

Planning Report

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# Town of Manitowish Waters Year 2022 Comprehensive Plan

## Town of Manitowish Waters Vilas County, Wisconsin

March 2003



*Planning for Today,  
Tomorrow and Beyond*



**Foth & Van Dyke**  
consultants • engineers • scientists

# Town of Manitowish Waters Year 2022 Comprehensive Plan

## Contents

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	Page
Plan Commission Comprehensive Plan Adoption Resolution .....	vii
Town Board Comprehensive Plan Adoption Ordinance .....	viii
Acknowledgements.....	ix
1. Issues and Opportunities .....	1-1
1.1 Forward .....	1-1
1.2 Issues and Opportunities Goals and Objectives .....	1-5
1.3 Issues and Opportunities Policies and Recommendations .....	1-6
1.4 Issues and Opportunities Programs .....	1-6
1.5 Public Participation Procedures.....	1-7
1.6 Public Participation Process .....	1-8
1.7 Demographics.....	1-11
1.8 Trends and Forecasts.....	1-15
1.9 Comprehensive Plan Goals .....	1-19
2. Housing .....	2-1
2.1 Housing Element (HE) Goals and Objectives.....	2-1
2.2 Housing Policies and Recommendations .....	2-2
2.3 Housing Characteristics.....	2-2
2.4 Housing for all Income Levels, Age Groups and for Persons with Special Needs .....	2-11
2.5 Availability of Land for Development/Redevelopment of Affordable Housing ...	2-12
2.6 Housing Stock Maintenance and Rehabilitation .....	2-12
2.7 Housing Programs .....	2-12
3. Transportation.....	3-1
3.1 Transportation Element (TE) Goals and Objectives .....	3-1
3.2 Transportation Policies.....	3-2
3.3 Existing Road System .....	3-2
3.4 Road Functional/Jurisdictional Classification.....	3-3
3.5 Traffic Volume Trends and Forecasts .....	3-6
3.6 Additional Modes of Transport .....	3-9
3.7 Planned Transportation Improvements .....	3-9
3.8 Coordination with Other Transportation Plans .....	3-10
3.9 Transportation Programs .....	3-10
4. Utilities and Community Facilities .....	4-1
4.1 Utilities and Community Facilities Element (UCF) Goals and Objectives.....	4-1
4.2 Utilities and Community Facilities Policies and Recommendations .....	4-5
4.3 Administrative Facilities and Services .....	4-5

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4.4	Schools .....	4-8
4.5	Protective Services .....	4-10
4.6	Quasi Public Facilities.....	4-12
4.7	Parks and Open Space .....	4-15
4.8	Solid Waste Management and Recycling.....	4-17
4.9	Communication and Power Facilities.....	4-17
4.10	Sanitary Sewer Service and Private Onsite Wastewater Treatment Systems.....	4-17
4.11	Public Water Supply.....	4-18
4.12	Stormwater Management .....	4-18
4.13	Snow Plowing.....	4-18
4.14	Health Care and Day Care Facilities .....	4-18
4.15	Utilities and Community Facilities Programs .....	4-19
5.	Agricultural, Natural and Cultural Resources.....	5-1
5.1	Agricultural, Natural and Cultural Resources Element (ANC ) Goals and Objectives .....	5-1
5.2	Agricultural, Natural and Cultural Resources Policies .....	5-3
5.3	Climate .....	5-3
5.4	Soils.....	5-4
5.5	Farmland and Forests .....	5-5
5.6	Topography .....	5-6
5.7	Bedrock Geology.....	5-6
5.8	Metallic and Non-Metallic Mineral Resources .....	5-7
5.9	Vegetation Types and Land Cover.....	5-7
5.10	Watersheds and Drainage.....	5-7
5.11	Wetlands.....	5-8
5.12	Floodplains .....	5-10
5.13	Surface Water Features .....	5-10
5.14	Groundwater Quality.....	5-13
5.15	Air Quality.....	5-15
5.16	Environmental Features.....	5-15
5.17	Threatened and Endangered Species.....	5-17
5.18	Wildlife Habitat and State Natural Areas.....	5-17
5.19	Historic, Cultural, and Archeological Resources .....	5-18
5.20	Agricultural, Natural and Cultural Resources Programs.....	5-21
6.	Economic Development.....	6-1
6.1	Economic Development Element (ED) Goals and Objectives.....	6-1
6.2	Economic Development Policies.....	6-2
6.3	Labor Force and Employment Status .....	6-2
6.4	Economic Base Analysis .....	6-5
6.5	Desired Economic Development.....	6-13
6.6	Strengths and Weaknesses Analysis (For Attracting and Retaining Businesses) ..	6-14
6.7	Designation of Adequate Sites for Business and Industry .....	6-14
6.8	Environmentally Contaminated Sites for Commercial/Industrial Use.....	6-15
6.9	Economic Development Programs .....	6-15

7. Intergovernmental Cooperation .....	7-1
7.1 Intergovernmental Cooperation Element (IC) Goals and Objectives .....	7-1
7.2 Intergovernmental Cooperation Policies .....	7-1
7.3 Inventory of Existing Plans and Agreements .....	7-2
7.4 Assessment of the Relationship (opportunities and conflicts) with Other Jurisdictions .....	7-3
7.5 Intergovernmental Programs in Wisconsin .....	7-5
7.6 Intergovernmental Cooperation Programs .....	7-7
8. Land Use .....	8-1
8.1 Existing Land Use .....	8-1
8.2 Land and Resource Management .....	8-6
8.3 Building and Development Trends .....	8-10
8.4 Projected Supply and Demand of Land Uses over Planning Period .....	8-13
8.5 Development Regulations .....	8-13
8.6 Supply, Demand and Price Trends of Land .....	8-21
8.7 Land Use Trends and Growth Pressures .....	8-23
8.8 Preferred Land Use .....	8-24
8.9 Land Use Element (LU) Goals and Objectives .....	8-24
8.10 Land Use Policies .....	8-25
8.11 Land Use Programs .....	8-25
8.12 Preferred Land Use Map and Classifications .....	8-25
8.13 Growth Accommodations .....	8-40
8.14 Designation of Smart Growth Areas .....	8-42
9. Implementation .....	9-1
9.1 Implementation Element (IE) Goals and Objectives .....	9-1
9.2 Implementation Policies .....	9-2
9.3 Implementation Programs .....	9-3
9.4 Action Plan .....	9-3
9.5 Changes to Applicable Land Use Controls .....	9-4
9.6 Planning Element Consistency .....	9-8
9.7 Measuring Community Progress .....	9-9
9.8 Process for Updating Comprehensive Plan .....	9-15
9.9 Process for Amending the Comprehensive Plan .....	9-15

## Tables

Table 1-1 Population Trends Town of Manitowish Waters 1970-2000 .....	1-11
Table 1-2 Comparative Population Trends Town of Manitowish Waters and Selected Areas 1970-2000 .....	1-12
Table 1-3 Summer Population Estimates* Town of Manitowish Waters 2000 .....	1-13
Table 1-4 Population by Age Cohort Town of Manitowish Waters 1990-2000 .....	1-14
Table 1-5 Population Projections Based on Total Number of Housing Units Town of Manitowish Waters 1990-2025 .....	1-17

Table 2-1	Housing Supply Town of Manitowish Waters 1990-2000 .....	2-3
Table 2-2	Comparative Housing Unit Change Town of Manitowish Waters and Selected Areas 1990-2000 .....	2-4
Table 2-3	Year Structure Built Town of Manitowish Waters and Selected Areas 2000 .....	2-4
Table 2-4	Units in Structure Town of Manitowish Waters 2000 .....	2-5
Table 2-5	Housing Values of Specified Owner-Occupied Units Town of Manitowish Waters and Vilas County 2000 .....	2-6
Table 2-8	2-10Development Activity Town of Manitowish Waters .....	2-10
Table 3-1	Year 2010 Rural Area Highway Functional Classification Criteria .....	3-6
Table 3-2	Annual Average Daily Traffic Counts Town of Manitowish Waters 1995-1998 .....	3-7
Table 3-3	Motor Vehicle Accident Summary Town of Manitowish Waters 1999-2000.....	3-8
Table 4-1	Manitowish Waters 2002 Proposed Budget.....	4-7
Table 4-2	Town of Manitowish Waters Public Buildings and Facilities .....	4-7
Table 4-3	ISO Ratings Manitowish Waters and Selected Areas 1999.....	4-11
Table 5-1	Lake Description Summary Town of Manitowish Waters 2001 .....	5-11
Table 5-2	Environmental Features Town of Manitowish Waters Year 2000 .....	5-16
Table 6-1	Educational Attainment of Persons Age 25 and Older Town of Manitowish Waters and Selected Areas 2000.....	6-3
Table 6-2	Employment Status of Workers Age 16 & Over Town of Manitowish Waters 2000 .....	6-3
Table 6-3	Household Income Town of Manitowish Waters and Selected Areas 2000 .....	6-5
Table 6-4	Travel Time to Work Town of Manitowish Waters 1990 .....	6-5
Table 6-5	Employed Persons by Industrial Sector Town of Manitowish Waters and Selected Areas 2000.....	6-6
Table 6-6	Employment by Occupation Town of Manitowish Water & Vilas County 2000.....	6-7
Table 6-7	Commuting Patterns Vilas County 1994 .....	6-8
Table 6-8	Wages Vilas County 1999 .....	6-8
Table 6-9	United States Employment Analysis 1989 and 1999.....	6-10
Table 6-10	Vilas County Employment Analysis 1989-1999 .....	6-10
Table 6-11	Recreational Homeowner Expenditures Town of Manitowish Waters Estimates 1995 .....	6-12
Table 7-1	Intergovernmental Arrangements Town of Manitowish Waters .....	7-2
Table 8-1	Existing Land Use Town of Manitowish Waters 2000.....	8-2
Table 8-2	Land and Resource Management Town of Manitowish Waters 1999.....	8-7
Table 8-3	Number of Total Parcels Town of Manitowish Waters 1980-2000.....	8-11
Table 8-4	Composite Permitting Figures Town of Manitowish Waters 1996-2000.....	8-12
Table 8-5	History of Development Activity Town of Manitowish Waters 1980-2001 .....	8-12
Table 8-6	Projected Land Use Demand (acres) Town of Manitowish Waters 2000-2025 .....	8-13
Table 8-7	Zoning District Comparison Manitowish Waters and Vilas County .....	8-15
Table 8-8	Manitowish Waters Existing Zoning 2002 .....	8-15
Table 8-9	Ordinances and Plans Town of Manitowish Waters 2001.....	8-19
Table 8-10	Agricultural Land Sales Vilas County 1998-2001 .....	8-22
Table 8-11	Forest Land Sales Vilas County 1998-2001 .....	8-22
Table 8-12	Preferred Land Use Classification Acreage Town of Manitowish Waters.....	8-41

## Figures

Figure 1-1	Comparative Population Change Town of Manitowish Waters and Selected Areas 1970-2000 .....	1-12
Figure 1-2	WDOA Population Projections Town of Manitowish Waters 1990-2015 .....	1-15
Figure 1-3	Linear Trend Projection Town of Manitowish Waters 1990-2025 .....	1-16
Figure 1-4	Comparative Population Projections Town of Manitowish Waters 2000-2025 .....	1-18
Figure 2-1	Equalized Values Town of Manitowish Waters 1998-2001 .....	2-7
Figure 2-2	Comparative Growth of Seasonal Housing Units Twn of Manitowish Water, Town of Winchester & Vilas County 1990-2000 .....	2-8
Figure 2-3	Residential Building Permit Activity Town of Manitowish Waters 1990-2000 .....	2-9
Figure 2-4	Projected Housing Units Town of Manitowish Waters 2000-2020 .....	2-11
Figure 3-1	Accidents by Crash Type Town of Manitowish Waters 1999-2000 .....	3-8
Figure 4-1	Actual and Project Total Enrollments Lakeland Union High School 1990 - 2004 ..	4-9
Figure 4-2	Enrollment Manitowish Waters Area Schools 1996-2001 .....	4-10
Figure 6-1	Monthly Unemployment Rates Vilas County and Wisconsin 2000 .....	6-4
Figure 6-2	Major Sources of Personal Income U.S., Wisconsin and Vilas County 1997 .....	6-13
Figure 8-1	Existing Land Use Town of Manitowish Waters 2000 .....	8-2
Figure 8-2	Land and Resource Management Town of Manitowish Waters 1999 .....	8-8
Figure 8-3	Existing Zoning Town of Manitowish Waters 2002 .....	8-16
Figure 8-4	Existing Land Use, Existing Zoning Comparison Town of Manitowish Waters 2001 .....	8-18
Figure 8-5	Preferred Land Use, Town of Manitowish Waters .....	8-42

## Maps

Map 1-1	Project Area .....	1-4
Map 3-1	Existing Transportation .....	3-4
Map 4-1	Community Facilities and Services .....	4-14
Map 5-1	Land Cover and U.S.G.S. Quadrangle .....	5-9
Map 5-2	Water Feature Data .....	5-14
Map 5-3	Environmental Features .....	5-19
Map 8-1	Existing Land Use .....	8-3
Map 8-2	Natural Resource Management .....	8-9
Map 8-3	Existing Zoning .....	8-17
Map 8-4	Year 2022 Preferred Land Use .....	8-32

## Appendices

Appendix A	Wisconsin's Smart Growth Law
Appendix B	Public Participation: Newsletters and Public Meeting Results
Appendix C	Manitowish Waters Zoning Ordinance, Section IV only
Appendix D	Commercial and Residential Cluster Development & Design Options

Resolution No. 2003-2

**A RESOLUTION TO ADOPT THE YEAR 2022 COMPREHENSIVE PLAN  
TOWN OF MANITOWISH WATERS, VILAS COUNTY, WISCONSIN**

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

WHEREAS, the Manitowish Waters Town Board has committed funding to develop a Comprehensive Plan for the Town of Manitowish Waters in conjunction with grants from the Wisconsin Department of Natural Resources (Lake Protection) and the Wisconsin Department of Administration (Comprehensive Planning); and

WHEREAS, the Manitowish Waters Planning Commission has facilitated the production of the Manitowish Waters Year 2022 Comprehensive Plan to guide and coordinate land use decisions and development in the town; and

WHEREAS, the Year 2022 Comprehensive Plan has been prepared by Foth and Van Dyke, Consultants, in cooperation with the Town of Manitowish Waters Planning Commission, general public, Vilas County University of Wisconsin-Extension, Land Information and Zoning Departments, the North-Central Wisconsin Regional Planning Commission, and the Wisconsin Departments of Natural Resources, Transportation and Administration; and;

WHEREAS, numerous public meetings and mailings have been facilitated, in conjunction with a public participation plan, with respect to town goals, public opinion and participation, including a regular schedule of Plan Commission meetings during plan development, a Comprehensive Planning Issues Workshop held July 10, 2001, two public informational meetings on June 27, 2002 and September 17, 2002, four direct-mail informational pieces to town property owners, including two newsletter updates and two poster plans, the poster plans preceding the June 27, 2002 and January 22, 2003 meetings, one direct-mail survey that preceded the June 27, 2002 meeting, and a public hearing held January 22, 2003, and;

NOW, THEREFORE, BE IT RESOLVED, that the Manitowish Waters Planning Commission hereby recommends to the Town Board of Manitowish Waters the adoption of the document entitled "TOWN OF MANITOWISH WATERS YEAR 2022 COMPREHENSIVE PLAN", Vilas County, Wisconsin as their comprehensive plan according to section 66.1001(2) of the Wisconsin Statutes.

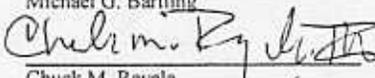
BE IT FURTHER RESOLVED, that the Manitowish Waters Planning Commission recommends that the Town Board of Manitowish Waters, Vilas County, Wisconsin, pursue necessary and reasonable action to implement the primary directives of the Year 2022 Comprehensive Plan.

  
Dan Sleight, Chairman

Approved this 27 day of February, 2003.  
Approved by a vote of: 3 ayes 0 nays

\_\_\_\_\_  
John J. McGraw, Secretary

\_\_\_\_\_  
Michael G. Bartling

  
Chuck M. Rayala

  
Chuck Kramer

Ordinance No. 2003-2

**AN ORDINANCE TO ADOPT THE YEAR 2022 COMPREHENSIVE PLAN  
TOWN OF MANITOWISH WATERS, VILAS COUNTY, WISCONSIN**

The Town Board of the Town of Manitowish Waters, Vilas County, Wisconsin, do ordain as follows:

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

SECTION 2. The Manitowish Waters Planning Commission, by a majority vote and Resolution No. 2003-7, has recommended to the Manitowish Waters Town Board the adoption of the document entitled TOWN OF MANITOWISH WATERS YEAR 2022 COMPREHENSIVE PLAN, Vilas County, Wisconsin as their comprehensive plan according to Section 66.1001(2) of the Wisconsin Statutes.

SECTION 3. Numerous public meetings and mailings have been facilitated, in conjunction with a public participation plan, with respect to town goals, public opinion and participation, including a regular schedule of Plan Commission meetings during plan development, a Comprehensive Planning Issues Workshop held July 10, 2001, two public informational meetings on June 27, 2002 and September 17, 2002, four direct-mail informational pieces to town property owners, including two newsletter updates and two poster plans, the poster plans preceding the June 27, 2002 and January 22, 2003 meetings, one direct-mail survey that preceded the June 27, 2002 meeting, and a public hearing held January 22, 2003, and;

SECTION 4. The Town Board of Manitowish Waters, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, TOWN OF MANITOWISH WATERS YEAR 2022 COMPREHENSIVE PLAN, Vilas County, Wisconsin as their comprehensive plan pursuant to Section 66.1001(2) of the Wisconsin Statutes.

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

ADOPTED this 27 day of March, 2003.

Approved by a vote of: 3 ayes 0 nays

Published: \_\_\_\_\_

By: John Hanson  
John Hanson, Chairman

By: Michael G. Bartling  
Michael G. Bartling, Supervisor

By: Debra Skrobot  
Debra Skrobot, Supervisor

Attest: \_\_\_\_\_  
Vicky Westmore, Clerk

## Acknowledgements

### **Town of Manitowish Waters Planning Commission**

Dan Sleight, Chair  
John J. McGraw, Secretary  
Michael G. Bartling  
Chuck M. Rayala  
Chuck Kramer

### **Town of Manitowish Waters Town Board**

John Hanson, Chairman  
Michael G. Bartling, Supervisor  
Debra Skrobot, Supervisor

**Thanks to Vilas County UW-Extension, Land Information and Mapping Department, and Zoning Department for all the assistance, including technical, mapping, and administrative support.**

**Thanks and appreciation to the Wisconsin Department of Natural Resources Lake Protection Grant Program, the Wisconsin Department of Administration Comprehensive Planning Grant Program, and the Town Board for allocating the funding that made this project possible.**

**A special thanks to the people of the Town of Manitowish Waters who attended meetings, shared ideas, and helped direct the Planning Commission and the Town Board in creating a plan to manage growth and change. I am proud to have worked with all of you and appreciate the effort.**

**My sincere gratitude to the Plan Commission and Town Board, as well as to those who served prior in similar capacity, for the investments of dedication, time and effort for the Town of Manitowish Waters. Thanks for the effort, as it was very significant.**

**In the big picture, planning affords the ability to view the future by creating it. Ralph Waldow Emerson stated . . . a ship without a sail knows no harbor. . . the plan can be your sail, and it can help you manage your town to actively address your future. That is a significant choice. You cared enough to get and stay involved in a difficult process and the benefits of your investments will be realized over time. Again, thanks for the hours and positive attitudes. Manitowish Waters is fortunate to have so many who care for her well being. I look forward to hear of your successes in the future.**

Report prepared March 2003 by: John D. Williams, AICP, Foth & Van Dyke

# 1. Issues and Opportunities

## 1.1 Forward

The Town of Manitowish Waters Planning Commission, with the support of the Town Board, undertook the development of a Comprehensive Plan in August of the year 2000. The plan is intended to meet the requirements of Wisconsin's Smart Growth legislation, Wisconsin Statute 66.1001 (Appendix A). The plan is a statement of preferred public policy concerning growth management and decision making related to the conservation, orderly use, and development of lands in Manitowish Waters, and should be consulted by the town when making decisions regarding land use. *The Manitowish Waters Year 2022 Comprehensive Plan* has two very important goals:

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

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

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

The thought of creating a long-range plan for the town first started in 1993. The Zoning Committee was put in charge of the planning process and sent out a town-wide, one-page questionnaire asking, "What do you want Manitowish Waters to look like in decades to come?" Five possible future scenarios were summarized in 2-3 sentence paragraphs and respondents were asked to pick the scenario that best matched their desire. In the fall of 1994, the town entered into a contract with the North Central Wisconsin Regional Planning Commission (NCWRPC) to create a long-range land use plan. The first community involvement under that contract started in February of 1995 when a 'planning issues identification session' was held. In July of 1995, a community-wide planning survey went out to all town taxpayers; 51% of the surveys were returned. The results of the 'issues identification session' and the planning survey were used to guide development of the land use plan. In the summer of 1996, a draft land use plan was presented at two public meetings. Based on community feedback and the Zoning Committee's feeling that the document did not adequately address identified issues, the plan was significantly rewritten.

After some staffing changes at NCWRPC that delayed the planning process, a revised land use plan draft was prepared and presented to the public in July of 1998. The revised plan was also accompanied by the first proposed draft amendments to the town zoning ordinance. Through many public debates, a second draft of the proposed ordinance was created, followed by a third draft (which went to a public hearing February 29, 2000). Between the February 29, 2000 hearing and the Annual Town meeting in April 2000, a petition was circulated in support of the Town Board not adopting the proposed zoning ordinance and to eliminate the town's zoning ordinance all together. Due to conflicting ideas, six of the seven Zoning Committee members were replaced with 4 new members, creating a new five-member Zoning Committee.

The new Zoning Committee revitalized the planning effort in 2000 in response to several factors, including development pressure, the new state planning requirements, and a concurrent countywide planning effort in Vilas County. The town hired the consulting firm of Foth & Van Dyke to assist them with plan development and funding of the plan through grant assistance. An analysis was performed to determine the gap between the existing draft plan of 1996 and what was required in the final plan by Wisconsin's new Smart Growth law. A public participation plan was developed to facilitate a process for integrating the much needed public support during the planning process. The project scope and cost estimate was completed along with a timeline and management strategy to maintain focus and maximize efficiency. On the funding side, two (2) grants were applied for in 2001 (a WDOA Comprehensive Planning Grant and a WDNR Lake Protection Grant) and were subsequently awarded to the town to offset roughly 56.9% of the planning costs. The planning process was re-launched July 10, 2001 with a public participation workshop to solicit some basic input from residents. The results of that workshop are detailed in the following pages, as is an overview of the public participation process.

The Town of Manitowish Waters is located along the western border of Vilas County. The town is bounded by the Town of Winchester to the north, the Town of Boulder Junction to the east, the Town of Lac Du Flambeau to the south, and the Town of Sherman and Mercer, located in Iron County, to the west (Map 1-1). The Town of Manitowish Waters consists of approximately 22,926 acres and has a population of 647, according to 2001 population estimates created by the Wisconsin Department of Administration.

Manitowish Waters is primarily a wooded and lake community. Approximately 65.5% (15,012 acres) of its land is being used for forests and open space. Just over 4,500 acres (19.6%) of the town consists of surface water. Most of the town's acreage is undeveloped due in large to the National Highland - American Legion State forest occupying 45.6% of the town. Intensive uses such as residential, commercial, industrial, and government facilities make up the remaining 2,167.8 acres, or 9.5% of the town.

## **Vision Statement**

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

constructed the vision statement to set the framework for the more detailed plan recommendations in later sections.

### **Manitowish Waters Vision Statement**

When someone thinks of Manitowish Waters, images of a friendly small-town, towering pines, beautiful lakes, trails, fresh air, a small, quaint downtown come to mind. . . symbolism of how most folks define northwoods character.

Located in the heart of Wisconsin's Lake Country, Manitowish Waters has a vibrant sense of community fostered by coordinated community values. Some call it simply working together. Others define it as an emphasis on public participation. Either way, the planning efforts will focus on the following:

- ◆ Communication between landowners and community members to understand and address land use related issues and potential impacts.
- ◆ Integration of natural resources, aesthetics, and community character values within growth and development decisions.
- ◆ Planning decisions based on an appropriate level of public input generated by social, physical, environmental and economic analysis.
- ◆ Balancing the implementation of the comprehensive plan and zoning regulations with maintenance and protection of private property rights.
- ◆ Meeting the requirements of the Smart Growth planning statute.

Expecting some growth, Manitowish Water's goal to manage and accommodate thoughtfully planned housing and economic development while conserving community character focused the Comprehensive Plan to do exactly that - establish certainty and predictability in the land use process in order to protect community values while accommodating sensible development.

Looking forward, the town does have new and existing business in the downtown and along STH "51" serving the different community needs. Tree lined roads greet anxious recreationalists. Dark skies shine bright with stars. The town has many home-based businesses and concentrated lakeshore development. The town's economy, dependent on recreation, tourism, and agriculture, continues to thrive. Trails connect people and places within the town, possibly even to Boulder Junction. Planning for and managing development has maintained property values, improved the quality of life, and sustained the environment that attracted many to live here in the first place which is what planning is all about.

# Map 1-1 Project Area

## 1.2 Issues and Opportunities Goals and Objectives

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

The following goals and objectives were development by the town of Manitowish Waters regarding the issues and opportunities element and the overall plan.

