

Citizen Participation/Education. The Town should encourage citizen awareness of the Town's land use plan by making copies available and conducting public informational meetings.

Mining Issues. The Town should sponsor a mining issues meeting to explore answers to some of its concerns/questions regarding metallic mineral mining within the Town, inviting experts from UW-Extension, etc., and have it open to other communities with mining concerns to increase attendance and participation.

5. RECOMMENDED WATER QUALITY MANAGEMENT PLAN

The following sections outline the basic goals of the plan and a list of activities that the Town might undertake to enhance the lake areas.

5.1 Goals of the Plan

Goals are intended to provide the direction for the Town in its efforts to maintain the quality of lake life. The following goals were developed:

- Goal 1: To protect and maintain public health, and promote public comfort and convenience in concert with the natural resource, through environmentally sound management of the vegetation, fishery and wildlife populations in and around the Town's water bodies;
- Goal 2: To promote a quality, water based experience for residents and visitors to Lynne consistent with the policies and objectives of the Wisconsin DNR;
- Goal 3: To manage the lake in an environmentally sound manner, to preserve and enhance its water quality and biotic communities, their habitats, and essential structure and function in the water body and adjacent areas; and
- Goal 4: To effectively control the quantity and density of aquatic plant growth in portions of the Town's water ways and lakes to better facilitate water-related recreation, improve the aesthetic value of the resource.
- Goal 5: To collect base data and identify areas for further study.

5.2 Plan Actions

This water quality management plan for the Town of Lynne provides an overall strategy for accommodating increased demands for additional recreational activities, and more public access without damaging its most valuable and limited high quality water resources. The plan contains recommendations to protect ecologically valuable areas, to abate excessive sediment loadings from agricultural run off and to restrict boating to safe and environmentally-sound levels while providing adequate public access.

It is recommended that the Town of Lynne take the lead in implementing the plan. The following summarizes the recommended management actions:

5.2.1 Protection of Sensitive Areas:

It is recommended that measures be taken to preserve and protect ecologically valuable areas within the Town and its watersheds. The following restrictions are recommended:

- a. That the Town of Lynne develop a boating ordinance to limit boat speeds in the ecologically sensitive portions of the lake (where speeds are not reduced naturally).
- b. That the Town through an education and information program, discourage human disturbances in the riparian areas except as needed to provide residents with a minimum level of access to the main body of the Lake.
- c. That the Town prohibit dredging, placement of materials, and herbicide usage within the lake;
- d. That the ecologically sensitive areas be marked by the Town with buoys and signs to help enforce the recommended restrictions.

It is further recommended that wetlands be preserved in essentially natural open-space uses, primarily through land use controls. Such preservation should be promoted through the placement of such resources in appropriate zoning districts, such as a conservation district. The Town should consider amending its zoning through the County Ordinance.

5.2.2 Abate Non-point Sources of Pollution:

It is recommended that the Town conduct a public education and information program providing lake residents with information on alternative forms of lawn and garden care, household chemical usage, shoreland protection structures, and other relevant information to reduce and minimize the adverse impacts of residential development in the lake's watershed.

A program to test private septic systems should be established. Failing septic systems are a pollution problem for many lakes. Once problem systems are identified a replacement program can be initiated. The Town should investigate taking on sanitary powers to make testing mandatory.

5.2.3 Protect Water Quality:

The Town should undertake regular water quality measurements as outlined by the DNR Self-help Monitoring Program. This data will help in identifying trends in water quality. In addition, the Town should have the lake chemistry data already obtained, further analyzed to determine existing water quality and establish a baseline of data for identifying trends.

It is recommended that lake vegetation be inventoried and monitored to develop an Aquatic Lake Management Plan. It is further recommended that the Town continue to identify and monitor the extent of the infestation of any detrimental species in the watershed and to work with the DNR and other support groups to further assess

needed management actions to limit the impacts of this plant on the lake and its watershed areas.

Lake aquatic growth needs to be controlled. Weed cutting efforts should be increased to maintain recreational uses, yet provide sensitive fish habitat. A second harvester appears to be the best approach. The Wisconsin Waterways Commission program should be pursued to secure a majority of the funding need for an additional weed harvester.

5.2.4 Control Congestion:

It is recommended that the Town's boating ordinance limit high speed boating activities to the deeper water portions of the lakes. This may or may not require buoyage depending on the sufficiency of the notice provided to users and riparian residents, enforcement and compliance by the public. Alternatively, the town could consider imposing slow-no-wake speed restrictions on motor-driven water craft near the shoreline, especially within sensitive areas. These boating regulations will help to reduce ecological damage, safety hazards, and recreational use conflicts associated with powered water craft activities. This ordinance should also be beneficial in reducing the incidences of shoreland and lake bottom erosion arising from the passage of boats in the shallow areas of the Lake.