### Goals

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

### Objectives

Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

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

### Supporting Objectives:

- IO-1.1 Plan for and manage future residential, light industrial, commercial, forestry, recreational, and conservancy and other land uses in accordance with public input.
- IO-1.2 Recommend development patterns that provide for a diversity of lot sizes.
- IO-1.3 Recommend standards for land divisions.
- IO-1.4 Guide future development within or adjacent to existing compatible development.
- IO-1.5 Realize the cost effectiveness of utilizing the existing road network to accommodate most future development.

***IO Goal 2: Strengthen local control of land use decisions through cooperation and communication between the Town of Manitowish Waters, Vilas County, and surrounding towns.***

### **Supporting Objectives:**

- IO-2.1 Utilize the comprehensive plan as a tool to guide and support town actions and decisions.
- IO-2.2 Work with the county to establish a mutually beneficial decision-making procedure that integrates and is consistent with the comprehensive plan.

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

### **Supporting Objectives:**

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

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

### **Supporting Objectives:**

- IO-4.1 Create opportunities for citizen participation throughout all stages of plan development and implementation.
- IO-4.2 Promote public access and understanding of available land use, planning, zoning and environmental information.
- IO-4.3 Support community organizations and service groups that dedicate time and resources to community development and conservation efforts.

## **1.3 Issues and Opportunities Policies and Recommendations**

1. The comprehensive plan shall maintain consistency with state comprehensive planning requirements.
2. Public participation shall be required prior to the development and/or amendment to any town plans, ordinances, or programs.

## **1.4 Issues and Opportunities Programs**

All programs required to implement the functions of the Town of Manitowish Waters Year 2022 Comprehensive Plan are listed under the remaining elements

## 1.5 Public Participation Procedures

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

The public participation process was a key element to the development of the Town of Manitowish Waters Comprehensive Plan. Plan direction was driven by the opinions and participation expressed by town residents and landowners. Numerous techniques were utilized to gather public input in the plan development process. Public participation procedures were developed by the Town of Manitowish Waters Planning Commission to foster public participation throughout the comprehensive planning process in the spirit and intent of Wisconsin's "Smart Growth" Comprehensive Planning legislation. Among the many efforts that were used to foster public participation, the following core efforts were implemented. The core efforts include adherence to the statutory requirements relative to public meetings, and the corresponding notification procedures and to the directives of the open meetings law, including:

1. All meetings will be open to the public.
2. Paid notices of all public hearings related to land use planning will be published in Manitowish Waters' official newspaper, the Lakeland Times. The Presque Isle FYI flier may also be used. The Lakeland Times will also be notified of land use planning meetings in accordance with open meetings laws. Additional paid advertisements and other local media sources including radio and local cable may be used per direction of the Planning Commission and Town Board.
3. Direct Mail will be used in accordance with specific public informational meetings as defined in this document.
4. Posting of all land use planning meetings will occur at the town's regular posting sites, including the Manitowish Waters Town Hall, Intersection of STH 51 and Airport Road, the Manitowish Waters Municipal Airport, and Michael's Parlor and Bakery, STH 51.
5. Meeting minutes and agendas will be available at each Planning Commission meeting for public review.
6. Draft plan materials/documents, when available, will be placed at the Frank B. Koller Memorial Library and the Manitowish Waters Community Center.

## **1.6 Public Participation Process**

Under directive from the Town Board, the Manitowish Waters Planning Commission was charged with the responsibility to develop the Comprehensive Plan. The five member Committee had a long standing history of residence and land ownership in Manitowish Waters and all members were dedicated to developing a Comprehensive Plan that properly balanced growth, economic opportunity and property rights while protecting water quality, the environment, and community character.

A total of 10 Planning Commission meetings (with consultant in attendance; the Committee met monthly as part of normal operations and held many meetings relative to land use in conjunction with the planning project) were held to develop the plan, along with one Public Participation Workshop, two public informational meetings, and a public hearing. Due to the seasonal variance in population and land ownership, the planning process was tailored to hold the public participation workshop and informational meetings in the summer season to allow for the highest possible public attendance at meetings. The All meetings, regardless of their orientation, were open to the public and were conducted in accordance with the approved and adopted public participation procedures.

### **Public Notification**

In addition to the meeting schedule, the town sent all Manitowish Waters property owners newsletters (see Appendix B) that detailed the planning process and discussed issues, ideas, and concepts. Property owners were given the opportunity to return their comments on cards provided in the mailings. The Planning Commission assembled and categorized the public comments and developed an e-mail database to allow for increased communication and transfer of ideas.

### **Public Participation Workshop (July 10, 2001)**

A public workshop was held on Tuesday, July 10, 2001 at the Manitowish Waters Town Hall. The workshop was preceded by aggressive publication and notification in the Lakeland Times newspaper to encourage community participation. Due to the transition period of seasonal residents locating to the town, the Planning Commission felt multiple publications in the local paper would be the best way to advertise the meeting. In addition, posters were erected at several locations in town and the community billboard was used to advertise the workshop. In total, 91 individuals signed in, and 81 participated in the workshop.

The workshop involved a participatory process in which participants were asked to rate their level of support for each of 124 statements. The 124 statements were categorized under the following topic headings:

1. Farming and Farmland
2. Economic Development
3. Residential Development and Housing
4. Natural Resources/Environmental Quality

5. Community Character, Recreation and Cultural Influence
6. Transportation/Roads
7. Government Services, Intergovernmental Cooperation, and Utilities
8. Government Regulations and Programs

The topic headings were selected based on review of the 1995 community planning survey, the 1998 draft plan, and input from the Planning Commission and Foth and Van Dyke. The Planning Commission took requirements of the recently adopted “Smart Growth” legislation into consideration.

Participants were given a voting packet. The voting packet included color-coded pages to match individual topic headings. The voting packets were returned to the office of Foth & Van Dyke where they were tabulated with "SPSS" software database and used to calculate voting averages and create a report of the results. The results can be viewed in the report titled *Town of Manitowish Waters Public Participation Workshop, July, 2001* available at the Town Hall.

### **Public Informational Meeting No. 1 (June 27, 2002)**

The emphasis of the planning effort was predicated upon widespread public involvement. The intent was to keep residents and property owners informed and involved, and to use public opinion as the basis of decisions related to preferred land use. Preceding the meeting, two newsletters and a poster plan mailing (draft preferred land use map & preferred land use classifications) were sent direct to every property owner in the town. A one-page survey accompanied the mailing to allow for public response and opinion exchange. In addition, the meeting was notified with news releases and notification in the Lakeland Times in accordance with the adopted public participation plan. The meeting format included a presentation of the background inventory and maps, followed by a presentation and discussion relative to the draft preferred land use map that was sent in the mail. Official sign-in sheets showed 85 people attended. Participants also were asked to respond to 27 questions related to development and the preferred land use map. The responses to the 27 questions asked at the meeting as well as the one page mail survey responses are included in Appendix B. The meeting responses and direction obtained from the public assisted the Planning Commission in plan development and adjustments to the preferred land use map.

### **Public Informational Meeting No. 2 (September 17, 2002)**

The second public informational meeting was held in late summer to maximize the seasonal resident participation while keeping on track with the project schedule. Forty-eight people signed in at the meeting. The results of the June 27 meeting were discussed as well as the revisions to the preferred land use map. The Planning Commission held a workshop in August 20, 2002 with property owners who had issue or concerns with the draft preferred land use map as presented at the June meeting. Several adjustments were made to the map, which resulted in the map as presented in the Preferred Land Use section of this document. Meeting participants were handed a one-page survey similar to the survey sent out for the June meeting. The town advertised the meeting in the Lakeland Times through purchased advertising. As with the June 27 meeting, the focus of the meeting was the draft preferred land use map. The associated plan policies were

also discussed. Public responses were strongly in favor with the direction the plan represented, and the Planning Commission took the results of both public informational meetings as affirmation that the plan was being constructed in accordance with public opinion and with the best interests of the town in mind.

### **Public Hearing (January 22, 2003)**

The official attendance was counted on the sign-in sheets at 64 people, not counting members of the Plan Commission. The Plan Commission read fifteen letters of public correspondence into the record prior to public comment. Fourteen people registered for comments during the hearing, 20 actually spoke. Of those who signed in, 12 were in favor of the plan, 18 were in favor with some modifications, and six were opposed. The formal hearing was held from 7:00 to 9:15 p.m, followed with open discussion until 11:00 p.m. A summary of the public comments and sign-in sheets are included in Appendix B. The following issues and recommendations were summarized from the public comments offered during the public hearing.

Language is added in the plan in section 8.8 (Preferred Land Use) and in section 9.5 (Changes to Applicable Land Use Controls) that strengthens and clarifies how the Plan intends to address development.

The Plan should recommend that Planned Unit Development regulations be developed and will apply to areas planned Community/Highway Commercial, Multi-Family Residential, Resort/Recreational, Downtown Business, Government/Institutional, & Parks and Education.

1. The PUD provisions will apply to any new development regardless of its size.
2. Rezoning requests and/or building permit applications will also trigger PUD provisions in the identified areas so at least to allow for town review of development proposal.
3. The Planned Unit Development regulations will need to be revised in the zoning ordinance and should include design review requirements for any commercial development in the town, also to include Multi-Family and Resort/Recreation areas for design review.
4. The Design Review discussions in section 9.5 need to be clarified as to the relationship with the PUD provisions and that it will be included as a recommendation for plan implementation.
5. The PUD language/ordinance will reference the design review ordinance;
6. Plan should recommend Design Review language be incorporated into the existing zoning code.

The Plan should recommend the 100' lot width regulation, as applied in the town zoning ordinance, be reviewed as to existing access and planned density. Individual accesses onto STH 51 will be strongly discouraged. PUD provisions should address density, access, and design of development. Access control regulations from the WDOT will not allow for additional individual lot accesses. The 100' lot width is acceptable in other areas of the town but should be reviewed in conjunction with planned access and design along STH 51.

## 1.7 Demographics

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

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

### Population Counts

**Table 1-1**  
**Population Trends**  
**Town of Manitowish Waters**  
**1970-2000**

1970	1980	1990	2000	# Change 1970-80	# Change 1980-90	# Change 1990-00	# Change 1970-00
509	625	651	646	116	26	-5	137

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

Table 1-1 displays the population trends for the Town of Manitowish Waters from 1970 to 2000. Population levels during the thirty year period have fluctuated moderately within the town. From 1970 to 1980, the town experienced a increase of 116 persons. In the following decade, the population increase was only 26 persons. In the most recent decade, the population actually decreased by five persons to bring the town's population to its 2000 count of 646 persons.

### Comparative Population Trends

Table 1-2 presents a comparison of Manitowish Water's population to the towns of Winchester and Boulder Junction, Vilas County, and the State of Wisconsin. Similarly, Figure 1-1 depicts the comparative percent population change during the period for the selected areas.

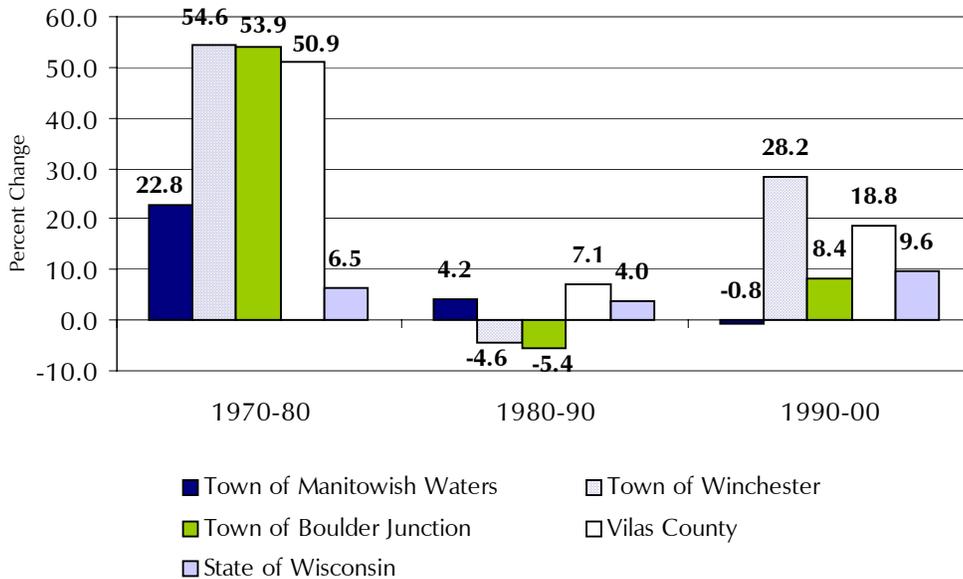
**Table 1-2**  
**Comparative Population Trends**  
**Town of Manitowish Waters and Selected Areas**  
**1970-2000**

	1970	1980	1990	2000	% Change 1970-80	% Change 1980-90	% Change 1990-00	% Change 1970-00
Town of Manitowish Waters	509	625	651	646	22.8	4.2	-0.8	26.9
Town of Winchester	240	371	354	454	54.6	-4.6	28.2	89.2
Town of Boulder Junction	607	934	884	958	53.9	-5.4	8.4	57.8
Vilas County	10,958	16,535	17,707	21,033	50.9	7.1	18.8	91.9
State of Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675	6.5	4.0	9.6	21.4

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

From 1970 to 1980, the Town of Manitowish Waters experienced population growth below the other local areas shown. For the period 1980 to 1990, the town had population growth greater than all other areas, except the county. In the most recent decade, the Town of Manitowish Waters was the only area to experience a declining population. For the entire thirty year period, the Town of Winchester and the county had significant overall growth. Manitowish Waters had the least amount of population growth for the period when compared to other local area, however growth was at a higher rate than the state.

**Figure 1-1**  
**Comparative Population Change**  
**Town of Manitowish Waters and Selected Areas**  
**1970-2000**



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

## Seasonal Population

Utilizing the 2000 census and a list of licensed accommodations provided by the Wisconsin Department of Health and Social Services seasonal population can be estimated. When accommodations and seasonal homes are occupied and an estimated 400 seasonal day visitors travel to Manitowish Waters the total population dramatically increases to 4,882 persons, nearly eight times the year-round population of 646.

**Table 1-3  
Summer Population Estimates\*  
Town of Manitowish Waters  
2000**

	Accommodations		Campgrounds*		Second (Seasonal)			
2000		x 2.2		x 3.5		x 4	Day	
Census	Rooms	Persons	Sites	Persons	Homes	Persons	Visitors	Total
646	342	752	--	0	771	3,084	400	4,882

\*Does not include residential campground units.

Source: Wisconsin Department of Administration, Demographic Services Center; Wisconsin Dept. of Health & Social Services licensed Accommodations list dated 7/2001; U.S. Bureau of the Census, 2000.

## Population by Age Cohort

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

The age structure appears to be relatively stable within the Town of Manitowish Waters. The 5-19 age group increased the most for the period shown, 11.5%. The 2000 median age for residents of Manitowish Waters was 51.1 years of age, which indicates an aging population that will have significant impact on services and employment over the next 10-20 years. The 2000 median age for residents of Vilas County was 45.8 and the State of Wisconsin had an overall median age of 36.0 in 2000.

**Table 1-4  
Population by Age Cohort  
Town of Manitowish Waters  
1990-2000**

Age	1990		2000		% Change 1990-00
	Number	% of Total	Number	% of Total	
Under 5	30	4.6	14	2.2	-53.3
5-19	87	13.4	97	15.0	11.5
20-44	165	25.3	150	23.2	-9.1
45-64	186	28.6	195	30.2	4.8
65+	183	28.1	190	29.4	3.8
Total	651	100.0	646	100.0	-0.8

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

### **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. Approximately, 89.3% of persons in the town have attained their high school diploma or had some education since high school. A table describing the education levels of Manitowish Water's residents in 2000 can be found within the Economic Development Element.

### **Income Levels**

Income information received from the 2000 Census indicated that Manitowish Waters's median household income was reported at \$37,500, slightly higher than the county's reported median of \$33,759. Income related tables and further economic analysis can be found within the Economic Development Element.

### **Employment Characteristics**

The greatest percentage of employment was found in the arts, entertainment, recreation, accommodation and food services segment of the economy for the town, and the educational, health and social services segment for the county, with 19.1% and 18.0%, respectively. The second greatest economic division for the town was in retail, 18.4%, followed by construction, 12.8%. Further economic and employment characteristics can be found within the Economic Development Element.

## 1.8 Trends and Forecasts

### Population Projections

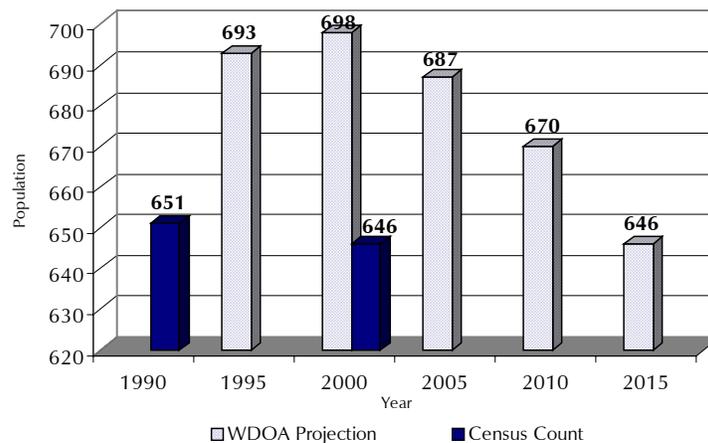
Population projections are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Projections should be considered as one of many tools used to help anticipate and predict future needs within the town. Population levels are subject to the town's physical conditions, environmental concerns, land use, zoning restrictions, taxation, annexation, and other political policies that influence business and personal location decisions.

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

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

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

**Figure 1-2**  
**WDOA Population Projections**  
**Town of Manitowish Waters**  
**1990-2015**



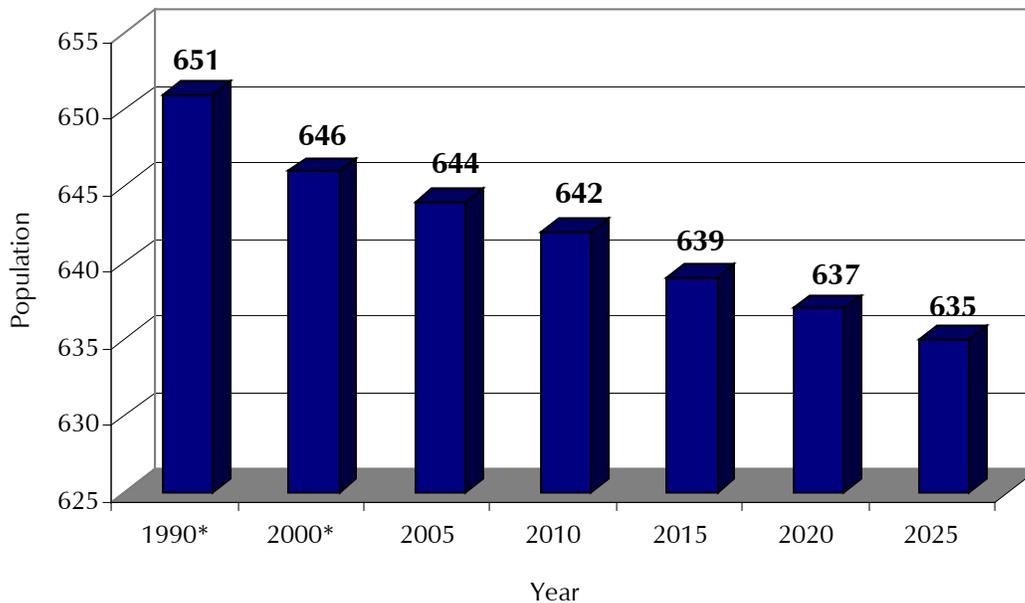
Source: U.S. Bureau of the Census, 1990-2000; Wisconsin Department of Administration, Official Municipal Population Projections, 1990-2015, June 1993.

## Accelerated Growth Projection Model - Linear Trend Analysis, 1990-2025

Figure 1-3 illustrates the census counts from 1990 and 2000 and a linear projection that was calculated by taking the percent change between the census counts and projecting the trend on an annual basis to the year 2025.

It is estimated that the town's population in the year 2025 will decline to 635 persons, a 1.7% decrease from 2000.

**Figure 1-3  
Linear Trend Projection  
Town of Manitowish Waters  
1990-2025**



Source: \*U.S. Bureau of the Census, 1990-2000; years 2005-2025 calculated by taking the % annual change between 1990-2000 and creating a linear trend to 2025.

## Population Projections Based on Housing Unit Projections and Total Number of Housing Units, 1990 - 2025

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

Utilizing the following methodologies, the projected 2025 population is estimated to decrease to 579 persons, a 10.4% decrease from the 2000 count. Using this technique projects that housing units will decrease by 13.8% for the 25 year period and persons per household will decrease by .9%. These two factors, along with the population decline of the last decade, contribute to the overall declining population projections.

**Table 1-5**  
**Population Projections Based on Total Number of Housing Units**  
**Town of Manitowish Waters**  
**1990-2025**

	1990	2000	2005	2010	2015	2020	2025
Total Housing Units <sup>1</sup>	1,155	1,103	1,081	1,059	1,037	1,016	996
Occupied Units (27.3% of total units) <sup>2</sup>	301	301	295	289	283	277	272
Persons per Household <sup>3</sup>	2.16	2.15	2.15	2.14	2.14	2.13	2.13
<b>Total Population<sup>4</sup></b>	<b>651</b>	<b>646</b>	<b>634</b>	<b>618</b>	<b>606</b>	<b>590</b>	<b>579</b>

1 Total housing units are calculated as follows: a) total units in 1990 and 2000 are from the census; b) the years 2005-2025 based on percent annual change between 1990-2000 of total housing units.

2 Occupied units is calculated as follows: a) occupied units 1990 and 2000 are from the census; b) the years 2005-2025 are based off the 2000 census occupancy rate (i.e., year-round units) of 27.3%.

3 Persons per household are calculated as follows: a) 1990 persons per household from the 1990 census; b) 2000 persons per household calculated by taking total persons living in households divided by total households, from the 2000 Census; (total persons living in households = the total population - those living in group quarters); c) the years 2005 to 2025 are based on the annual percent change of persons per household between 1990 and 2000.

4 Total population for 1990 and 2000 obtained from the census; the years 2005 to 2025 total population equals the number of occupied units multiplied by the persons per household.

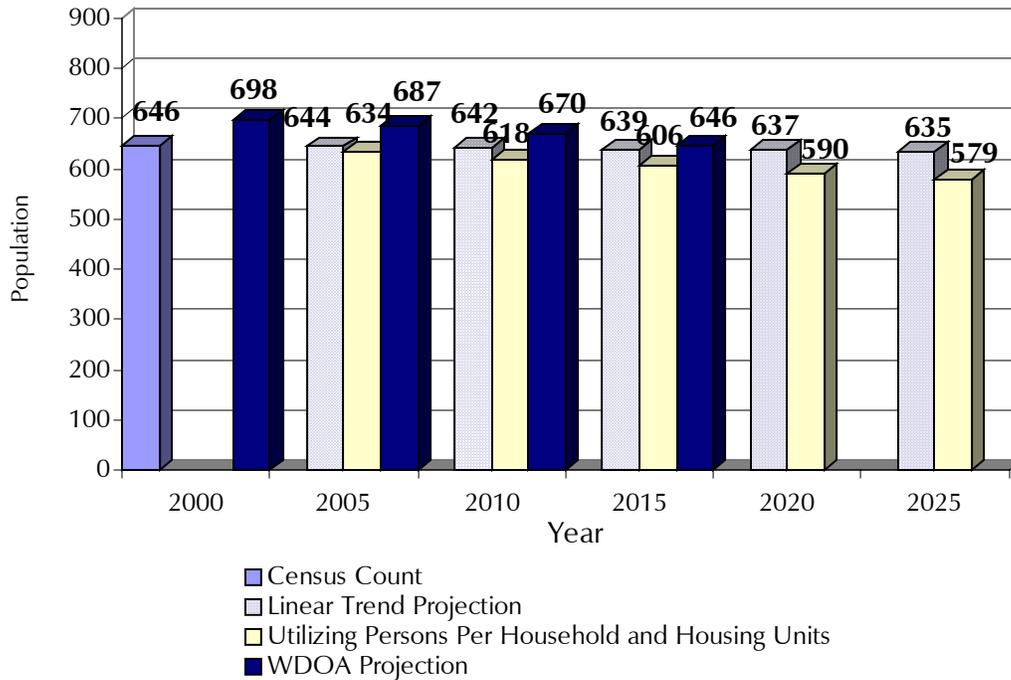
### Comparative Population Projections

Figure 1-4 illustrates a comparison of the three population projection techniques that have been used. The figure depicts the differences between the projections, which should be used as the parameters for the anticipated population of Manitowish Waters through the year 2025.

### Household Forecasts

Housing unit projections are an important element in preparing the land use plan for Manitowish Waters. Specifically, they are used to allocate required acreage to accommodate future residential development, as well as prepare for future demands growth may have on the town's public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning. A linear trend, which utilized census counts, indicated a projected number of housing units in 2020 at 1,016 units. Two linear trend techniques, which utilized permit data, indicated a projected number of housing units that are very similar, between 1,532 units and 1,521 units. Further housing data can be found within the Housing Element.

**Figure 1-4  
Comparative Population Projections  
Town of Manitowish Waters  
2000-2025**



Source: U.S. Bureau of the Census, 1990-2000. For projections methodologies see earlier within this section.

### Employment Forecasts

During January 2001, the Wisconsin Department of Workforce Development (WDWD) released a publication titled *Wisconsin Projections, 1998-2008*. This publication makes economic projections for the state regarding the labor force, industries and occupations.

According to the projections, the top five industries expected to add the most new jobs include business services, health services, educational services, social services and miscellaneous retail stores. The top three fastest growing occupations include desktop publishing specialists, computer support specialists and systems analysts. While some of these industries and occupations are a portion of the Manitowish Water’s economy, the most significant portions of the town’s economy are not included in any industry or occupation projections. This is primarily attributed to the town’s seasonal economy which makes it somewhat unique from Wisconsin as a whole. Further economic indicators and trends can be found within the Economic Development Element of this plan.

## 1.9 Comprehensive Plan Goals

This section contains the goals for the other eight elements as described and required by Wisconsin's Smart Growth legislation and developed by the Town of Manitowish Waters Planning Commission. For each element, a portion of the language from Wisconsin Statute 66.1001 has been included which describes the goals, objectives, policies and programs that need to be included as part of the development of a Smart Growth compliant comprehensive plan. The goals and objectives should be consulted to evaluate growth management decisions. More specific policies and programs, as they relate to each of the nine elements of the plan, can be found within the respective element.

Goals, objectives, policies, recommendations and programs for each of the planning elements can be found within the respective element.

### Smart Growth Local Comprehensive Planning Goals

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

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
  - ◆ Conduct a land use inventory to determine the intensity of development within the community.
  - ◆ Inventory existing public services and facilities.
  - ◆ Assess willingness to promote a coordinated, infill development pattern, as opposed to allowing sporadic development.
2. Encouragement of neighborhood designs that support a range of transportation choices.
  - ◆ Map existing transportation system.
  - ◆ Identify potential linkages between neighborhoods and service areas that would allow for alternative modes of transportation, if any.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, opens spaces and groundwater resources.
  - ◆ Map wetlands, woodlands, surface water and environmentally sensitive areas.
  - ◆ Identify alternative methods of protection of environmentally sensitive areas including acquisition, dedication, zoning or other land use regulations.
  - ◆ Discourage development and encourage recreational opportunities in sensitive areas.

4. Protection of economically productive areas, including farmlands and forests.
  - ◆ Inventory these resources.
  - ◆ Identify the relationship between these areas (within surrounding towns) and local economy.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
  - ◆ Inventory public utilities such as sewer and water, gas and electric.
  - ◆ Map future service areas.
  - ◆ Encourage development that utilizes public infrastructure in a cost effective manner.
6. Preservation of cultural, historic and archeological sites.
  - ◆ Include as part of land use inventory.
  - ◆ Assess protection techniques for these areas.
7. Encouragement of coordination and cooperation among nearby units of government.
  - ◆ Inventory and assess neighboring municipal land use regulations, plans, and municipal/intergovernmental service agreements.
  - ◆ Communicate with neighboring communities.
  - ◆ Review preferred land use with neighboring towns and Vilas County.
8. Building of community identity by revitalizing main streets and enforcing design standards.
  - ◆ Inventory community design resources and historical and cultural features.
  - ◆ Assess design standards for commercial, industrial and residential areas including but not limited to facades, signs, sidewalks, street lighting, and landscaping.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
  - ◆ Assess the condition of the existing housing stock (age, value, and condition).
  - ◆ Determine if the supply of housing and its pricing matches the ability of households to pay.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
  - ◆ Inventory public infrastructure, parks, and other public facilities.
  - ◆ Based on population and housing projections, determine the need for additional services and acreage projections to accommodate a variety of land uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
  - ◆ Assess current economic and employment base.
  - ◆ Determine market share in comparison to region and state

- ◆ Prepare an economic development strategy based on the town's ability to provide services, local political desires, public infrastructure, technological infrastructure, and an assessment of strengths and weaknesses relative to providing development opportunities for various industries.
12. Balancing individual property rights with community interests and goals.
    - ◆ Hold public informational meetings, hearings, and press releases.
    - ◆ Keep the community informed and utilize their feedback throughout the development of the comprehensive plan.
  13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
    - ◆ Integrate the natural and cultural resources inventory, mapping and environmental data in order to determine areas of consistent use and density where planning and/or design standards may be required to preserve unique areas.
  14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all the citizens, including transit-dependent and disabled citizens.
    - ◆ Inventory the existing transportation system including streets, bicycle routes, pedestrian facilities, airports and rail.
    - ◆ Identify polices and programs that promote a range of transportation alternatives, where possible.

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

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

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

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

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

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

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

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

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

"A compilation of goals, objectives, policies, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunication facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities such as police, fire, and rescue facilities, libraries, schools and other governmental facilities."

### **Wastewater Treatment**

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

### **Water Supply**

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

### **Stormwater Management**

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

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

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

### **Schools**

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

### **Parks and Recreation**

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

### **Utilities**

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

### **Other Governmental Services**

UCF Goal 8: Maintain high quality town services and facilities.

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

"A compilation of goals, objectives, policies, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources."

ANC Goal 1: Preserve Forestry Integrity

ANC Goal 2: Preserve farming as a business and agricultural land for farming.

ANC Goal 3: Maintain, preserve and enhance natural resources.

ANC Goal 4: Preserve the significant historical and cultural lands, sites and structures that contribute to community identity and character.

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

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

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

ED Goal 2: Plan for business development to facilitate economic growth.

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

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

IC Goal 1: Establish mutually beneficial intergovernmental relations with other units of government.

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

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

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

LU Goal 2: Avoid incompatible land uses.

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

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

- IE Goal 1: Promote consistency between and integration of the plan recommendations and local ordinances.
  
- IE Goal 2: Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful tool for growth and development decisions.

## 2. Housing

The comprehensive planning process required the Town of Manitowish Waters to analyze its existing housing stock and the impacts that policies and regulations of the town have on the development of various types of housing. This analysis resulted in the towns development of goals, objectives, policies and programs which provide opportunities for the development of the types and amounts of housing expected to be needed over a twenty-year planning horizon.

### 2.1 Housing Element (HE) Goals and Objectives

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

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

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

- HE-1.1 Retain single family residences as the preferred type of housing supply in the Town.
- HE-1.2 Steer more intensive residential development such as two-family or senior housing to the downtown, where the utilities, or at least the services exist to accommodate the development.
- HE-1.3 Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of affordable housing opportunities.
- HE-1.4 Explore opportunities to provide incentives for developers and home builders to create quality housing that is affordable for low and moderate income households.
- HE-1.5 Support the location of manufactured homes within the Town that feature designs similar to site-built homes and are built to state standards.
- HE-1.6 Strengthen established neighborhoods through encouraged conservation and improvements in the quality of existing housing.
- HE-1.7 Implement municipal housing codes.

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

***Supporting Objectives:***

- HE-2.1 Steer high density residential development to planned growth areas where adequate services and facilities are available or planned.
- HE-2.2 Encourage residential development to locate along and in proximity to existing public roads and near existing residential developments in order to promote orderly growth and expansion throughout the Town.
- HE-2.3 Explore various programs and concepts that can encourage creative ways to preserve rural character and natural resources such as conservation subdivisions or planned unit developments.

**2.2 Housing Policies and Recommendations**

**Policies**

1. Manufactured homes shall meet feature designs similar to “stick built” homes relative to roof pitch, overhang, minimum floor area, minimum width, exterior siding and roofing material requirements. In the event that a manufactured home does not utilize a perimeter load-bearing foundation, any space between ground level and siding shall be enclosed with permanent, non-load bearing concrete or masonry having a foundation-like appearance.
2. Housing shall be located to reduce impacts to natural vegetation, be in conformance with local and county regulations, and preserve quality farmland.
3. Duplexes are allowed only within the Multi-Family (MF), Community and Highway Business (CHB), Downtown Business District (DBD) and Recreation and Resort (R&R) planning classifications. In general, duplex lots should be dispersed throughout the town rather than concentrated in specific areas.
4. The town should work with developers to provide a variety of housing types for all income and age groups within the areas as designated in #3 above.

**2.3 Housing Characteristics**

This section contains an inventory of the housing characteristics that are within the community. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the present and future housing needs of the town of Manitowish Waters.

This inventory includes information regarding: the current housing stock, housing forecasts, housing affordability, and a listing of programs available to the community. Indicators were analyzed at the local, county, state, and regional level to determine trends, opportunities, and

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needs within the community. The physical location of housing determines the location and cost of many public services and facilities. In addition, housing characteristics are related to the social and economic conditions of the community's residents.

## Housing Supply

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

**Table 2-1  
Housing Supply  
Town of Manitowish Waters  
1990-2000**

	1990	2000	# Change 1990-00	% Change 1990-00
Total Units	1,155	1,103	-52	-4.5%
Occupied Units	301	301	0	0.0%
Owner Occupied	243	254	11	4.5%
Renter Occupied	58	47	-11	-19.0%
Vacant Year Round Units	854	802	-52	-6.1%
Seasonal Units	704	771	67	9.5%

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

For the period 1990 to 2000, the number of housing units in Manitowish Waters decreased by 52 units, or 4.5%. The most significant housing supply change was in seasonal units, which increased by 67 units over the ten year period. The decrease in total units and increase in seasonal units is an indication that many who locate in the town are seeking only seasonal residence and homes that were previously used as year-round are purchased for seasonal use.

## Comparative Housing Supply

Table 2-2 presents a comparison of Manitowish Water's housing supply to the towns of Winchester and Boulder Junction, Vilas County, and the State of Wisconsin.

## Age of Housing Stock

The age of a community's housing stock is an important element to be analyzed when planning for the future. If there is a significant amount of older housing units they will most likely need to be replaced, rehabilitated or abandoned for new development within the planning period. Accommodating a new housing supply requires planning regarding infrastructure, stormwater

management, land availability, utilities, transportation routes, and a variety of other factors which need to be considered prior to new development.

Table 2-3 describes the year structures were built in the Town of Manitowish Waters and Vilas County. According to the 2000 census, the majority of housing units were built between 1940 and 1959 within the town and the county.

**Table 2-2**  
**Comparative Housing Unit Change**  
**Town of Manitowish Waters and Selected Areas**  
**1990-2000**

	1990	2000	# Change 1990-00	% Change 1990-00
Town of Manitowish Waters	1,155	1,103	-52	-4.5%
Town of Winchester	677	796	119	17.6%
Town of Boulder Junction	1,240	1,407	167	13.5%
Vilas County	20,225	22,397	2,172	10.7%
State of Wisconsin	2,055,774	2,321,144	265,370	12.9%

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

**Table 2-3**  
**Year Structure Built**  
**Town of Manitowish Waters and Selected Areas**  
**2000**

Year Structure was Built	Town of Manitowish Waters		Vilas County	
	Number	% of Total	Number	% of Total
1999 to March 2000	48	4.1	1,304	5.8
1995 to 1998	55	4.7	2,521	11.3
1990 to 1994	82	7.0	1,715	7.7
1980 to 1989	253	21.5	3,374	15.1
1970 to 1979	166	14.1	4,066	18.2
1960 to 1969	63	5.3	2,153	9.6
1940 to 1959	409	34.7	4,889	21.8
1939 or earlier	102	8.7	2,375	10.6
Total	1,178	100.0	22,397	100.0

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

## Structural Type

Table 2-4 details the number of units within structures in Manitowish Waters. The majority of structures, 97.6%, are 1-unit , single family detached structures. One unit attached structures were the second most common type of structures within the town in 2000.

**Table 2-4**  
**Units in Structure**  
**Town of Manitowish Waters**  
**2000**

	Number	% of Total
1-unit detached	1,150	97.6
1-unit attached	13	1.1
2 units	4	0.3
3 or 4 units	0	0.0
5 to 9 units	0	0.0
10 to 19 units	6	0.5
20 or more units	0	0.0
Mobile home, trailer, or other	5	0.4
Total	1,178	100.0

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

## Housing Value

Providing affordable housing which meets the needs of future Manitowish Waters residents is an important element of the overall planning for the town. According to Table 2-5 the majority of homes in the town were valued between \$300,000 to \$499,999 in 2000. The median housing value in the town in 1990 was \$84,500. In 2000, the median housing value increased significantly to \$239,800. The very high median housing value within the town can mostly be attributed to the six units which are valued at over one million dollars.

## Equalized Value

The equalized valuation of real property for municipalities is a vital component to the provision of public facilities and services. The increase in real property in Vilas County and Manitowish Waters provides additional tax revenues necessary to fund public facilities and service programs for the community. Table 2-6 and Figure 2-3 presents the growth in equalized valuation of real estate for Manitowish Waters from 1998 to 2001 according to the Wisconsin Department of Revenue Division of State and Local Finance.

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

**Table 2-5  
Housing Values of Specified Owner-Occupied Units  
Town of Manitowish Waters and Vilas County  
2000**

Value	Town of Manitowish Waters		Vilas County	
	Number	% of Total	Number	% of Total
Less than \$50,000	6	2.5	274	5.0
\$50,000 to \$99,999	23	9.5	1,840	33.3
\$100,000 to \$149,999	40	16.6	1,411	25.5
\$150,000 to \$199,999	34	14.1	792	14.3
\$200,000 to \$299,999	50	20.7	733	13.3
\$300,000 to \$499,999	54	22.4	379	6.9
\$500,000 or more	28	11.6	89	1.6
\$1,000,000 or more	6	2.5	12	0.2
Total	241	100.0	5,530	100.0
Median (dollars)	\$239,800		\$120,200	

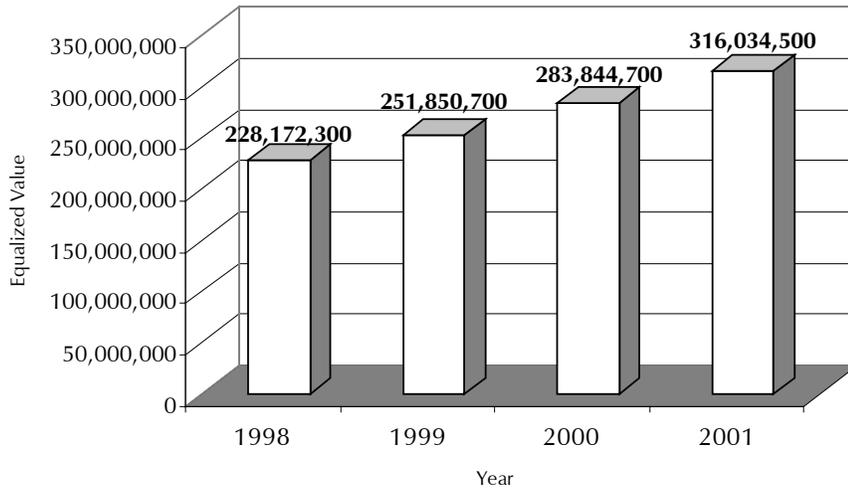
Source: U.S. Bureau of the Census, 2000.

**Table 2-6  
Equalized Values  
Town of Manitowish Waters and Selected Areas  
1998-2001**

Area	1998	1999	2000	2001	% Change 1998-2001
Town of Manitowish Waters	228,172,300	251,850,700	283,844,700	316,034,500	38.5%
Town of Winchester	95,596,700	117,296,500	151,053,600	151,522,300	58.5%
Town of Boulder Junction	200,529,400	232,926,200	258,254,000	280,104,300	39.7%
Vilas County	2,925,456,400	3,278,314,400	3,712,382,400	4,067,148,600	39.0%

Source: Wisconsin Department of Revenue, Division of State and Local Finance, Bureau of Local Finance Assistance, Equalized Values, 1998-2001. Includes personal property.

**Figure 2-1  
Equalized Values  
Town of Manitowish Waters  
1998-2001**



Source: Wisconsin Department of Revenue, Division of State and Local Finance, Bureau of Local Finance Assistance, Equalized Values, 1998-2001. Includes personal property.

The equalized values of municipalities throughout Wisconsin have experienced significant increases in recent years. For example, between 2000 and 2001, property values in Wisconsin experienced the largest one-year increase ever. Vilas County experienced a 9.6% increase for the one year period, ranking 39<sup>th</sup> out of the 72 counties in Wisconsin.

Table 2-7 displays the equalized valuation of total real estate by class from 1998 to 2001 for the town of Manitowish Waters.

**Table 2-7  
Equalized Valuation  
Town of Manitowish Waters  
1998-2001**

Year	Residential	Commercial	Manufacturing	Agricultural	Forest	Other*	Total Real Estate
1998	201,214,300	17,060,400	197,900	5,376,000	990,200	1,843,000	226,681,800
1999	224,607,500	17,119,400	210,900	5,367,400	1,173,300	1,921,500	250,400,000
2000	225,060,400	18,175,400	214,300	5,367,400	1,433,600	2,062,200	282,313,300
2001	292,088,800	16,282,000	214,300	153,300	1,557,700	3,997,000	314,293,100

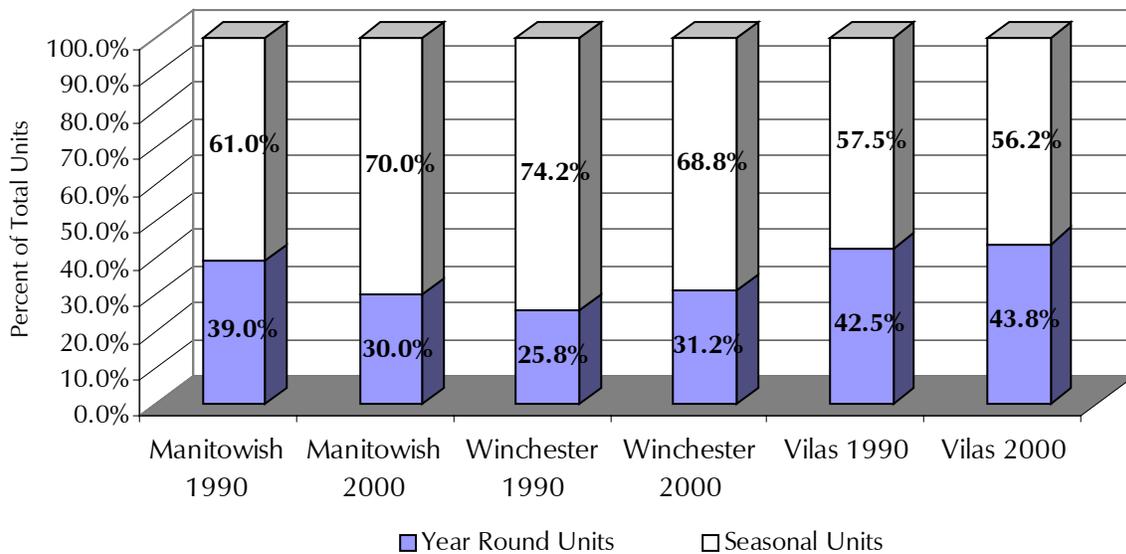
Source: Wisconsin Department of Revenue, Division of State and Local Finance, Bureau of Local Finance Assistance, Equalized Values, 1998-2001. Does not include personal property. \* Other includes swamp, waste, and other land.

## Seasonal Housing Trend

Seasonal housing continues to be the most significant segment of the overall housing supply. Manitowish Water’s high percentage of surface water to land ratio and year-round recreation opportunity will continue to drive seasonal housing demands. Figure 2-2 compares the composition and trend in the number of seasonal and recreational housing units in Manitowish Waters, Town of Winchester and Vilas County.

When compared to the other areas, Manitowish Waters had the greatest percentage of seasonal units in 2000. From 1990 to 2000, the County and the Town of Winchester decreased in their percentage of overall seasonal units, however the Town of Manitowish Water increased its percentage of seasonal units by nine percent.

**Figure 2-2  
Comparative Growth of Seasonal Housing Units  
Town of Manitowish Water, Town of Winchester & Vilas County  
1990-2000**



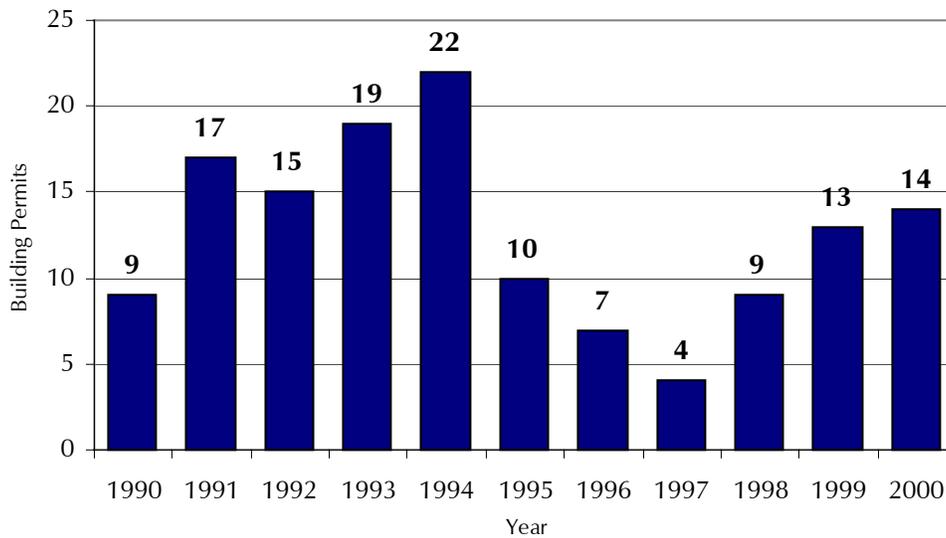
Source: U.S. Bureau of the Census, 1990-2000.

## Permit Activity

An additional measure that assists in the illustration of the growth in residential housing and commercial development activity for the Town of Manitowish Waters is building permit activity. Table 2-8 displays the building permit activity for the Town of Manitowish Waters as recorded by the Vilas County Zoning Department Annual Reports. Figure 2-3 also displays the 1990-2000 trend for new residential building permits in the Town of Manitowish Waters.

The Town of Manitowish Waters has averaged 12 new residential building permits per year from 1990 to 2000, with a peak of 22 permits in 1994. For purposes of this report, it is assumed the building permit is intended for a new structure, not replacement of an existing structure. Vilas County does not track new/replacement information as a part of the permitting process. According to Vilas County Zoning Department staff, the percentage of replacement buildings per total permits granted is less than five percent on a county-wide basis.

**Figure 2-3**  
**Residential Building Permit Activity**  
**Town of Manitowish Waters**  
**1990-2000**



Source: Vilas County Zoning Office.

**Table 2-8  
Development Activity  
Town of Manitowish Waters**

Item	Activity	Total 80-89	Total 90-2000	Total 80-2000
Rezoning	Petitions	2	5	7
	No. of Lots	50A <sup>1</sup> /198	480A <sup>1</sup> /1	530A <sup>1</sup> /199
New Homes	Permits	107	137	244
Commercial Structures	Permits	21	11	32
	Multi-Family	Permits	1	2
Subdivisions <sup>2</sup>	No. of Plats	12	12	24
	No. of Lots	101	54	155
Conditional Use	No. Permitted	3	3	6
Condos	No. Submitted	5	5	10
	No. of Units	18	20	38
Sanitary	New	152	178	330
	Replace	139	234	373
Parcels Created	R.O.D. Records	180	59	239

<sup>3</sup> No. of lots do not include lot splits, outlots or lots >5 acres, nor land divisions created via certified survey maps of 2 lots or less.

<sup>2</sup> The no. of lots and plats do not include lot splits, outlots, or lots greater than 5 acres.

<sup>1</sup> Acres

\* The number of lots rezoned cannot be determined. A large section of land was typically rezoned.

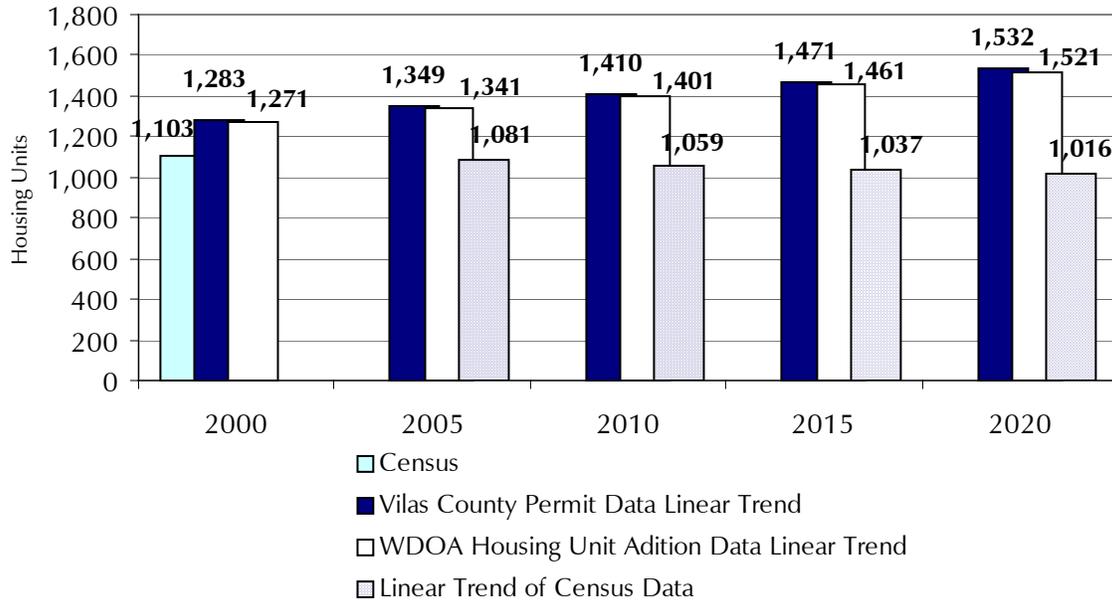
Source: Vilas County Zoning Office.

### Projected Number of Housing Units

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

Figure 2-4 presents housing unit projections for the town of Manitowish Waters for the planning period. 2000 census housing units are shown within the figure as well as a linear projection of the census data which is based on the percent annual change between 1990 and 2000 of housing units. Also within the figure is a linear projection which utilizes the Vilas County permit data. The State of Wisconsin Demographic Services has housing unit addition and deletion data as well. A linear trend was also applied to this data.