5.2.5 Upgrade Public Access:

It is recommended that public access in the form of an adjoining park be developed to provide off lake residents access to the lake amenities. There is sufficient boat access, but very limited access for non-boating activities.

5.2.6 Ground Water

A ground water monitoring program could be established, but would most likely not be cost effective. This is an area that requires additional in-depth study to determine the complexities of this issue.

5.3 Summary

A variety of recommendations were made in this plan in relation to the concerns identified through the survey and from issues common to lakes in the area. These issues, ranging from aquatic plants growth to conflicting lake uses, were addressed in a way to alleviate the concern and still preserve the sensitive environment of the area.

These recommended actions will help minimize existing problems and prevent future problems in the Town of Lynne. However, no plan can address everything. Additional study will be required at some time, but this plan provides a solid foundation for those studies. The plan itself should be updated, in some manner, every five years to keep it as current as possible.

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SURFACE WATER PROBLEMS

Problems associated with the management of surface waters occur either naturally or as the result of cultural activities. Natural occurrences would occur regardless of man's activity unless efforts are made to alter environmental conditions. Lake aging and winterkill are examples of natural occurrences although these situations have in some instances been accelerated and induced by man. Problems associated with cultural activities have a distinct advantage in that they can be minimized with proper direction. Problems presently associated with cultural activities will require considerable effort, time and expense to rectify. The classic illustration of cultural influences is water pollution. The means to reverse this trend will be at considerable expense to present and future generations. Recognition of the causative factors as well as their effects, whether occurring naturally or induced by man, is basic to understanding and solving the problem. If present problems are to be resolved and the quality of the water and land resource remain unimpaired, it will be necessary to suppress the causes rather than treat the effects. The soundest approach to water problems is one of prevention rather than correction. This principle will provide the necessary guidelines and approach to insure the stability, productivity and quality of the respective land and water environments. Surface water problems are the result of physical, chemical or biological improprieties. Thus, a problem may be linked to one or all of these factors. The attitude toward water problems will not be universal but will reflect the attitudes and philosophies of different interest groups. Consequently, a situation deemed adverse when viewed through the eyes of a fishery biologist may be overlooked by other interests. Needless to say, water free from problems is not only advantageous to those using it for recreational purposes but is of mutual value to industrial, agricultural and land development interests as well.

Water Quality and Pollution

The chemical, physical and biological properties of water will reflect its quality status. Interpretation of quality is also contingent upon the use to which it will be put. Water of high quality for swimming may not be of high quality when related to biological productivity. Water of quality for recreational activities must essentially be free from industrial, agricultural or domestic pollution. The capacity for biological productivity should be such that a varied and productive fishery is provided without the development of intense algae blooms and dense mats of rooted aquatic plants.

Sources of domestic pollution, other than from septic systems, are presently localized in the communities of Rhinelander, Three Lakes, Minocqua-Woodruff and at the McNaughton State Prison Camp near the village of Lake Tomahawk. These communities provide primary treatment except Minocqua-Woodruff which has secondary treatment facilities. Sewage effluent from Rhinelander is discharged to the Pelican River just above its confluence with the Wisconsin River. This system has inefficiencies due to storm sewers that are linked with the system which during heavy rains permits untreated wastes to enter the surface waters. Three Lakes effluent is discharged into a wetland area and does not "directly" enter the surface water drainage. However, this wetland does adjoin Thunder Lake with the discharge point located 3/4 mile from the lake. State Board of Health sanitary engineers do not feel that this effluent reaches the lake and is not presently a problem. Minocqua and Woodruff are on the same system with effluent being placed into the Tomahawk River. This system is new and, according to sanitary engineers, is adequate. Effluent from the McNaughton State Camp is discharged into a wetland adjoining Tomahawk Lake and has runoff into the lake. A feature of sewage treatment facilities, regardless of efficiency, is that the fertility level is high in the discharged effluent. Subsequently, the potential for greater biological activity is present with effects manifested in the development of algae and rooted plants. Septic systems may pollute surface waters where malfunction exists or location permits leaching into lake basins and stream channels. Situations have been found where septic lines have been intentionally placed in lakes and streams. Malfunctioning septic systems and leaching are difficult to detect; however, greater efforts must be made to further refine the "standards" of yesteryear.