**Figure 2-4  
Projected Housing Units  
Town of Manitowish Waters  
2000-2020**



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

The linear trend which utilized census counts indicated a projected number of housing units in 2020 at 1,016 units. The two linear trends which utilize permit data indicated a projected number of housing units that are very similar, between 1,532 units and 1,521 units. The town should estimate a projected number of housing units in 2020 within the range of these projections.

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

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

The Wisconsin Housing and Economic Development Authority (WHEDA) maintains a listing of federally assisted rental housing in the state. According to the listing for Vilas County, no housing units are listed as being located within Manitowish Waters. However, within the county there are 165 assisted units located in Eagle River, Land-O-Lakes, Phelps, St Germain and others

scattered throughout the county. Of the 165 units, 122 are for the elderly, 33 are family units and 11 are for the disabled.

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

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

## **2.6 Housing Stock Maintenance and Rehabilitation**

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

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

## **2.7 Housing Programs**

The following housing programs are available to the town of Manitowish Waters. The following list is not all-inclusive. For specific information program representatives should be contacted.

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

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

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

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

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

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

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

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

## **Wisconsin Housing and Economic Development Authority (WHEDA)**

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. Visit the web-page at [www.wheda.com](http://www.wheda.com)

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

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

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

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

### 3. Transportation

The land use patterns of a community, and region are tied together by the transportation system, including roadways, railroads, airlines, trails, waterways, etc. The residents, businesses, agricultural producers, and manufacturers all rely upon a dependable transportation system to function and provide linkages to areas beyond their borders. The town's transportation network plays a major role in the efficiency, safety and overall desirability of the community as a place to live and work. In addition, the town's annual budget indicated the town road system is an important and expensive function of town government.

#### 3.1 Transportation Element (TE) Goals and Objectives

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

***TE Goal1: Provide and maintain a safe and reliable transportation network.***

***Supporting Objectives:***

- TE-1.1 Adopt road standards for the construction of public and private roads.
- TE-1.2 Implement and preserve access controls along all town roadways (i.e. driveway permits).
- TE-1.3 Develop and maintain a transportation plan or a local road improvement plan to address long-term needs for road upgrades and/or new roads.
- TE-1.4 Ensure that new roads can connect to existing and planned roads on abutting properties whenever possible to facilitate emergency access and well-planned developments.
- TE-1.5 Consider the development of an official map to reserve adequate right-of-way for future road linkages.

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

***Supporting Objectives:***

- TE-2.1 Consider bicycle and pedestrian use and safety needs when new roads are proposed or when roadway improvements are made.
- TE-2.2 Promote the development of multi use trails, trail linkages, wide shoulders, or sidewalks as part of new development proposals, where appropriate.

## **3.2 Transportation Policies**

### **Policies**

1. The town should utilize the existing road network to the greatest extent possible in order to minimize future road maintenance costs and to avoid the fragmentation of woodland and farmland.
2. An area development plan should be submitted as a condition of all subdivision review in order to ensure that proposed new roads can connect to adjacent properties and to avoid unnecessary cul-de-sacs and loops that can increase town maintenance costs.
3. Driveway lengths for new development should be limited to assist in response time for police, fire and emergency rescue services.
4. The town shall utilize information from the PASER (Pavement Service and Evaluation Rating System) to annually update the town's 5-year road improvements program, including the identification of funding sources and priorities for identified improvement projects.
5. The town should investigate the potential traffic and safety impacts of development along STH 51 in conjunction with the WDOT District 7 in areas planned for commercial uses. The assessment would evaluate parcel-road access impacts, determine future traffic patterns, and help coordinate development impacts and services.
6. The town should coordinate the designation of bicycle trails on local and county roads with Vilas County in order to promote alternative modes of transportation.
7. Development of all kinds, including roads, shall be coordinated and be in conformance with all established rules and regulations as specified through local ordinances such as the Manitowish Waters Airport rules and regulations, town road ordinance, town zoning code etc.
8. New roads should be designed and located in such a manner as to maintain and preserve natural topography, cover, significant landmarks, and to preserve views and vistas.

## **3.3 Existing Road System**

In analyzing the road system, several aspects and factors should be examined to discern possible shortcomings as well as plan for future needs. Analysis of traffic patterns through the examination of the road system, review of traffic counts, study of accident reports, discussion with individuals at the local county and state levels can assist in providing possible recommendations relevant to the system.

The existing road system for the Town of Manitowish Waters is illustrated in Map 3-1, Existing Transportation Facilities. The town's road configuration is characterized by both a rural grid roadway pattern of primarily north-south and east-west roads and a road pattern heavily influenced by natural features. Lakes, wetlands, densely wooded areas, rivers and streams and areas of steep slopes require a road pattern which avoids these features in some areas while allowing access in others. Manitowish Waters maintains approximately 57 miles of roads and road maintenance and construction is the largest expenditure item in the 2002 town budget.

The general traffic circulation patterns through Manitowish Waters are as follows:

- ◆ STH 51 provides for east/west travel through Manitowish Waters, and serves as a primary transportation route for trips by local residents and inter-county and inter-state trips for the region. The STH 51 corridor provides a primary access route to some of the major water features within the town. It also links Manitowish Waters to population and employment centers of Minocqua, Rhinelander and northern Michigan as well as providing access to other major highways. It also serves as the primary corridor through the Northern Highland American Legion State Forest.
- ◆ County Trunk Highway (CTH) W and K, with support from intersecting local roads, provide the primary transportation route around Rest Lake in the northern portion of Manitowish Waters.
- ◆ Local town roads serve as collectors to the state and county highway system serving Manitowish Waters and provide both east-west and north-south directional travel.

As depicted on Map 3-1, the road system is composed of three levels of government jurisdiction. These include the town system encompassing the local roads, the county system of trunk highways, and the state highway systems. The map illustration identifies that the local roads comprise the greatest mileage. However, for the greatest functional role and the amount of traffic carried by each type, STH 51 is the most significant.

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

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

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

# Map 3-1 Existing Transportation

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

The principal function is to provide the most efficient movement for relatively large volumes of traffic at increased speeds. Movement to and from other road facilities is limited to controlled interchanges. Regional movement of traffic contributes an increasing portion of the traffic count. STH 51 serves as a principal arterial for travel through Manitowish Waters.

### **Minor Arterial**

The principal function is to provide efficient traffic movement for larger volumes of traffic. Little or no direct access is strived for with non-local destinations comprising a major portion of the traffic. There are no minor arterials within Manitowish Waters.

### **Major Collector**

The principal function is to provide an intermediary link between efficient movement of arterials and accessibility of local roadways. They serve to funnel or collect traffic from local roadways to arterials. More efficiency of movement is strived for in favor of accessibility. Major collectors in the town include CTH W and K.

### **Minor Collector (Local Roadways)**

The principal function is to provide traffic with access to and from property. It is the grass root classification where accessibility for vehicles and pedestrians is emphasized and efficiency of movement is secondary. The local road system comprised of town roads serves as the primary role of minor collector of traffic for Manitowish Waters.

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

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

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

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

Source: Wisconsin Department of Transportation

### 3.5 Traffic Volume Trends and Forecasts

#### Traffic Volume Trends

Annual average daily traffic (AADT) counts for 1995 and 1998 for several locations in Manitowish Waters are presented in Table 3-2. Traffic counts in Vilas County for 2001 are currently being conducted and analyzed by the Wisconsin Department of Transportation and will become available in late spring of 2002.

**Table 3-2**  
**Annual Average Daily Traffic Counts**  
**Town of Manitowish Waters**  
**1995-1998**

Location		1995	1998	# Change	% Change
				1995-1998	1995-1998
A	STH 51, directly south of intersection with CTH W.	3,900	5,500	1,600	41.0
B	STH 51, directly north of intersection with CTH W.	2,100	3,300	1,200	57.1
C	CTH W, at bridge north of STH 51	1,900	2,500	600	31.6
D	CTH K, south of intersection with CTH W	860	1,000	140	16.3

Source: Wisconsin Department of Transportation Average Annual Daily Traffic Counts 1995, 1998.

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

As expected, the highest traffic volumes are associated with STH 51. The greatest number change from 1995 to 1998 in traffic counts was also on this road. The ease of access that STH 51 offers to local amenities is most likely a major contributing factor to the traffic increases. 2001 AADT counts will most likely reflect an increase from the 1998 counts due to the development that has taken place within the town.

The additional stress from greater traffic volumes on county trunk highways and on state highway 51 increases the need for additional roadway maintenance on these roads as well as the on the local roads which connect to them, thereby increasing the town's budgetary demands for road improvements.

### **Accident Locations**

To further analyze the Town of Manitowish Water's road system, the frequency, location, and causes of motor vehicle accidents are studied to identify problem areas. The frequency of motor vehicle accidents tends to correlate directly with traffic volumes. However, the design and condition of the road may also have an impact on the accident rate. Table 3-3, Motor Vehicle Accident Summary, displays the number of accidents for roads which have experienced two or more motor vehicle accidents from 1999 to 2000 as reported by the Wisconsin Department of Transportation. The "other" category includes all other accidents from locations that individually had fewer than two motor vehicle accidents from 1999 to 2000.

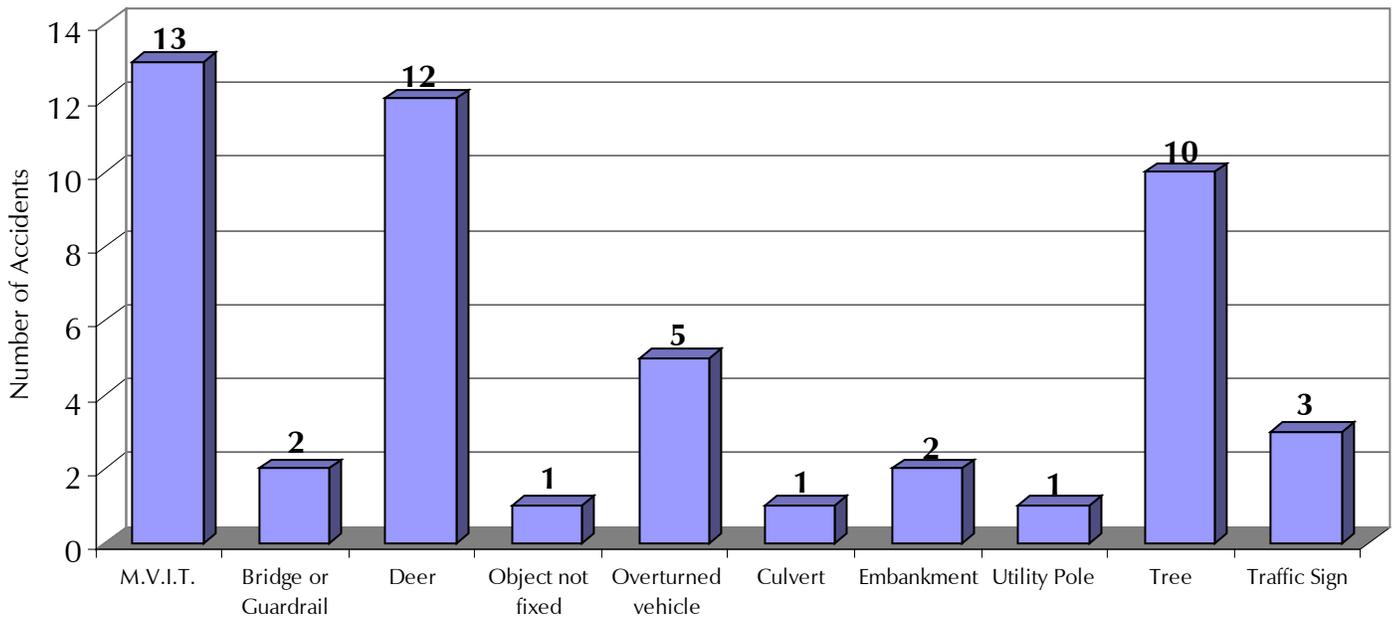
**Table 3-3  
Motor Vehicle Accident Summary  
Town of Manitowish Waters  
1999-2000**

Accident Location	1999	2000	Total	% of Total
Highway 51	17	15	32	64.0
CTH K	1	3	4	8.0
CTH W	1	3	4	8.0
Powell Road	2	3	5	10.0
Other	1	4	5	10.0
Total	22	28	50	100.0

Source: Wisconsin Department of Transportation, Crash Summary Report 1999-2000.

Further analysis of the motor vehicle accidents by crash type provides even greater detail into the cause of motor vehicle accidents. Figure 3-1, Total Accidents by Crash Type, displays the types of crashes from 1999 to 2000 in the Town of Manitowish Waters. The figure presents that the greatest attributable cause or type of crashes from 1999 to 2000 was motor vehicle in transport (M.V.I.T.) accidents. The second most common crash type was deer.

**Figure 3-1  
Accidents by Crash Type  
Town of Manitowish Waters  
1999-2000**



Source: Wisconsin Department of Transportation, Crash Summary Report 1999-2000.

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

#### **Air Service**

The nearest airport is the Manitowish Waters Airport which is classified as a "Basic Utility-B" airport. This classification indicates that the airport was designed to accommodate aircraft of less than 12,500 pounds gross weight, with approach speeds below 121 knots and wingspans of less than 49 feet. The town-owned facility is centrally located at Airport Road and STH 51, adjacent to the Town Hall and Community Center. The airport is managed by a town Airport Committee and is mainly used for transporting people, not commercial goods.

The airport has a paved 3,500 foot lighted runway and a 3,300 foot lighted turf runway. There is also a terminal building along with 37 privately owned hangers. The airport terminal is a significant town asset and is used for town meetings and business. There are no charter services or aircraft repair or sales facilities available.

#### **Freight Rail Service**

There are no railroads in the Town of Manitowish Waters.

#### **Pedestrian Corridors**

The Town of Manitowish Waters has over 20 miles of recreation trails (hiking, biking, cross-country ski trails located in the town. There are 12.4 miles of trails at Statehouse Lake as part of North Lakeland Discovery Center, approximately 7.4 miles of trails at the Powell Marsh Wildlife Area, and over a mile of paved asphalt trail connecting the Community Center and park area to the downtown area. There is also an extensive network of snowmobile trails that traverse the town. The main pedestrian corridor is the downtown area trail that connects the downtown to the government center, town park, and the Koller Library. The Manitowish Chain of Lakes also serves a significant recreational, albeit lesser pedestrian function as canoe tours facilitate exploration and use of the chain. Overall, the recreational trails (not including snowmobile trails) are not connected to each other, and serve the area specific to their location. The town should review the potential to develop a system of inter-connected trails that link key attributes of the town via pedestrian uses. The trend in other Vilas County towns is toward multi-use, year-around trail development that serves both the pedestrian and the snowmobile. Trail development would also be in line with the town's current economic base of services that cater to the visitor and those pursuing recreational activities.

### **3.7 Planned Transportation Improvements**

#### **State Highway Projects**

According to the Wisconsin State Department of Transportation (WisDOT), STH 51, south of CTH W was resurfaced in 2001. North of CTH W is programmed for 2005.

## **County Highway Projects**

The Vilas County Highway Department has no construction plans for county roads in the immediate future within Manitowish Waters. CTH W, in the downtown area of the Town, was recently repaved by the Vilas County Highway Department with wide shoulders and curb and gutter. The CTH W section in the downtown is the only road section in the town with curb and gutter for storm water management.

## **Town Highway Projects**

This section will address and evaluate the towns planned highway and road improvement projects.

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

This section will address the comprehensive plan's coordination with other existing transportation plans.

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

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

### **3.9 Transportation Programs**

The following transportation related programs are available to the town of Manitowish Waters. The following list is not all-inclusive. For specific program information program representatives should be contacted.

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

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

be installed. The state Adopt-A-Highway coordinator should be contacted for further information. Applications and forms are available through the WisDOT web site.

### **Rustic Roads Program**

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

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

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

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

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

Transportation enhancement activities must relate to surface transportation. Federal regulations restrict the use of funds on trails that allow motorized users, except snowmobiles. TEA 21 expanded the definition of transportation enhancements eligibility to specifically include the provision of safety and educational activities for pedestrians and bicyclists, which had not been clearly eligible under ISTEA.

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

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

## 4. Utilities and Community Facilities

This section considers the range of the public utilities and community facilities currently provided within the Town of Manitowish Waters. Based upon the inventory contained within this section, deficiencies and opportunities relative to meeting the present and future needs of the community are identified.

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

### 4.1 Utilities and Community Facilities Element (UCF) Goals and Objectives

"A compilation of goals, objectives, policies, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunication facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities such as police, fire, and rescue facilities, libraries, schools and other governmental facilities."

#### Wastewater Treatment

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

#### Supporting Objectives:

- UCF-1.1      Coordinate wastewater facility planning with the location of future service areas as guided by the comprehensive plan, environmental considerations, economic development and growth management objectives.
- UCF-1.2      Review enforcement adequacy of established public health rules for on-site sewage systems.
- UCF-1.3      Educate residents on the proper maintenance of septic systems.
- UCF-1.4      Assess, and secure as warranted, potential sites and opportunity for development of a public wastewater collection and treatment system.

## **Water Supply**

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

### **Supporting Objectives:**

- UCF-2.1 Facilitate the reduction of run-off through utilization of storm sewers and erosion control where possible.
- UCF-2.2 Consider the potential impacts of development proposals on groundwater quality and quantity.
- UCF-2.3 Assess development impacts on potential public well water sources to protect wellhead area(s).
- UCF-2.4 Support data collection and monitoring efforts that further the understanding of factors influencing the quality, quantity and movement of ground and surface water features.
- UCF-2.5 Pursue partnerships for technical assistance and funding among town, state, county and individual landowners to address known water quality problems.
- UCF-2.6 Protect wetlands and control erosion in shoreland areas.

## **Stormwater Management**

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

### **Supporting Objectives:**

- UCF-3.1 Encourage and support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.
- UCF-3.2 Encourage site management practices (e.g. limit/phase clearing and grubbing), erosion control, and other measures designed to prevent rather than treat sediment and other pollutants from land disturbing activities and storm water runoff.

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

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

### **Supporting Objectives:**

- UCF-4.1 Increase town involvement in decisions involving the type, location and extent of land disposal of solid waste produced by local residents.

## **Schools**

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

### **Supporting Objectives:**

UCF-5.1 Coordinate local planning efforts with school district(s) that service the town to allow them to anticipate future growth and to provide appropriate facilities.

## **Parks and Recreation**

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

### **Supporting Objectives:**

UCF-6.1 Identify and provide for where available increased recreational opportunity and public access.

UCF-6.2 Encourage the development of (and/or participation in) the Vilas County Comprehensive Outdoor Recreation Plan to direct improvement projects and maintain eligibility to compete for WDNR recreational program and facility grants.

UCF-6.3 Enhance recreational facilities that provide multi-use recreational opportunities.

UCF-6.4 Recognize the need to accommodate all age groups and abilities in recreational pursuits.

UCF-6.5 Work cooperatively, as necessary, with the county, state or adjacent towns to provide recreational services.

UCF-6.6 Explore opportunity to establish a Parks Commission to develop and maintain parks and recreational activities in the Town.

UCF-6.7 Explore opportunities to develop integrated, multi-use trail systems.

UCF-6.8 Continue to work with, support and cooperate with service clubs and organizations related to the maintenance and development of recreational facilities and activities.

UCF-6.9 Consider the implementation of an impact fee on new or expanded developments to support the acquisition, development, and service costs of recreational facilities.

## Utilities

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

### **Supporting Objectives:**

- UCF-7.1 Cooperate in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.
- UCF-7.2 Review the location and capacity potential of existing and planned public utilities in order to efficiently serve existing and planned service areas.
- UCF-7.3 Actively pursue the highest levels of service from natural gas, electrical, telephone, cable, telecommunications and other technology providers offering services.

## Other Governmental Services

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

### **Supporting Objectives:**

- UCF-8.1 Continually monitor the demographics of the population to determine the need for new or expanded services.
- UCF-8.2 Ensure that existing and future land use regulations are fair and equitable.
- UCF-8.3 Balance community improvements with available service capabilities and funding sources to ensure equitable taxation and coordinated growth.
- UCF-8.4 Provide a point of contact to guide developers and individuals through local regulations and approval processes.
- UCF-8.5 Encourage notification of landowners when changes are proposed to land use plans and regulations.
- UCF-8.6 New development and redevelopment should provide for and/or contribute its proportionate fair share of expenses associated with impacts to public services and utilities.

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

### **Policies**

1. The town should continually monitor the needs and desires of local residents for an expanded trail network for multi-uses such as bicycles and snowmobiles.
2. Telecommunication towers shall be sited and reviewed relative to impacts on surrounding residential properties, the potential for collocation, setbacks from highways and other structures, visual impacts, antenna location and property access, lighting and security in accordance with the town zoning ordinance.
3. The community should continue to work with police, fire and rescue service providers to anticipate and plan for capital improvements.
4. The community should continually review staffing and professional service needs relative to planning, ordinance development/enforcement and other governmental services.

### **Recommendations**

The Town of Manitowish Waters would like to extend the Northwoods Bike Trail through the downtown area and then link it to Boulder Junction, as indicated in 2002-2006 Vilas County Outdoor Recreation Plan. A trail is also proposed down Powell Road to Lac du Flambeau. It is recommended the town stay active in the development of a town multi-use trail system as trails are becoming important economic and marketing tools for northwoods communities.

## **4.3 Administrative Facilities and Services**

### **Local Government**

The Town of Manitowish Waters administrative facilities are located at the intersection of Highway 51 and Airport Road. All town meetings are held at the Town Hall. Town board meetings are held the second and fourth Tuesday of each month at 7:00 p.m. The annual town meeting is held the first Tuesday after the April election and the annual budget meeting is held in early to mid November. There are currently three town board members each holding a term length of two years.

### **Staffing/Employees**

Town staff includes one position for recycling and three for road crew. Part-time staff includes the town clerk, treasurer, three town board members, two positions for airport operations, two library staff, one road-crew, a zoning administrator, and one position for the town hall, parks and cemetery. There are also six individuals who volunteer their time at the library. The town also retains legal services, assessment services, and other consulting services when necessary as part of operations. The Town Board has established several commissions, boards, and committees to oversee town administration.

## **Commissions, Committees and Boards**

The following commissions, committees have been formed in the Town of Manitowish Waters:

- ◆ Airport Committee (5 members)
- ◆ Plan Commission (5 members)
- ◆ Library Board (5 members)
- ◆ Cemetery Committee (5 members)

The Town Board is responsible for all facets of town operations and employees. The town employees and volunteers work under oversight of the Town Board and the applicable body charged with oversight. As an example, the Plan Commission deals with administration of the town zoning ordinance and related land use and zoning issues. The Plan Commission works with the town's part-time zoning administrator, and is responsible for the zoning budget and operations. According to town officials, there are currently no plans for additional staff, committees, service agreements or administrative tools.

## **General Town Budget**

In regard to public facilities, the town provides services with town employees to the town taxpayers and supplements those services by contracting for additional services as needed. The town provides the services and facilities from the tax levy as well as additional revenue sources as outlined in the town's budget. Typical of towns, most of the local expenditure is allocated to public works with 47.8% of the budget total. Roads and related expenses typically are the highest portion of the total, as is the case with Manitowish Waters with roads consuming 31.5% of the total. The state revenue sharing formula could affect the town significantly.

**Table 4-1  
Manitowish Waters 2002 Proposed Budget**

Expenditure Category	Dollar Amount	%
<b>General Government</b>	<b>\$239,870.12</b>	<b>25.5</b>
Administration	\$125,583.05	13.4
Town Hall	\$74,912.92	8.0
Plan Commission	\$39,374.15	4.2
<b>Public Safety</b>	<b>\$52,250.00</b>	<b>5.6</b>
Law Enforcement	\$3,000.00	0.3
Fire & Rescue	\$49,250.00	5.2
<b>Public Works</b>	<b>\$449,155.18</b>	<b>47.8</b>
Roads and Streets	\$295,700.00	31.5
Airport	\$80,455.18	8.6
Transfer Station	\$73,000.00	7.8
<b>Health/Human Services</b>	<b>\$84,224.65</b>	<b>9.0</b>
Housing Authority	\$82,544.65	8.8
Cemetery	\$1,680.00	0.2
<b>Culture, Recreation, Education</b>	<b>\$114,397.36</b>	<b>12.2</b>
Parks	\$28,400.00	3.0
Library	\$47,247.36	5.0
Chamber of Commerce	\$38,750.00	4.1
<b>Total</b>	<b>\$939,897.31</b>	<b>100.0</b>

### Public Buildings

The Town of Manitowish Waters owns and maintains the following public buildings:

**Table 4-2  
Town of Manitowish Waters Public Buildings and Facilities**

Building	Location	Size	Function
Rest Lake Park Pavilion/Restrooms	Rest Lake		Recreational facilities
Transfer Station	Hwy. W North	10 ft. by 10 ft.	Office for attendant
Library	Hwy. 51 and Airport Road	42 ft. by 120 ft.	Education, library services
Town Hall	Hwy. 51 and Airport Road	50 ft. by 100 ft.	Meeting hall
Town Garage/Shop	Hwy. 51 and Airport Road	40 ft. by 80 ft.	Storage/repair road equipment
Town Shed	Hwy. 51 and Airport Road	30 ft. by 40 ft.	Store town equipment
Airport Terminal	Hwy. 51 and Airport Road	29 ft. by 98 ft.	Receive/Inform pilots, Zoning office
Fire Department	Hwy. 51 and Airport Road	60 ft. by 100 ft.	Fire equipment storage
Airport Shed/Airport Shop	Hwy. 51 and Airport Road	40 ft. by 55 ft., 50 ft. by 60 ft.	Store airport equipment, Repair airport equipment

A local snowmobile club has a shop/shed on town land. The Lions Club also has built and donated a pavilion and storage building on town land.

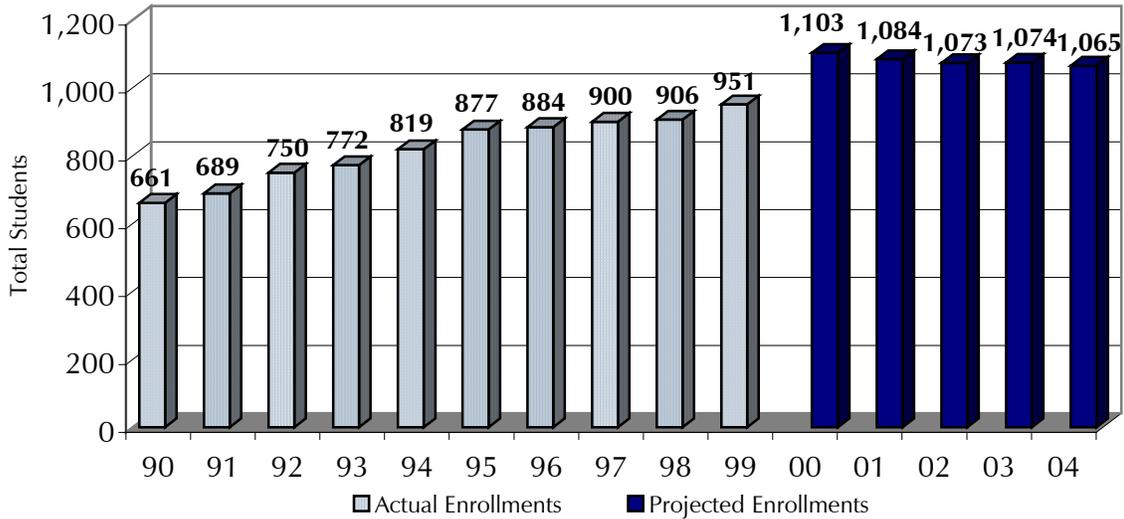
#### 4.4 Schools

The Town of Manitowish Waters does not have a school within its boundaries. There are several public schools within a 30 mile radius which serve students who reside in the town. The nearest school is the North Lakeland Elementary School located on CTH K in the Town of Presque Isle, just east and outside the town border. The elementary school (and town) is located within the Boulder Junction Joint School District, which serves kindergarten through eighth grade. The town also lies within the Lakeland UHS School District, which offers the North Lakeland Union High School for grades nine through twelve.

Lakeland Union High School (LUHS) is located south of Manitowish Waters off of U.S. Hwy 51 on Old Highway 70 West. The school was originally constructed in 1957, with additions completed in 1973, 1982, and 1997. The additions in 1997 were approved by a referendum for the purpose of constructing and equipping a cafeteria, a kitchen, and gymnasium and remodeling of the existing building for additional classroom space and miscellaneous equipment and technological improvements. The building is now approximately 265,000 square feet in size and is considered to be in excellent condition. The school's maximum capacity is 1,050 students.

Actual and projected enrollment information provided by Lakeland Union School District (LUSD) is presented in Figure 4-1. The enrollments are reported annually in September. The projected enrollments for the LUSD are predicted on the basis of a survival ratio technique. This technique analyzes a class to determine the ratio or percentage of change based on historical information, and then uses this information to predict the future change. The projections also assume the following the enrollments would remain constant through 2004, there will be no major catastrophes, no new major industries will develop, there will be no dramatic migration of older persons for retirement reasons, no new parochial high school will develop, birthrates will remain constant, no major military installations will be developed, and the quality of life and socio-economic conditions in the community will continue to encourage the existing population to stay. The projections were developed by the Lakeland Union High School in the spring of 1996.

**Figure 4-1  
Actual and Project Total Enrollments  
Lakeland Union High School  
1990 - 2004**



Source: Lakeland Union High School.

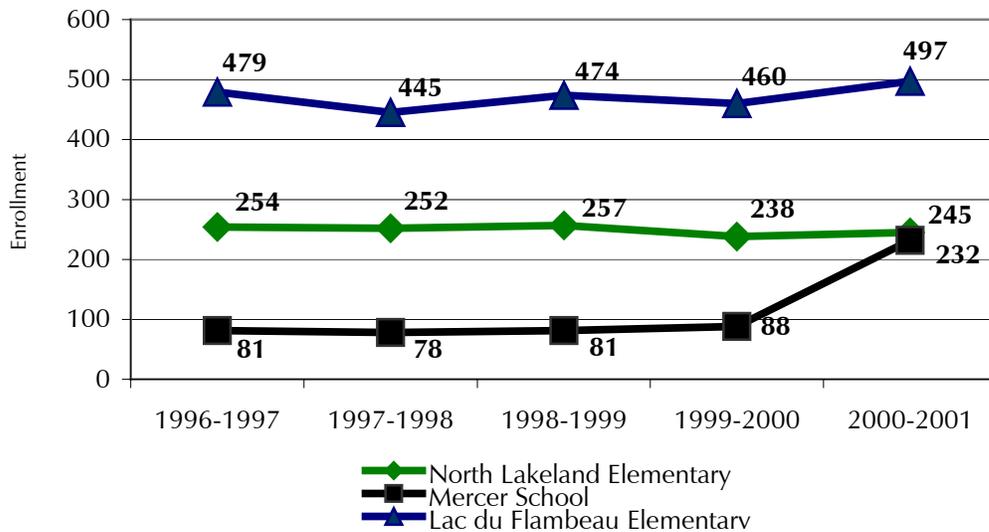
Figure 4-1 illustrates the enrollment projections through the year 2004. Although an increase of 152 students from 1999 to 2000 is projected, which exceeds the school’s 1,050 maximum student capacity, district administrators noted that the actual enrollments have always been much lower than the projected student population. They also concluded that with the recent construction and remodeling projects completed in 1997, the existing educational facilities will be adequate to service the needs of the student population in the Town of Manitowish Waters in the future.

The North Lakeland Elementary School provides educational facilities for kindergarten through eighth grade for Manitowish Waters children. North Lakeland Elementary School (NLES) was established in 1970 as a consolidation of several smaller community schools. The four townships (Boulder Junction, Manitowish Waters, Presque Isle, Winchester) served by the school comprise the largest geographic school district in the State of Wisconsin. The school is located at 12686 County Highway K in Manitowish Waters, and is 65,000 square feet. The original building was constructed in 1969, with recent additions in 1972 and 1992. In 1992 there were five classroom additions and additional storage space constructed. The maximum student capacity is approximately 280 students.

The school is currently in excellent condition. In 1998, improvements such as new insulation, a new roof, and remodeling to classrooms and offices were completed. A fiber optic computer networking system and interactive televisions were also installed. The most recent improvements performed in 1999 included a new heating and air exchange, and a new water pump and filter to improve water pressure in the building. Construction of a new gymnasium and a theater/stage area have been identified as needed improvements for the future.

Enrollment numbers for the North Lakeland Elementary School is displayed in Figure 4-2. From a regional perspective, the Lac du Flambeau School District encompasses the Town of Lac du Flambeau, which is directly south of Manitowish Waters. This school offers kindergarten through eighth grade education. The Mercer School District, located directly west of the town, lies within Iron County and offers kindergarten through 12 grade. The enrollment numbers for both Mercer and Lac du Flambeau are also shown in Figure 4-2.

**Figure 4-2  
Enrollment  
Manitowish Waters Area Schools  
1996-2001**



Source: Wisconsin Department of Public Instruction.

## 4.5 Protective Services

### Police

Law enforcement and protective services for Manitowish Waters are provided by the Vilas County Sheriff's Department which is located at 330 Court Street, in the City of Eagle River. There are four administrative personnel, including the sheriff, six lieutenants, five detectives/sergeants, 20 deputy officers, 19 jail staff, 11 communication staff and five support staff positions.

During 1998, the sheriff's department received 336 total calls from within Manitowish Waters, the majority of which were burglary or intrusion alarms (19.6%). In 1999, the department received 339 calls, with approximately 27% dealing with burglary or intrusion alarms. For 2000, 21% of calls were dealt with similar alarms and there were a total of 373 calls to the department from within the town. For 2001, from January to October the department had received 271 calls.

Overall from 1998 to 2001, the amount of calls that the sheriff's department handles for Manitowish Waters has increased slightly, however there has been little change in the type of calls that are received.

The Vilas County Sheriff's Department has state-of-the-art equipment which assists in their provision of services for Vilas County. In 1997 the sheriff's department instituted "Enhanced 911" or E-911 throughout the county. Upon receiving a call, E-911 allows the dispatcher to see the address to which the phone is billed, the township of the call, as well as the appropriate link for fire and first responder services for the call. Therefore, the Vilas County Sheriff's Department is able to adequately serve even its most remote, rural areas.

### **Fire Protection**

The Town of Manitowish Waters receives fire protection from the Manitowish Waters Fire Department. There are mutual aid agreements between all towns in Vilas County. The department has two fire engines, 1973 and 1994 model engines. Other equipment includes three tankers, hose truck, snowmobile and trailer. The department received a total of 14 fire calls in 2000, generally average when compared to the last five years.

The adequacy of the fire protection within Vilas County can be evaluated by the Insurance Service Office (ISO) by the Grading Schedule for Municipal Fire Protection. This grading system provides a guideline which many municipalities follow when planning for improvements in their existing fire protection services. The grading schedule is based upon several factors including: fire department equipment, alarm systems, water supply system, fire prevention programs, building construction, and distance of potential hazard areas from a fire station. The rating is on a scale of one to ten, with one representing the best protection and ten representing the most unprotected community. The ISO rating for the Manitowish Waters fire company and surrounding township departments are identified on Table 4-3.

**Table 4-3  
ISO Ratings  
Manitowish Waters and Selected Areas  
1999**

Fire Department	ISO Class (1999)
Arbor Vitae Volunteer Fire Dept.	8
Boulder Junction Volunteer Fire Dept.	8
Lac du Flambeau Fire Dept.	7
Manitowish Water Fire Co.	8
Presque Isle Volunteer Fire Dept.	9
Winchester Fire Dept. and Ambulance Service	9

## **Rescue/First Responder**

Rescue and first responder services are provided by the fire department and its 20 volunteers. The department has one 2000 model ambulance. There were 54 rescue call in 2000, eight more calls from the year before, but generally average when compared to the last five years. Medical flight service is available from the Spirit of Marshfield.

## **4.6 Quasi Public Facilities**

### **Churches/Cemeteries**

Churches in the area include the Manitowish Waters Presbyterian Community Church, Our Lady Queen of Peace Catholic Church, Faith Lutheran Church, St. Mathias' Episcopal Church (open June-August). There is one cemetery, Pine Lawn Cemetery, located along Channel Road (see Map 4-1).

### **Campgrounds/Recreational Clubs**

The Northern-Highland American Legion State Forest offers campgrounds.

Camp Jorn, a Lake County, Illinois Family YMCA camp, is located within Manitowish Waters. The camp was established in 1953 and is located on Rest Lake. It is a resident camp for ages 8 through 15, offering family camping sessions, pre-school and day care for ages 2.5 to 12, and offers cabin rentals for the fall, winter and spring.

Manitowish Waters Sno Skeeters is a local snowmobile club within the community. The Sno Skeeters have been caring for Manitowish Waters snowmobile trails since 1967. They currently have 138 members and are getting new members each year. The trails are groomed regularly by the club. They have a groomer that is used continually maintain healthy trails, and a safe snowmobiling environment.

VAMBASA is the Vilas Area Mountain Bike and Ski Association. VAMBASA, newly-formed with by-laws and a Board of Directors, is working to offer expanded, mapped, marked bike trails throughout Vilas County. They are also looking forward to improving and increasing the number of cross-country ski trail systems already in place. The original plans for connecting existing pods or bike trails have been improved, identifying many miles of low-traffic, blacktop roads to our extensive system of off-road trails. These trails are and will be suitable to every kind of rider. From family to casual, to the hard-core mountain bike rider, everyone will be able to ride and enjoy anywhere in the beautiful northwoods of Vilas County. The group offers a variety of running, skiing and biking events within the county throughout the year.

### **Post Office**

The Manitowish Waters Post Office is located on CTH W in the downtown. Office hours are from 9:30 to noon and 1:30-4:15 p.m. on weekdays and 10-11 a.m. on Saturday.

## **Library**

There are eight libraries located in the county, including one in the township. The Frank B. Koller Memorial Library is located off STH 51, just north of the community center. The library was dedicated in 1987 to the town in memory of Frank B. Koller. The collection includes 15,682 books, plus periodicals, video tapes, audio cassettes, CD's and large print books. The library currently has approximately 2,300 library card holders, many of which are seasonal residents. The library offers various children and young adult reading programs, particularly during the summer months. The local association, Friends of the Library, also offers presentations focused to adults throughout the year. Other nearby libraries include the Boulder Junction Public Library and the Winchester Public Library.

## **North Lakeland Discovery Center**

Located on CTH W, 1.2 miles north of STH 51. The Center is a 66 acre campus formerly the Statehouse Lake Youth Conservancy Camp. It is a non-profit organization created through a partnership between North Lakeland Elementary School and the communities of Boulder Junction, Manitowish Waters, Presque Isle and Winchester. The center is dedicated to exploring, preserving and enhancing the area's natural, cultural and historic resources.

There is a main lodge, amphitheater, fully equipped kitchen and beach and sauna house located on the shore of Statehouse Lake. There are also 11 rustic bunkhouses, an office building, center store, recreation field, fire circle, 20km of groomed ski trails and classroom area. Currently cabins are only available during warm weather months.

## **Other Clubs and Civic Organizations**

Manitowish Waters Alliance LTD is a corporation formed to preserve and improve the environment and ecology of the area, assist in the betterment of orderly development and civic improvement, preservation of natural resources and beauty, promote community interest and participation, as well as several other goals and pursuits. Members include those who own property in, or are residents of, Manitowish Waters or own property which abuts upon the Manitowish Waters chain of lakes.

Manitowish Waters Lakes Association was established in 1992 with the purpose to maintain, protect, and enhance the quality of the Manitowish Waters chain of lakes and other waters in the township. The association works with the UW Extension and the DNR and is a member of the Wisconsin Lakes Association. Standing committees include: water chemistry, fish stocking, boating safety and regulations, aquatic plant life, membership and finance, land use and zoning, and newsletter/publicity.

Manitowish Lions and Lioness Clubs are involved in a number of community, state, and international services. The Lions were chartered in 1971 followed by the Lioness in 1978.

# Map 4-1 Community Facilities and Services

Manito Art League was established in 1965 and features demonstrations by artists and craftsmen throughout the year.

Manitowish Waters Chamber of Commerce has been serving the community and its members since 1939. The Chamber works to promote the local businesses of the area and further economic development and tourism.

#### **4.7 Parks and Open Space**

The Town of Manitowish Waters owns and maintains two parks; Koller Memorial Park on Rest Lake and Community Park at the Community Center. The Powell Marsh Wildlife Refuge and the Northern Highland-American Legion State Forest also provide thousands of acres of public open space and numerous recreational opportunities within the town.

##### **The Community Center Recreation Park**

This recreational area is about seven acres in size. It is the most used of any of the three parks owned and maintained in the town. Various recreational items are included in this park such as two tennis courts, a basketball hoop, golf driving range, baseball diamond with bleachers and backstop, large picnic shelter and pavilion with benches and paved pathway leading to it, tables, and serving facilities. There is also a children's playground area with a slide, swings, and sandbox, horseshoe pits, flea market section, and parking for at least 150 vehicles.

##### **Frank Koller Park**

Frank Koller Park is 1.62 acres, and is located along Rest Lake adjacent to the Village of Manitowish Waters. Boat docks and piers are used by the public for fishing, sun bathing, boat docking, etc. Picnic tables and benches and a well are available. A housed barbecue grill is also provided. The parking lot can accommodate at least 20 vehicles.

##### **Rest Lake Park**

Rest Lake Park is located on the west shore of Rest Lake. The land is owned by the WDNR and measures 6.8 acres with 540 feet of lake frontage. The park offers many amenities as a fishing pier and a concrete boat launch is provided. Equipment for water ski sport shows is also installed. The Manitowish Waters Skiing Skeeters, established in the 1950's, continue to provide weekly water ski shows - free to the public. Outdoor cooking grills are available and picnic benches and 12 tables are provided. There is also a 36' x 50' shelter and restrooms with changing rooms with a paved pathway leading to them. A parking lot accommodates 150 vehicles.

##### **Public Access**

In terms of access to public waterways, there are 12 public access sites and public boat launching facilities in the town, including access on Dead Pike, Three Stepping Stones, Little Star, Rest (2), Statehouse, Circle Lily, Benson, Clear (2), Spider, Wild Rice lakes (see Map 4-1).

## **Snowmobile Trails**

The Manitowish Waters Trail system is a unique hub network directly linking into five other trail systems. With Minocqua/Woodruff to the south, St. Germain to the east, Lake Gogebic to the north, Mercer/Hurley to the northwest, and Lac du Flambeau/Price County to the west. The Manitowish Waters Sno-Skeeter snowmobile club maintains an active grooming schedule for the area's trail system, with coordinated efforts with surrounding communities.

## **Hiking, Ski, and Multi-Use Trails**

Trails available at Statehouse Lake via the Discovery Center offer 20km (12.4 miles) of skiing, biking and hiking facilities. There are very few steep hills and scenery includes 1.5 miles of Manitowish River riverfront. The Powell Marsh area also offers hiking and ski trails to visitors and residents. Total length of the trail is over seven miles. One-half of the trail winds through an area that was logged 5-10 years ago; the other half is through older timber. The town also recently paved a 2.0 mile trail from the Community Center and Community Park to the Downtown area. The trail is the only paved trail surface in the town.

The Manitowish Chain of Lakes and the Manitowish River possesses a unique feature for development of a water trail for use by canoe or kayak. Presently, hundreds of people enjoy silent sports on the chain. There is opportunity to expand use of this natural attribute via development of facilities to access and utilize the resource to capture the user demands. The town could work with the Manitowish Waters Lakes Association or the Alliance Club to improve signage, marking points of interest, or mapping routes. This feature is a definite community asset and allows to the town to utilize its natural beauty as a tourist attraction, without substantial impact to the environment, and contribute to the local economy. Overall, the recreational trails (not including snowmobile trails) are not connected to each other, and serve the area specific to their location. The town should review the potential to develop a system of inter-connected trails that link key attributes of the town via pedestrian uses. The trend in other Vilas County towns is toward multi-use, year-around trail development that serves both the pedestrian and the snowmobile. Trail development would also be in line with the town's current economic base of services that cater to the visitor and those pursuing recreational activities.

## **Cranberry Marshes**

The cranberry marshes located in the southeast portion of the town have increased in importance as a tourist visitor spot and staple of the town economy. There are currently five cranberry marshes in the town ranging in size from 63 to 185 acres, totaling about 600 acres. The cranberry marshes surround the northeast one-third of Little Trout Lake. The cranberry marshes benefit from the availability of an abundant water source and the native wetlands and wildlife benefit from a stable wetland environment. A huge wetland complex is maintained which contributes to the community character at no additional expense to the taxpayer.

## **4.8 Solid Waste Management and Recycling**

Waste collection and recycling services for Manitowish Waters residents are primarily provided by private collection services through individual contracts throughout the county. A drop-off site is available on north Hwy. W. Hours for the site vary by time of year. All waste is transported to the Vilas County Landfill located on County Highway G in Cloverland. The landfill also allows individuals to drop-off waste and recyclable materials. Landfill operation hours are between 8:00 a.m.- 4:00 p.m., Monday through Saturday. The landfill on CTH G opened in 1989 and was designed with a 20+ year, four-phase life span. As of 2000, phase two was in its third year of operation, a new refuse digester was in operation, and a new demolition pit to help reduce loadings was sited for calendar year 2000.

Recycling services are provided though the availability of a drop-off site, located on Transfer Station Road. The facility is owned and operated by the town. At the time of this report, the land was owned by the state of Wisconsin and was in the process of transfer to the Town of Manitowish Waters. A town recycling ordinance regulates the type of material that can be accommodated at the transfer site. Both solid waste and recycling materials are brought by residents to the transfer site, processed, and then hauled to the Vilas County Landfill (solid waste) or picked up by vendors through individual contracts.

There are planned changes for the fee structure of solid waste disposal in order to reduce the burden on the tax levy. Effective January 1, 2002 individuals must supply their own bags and will be charged at the transfer station for each bag of trash, dependent on its size. Recyclables will be collected at no charge.

## **4.9 Communication and Power Facilities**

Local phone service in the town is provided by Century Telephone for residences and business. The town has natural gas (Wisconsin Electric) and electrical (Excel Energy) service, although not all areas of the town have access to the gas service. Local LP gas service is available through private vendors for those areas not served by Wisconsin Electric gas operations. Three-phase power is available along sections of STH 51, CTH W, and Tower Road (see Map 4-1).

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

There are neither sanitary districts nor sanitary sewer services available to local residents. Residents of the town rely on private onsite wastewater treatment systems (POWTS) for treatment of wastewater. However, the downtown (and near downtown area) and lakeshore areas are densely developed and will continue to experience the bulk of development in the town. The Year 2022 Preferred Land Use Map advocates for increased density in the downtown and in several areas designated for resort or multi-family uses. The downtown area was also identified in the Vilas County Year 2020 Comprehensive Land Use Plan as an area that had potential for public sanitary services in the future due to existing development density. The town should consider the long-term development impact of future growth and assess the potential for some type of public sanitary collection and treatment system. At a minimum, land could be purchased for the future system, and developed as conditions and need warrant. In any event, the appropriate engineering analysis and system feasibility should be undertaken prior to any town

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action assess options and impacts. The potential need of a public treatment services and collection system is likely as the town continues to develop.

#### **4.11 Public Water Supply**

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

#### **4.12 Stormwater Management**

The Town of Manitowish Waters does not have a storm sewer system, except for a 500' segment of CTH W in the downtown area developed as a part of CTH W reconstruction project in 2001. Stormwater is typically drained through a series of culverts and ditches along roads.

#### **4.13 Snow Plowing**

The town owns and operates its own snow removal equipment (three trucks) for town roads and the airport. The town can also contract with private vendors if and when the need arises. Vilas County plows CTH W, CTH K, and STH 51.

#### **4.14 Health Care and Day Care Facilities**

There is one day-care facility located in the town at Camp Jorn on Rest Lake.

There are no medical facilities located in the town. There are medical and health care facilities available within close proximity of Manitowish Waters, as discussed below.

##### **Marshfield Clinic-Lakeland Center**

Located in Minocqua, the Marshfield Clinic has been a member of the Marshfield Clinic system since 1989. More than 50 physicians provide care in a variety of specialties including cardiology, emergency medicine, family practice, general & vascular surgery, internal medicine, nephrology, neurology, obstetrics & gynecology, oncology/hematology, ophthalmology, orthopedic surgery, otolaryngology, pediatrics, plastic surgery, psychiatry, radiology, urgent care, and urology.

The Lakeland Center facility was recently expanded to more than 100,000 square feet. This expansion allowed the Lakeland Center to increase providers in primary care, surgery and medical specialties. The facility also includes a state-of-the-art ambulatory surgery center. The Lakeland Center is located a short distance from Howard Young Medical Center, a 99-bed facility with ICU and CCU units as well as a renal dialysis unit.

##### **Marshfield Clinic-Mercer Center**

Mercer Center became part of the Marshfield Clinic regional system in November 1989 and is currently staffed by an osteopathic physician and a family nurse practitioner. The Center offers

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basic laboratory and x-ray, and is equipped with a small emergency room and physical therapy area.

Family practice is concerned with the total health care of any individual and the entire family. Family practice integrates the biological, clinical and behavioral sciences to treat the whole patient, no matter the age, gender or disease. Family practice provides preventive and primary care and is often the point of first contact for patients referred to Marshfield Clinic. Mercer Center is open from 8:30 a.m. to 5 p.m. Monday through Friday.

### **Howard Young Medical Center**

Located in Woodruff, the Howard Young Medical Center is a total health care system that provides a full range of health and support services and programs. In 1994, Howard Young Medical Center was named one of the top 100 hospitals in the nation for its efforts in cost saving measures and efficiencies. In 1999, the hospital was named as a top 100 orthopedic hospital by establishing national benchmark performances in clinical services and procedures.

The Howard Young health care system consists of the 99-bed medical center and the Howard Clinic in Woodruff, and the affiliate Eagle River Memorial Hospital in Eagle River. The medical center offers a wide variety of services, including complete surgical, obstetrical, laboratory and radiology, cardiovascular pulmonary rehabilitation, physical medicine and rehabilitation, occupational and mental health, hemodialysis, diabetes management, and long term care. The facility also offers 24 hour emergency care in a 15,700 square foot emergency room, and inpatient and intensive care. Fifty-two beds are available for general medical/surgical patients, a 10-bed special care, inpatient rehabilitation offers eight beds and transitional care offers five beds.

### **4.15 Utilities and Community Facilities Programs**

The following programs are available to the town of Manitowish Waters with regard to utilities and community facilities. The following list is not all-inclusive. For specific program details a program representative should be contacted.

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

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

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

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

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

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

### **Rural Community Assistance Program**

The Rural Community Assistance Program (RCAP) is administered by the Wisconsin Community Action Program Association (WISCAP) to assure safe drinking water and sanitary waste disposal for low- and moderate-income rural Wisconsin communities. The Wisconsin RCAP provides comprehensive services and technical assistance to small, low- to moderate-income rural communities from problem-identification through implementation of acceptable, affordable solutions. RCAP services enable community staff to develop capacity to implement water, wastewater and solid waste projects and assists the community in coordinating efforts with consultants and government agencies.

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

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

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

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

## **Snowmobile Club Signs and Route Signs**

Funds are available to provide free cardboard trail signs and reflective material to snowmobile clubs agreeing to open their trails to public use and funds are available to provide costs for initial signing of snowmobile routes and trail crossing warning signs. Contact the WDNR Regional Community Services Specialist for further information.

## 5. Agricultural, Natural and Cultural Resources

This section provides an inventory of the agricultural, natural and cultural resources of the Town of Manitowish Waters. This section reviews the climate, soils, farmland and topography, geology, mineral resources, vegetation types, watersheds and drainage, wetlands, floodplains, surface water features, groundwater, air quality, environmental corridors, threatened and endangered species, wildlife habitat, historic and archaeological sites, cultural resources and community design. These features present opportunities for conservation and development and need to be considered before making any decisions concerning future development within the town. A large reason many people live in Manitowish Waters is the beautiful natural environment and access to the natural resource base.

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

"A compilation of goals, objectives, policies, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources."

#### *ANC Goal 1: Preserve Forestry Integrity*

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

- ANC-1.1      Classify and designate forest resource lands for the long-term commercial production of timber products.
- ANC-1.2      Evaluate conservation design guidelines (clustering of home sites) as a design alternative and identify appropriate areas for residential development.
- ANC-1.3      Encourage retaining large, contiguous forestry tracts in the town.
- ANC-1.4      Encourage land owners to develop forest management plans.
- ANC-1.5      Examine population density standards for forested areas consistent with forestry management practices.
- ANC-1.6      Support programs which lower the tax burden for lands under agricultural or timber production or conserved as natural areas.

***ANC Goal 2: Preserve farming as a business and agricultural land for farming.***

**Supporting Objectives:**

- ANC-2.1 Maintain the integrity and viability of agriculture so that traditional farming practices can occur without creating conflicts with non-agricultural uses.
- ANC-2.2 Encourage retaining the towns large, contiguous farmland tracts.
- ANC-2.3 Protect the continuity of farmland areas.
- ANC-2.4 Appropriately site whatever development occurs in active agricultural areas in order to ensure that growth is compatible with the continued agricultural production.
- ANC-2.5 Inform current and prospective landowners about the types and timing of agricultural activities; importance of agriculture to the local economy; potential impacts of living within an agricultural area; and actions that can be taken to minimize conflicts.

***ANC Goal 3: Maintain, preserve and enhance natural resources.***

**Supporting Objectives:**

- ANC-3.1 Manage growth to protect identified open spaces which, through their preservation, would: conserve and enhance natural or scenic resources; protect streams, water supply/quality, and fish and wildlife habitat; promote conservation of soils, wetlands, beaches, and woodlands; enhance the value of adjoining public lands; maintain and improve public and private recreation opportunities; and/or preserve historic and cultural resources.
- ANC-3.2 Direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes in order to protect the benefits and functions they provide and to save future public and private dollars spent on flood control, stormwater management, habitat restoration, erosion control, and water quality improvements.
- ANC-3.3 Maintain a network of natural area and open space corridors and connections.
- ANC-3.4 Encourage and support the development of comprehensive stream and lake management plans which include surveys, assessment and monitoring, and recommendations for restoration and improvement.

***ANC Goal 4: Preserve the significant historical and cultural lands, sites and structures that contribute to community identity and character.***

**Supporting Objectives:**

- ANC-4.1 Work cooperatively with Vilas County, local historical societies and other appropriate organizations to identify, record, and protect lands, sites, rustic roads and structures that have historical or archaeological significance within the Town.
- ANC-4.2 Promote the history of Manitowish Waters and the aspects that have helped to define its culture and heritage.

**5.2 Agricultural, Natural and Cultural Resources Policies**

**Policies**

1. The town should work to identify, record and promote preservation of historical, cultural and archaeological sites within the town.
2. Development proposals shall be reviewed relative to the potential impacts to the historical and cultural resources of the town.
3. Extensive areas of the town shall be maintained for exclusive agricultural use.
4. The Town and the Manitowish Waters Lakes Association should closely monitor ownership and operations of the Rest Lake dam.
5. All wetlands within the shoreland area of a stream, river, lake or pond; other wetlands at least one acre in size; or any wetland associated with state or federal regulations shall not be developed, drained, or filled unless otherwise authorized by the authoritative jurisdiction.
6. All forms of structural development will be restricted on the 100-year floodplains based on the official Federal Emergency Management Agency (FEMA) maps.
7. The town shall coordinate forest management and planning issues with the state of Wisconsin (and vice versa).

**5.3 Climate**

The climate of Vilas County is classified as continental, which includes cold winters and fairly warm, but short summers. According to the Wisconsin State Climatology Office the average annual temperature in Wisconsin varies from 39 degrees in the north to about 50 in the south. The long-term mean annual precipitation ranges from 30 to 34 inches over most of the Northern Highlands of Wisconsin. Precipitation is fairly well distributed throughout the year, reaching a

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peak in summer. Average annual snowfall in Vilas County is 85 inches, while the average annual rainfall is about 34 inches. Snow covers the ground much of the time from late in fall to early in spring. Thunderstorms occur on about 34 days each year.

#### **5.4 Soils**

Soils have a direct relationship with land development. Knowledge of the potentials and limitations of soil types is therefore necessary to evaluate crop production capabilities or when considering construction of buildings, infrastructure, or other uses of land. Development may be limited on soils which are characterized by poor filtration, slow percolation, flooding/ponding, wetness, (steep) slope and subsidence. As Manitowish Waters does not have a public sewer or water system, soils play a key role in property development.

The soils are composed of varying proportions of sand, gravel, silt, clay and organic material. The composition of a soil affects the specific properties of that soil. These properties must be evaluated prior to any development, as varying limitations exist for each soil.

A detailed study of all the soils in Vilas County was developed by the U.S. Department of Agriculture, Soil Conservation Service. As part of that study, soils were identified in terms of a generalized soil associations. The following presents a list and description of the general soil associations included within the Town of Manitowish Waters.

##### **Loxley-Dawson Association**

The soils in this association are mostly found in depressions and in low areas adjacent to lakes and streams. This soil association is primarily found along the southern border of the town. The amount of water in both soils is very high. Minor soils in this association are Au Gres, Crosswell, Kinross, Markey, Rubicon and Seelyville soils.

This soil association is unsuited for development. Most often areas with these soils are classified as wetlands and wildlife habitat. This soil type can be an advantage as represented by the commercial production of cranberries in the southern area of the town.

##### **Crosswell-Dawson-Au Gres Association**

The soils in this association are found extending from the southeast corner of the town through the central portion. These soils are found on low lying flats and small slopes and in depressions and drainageways. Soils range from being moderately well drained to very poorly drained.

Most areas of the Crosswell and Au Gres soils are suited for and used as woodlands with a few areas used for crops or pasture. This soil association is poorly suited for residential development. Most Dawson soils support native wetland vegetation and are not suited for residential development. Other intensive uses are generally not supported on these soils mainly due to the seasonally high water table.

### **Rubicon-Sayner-Karlin Association**

The majority of the central and northern portions of the town consist of this soil association. This soil association is found mostly in outwash plains, stream terraces and in areas earlier formed by glacial movement. They are excessively drained to somewhat excessively drained and can be nearly level as well as very steep.

Most areas with these soils are used as woodland. In areas with proper irrigation and protection from soil blowing and water erosion, more level areas are suited to crops. Less sloping areas are suited for residential development. However, due to the rapid permeability of the soil there is a threat of groundwater pollution from private septic systems if not properly maintained.

### **Padus-Pence Association**

This soil association is only found in a small area around Island Lake and in a small northern section of the township. This association ranges from nearly level to very steep and is well drained.

Most areas of this association are used as woodland, with few areas used for crops or pasture. Level areas are suited to residential development, however there continues to be a threat to groundwater contamination due to rapid or very rapid permeability.

## **5.5 Farmland and Forests**

Approximately 1,242 acres (5.4%) of the land within the Town of Manitowish Waters was inventoried as agricultural uses. One of the major agricultural activities is cranberry operations with 600 acres of acreage production, mainly in the southeast part of the township. Cranberry production is a major factor in the town economy and has evolved into an attraction for tourists.

Approximately 15,012.5 acres (65.5%) of the land within the township is forested or open space. Forest resources have long been of major importance in Vilas County as well as the town. The Town of Manitowish Waters has a significant amount of woodland, much of which is owned by the State of Wisconsin and is part of the Northern Highland-American Legion State Forest.

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

Woodlands have both economic and ecological value. Multiple benefits can be derived from this resource under good management practices. Sustainable forestry practices can be facilitated

through sound management focused on the long-term provision of forest products. Silverculture and forest products will continue to be a large portion of the town and county economy, which needs to be coordinated with land use planning and development. Due to the large acreage held in public ownership in the town, forestry and residential development on private lands will continue to receive pressure for both conservation and development, which can be a conflict if not properly managed. The forestry tracts are increasing in valuation at 20% + per year due to high residential and recreational demand. How the town plans for such areas could have impact on either.

Woodlands also provide for an attractive rural setting by accentuating the beauty of the landscape. Woodlands contribute to opportunities for recreation such as hunting; trapping; mushroom, berry and nut collecting; wildlife viewing; and hiking. Woodland cover plays a key role in the function and value of sensitive environmental areas like steep slopes, wetlands and floodplains. Management of woodland vegetation is necessary to protect scenic beauty, control erosion, provide (critical) wildlife habitat, and reduce effluent and nutrient flows into surface water bodies/courses.

## **5.6 Topography**

Manitowish Waters and Vilas County are in the Northern Highlands physiographic region of Wisconsin, an area with some of the highest elevations in the state. The physical geography of the county resulted from glacial activity, which occurred between 10,000 to 25,000 years ago. The surface was formed by pre-glacial and glacial movements and is featured by glacial drift such as drumlins, which are oval hills, eskers, which are typically elongated parallel ridges of deposits, stream deposited surfaces, and moraines. The topography or surface of the county and the town ranges from broad, nearly level plains to rough, broken moraines and areas of depression. In scattered areas of the county, including Manitowish Waters, sand flats are present as well.

## **5.7 Bedrock Geology**

According to the Pleistocene Geology of Vilas County, Wisconsin, prepared by the Wisconsin Geological and Natural History Survey, igneous and metamorphic rocks of the Precambrian age underlie all of Vilas County. Elevations on the Precambrian rock surface range from about 413 meters above sea level in the south-central area to about 512 meters in the north-central and southeast areas.

The Pleistocene materials in the County provide water to wells and are also a source for construction aggregate. Groundwater supplies are sufficient in most areas due to the porousness and permeability of the thick layers of Pleistocene sand and gravel. Typically, bedrock has not presented any significant problems to development in the town.

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

The town of Manitowish Waters has two active mines, one adjacent to Town Line Road in Section 24 and one in the proximity of Vance Lake in Section 8.

According to the Vilas County Metallic Mining Ordinance, metallic mining activities shall only be allowed by permit and in specified overlay and use districts. There are several provisions within the ordinance for existing mines. In addition, Wisconsin Administrative Code NR 135 required that all Counties adopt and enforce a Nonmetallic Mining Reclamation Ordinance by June 1, 2001 that establishes performance standards for the reclamation of active and future nonmetallic mining sites, but not abandoned sites. This mandate was accomplished when Vilas County adopted the Metallic Mining Ordinance. It is intended that NR 135 will contribute to environmental protection, stable non-eroding sites, productive end land use and potential to enhance habitat and increase land values and tax revenues.

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

Map 5-1 shows the existing land cover classifications for the town. The classification was derived from LANDSAT Thematic Mapper (TM) satellite imagery from 1991, 1992, and 1993. The minimum mapping unit is one acre, so the resolution is not very good. As indicated by Map 5-1, the town's vegetation and land cover is somewhat segmented. Nearly the entire southern third of the town is made up of wetland features, including forested and lowland shrub wetland areas. The middle third of the town has higher concentrations of forested features, primarily aspen, jack pine and mixed/other broad-leaved deciduous trees. The northern third of the town has the highest concentrations of red pine, sugar maple and coniferous trees. Agricultural, grassland and shrub land are found in scattered areas throughout the town.

## **5.10 Watersheds and Drainage**

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

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

There are two distinct watersheds contained within the Town of Manitowish Waters, including the Bear River and the Manitowish River watersheds. The Bear River Watershed, generally located south of STH 51 in the southwest portion of the town, and the Manitowish River

Watershed, which is generally north of STH 51 and includes the northern and eastern portions of the town (see Map 5-2). Each of the watersheds cover approximately half of the town. The Manitowish River Watershed encompasses the Manitowish Chain of Lakes in which the drainage patterns and impacts are focused on the Manitowish River system or self-contained local lakes and feeder streams. The Bear River watershed contains large wetland acreage that have substantial affect upon the quality of the surface water and drainage within the watershed. Both watersheds are inter-dependent ecosystems that support the natural functioning drainage basin, with each contributing to the water quality within the watershed and drainage basin.

Development should be coordinated within the natural system, as development impacts such as erosion or ill-functioning septic systems could have negative impact to water quality. Many localized impacts within a watershed tend to concentrate as water moves from vast areas into streams and creeks, then into rivers or lakes. The accumulation of impact could have negative impact, such as turbid waters or high amounts of phosphorus or other elements that feed algae growth and lead to reduced water quality. This point is even more emphasized as a majority of development within the town has and will take place within the shoreland zone, which encompasses 46.3% (10,618.1 acres) of the town. Prevention is much easier and cheaper than a cure.

## **5.11 Wetlands**

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil capability and the types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils. There are 6,282.5 acres of wetlands in Manitowish Waters (see Table 5-2). As wetlands comprise 27.4% of the town, Manitowish Waters has more total acreage in wetlands (as a town acreage to wetland acreage ratio) than any other community in Vilas County. However, of the total wetland acreage of 6,282.5 acres, 92% of them (5,769.5 acres) are located either in the shoreland zone or on public property, thereby minimizing the potential impact and function of the wetlands.

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

# Map 5-1 Land Cover and U.S.G.S. Quadrangle

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

## **5.12 Floodplains**

The 100-year floodplains in the town occupy 506 acres (2.2%) and are found along the Manitowish River, Trout River and the following lakes: Benson, Sturgeon, Vance, Rest, Clear, Fawn, Stone, Spider, Island, Little Star, Manitowish, Alder and Wild Rice Lake (see Map 5-2). Floodplains are typically not associated with lakes; however, the Manitowish Chain is subject to flow increases due to the river system and expanded drainage area. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year within a century. Because of the flooding probability, intensive development in the floodplain should be discouraged. Parks and open spaces are most appropriate for these areas. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Wisconsin Statute 87.30 requires counties, cities and villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. Under the authority of the National Flood Insurance Act of 1968, FEMA conducted studies to determine the location and extent of floodlands and the monetary damage risks related to the insurance of urban development in floodland areas. The 100-year floodplain areas for the unincorporated areas of Vilas County have been delineated by FEMA.

## **5.13 Surface Water Features**

Surface water features constitute an extremely valuable part of the natural resource base of the town. According to the Water Features Map, surface water accounts for 4,502 acres (19.6%) of Manitowish Water's total acreage, which is approximately 5% of the county's total surface water acreage. Combined with the town's wetland acreage (27.4% of the town), nearly half (47%) of the town is surface water or wetland. Surface water has a large impact in the town, especially how it relates to community identity, character, the environment, and how those features are impacted by, and impose upon, the development pattern.

## Lakes

Table 5-1 describes the lakes that are within the Town of Manitowish Waters. There are 24 named lakes in the town. For those lakes which are located on township borders, the figures shown reflect data for the entire lake, not just the portion within the own.

The public access to the lakes varies greatly, some lakes offer no access. Those with public boat launching facilities are indicated by "BR" (boat ramp). "NW" indicates that navigable access is provided by the presence of an inlet or outlet stream which furnishes adequate boat access to the lake. "W" indicates that the lake is in a wilderness area and there are no roads or buildings within 200 feet, there is also no defined walk-in trail available. "T" indicates a walk-in trail and access sites are partially developed, but there is no boat ramp. "R" indicates there are no developed accesses, however a limited degree of access is available from the roadway. Map 4-1 displays the locations of the public boat launches.

**Table 5-1  
Lake Description Summary  
Town of Manitowish Waters  
2001**

Lake Name	Area	Max. Depth	Public Access	Lake Type	Fish Species
Alder Lake	274	33	R	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish.
Benson Lake	28	15	W	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish, sturgeon.
Bolin Lake	63	35	NA	SE	Largemouth bass, panfish.
Chub Lake	12	12	W	SE	Largemouth bass, panfish.
Circle Lilly Lake	223	35	BR	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish.
Clear Lake	555	45	BR	SP	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish.
Dead Pike Lake	297	80	BR	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish.
Deerfoot Lake	38	43	NA	SE	Largemouth bass, panfish.
Dog Lake	10	15	R	SE	Largemouth bass, panfish.
Fawn Lake	74	14	NW	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish.
Gem Lake	19	12	NA	SE	Largemouth bass, panfish.
Homestead Lake	22	17	W	SE	Largemouth bass, panfish.
Island Lake	1023	35	BR	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth

Lake Name	Area	Max. Depth	Public Access	Lake Type	Fish Species
Little Star Lake	245	67	NW	DG	bass, panfish. Muskie, northern pike, walleye, largemouth bass, smallmouth
Little Trout Lake	978	98	BR	SE	bass, panfish. Muskie, walleye, largemouth bass, smallmouth
Manitowish Lake	496	61	NW	DG	bass, panfish, trout. Muskie, northern pike, walleye, largemouth bass, smallmouth
McCabe Lake	13	26	NA	SE	bass, panfish.
McKinney Lake	11	23	NA	SE	Largemouth bass, panfish.
Pier Lake	41	19	W	SE	Largemouth bass, panfish.
Rest Lake	808	53	BR	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth
Sherman Lake	123	19	T	SE	bass, panfish. Muskie, walleye, largemouth bass, panfish.
Spider Lake	272	43	NW	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth
Statehouse Lake	23	18	W	SE	bass, panfish. Northern pike, largemouth bass, panfish.
Stone Lake	139	43	NW	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth
Sturgeon Lake	32	18	NW	DG	bass, panfish. Muskie, northern pike, walleye, largemouth bass, smallmouth
Three Stepping Stone Lake (totals)	45	Avg. 36	NA	SE	bass, panfish, sturgeon. Largemouth bass, panfish.
Vance Lake	30	12	NW	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth
Wild Rice Lake	379	26	BR	DG	bass, panfish, sturgeon. Muskie, northern pike, walleye, largemouth bass, smallmouth

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

The lakes that are found within Manitowish Waters are one of three different classifications. Drainage lakes (DG), which are lakes that have an inlet and outlet where the main water source is stream drainage. Seepage lakes (SE), do not have an inlet or an outlet. They are landlocked water bodies in which the principal source of water is precipitation or runoff, supplemented by groundwater from the immediate drainage area. These lakes tend to have a seasonally fluctuating water level dependent upon groundwater levels and rainfall patterns. The third type, spring lakes (SP), have no inlet, but do have an outlet. The primary source of water for spring lakes is groundwater flowing into the bottom of the lake from inside and outside the immediate surface drainage area. Spring lakes are often the headwaters of streams in an area.

Due to Environmental Protection Agency (EPA) regulations, the Wisconsin Department of Natural Resources must identify waters which are not meeting water quality standards under the

provisions of section 303(d)(1)(C) of the Clean Water Act. The listing must include both water quality criteria for specific substances or the designated uses, which is used as the basis for development of Total Maximum Daily Loads (TMDLs) for the waterbody. Current U.S. Environmental Protection Agency regulations require a listing every two years.

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

## **Rivers**

The most significant river feature with Manitowish Waters is the Manitowish River. From Rest Lake Dam downstream to the Iron County Line is designated as an Exceptional Resource Water. Exceptional Resource Waters (ERW) are streams/rivers that have excellent water quality and valued fisheries but already receive and/or may receive wastewater discharges. The only other named river feature within the town is Trout River, located in the southeast corner of the town. There are several other creeks, intermittent streams and tributaries found within the town.

### **5.14 Groundwater Quality**

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

# Map 5-2 Water Feature Data

Groundwater is the primary source of potable water in Vilas County and the Town of Manitowish Waters. In the North Central Wisconsin region, major areas of recharge occur in the sands and gravels of the glacial outwash plain. As Manitowish Waters is located in the outwash plain, and the soils are permeable, the potential of groundwater contamination is increased. The Groundwater quality in Manitowish Waters has been found to be of high quality based on a nitrate contamination screening analysis conducted by the Vilas County UW-Extension in 1995. One-fifth of the samples were found to have nitrate levels that were safe, but were above normal background levels. The screening suggests that the potential of contamination is accentuated due to the high groundwater and permeable, sandy soils, and that planning should review density provisions related to development. However, local impacts could result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), runoff from urban areas, improper application of agricultural pesticide or fertilizers, excessive lawn and garden fertilizers and pesticides, and seepage from mining operations into the aquifer.

Most groundwater contamination is related to poorly sited land uses such as agricultural manure or chemicals, petroleum and salt storage in areas of high groundwater tables or fractured bedrock. Contamination of groundwater reserves can also result. Once groundwater contamination has occurred, successful remediation can take years, or may never occur, depending upon the pollutant. Therefore, when considering specific land uses for an area, it is vital to consider the physical characteristics of the area and the relationships between the land and the proposed/actual use in order to ensure that groundwater contamination does not occur.

### **5.15 Air Quality**

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

### **5.16 Environmental Features**

Environmental features are mapped using a number of objectively defined resource features as base data including surface water features, 100-year floodplains, wetlands, shoreland zoning areas, and publicly owned recreational and conservancy lands (Map 5-3). Table 5-2 displays the environmental features. The percentages will not equal 100 as the table and pie chart are built to display the effect that the displayed environmental features have on the town and the corresponding development pattern.

**Table 5-2  
Environmental Features  
Town of Manitowish Waters  
Year 2000**

Environmental Feature	Acreage	Percent
WDNR Wetlands	6,282.5	27.4%
Wetlands within shoreland zone and public lands	5,769.5	
Wetlands outside shoreland zone	513.1	
Shoreland zoning*	10,618.1	46.3%
Floodplains	505.9	2.2%
Public Lands	10,463.1	45.6%
Lands in MFL	541.3	2.4%
Lands uses for conservation/education	35.6	0.2%
Surface Water	4,502.7	19.6%
Other private lands	465.9	2.0%

\*The table was created to show the total area of each of the Environmental Features only. Due to overlap and common area within some of the features, the totals will not equal the town acreage. The intent is to demonstrate area impact of the features on the landscape and to correlate the Environmental Features map to actual acreage calculations.

When all of these features are mapped, a continuous corridor pattern usually results because these features often coincide or lie adjacent to each other. As an example, 92% of the wetlands in the town lie in the shoreland zone or on public property. The shoreland zone has most of the intensive development within it and occupies 46.3% of the land area. Water occupies 19.6% of the town, and when combined with public lands (45.6% of the town), 65.2% of the town is in public ownership. The intent of Table 5-2 is to demonstrate the impact of the features on the landscape and to correlate the Environmental Features map to actual acreage calculations. As Vilas County does not have an Environmental Corridor designation that could be compared to or utilized, this plan classifies the areas as environmental features that need to be considered during the land use planning process.

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

## 5.17 Threatened and Endangered Species

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

There are three threatened plant species and one endangered plant species in Vilas County, as well as a number of special concern species. There are eight threatened animal species, one endangered species and a number of special concern animal species including fish, birds, insects and reptiles that are found in Vilas County. This information was not available at the town level.

## 5.18 Wildlife Habitat and State Natural Areas

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

The WDNR also identifies State Natural Areas, which are defined as tracts of land in a natural or near natural state, which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities.

Important examples of the following natural community types, as identified by the WDNR, have been found in Vilas County and in Manitowish Waters. Although communities are not legally protected, they are critical components of Wisconsin's biodiversity and may provide the habitat for rare, threatened and endangered species. The WDNR-Bureau of Endangered Species catalogs a Natural Heritage Inventory (NHI) which designates both aquatic and terrestrial occurrences of rare or endangered plant and animal species and natural communities. The NHI information represents known occurrences of the rare species or natural communities and maps the occurrences by section at the town level. The NHI reveals the type of occurrence and when the inventory was identified. The NHI inventory maps were reviewed during the planning process and found the information valuable to understand the occurrences for reference, but difficult to manage locally in terms of development policies as the locations are not site specific (but rather by section). A WDNR Bureau of Endangered Resources map of the NHI inventory can be viewed at <http://www.dnr.state.wi.us/org/land/er/workinglists/mapsbycounty.htm>. The following inventory of occurrences was found.

Alder Thicket	Lake-Shallow, Hard, Seepage	Poor Fen
Bird Rookery	Lake-Shallow, Soft, Drainage	Spring Lake
Boreal Rich Fen	Lake-Shallow, Soft, Seepage	Spring Pond
Boreal Forest	Northern Dry Forest	Springs
Bracken Grassland	Northern Dry and Mesic Forest	Fast and Slow Streams
Emergent Aquatic	Northern Sedge Meadow	Submergent Aquatic
Hardwood Swamp	Northern Wet and Mesic Forest	Open Bog
Lake-Deep, Seepage	Patterned Peatland	Lake-Meromictic

No State Natural Areas have been identified within the Town of Manitowish Waters.

### 5.19 Historic, Cultural, and Archeological Resources

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

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

According to the National and State Register, no historic places have been identified within the Town of Manitowish Waters. However, a number of places have been identified within Vilas County and are listed below:

- ◆ Anvil Lake Campground Shelter, Town of Washington
- ◆ Eagle River Stadium, Town of Lincoln
- ◆ Fort Eagle, Town of Phelps
- ◆ Nicolaus H. Hultin House, Town of Lac Du Flambeau
- ◆ Mayo School, Town of Washington
- ◆ Pickerel Island Site, Town of St. Germain
- ◆ Presque Isle State Graded School, Town of Presque Isle
- ◆ Region Nine Training School, City of Eagle River
- ◆ Strawberry Island Site, Town of Lac Du Flambeau
- ◆ Sunset Point, Town of Washington
- ◆ Wallila Farm Archeological Site, Town of Phelps

# Map 5-3 Environmental Features

The Wisconsin Architecture and History Inventory (AHI), provided by the Wisconsin Historical Society, provides historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures and objects that illustrate Wisconsin's unique history. Listings include a wide range of properties including round barns, log houses, iron bridges and small town commercial buildings. The majority of properties listed are privately owned. Inclusion in the inventory conveys no special status, rights or benefits to the owner. Note: listing may have changed owners or have been altered since its original placement on the inventory.

Within the Town of Manitowish Waters five sites were listed on the AHI including:

- ◆ Spirit of the North Cabins, located off STH 51. It is a bar described as having a rustic style that was built in 1935.
- ◆ Service building #2150, located in the Powell Marsh Wildlife Area. The building was constructed in 1920 and is described as an astylistic utilitarian building.
- ◆ Spirit of the North, this rustic style tavern/bar was constructed in 1930 and is partially historic because of its log style construction.
- ◆ Little Bohemia Restaurant, this clapboard constructed resort/health spa was build in 1930 and is described as having a rustic style.

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

### **Archaeological Sites**

In the Town of Manitowish Waters, the Manitowish Waters Chain of Lakes has proven to be the main center for human activity, both historically and presently. There have been a number of archaeological investigations that have been conducted on the Chain. The earliest reported investigation took place in 1902<sup>1</sup>. The most recent archaeological studies that have taken place were conducted by the Nicolet National Forest. In 1992, the Nicolet National Forest, with funding from the State Historical Society of Wisconsin, conducted an archaeological shoreline survey in the Manitowish Waters Chain of Lakes area. As a result of their work, 12 new archaeological sites were recorded and three previously documented sites were relocated. Then, during 1993-1994, the Nicolet National Forest conducted another shoreline survey. This project was partially funded by the National park Service, U.S. Department of the Interior, and the State Historical Society of Wisconsin. This time, a total of 21 archaeological sites were located. The 21 sites include both newly discovered sites as well as revisited ones. The 1992 and 1993 archaeological surveys were conducted in 8 of the 14 lakes on the Chain. The artifacts that have been uncovered were representative of prehistoric and historic time periods.

A rich cultural and historic heritage of the area is held along the shores of the Manitowish Waters Chain of Lakes. These culturally sensitive areas should be protected. Presently, most of the land is privately owned and is heavily used for recreational activities.

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<sup>1</sup> Cynthia Stiles and Jim Bokern, "Report of the 1992 Shoreline Survey, Manitowish Waters Chain of Lakes, Vilas County, Wisconsin," 1993.

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

The following programs are available to be used to reach the goals and objectives identified for agricultural, natural and cultural resources in the Town of Manitowish Waters. The identified programs are not an all-inclusive list. For specific details a program representative should be contacted.

### **Lake Protection Grant**

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

### **Lake Planning Grant**

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

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

Purpose is to restore wetlands previously altered for agricultural use. Goal is wetland restoration and wildlife habitat establishment. Land which has been owned for one year and can be restored to wetland conditions are eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contract pays 75% cost share only. Permanent or 30-year easements recorded with property deed. Ten-year contract is not recorded with deed. Public access not required. Contact: USDA Natural Resources Conservation Service.

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

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

## 6. Economic Development

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

### 6.1 Economic Development Element (ED) Goals and Objectives

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

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

#### **Supporting Objectives:**

- ED-1.1 Explore possibilities to increase and support commercial business, tourism related business, and possible light industrial growth within the planned commercial areas.
- ED-1.2 Develop new business development standards to be compatible with the existing rural, northwoods character.
- ED-1.3 Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
- ED-1.4 Work with and coordinate economic development activities with the local Chamber of Commerce, county, and other applicable agencies and organizations that are involved in growth management.
- ED-1.5 Develop and coordinate community aesthetic standards for new business development that could address such items as signage, landscaping, exterior building materials.

***ED Goal 2: Plan for business development to facilitate economic growth.***

#### **Supporting Objectives:**

- ED-2.1 Explore possibilities to increase and support business development within or directly adjacent to existing commercial sites.

- ED-2.2 Increase the resources allocated to economic development, including increased promotion and information on the area.
- ED-2.3 Review commercial development along areas of STH 51, CTH W, and the existing downtown area.
- ED-2.4 Review the costs and benefits of a proposed development project prior to approval.
- ED-2.5 Seek funding assistance to facilitate light industrial or business development in the town.
- ED-2.6 Designate potential commercial and light industrial lands based on the existing development pattern and sound planning techniques in order to avoid incompatible land uses and negative environmental impact.

## **6.2 Economic Development Policies**

### **Policies**

1. Existing resort developments shall be considered “grandfathered” and allowed to continue as permitted uses within the town.
2. Commercial and industrial development should be designed to include landscaping and buffers in order to minimize impacts to surrounding development.
3. Commercial development shall be directed to designated commercial areas and shall address road access and land use standards.
4. The Town shall coordinate planning and economic development directives with the Manitowish Waters Chamber of Commerce.

## **6.3 Labor Force and Employment Status**

### **Educational Attainment**

Table 6-1 displays the educational attainment levels for persons age 25 and older in the town and the county in 2000. The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well-being of a community. Approximately, 89.3% of persons in the town have attained their high school diploma or had some education since high school.

**Table 6-1**  
**Educational Attainment of Persons Age 25 and Older**  
**Town of Manitowish Waters and Selected Areas**  
**2000**

Attainment Level	Town of Manitowish Water		Vilas County	
	Number	% of Total	Number	% of Total
Less than 9th Grade	25	4.6	604	3.9
9th to 12th Grade, No Diploma	33	6.1	1,676	10.7
High School Graduate, includes Equivalency	195	36.0	6,233	39.8
Some College, No Degree	110	20.3	3,386	21.6
Associate Degree	49	9.1	1,014	6.5
Bachelors Degree	105	19.4	1,981	12.6
Graduate or Professional Degree	24	4.4	773	4.9
<b>Total Persons 25 Years and Over</b>	<b>541</b>	<b>100.0</b>	<b>15,667</b>	<b>100.0</b>

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

### Employment Status

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

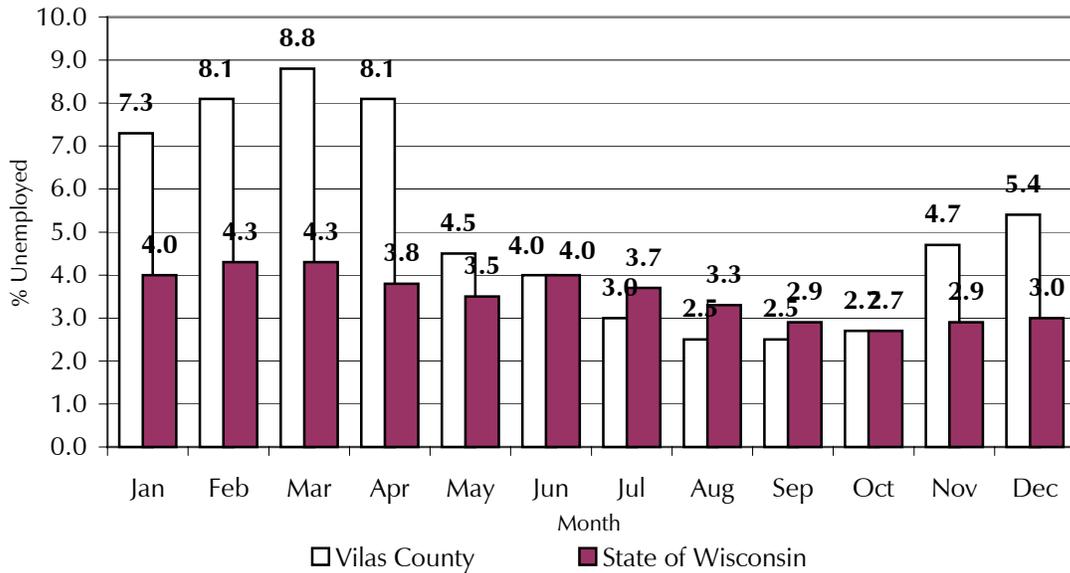
**Table 6-2**  
**Employment Status of Workers Age 16 & Over**  
**Town of Manitowish Waters**  
**2000**

Employment Status	Male	Female
Civilian Labor Force	167	127
Employed	157	125
Unemployed	10	2
Not in Labor Force	142	156

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

Figure 6-1 displays the unemployment rates for the county and the state throughout the year 2000. Vilas County continually had a higher unemployment rate when compared to the state, except for during the summer months. The county unemployment rates indicate a seasonal economy.

**Figure 6-1  
Monthly Unemployment Rates  
Vilas County and Wisconsin  
2000**



Source: Wisconsin Department of Workforce Development, Local Area Unemployment Statistics, 2000.

**Income**

Table 6-3 displays household income information received from the 2000 Census, however figures are based on 1999 income levels. Manitowish Waters’s median household income was reported at \$37,500 in 1999, slightly higher than the county’s reported median of \$33,759.

**Travel Time to Work**

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

Table 6-4 displays the travel time to work for residents in the Town of Manitowish Waters in 1990. The majority of people, 40.1%, had a trip to work that was less than ten minutes. According to the 1990 Census, approximately 80% of Manitowish Water’s residents worked within the county.

**Table 6-3**  
**Household Income**  
**Town of Manitowish Waters and Selected Areas**  
**2000**

Household Income	Town of Manitowish Waters	Vilas County
Less than \$10,000	50	732
\$10,000 to \$14,999	25	843
\$15,000 to \$24,999	36	1,640
\$25,000 to \$34,999	37	1,467
\$35,000 to \$49,999	45	1,730
\$50,000 to \$74,999	57	1,615
\$75,999 to \$99,999	38	586
\$100,000 to \$149,999	21	328
\$150,000 to \$199,999	4	81
\$200,000 or more	1	62
<b>Total</b>	<b>314</b>	<b>9,084</b>
<b>Median Household Income</b>	<b>\$37,500</b>	<b>\$33,759</b>

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

**Table 6-4**  
**Travel Time to Work**  
**Town of Manitowish Waters**  
**1990**

	Number	% of Total
Less than 10 minutes	114	40.1
10 to 19 minutes	65	22.9
20 to 29 minutes	31	10.9
30 to 39 minutes	42	14.8
40 to 59 minutes	2	0.7
60 or more minutes	5	1.8
Worked at home	25	8.8
<b>Total</b>	<b>284</b>	<b>100.0</b>

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

#### **6.4 Economic Base Analysis**

The economy of Manitowish Waters is closely linked to the tourism industry, however tracking trends within this industry is often difficult due to lack of available data. The summer tourism season is a well established element of the overall economy. In the last decade, the promotion of winter recreational activities and a more aggressive fall program of events or tourism

opportunities has increased the year-round flow of customers and visitors to the area. The following sections will identify the economic base trends that are found in Manitowish Waters.

### Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, the state of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to a shift from an industrial-based to an information-based society and an aging population. The strong tourism base within the county has created a diverse economy with strengths in sectors not typical to the rest of the state.

Table 6-5 displays the number and percent of employed persons by industry group in the town, county and state for 2000. The greatest percentage of employment was found in the arts, entertainment, recreation, accommodation and food services segment of the economy for the town, and the educational, health and social services segment for the county, with 19.1% and 18.0%, respectively. The second greatest economic division for the town was in retail, 18.4%, followed by construction, 12.8%.

**Table 6-5**  
**Employed Persons by Industrial Sector**  
**Town of Manitowish Waters and Selected Areas**  
**2000**

Industrial Sector	Town of Manitowish Waters		Vilas County		State of Wisconsin	
	Number	% of Total	Number	% of Total	Number	% of Total
Agriculture, forestry, fishing and hunting, and mining	25	8.9	231	2.5	75,418	2.8
Construction	36	12.8	1,107	11.9	161,625	5.9
Manufacturing	11	3.9	643	6.9	606,845	22.2
Wholesale trade	7	2.5	264	2.8	87,979	3.2
Retail trade	52	18.4	1,457	15.7	317,881	11.6
Transportation and warehousing, and utilities	6	2.1	324	3.5	123,657	4.5
Information	4	1.4	145	1.6	60,142	2.2
Finance, insurance, real estate, and rental and leasing	16	5.7	425	4.6	168,060	6.1
Professional, scientific, management, administrative, and waste management services	15	5.3	489	5.3	179,503	6.6
Educational, health and social services	24	8.5	1,666	18.0	548,111	20.0
Arts, entertainment, recreation, accommodation and food services	54	19.1	1,536	16.6	198,528	7.3
Other services (except public administration)	14	5.0	460	5.0	111,028	4.1
Public administration	18	6.4	521	5.6	96,148	3.5
<b>Total</b>	<b>282</b>	<b>100.0</b>	<b>9,268</b>	<b>100.0</b>	<b>2,734,925</b>	<b>100.0</b>

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

## Employment by Occupation

In 2000, the majority of employed persons in the town of Manitowish Waters were in sales and office occupations, 31.2 (Table 6-6). For Vilas County the greatest percentage of employment was also in sales and office occupations, 28.1%. The town and the county had a fairly diverse occupational labor market in 2000.

**Table 6-6**  
**Employment by Occupation**  
**Town of Manitowish Water & Vilas County**  
**2000**

Occupation	Manitowish Waters		Vilas County	
	Number	% of Total	Number	% of Total
Management, professional, and related occupations	86	30.5	2,338	25.2
Service occupations	34	12.1	1,901	20.5
Sales and office occupations	88	31.2	2,608	28.1
Farming, fishing, and forestry occupations	16	5.7	128	1.4
Construction, extraction, and maintenance occupations	40	14.2	1,332	14.4
Production, transportation, and material moving occupations	18	6.4	961	10.4
<b>Total</b>	<b>282</b>	<b>100.0</b>	<b>9,268</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000. Only includes workers age 16 and over.

## Commuting Patterns

Table 6-7 represents 1994 commuting patterns of Vilas County residents. Approximately 1,173 workers commute out of Vilas County into other areas, primarily Oneida County. While 1,429 workers come from other areas to work in Vilas County and almost 5,800 residents work in the county.

## Wages

Table 6-8 displays the average wages by economic division for the county and the state. The greatest discrepancy between average wages in Vilas County and the state was in the transportation, communication and utilities sector where the county average wage was only 54.4% of the state average. Wages in the agriculture, forestry and fishing industry in the county was the only sector with average wages greater than the state.

**Table 6-7**  
**Commuting Patterns**  
**Vilas County**  
**1994**

Area	Commute Into	Commute From	Net Commute
Oneida County	1,314	748	-566
Iron County	126	40	-86
Forest County	27	7	-20
Price County	66	2	-64
Michigan	206	66	-140
Worked Elsewhere	60	17	-43
Total	1,173	1,429	256
Worked within Vilas County	5,746		

Source: WI Department of Workforce Development, Bureau of Workforce Information. Wisconsin's Commuting Patterns, 1994.

**Table 6-8**  
**Wages**  
**Vilas County**  
**1999**

Economic Sector	Annual Average Wage	State Average Wage	% of State Average
All Industries	\$19,420	\$29,609	65.6%
Agriculture, Forestry, Fishing	\$22,468	\$21,499	104.5%
Mining	NA	\$39,968	NA
Construction	\$24,623	\$36,772	67.0%
Manufacturing	\$23,258	\$37,773	61.6%
Transportation, Communication, and Utilities	\$18,094	\$34,523	52.4%
Wholesale Trade	\$31,526	\$38,048	82.9%
Retail Trade	\$13,288	\$15,066	88.2%
Finance, Insurance, and Real Estate	\$22,613	\$37,911	59.6%
Services	\$17,910	\$26,041	68.8%
Total Government	\$26,788	\$32,017	83.7%

Source: WI Department of Workforce Development, Bureau of Workforce Information, Employment, Wages and Taxes Covered by Wisconsin's U.C. Law, Tables 209-211.

## **Economic Base Analysis**

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

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

### **Location Quotient Analysis**

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

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

## **Basic Employment**

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

within the county will strengthen the county's economy as well as the economies of municipalities within the county.

**Table 6-9  
United States Employment Analysis  
1989 and 1999**

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

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

**Table 6-10  
Vilas County Employment Analysis  
1989-1999**

Economic Division	1989		1999		% Change 1989-99	LQ 1989	LQ 1999
	Employment	% of Total	Employment	% of Total			
Ag/Forest/Fish	87	1.2	(D)	NA	NA	1.0	NA
Mining	18	0.2	(D)	NA	NA	0.3	NA
Construction	736	9.8	1,440	13.7	95.7	1.5	2.0
Manufacturing	1,000	13.4	656	6.2	-34.4	0.8	0.4
Transportation/Utility	206	2.8	307	2.9	49.0	0.5	0.5
Wholesale	154	2.1	222	2.1	44.2	0.3	0.4
Retail	2,007	26.8	2,890	27.5	44.0	1.3	1.4
Finance/Ins./R.E.	518	6.9	854	8.1	64.9	0.7	0.9
Services	2,758	36.9	4,150	39.5	50.5	1.1	1.1
<b>Total</b>	<b>7,484</b>	<b>100.0</b>	<b>10,519</b>	<b>100.0</b>	<b>40.6</b>	<b>1.0</b>	<b>1.0</b>

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

## **Non-Basic Employment**

All of the remaining economic divisions are considered non-basic employment sectors. Industries which have an Location Quotient less than one suggests that they are not meeting local demand for that particular good or service. The finance, insurance, and real estate industry had a Location Quotient very close to one, indicating that local demand is being met and services or goods are not being exported. Overall, the Vilas County economy appears to be stable, showing little economic fluctuations for the ten year period shown. However, there has been a noticeable downturn in the manufacturing industry. The county's economy also reflects a dependence on tourism and seasonal factors.

## **Tourism**

Tourism is a major component in Vilas County's economy, as thousands of visitors travel to the area to take advantage of the over 1,300 lakes, large public forest lands, and diversity of recreational resources. Vilas County ranked 12th among 72 counties in Wisconsin in 2000 for total traveler expenditures. According to annual estimates prepared for the Wisconsin Department of Tourism by Davidson-Peterson Associates, travelers to Vilas County spent \$185.7 million in 2000, down .83% from 1999. This level of expenditures is estimated to directly and indirectly support 5,158 full-time equivalent jobs and provide over \$108 million of resident income.

Davidson-Peterson also estimates the tourism expenditures according to three seasons for the State of Wisconsin. Not surprisingly, about 48% of traveler expenditures occur during the summer season from May through August in Wisconsin. Expenditures from December through April from the winter and early spring seasons made up 29% of the total, while fall expenditures during September through November were 23%.

As noted before, the seasonal nature of the traveler expenditures has a significant impact on the fluctuations in employment rates throughout the year.

Accommodations such as motels, resorts, campgrounds and other lodging facilities generate an influx of visitors and business to Manitowish Waters. According to the Division of Health Licensed Accommodations List, a total of 316 rooms were available in Manitowish Waters in 1998. The rooms are located in 20 tourist rooming houses and rental cottages (1-4 rooms), two bed and breakfasts, 23 small motels and resorts (5-30 rooms in size), and one large hotels/motels (31+ rooms in size).

When these facilities are full during the peak summer visitor season, an estimated 4,827 day and overnight visitors are utilizing services in the community, according to 1998 UW-Extension estimates. A rough estimate of tourism impacts in Manitowish Waters can be derived by extrapolating the total tourism expenditures in Vilas County (\$185,720,336 in 2000) using the percentage of lodging accommodations available in the town versus county. Based on this extrapolation, Manitowish Waters may benefit from roughly \$12.2 million of expenditures from visitors each year.

There are some businesses in the town that should be considered assets due to their uniqueness and tourist attraction potential. Little Bohemia has significant historic importance as the place John Dillinger and federal authorities had an infamous shootout in 1934. Many people travel to the area to view the bullet holes that are still preserved in the windows of the original building. Voss's Birchwood Lodge, located on STH 51, still retains the charm of the lodges and resorts from the 1920's and 1930's. Surrounded by one of the oldest stands of pine in the town, the lodge is the embodiment of the northwoods character of the area. The areas where cranberries are grown in the town are also a unique experience and feature that attract tourists.

### Seasonal Residents Economic Impact

In addition to visitors to the town, people owning seasonal/recreational homes can also easily out-number the local residents during peak times during the summer and winter months. With 771 housing units used for seasonal/recreational or occasional use in Manitowish Waters (2000 Census), and assuming 2.15 persons per household use seasonal homes, about 1,658 additional seasonal residents may also be housed in the town during peak seasons, approximately 2.5 times the resident population. Almost 70% of all the housing units in the town are for seasonal/recreation use.

Seasonal homeowners also contribute expenditures for food and drink, recreation and equipment, auto and home supplies, construction and remodeling, professional and other services. A 1995 study of Recreational Homeowners in Wisconsin, estimated total expenditures of about \$127 million from seasonal residents in Vilas County.

A rough estimate of expenditures of Town of Manitowish Waters seasonal residents can be extrapolated from the proportion of seasonal housing units in the town (6.1%) versus county. Table 6-11 shows that roughly \$7.75 million of expenditures from seasonal residents help to stimulate the economy in the Manitowish Waters area.

**Table 6-11**  
**Recreational Homeowner Expenditures**  
**Town of Manitowish Waters Estimates**  
**1995**

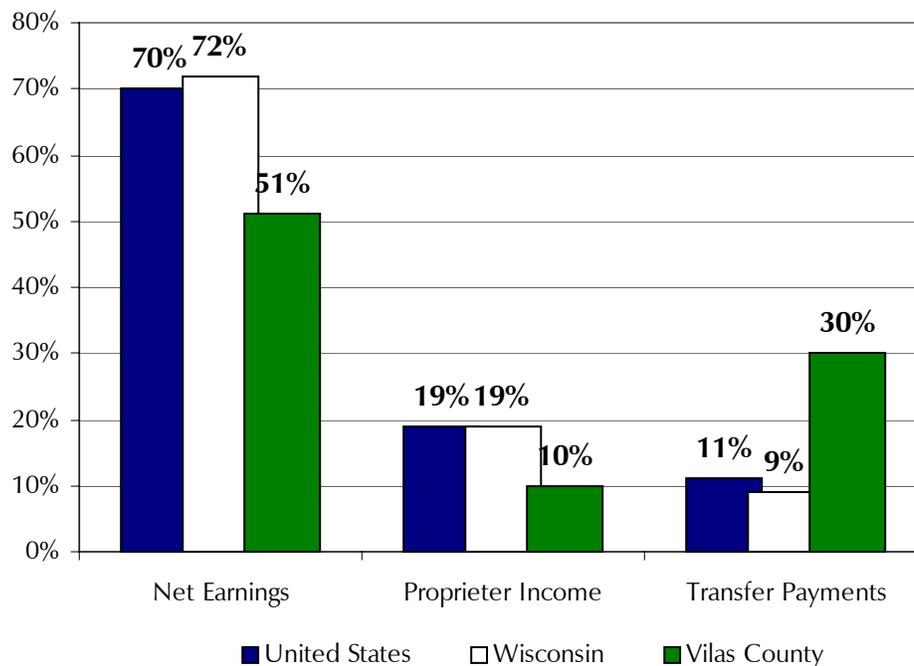
	Vilas County \$ in million	Manitowish Waters <sup>1</sup> \$ in millions
Food and Drink	15	0.92
Recreation and Equipment	9	0.55
Auto and Home	9	0.55
Construction and Remodeling	32	1.95
Professional Services and Other	62	3.78
<b>Total</b>	<b>127</b>	<b>7.75</b>

Source: UWEX, Tourism Research & Resource Center, Expenditures of Recreational Homeowners in WI, 1995. 1 - Extrapolated from county figures

## Retirement Sector

Retirees living with Manitowish Waters also contribute personal income in the form of transfer payments such as retirement fund income, social security and others. In Vilas County, transfer payments account for more of the personal income of residents than proprietor income. When compared to the rest of Wisconsin and the United States, the level of transfer payments is more than twice the percent of total income.

**Figure 6-2**  
**Major Sources of Personal Income**  
**U.S., Wisconsin and Vilas County**  
**1997**



Source: Woods & Poole Economics, Inc. Department of Agricultural and Applied Economics, U-W Madison/Extension

## 6.5 Desired Economic Development

The town has identified as an economic development objective to explore possibilities to increase and support commercial business, tourism related business, and possible light industrial growth within the planned commercial areas. These types of economic development most adequately fit the current and desired economic future for the town. New business development with compatibility to the rural, northwoods character of the community will be the most desired. Home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area would also be supported by the town during the planning period.

## **6.6 Strengths and Weaknesses Analysis (For Attracting and Retaining Businesses)**

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

### **Strengths**

- ◆ Natural resources of the area including forest, surface water and shoreland, open spaces and wildlife.
- ◆ Generally steady flow of tourist and visitors to the area on an increasingly year-round basis.
- ◆ Unique cranberry production areas and strong marketing program for tourist exposure.
- ◆ Rural, northwoods character that is not overly commercialized.
- ◆ Opportunity to develop professional home occupation business opportunity as people can live in the northwoods and tele-commute via the Internet.

### **Weaknesses**

- ◆ Over-dependence on the tourism industry to supply year round incomes to residents.
- ◆ Housing and land costs are among the highest in the county.
- ◆ Limited potential to find and keep employees as staffing issues are rated among the biggest challenges in northwoods business management.
- ◆ Seasonal nature of the population has many impacts on business.
- ◆ Many activities dependent on the seasons and associated activities. Lack of snow or bad weather has substantial impact.
- ◆ Limited public services such as sewer or water preclude the larger, manufacturing etc. related businesses from developing.

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

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

The town will explore possibilities to increase and support business development within or directly adjacent to existing commercial sites. The town will also review commercial development along areas of STH 51, CTH W, and the existing downtown area. Designation of potential commercial and light industrial lands will be based on the existing development pattern

and sound planning techniques in order to avoid incompatible land uses and negative environmental impact.

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

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

The Wisconsin Department of Natural Resources (WDNR), Environmental Protection Agency (EPA), and the Wisconsin Department of Commerce (WDOC) encourage the cleanup and redevelopment of environmentally contaminated sites for commercial or industrial uses. There are numerous state and federal financial incentive programs available to local governments, real estate developers, businesses, community organizations, and others to finance cleanup and redevelopment projects.

The WDNR has created the Bureau for Remediation and Redevelopment Tracking System (BRRTS) available on the internet. The tracking system is a searchable database of all the contaminated sites that are managed by the Remediation and Redevelopment Program. Using this tracking system a search was done for sites located within the town of Manitowish Waters.

Ten sites with leaking underground storage tanks (LUST) were identified within Manitowish Waters. All but two of these sites have been closed by the DNR. The search also identified two sites where spills have occurred, both of which have also been closed. Designation as a closed site indicates that a letter has been received by the DNR indicating that the site has been sufficiently cleaned up. There are currently no other known environmentally contaminated sites within the town that have the potential utilization for commercial or industrial use.

## **6.9 Economic Development Programs**

This section identifies economic development programs available to the town of Manitowish Waters. Some programs that are also economic related have been identified within earlier sections of the plan. The following list is not all-inclusive. For specific information a program representative should be contacted.

### **Wisconsin Department of Commerce**

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

**Main Street Program**

Helps communities revitalize their downtown areas. The National Main Street Center and state staff offer a comprehensive range of professional services that follow a four-point approach: organization, promotion, design, and economic restructuring.

**Community Development Block Grant Technical Assistance**

Available to local government officials, business persons, and local community and economic development organizations needing assistance in exploring financial and technical assistance options available to them.

**USDA, Wisconsin Rural Development Programs**

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. For more information visit the Wisconsin Rural Development web site at <http://www.rurdev.usda.gov/wi/index.html>.

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

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

## 7. Intergovernmental Cooperation

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

### 7.1 Intergovernmental Cooperation Element (IC) Goals and Objectives

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

***IC Goal 1: Establish mutually beneficial intergovernmental relations with other units of government.***

#### Supporting Objectives:

- IC-1.1 Pursue cooperative agreements regarding emergency services and growth management between the Town, Vilas County, and surrounding towns.
- IC-1.2 Identify alternative solutions to existing or potential land use, administration or policy conflicts that may hinder intergovernmental cooperation.
- IC-1.3 Coordinate the planning effort with Vilas County, adjacent towns, North-Central Regional Planning Commission, Wisconsin Departments of Administration, Transportation, & Natural Resources, and any other governmental unit that can add value to the planning process.

### 7.2 Intergovernmental Cooperation Policies

#### Policies

1. The town should continue cooperative planning efforts with Vilas County, surrounding towns, school districts, lake and recreation associations, and public service providers.
2. The town should work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.
3. The town should assess the potential for shared services that maintain or increase the level of public services at reduced cost.

### 7.3 Inventory of Existing Plans and Agreements

Formal cooperative arrangements in which the Town of Manitowish Waters currently participates are summarized in Table 7-1.

**Table 7-1  
Intergovernmental Arrangements  
Town of Manitowish Waters**

Entity	Partner(s)	Function and Service	Contract Type	Duration
Vilas County Sheriff's Department	Vilas County	Police protection/ water patrols	Intergovernmental	Ongoing
Vilas County Highway Department	Vilas County; County and State roads only in the town.	Road repair, paving & maintenance	Project specific	Per project
Road Department	Boulder Junction, Mercer Winchester	Snowplowing	Intergovernmental	Ongoing
North Lakeland Discovery Center	North Lakeland Elementary School, Towns of Boulder Junction, Presque Isle, Winchester	Community service, education, and recreation	No Contract; WDNR owns property; Lease with school district; Financial and facility support	Annual
Manitowish Waters Airport	Town Taxpayers	Air transport	Town owned	Ongoing
Emergency Management Coordination	Vilas County & Town Fire/EMS	Emergency and disaster response	Mutual aid	Ongoing
Manitowish Waters Fire & EMS Services	Town taxpayers; Fire Dept. is a separate entity. Town contracts with Dept. for service.	Fire & EMS services to town property owners	Town owned building; town pays for services; mutual aid with surrounding communities	Ongoing
Vilas County Landfill	County/Town partnership	Solid waste disposal	Intergovernmental	Ongoing

The Town of Manitowish Waters has substantial involvement in providing municipal service programs to town taxpayers. Police protection is provided by the Vilas County Sheriffs Department at substantial cost savings (assuming the town was to provide police service independently) The town is also expanding summer water patrol by the Sheriffs Department in 2002. The town also appears to very cost effectively participate in shared service programs. Besides the local fire department/EMS and airport services, most services are provided by the county or other entities, of which Manitowish Waters participates in financially to receive the service. Such is the case with the Vilas County Landfill Venture Group, which is an organization of all Vilas County municipalities (sans Land O' Lakes) commissioned to construct and operate the Vilas County Landfill. Each Vilas County municipality has a commissioner, or representative, in the Venture Group. The town is not involved with day to day activities of landfill administration, as an elected body (executive committee) of commissioners manages the operations. This arrangement allows for solid waste disposal at affordable rates for town taxpayers, as discussed in Chapter 4, Utilities and Community Facilities.

As the Town of Manitowish Waters invests in its capability to provide additional services, tax impacts must be reviewed and evaluated within the needs of the cost of the demand vs. supply. As is the situation now, participation in intergovernmental agreements with neighboring communities can be of benefit to those demanding service and those paying for it.

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

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

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

##### **Cities and Villages**

There are no villages within or adjacent to Manitowish Waters. The unincorporated area of Manitowish Waters lies within the town, and generally includes the downtown area and community center/town hall/airport area along STH 51.

##### **Surrounding Towns**

The Town of Manitowish Waters has several intergovernmental relationships as identified on Table 7-1. Coordination of land use and along the borders with adjacent towns should be considered in the border areas as Winchester and Presque Isle to the north and Lac du Flambeau to the south have adopted land use plans. Boulder Junction to the east does not have a land use plan but does have zoning. The situation with Boulder Junction is simplified however, as most of the border areas are held in public ownership and will have minimal development impact on either town. A current copy of an adjacent town's plan and preferred land use should be on file with Manitowish Waters for reference in case of a border land use or zoning issue. In addition, land divisions or approved uses that may affect community services, such as roads via increased traffic volumes or reconstruction, should be communicated to reduce potential travel conflict and coordinate emergency response routes.

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

##### **Vilas County**

The Town of Manitowish Waters and Vilas County have multiple areas of shared responsibility. Several county ordinances apply in the town, including shoreland zoning, non-metallic and metallic mining, sanitary, land division, and general zoning. The town also cooperated with

Vilas County on the Vilas County Comprehensive Outdoor Recreation Plan. The town has adopted and administers its own zoning ordinance, yet is still under the jurisdiction of the Vilas County Shoreland Zoning Ordinance. The communication and administration between the town and the county related to zoning may be the largest area of potential conflict, as a rezoning needs to be approved by the town first, then approved by the county. The county approved changes in the town zoning ordinance and town zoning map in 1998, and past precedence acknowledges the county and town have had a positive zoning relationship. Typically, the county will approve or deny a rezoning consistent with the town's preceding action. The county, as identified in the Vilas County Year 2020 Comprehensive Land Use Plan, will acknowledge the town's plans and will support the plan in zoning and land use related decisions as long as it is consistent with county goals and objectives. Coordination and communication will be a key component between the town and the county.

Zoning and land use is also an area that has much opportunity. The county and town need to work together to reduce redundancy and confusion in terminology between the town zoning ordinance and the county's regulations. The town has and will continue to communicate with the county to develop a mutually beneficial implementation program to ensure orderly and efficient land use planning. The town should also seek to continue coordination with the Vilas County Highway Department for transportation planning. The Vilas County 2002-2006 Outdoor Recreation Plan also bears significance as the town's participation and project identification allows potential funding opportunity through state and federal grants. The town should communicate with Vilas County relative to new or changing projects as the county plan will need to be revised to maintain project eligibility.

### **School Districts**

The town should work with the Lakeland School District to anticipate the future growth and facility needs of the district. Town population projections indicate a steady population, which should not affect enrollments from the town. Facility needs are apparent in any district over the long term, and the town should be cognizant of the potential enrollment impact of both growth and decline.

### **Regional Planning Commission**

There are nine regional planning commissions (RPC's) that represent 67 of 72 counties within the State of Wisconsin. Vilas County lies within the planning jurisdiction of the North-Central RPC. Manitowish Waters worked with North-Central in 1996-98 to develop a land use plan. For many reasons previously stated, the plan was developed in draft form and was not adopted. RPC's are designed to offer local planning assistance to county and municipal governments. Typical functions of an RPC include, but are not limited to; comprehensive, intergovernmental planning; transportation planning and programming; water quality planning; collecting and analyzing data; conducting studies; sewer service area planning; economic development planning and grant writing; and meeting area wide requirements so local jurisdictions can receive federal grants. Working with RPC's may offer many benefits and local assistance options to the town at a reduced cost compared to the private sector. Membership dues are required for membership.

## **Wisconsin Department of Natural Resources**

The Town of Manitowish Waters was awarded a Lake Protection grant to assist the town in the development of its comprehensive plan. The state of Wisconsin is also the largest landowner in the town via the NHAL State Forest. The state owns, manages, and maintains 10,463 acres, or 45.6% of the town for forestry, recreation, & wilderness. The town should continue to work with the WDNR to protect natural resources, as well as provide information and communication regarding land use and lake planning. It is equally important for the state to communicate with the town on matters related to lands held in state ownership.

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

STH 51 is the main travel corridor through the town. The town integrated all applicable state transportation plans and should continue planning and communication efforts with WDOT, as STH 51 will continue to have substantial impact on land use. Land use plans will need to be coordinated as TRANS 233, the WDOT access and use review regulation, applies along the corridor.

## **7.5 Intergovernmental Programs in Wisconsin**

### **66.0301 - Intergovernmental Cooperation**

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

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

### **66.0307 - Boundary Changes Pursuant to Approved Cooperative Plan.**

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

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan; a schedule for

changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan; and address the need for safe and affordable housing. The participating communities to the plan must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for state approval. Upon approval, the cooperative plan has the force and effect of a contract.

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

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

State Statutes require the RPC to perform three major functions:

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

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

### **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; and
- ◆ an analysis of the impact the incorporation would have on the metropolitan region.

## **7.6 Intergovernmental Cooperation Programs**

This section identifies programs with regard to intergovernmental cooperation. The following list is not all-inclusive. For specific information a program representative should be contacted.

### **66.0311 Intergovernmental Cooperation in Financing and Undertaking Housing Projects**

This statute allows for the issuance of bonds or obtaining other types of financing in coordination with another municipality, housing authority development authority or redevelopment authority. It also allows for planning, owning, constructing, operation and contracting with respect to a housing project. Consult the statute for further information.

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

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

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

Wisconsin Towns Association (WTA) is a non-profit, non-partisan statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's 1,266 towns and to improve town government. The association is organized into six districts and is

headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin.

### **Local Programs/Possible Initiatives**

#### **Joint Ownership Agreement Programs**

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

#### **Group Purchasing Agreements**

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

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

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

## **8. Land Use**

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

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

### **8.1 Existing Land Use**

Land use analysis starts by broadly classifying different types of activities relating to how land is used. Manitowish Waters' existing land use pattern was inventoried and mapped in the year 2000 as part of the Vilas County Comprehensive Land Use Plan. The land use inventory, and all mapping in that regard, served a primary purpose - to present existing conditions on maps to allow town planners, local officials, and the general public an opportunity to view conditions that affect land use and how those conditions relate to their ideas on growth and development.

The land use inventory classified land uses into seven categories as demonstrated in Table 8-1. Figure 8-1 and Map 8-1 also portrays the existing land use composition.

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

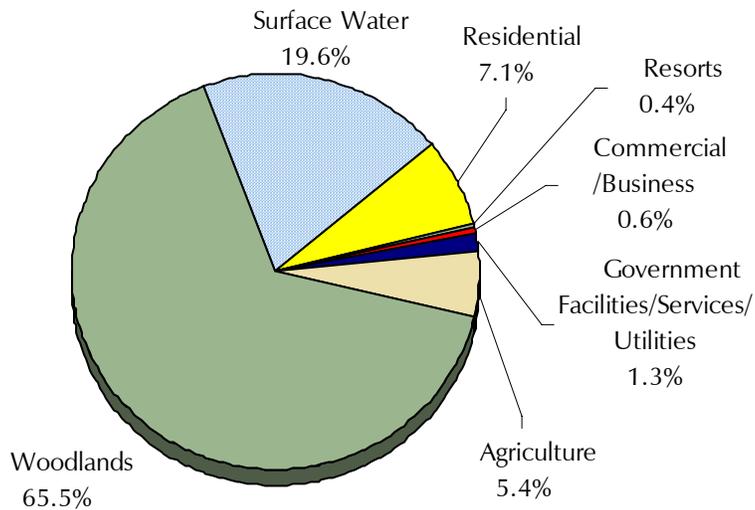
The land use development pattern was inventoried off of Vilas County aerial photography and field verified by county staff. The different land uses were classified by color and mapped via Geographic Information System (GIS) software and are discussed below.

**Table 8-1  
Existing Land Use  
Town of Manitowish Waters  
2000**

Land Use Category	Acreage	% of Total
<b>Intensive Land Use</b>	<b>2,167.9</b>	<b>9.5</b>
Residential	1,635.9	7.1
Resorts	81.2	0.4
Commercial/Business	145.8	0.6
Industrial	6.9	0.0
Government Facilities/Services/Utilities	298.0	1.3
<b>Passive Land Use</b>	<b>20,757.9</b>	<b>90.5</b>
Agriculture	1,242.7	5.4
Woodlands	15,012.5	65.5
Surface Water	4,502.7	19.6
<b>Total</b>	<b>22,925.8</b>	<b>100.0</b>

Source: Vilas County, 2001. Note: Totals do not include road acreage. Government Facilities/Services/Utilities includes 54.26 acre landfill.

**Figure 8-1  
Existing Land Use  
Town of Manitowish Waters  
2000**



Source: Vilas County, 2001

# Map 8-1 Existing Land Use

## **Residential**

Residential land use in Manitowish Waters is primarily concentrated around the densely developed Manitowish Chain of Lakes. Most lakeshore areas that are not under public ownership have some residential development occurring along the shoreline or immediate backlot areas. Historically, land use in the town has predominately been single-family, residential development along lakeshores. Although the town continues to boast many resorts and vacation lodging facilities on the Manitowish Chain, a continuing trend is single family condominium development resulting from subdivided or parceled off resorts. An additional residential pattern is large unit development on the lakeshore, often resulting in small cottages being bought and razed for development of larger structures. Overall, residential development occupies 7.1% of total land use.

## **Commercial/Business**

Commercial land uses in the town occupy only 0.6% of land use in the town. Commercial development can be classified into three separate areas, including the downtown on CTH W, along the STH 51 corridor, and resort and vacation lodging scattered around the major lakes on the Manitowish Chain. Resort commercial developments in the town are all lakeshore or partial lakeshore developments. There are only 6.9 total acres of industrial land use in Manitowish Waters.

## **Institutional/Governmental**

Institutional/governmental land use occupies around 300 acres and is concentrated centrally in the town along the STH 51 corridor. The Manitowish Waters Airport and associated town government make up the majority of the total acreage.

## **Agricultural**

Agricultural land use in the town is almost exclusively located in the southeast portion of the town, around the northern portion of Little Trout Lake and the southern portion of Alder Lake. This portion of the town is where the cranberry operations are located due to the ideal wetland features that are present there. The town has 600 cranberry producing acres, with agriculture occupying 5.4% of the total land use.

## **Woodlands**

Woodlands comprise the vast majority of all land uses that are found in Manitowish Waters, occupying 65.6% of the town. A large majority of the woodlands are publicly owned and have large wetland complexes scattered throughout. The woodland ownership pattern has a great deal to do with the town development pattern.

## **Surface Water**

The town of Manitowish Waters has approximately 4,503 acres occupied by surface water. The combination of the town having 20% of land area covered with water, and 45% of the land held in public ownership lends major attraction to and contributes to the pricing of land and the resulting development pattern found in the town.

The Town of Manitowish Waters is influenced by several key factors. These factors include:

1. Public Land ownership.
2. Privately owned lands adjacent area lakes.
3. The location and function of the Road Network.
4. The Natural Environment

## **Public Land Ownership**

The amount of public ownership is predominant within the Town of Manitowish Waters accounting for 10,463 acres, or 45.6% of the land area. (see Map 8-2). Of this total, 10,040 acres are owned in public ownership by the state through the Northern Highland-American Legion State Forest and 422 acres are in public ownership by the town. Together, public ownership of forestry lands and surface water account for 65% of the town, making nearly two-thirds of the town "non-developable", which contributes heavily to the development pattern.

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

Private land ownership accounts for approximately one-third of the town area and is generally located along the Manitowish Chain, and in the central and eastern portions of the town. Development is concentrated within these areas along the lakeshores and existing road network. The desire of property owners to establish seasonal or permanent residences along water bodies is very evident in the town of Manitowish Waters, as it is anywhere in Oneida or Vilas County. Three major trends are likely to continue throughout the planning period as they relate to this factor.

- ◆ Residential development will continue to be the focus of new development, both for seasonal and permanent residences, as the baby boomer generation migrates northward for retirement settings.
- ◆ Waterfront development pressure will decrease in number as fewer lakefront properties are available and associated frontage costs continue to increase. The size of structures will increase.
- ◆ Privately owned, woodland parcels will face most of the development pressure for subdivisions. Lakeshore backlot development and larger, wooded parcels will be the focus.

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

The STH 51 corridor will continue to function as the major traffic route through the town, and it provides primary access to the local road system. STH 51 provides complete accessibility to the town's highly desired natural features in a relatively short and easy drive from highly developed areas to the south. With planned four-lane expansion nearing Minocqua, the highway traffic will continue to increase as the private market continues to find Manitowish Waters a desirable community in which to live and work. In addition, STH 51 has the majority of commercial uses adjacent to it. Development will continue to occur along both the local road network and along STH 51 in conjunction with the private market demands for property development. The appearance of future commercial development should be addressed by the town to ensure compatibility to community character and surrounding properties, as people's perception of how something looks is of equal importance to what it is.

## **The Natural Environment**

Manitowish Waters has the Chain of Lakes consisting of 10 clear, clean lakes connected by navigable channels. More than 4,500 acres of surface water on 24 named lakes offers year round recreational opportunity. In addition, the town's 6,282 acres of wetlands covers 27.4% of the town. The vast wetland complexes afford the opportunity for cranberry production, a major tourist attraction and economic component. Towering stands of pine. Black skies at night. Abundant wildlife throughout the town, not to mention the 5,000-acre Powell Marsh Wildlife refuge. Good, friendly people. The factors driving development often relate to the physical amenities that stimulate investment. The town is located in the great northwoods and is symbolic of the abundant natural beauty and recreational opportunity associated with northern Wisconsin. The natural environment will continue to play a major role in how and where development is or is not. The question becomes one of value placement.

## **8.2 Land and Resource Management**

This section identifies the various natural resource management programs that are being utilized within the Town of Manitowish Waters. Utilization of these programs is important in preserving the town's rural character and natural resource base. Table 8-3 summarizes the current level of forest and land protection within the town of Manitowish Waters.

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

## State Owned Lands, Northern Highlands American Legion State Forest

The Northern Highlands/American Legion State Forest is located primarily in the western and northern portions of the town of Manitowish Waters. This forest was established in 1925 to protect the stream flow at the headwaters of the Wisconsin, Flambeau and Manitowish Rivers. It is the largest state property, occupying more than 220,000 acres in Vilas, Oneida, and Iron counties. Annually, more than two million visitors come to the forest seeking a variety of experiences. The forest includes numerous lakes and streams, and supports a wide variety of plant and wildlife species. In addition to providing abundant recreational experiences, the forest is also a working forest, which provides for timber production. With more than 10,000 acres of land in the town, the forest allows the town to maintain its wooded, rural character and is mostly responsible for the development pattern that exists today

The preparation of a master plan is required of all state-owned properties. Master plans identify how the property will be managed, used and developed, how it will look, and what benefits it will provide. In addition, goals and objectives for the area will be identified.

In 1997, the WDNR began revising the master plan for the Northern Highland American Legion State Forest that was initially created in 1982.

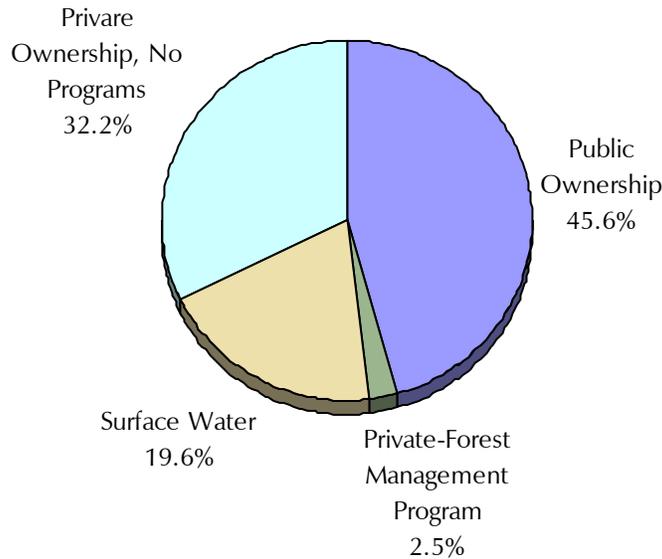
The planning process for the NHAL is in its final phase of review and Natural Resource Board approval.

**Table 8-2**  
**Land and Resource Management**  
**Town of Manitowish Waters**  
**1999**

Program	Acres	% of Total
<b>Public Ownership</b>	<b>10,463.1</b>	<b>45.6</b>
State Lands/Forest	10,040.5	43.8
Town Lands/Forest	422.6	1.8
<b>Private-Forest Management Program</b>	<b>576.9</b>	<b>2.5</b>
Managed Forest Law	541.3	2.4
Non-profit Conservation/Education Organization	35.6	0.2
<b>Surface Water</b>	<b>4,502.7</b>	<b>19.6</b>
<b>Private Ownership, No Programs</b>	<b>7,383.1</b>	<b>32.2</b>
<b>Total</b>	<b>22,925.8</b>	<b>100.0</b>

Source: WDNR Land and Resource Protection Calculations, 1999, North Central Regional Planning Commission, 1999.

**Figure 8-2**  
**Land and Resource Management**  
**Town of Manitowish Waters**  
**1999**



Source: WDNR Land and Resource Protection Calculations, 1999. North Central Regional Planning Commission, 1999.

**Managed Forest Law (MFL)**

The purpose of the Managed Forest Law is to promote sound forestry management practices by providing property tax reduction incentives to landowners. Wooded parcels at least ten acres in size are eligible to be enrolled in the program. However, at least 80% of the land must be productive forestland (timber producing). Lands may be enrolled for either 25 or 50-year periods, requiring a long-term commitment, also providing long-term protection from property tax escalations. Land occupied by residences and commercial buildings are not eligible, however cabins, hunting shacks and utility buildings are allowed though will be taxed as personal improvements.

# Map 8-2 Natural Resource Management

Preparation of an approved forestry management plan is required. A WDNR forester can prepare this at no charge. Practices identified in the plan must be carried out for the duration of the contract period. Mandatory management activities required by the law include cutting mature timber, thinning plantations and natural stands, pine release, planting, post harvest treatments, and soil conservation practices. The MFL program is managed by the WDNR. The town has 541 acres enrolled in the MFL program.

Private landowners in the town should be encouraged to participate in the Managed Forest Law program, or engage in some other form of formalized forest management practices, to ensure the preservation and health of the town's woodlands which defines its "northwoods" character. There are numerous benefits which result from participation in forestry management programs, including:

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

There are a variety of other forest and land management programs and tools which are available for town residents to participate in and use. The following briefly explains these tools, and where more information can be received.

### **Lake Associations**

Lake Associations aim to improve, protect and preserve their representative water resources by promoting proper lakefront management practices and obtaining funds to complete lake studies/lake management plans, among other activities. The Manitowish Waters Lakes Association was established in 1992 with the purpose to maintain, protect, and enhance the quality of the Manitowish Chain of Lakes and other waters in the town for the collective interests of its members. The association is active in a stocking program and general lake management planning and management in cooperation with the WDNR, Vilas County, and the Wisconsin Lakes Association.

### **8.3 Building and Development Trends**

Land use activity can be tracked by a variety of means. Typically the issuances of permits relate the incidence of new housing starts, rezonings, or the number of land transactions into activity trends that impact the landscape. Table 8-4 provides figures for total parcels created over the last 20 years. Permits related to various land development activities are found in Table 8-5.

**Table 8-3  
Number of Total Parcels  
Town of Manitowish Waters  
1980-2000**

1980	1990	2000	# Change 80-90	% Change 80-90	# Change 90-00	% Change 90-00
1,575	1,755	1,837	180	11.4%	82	4.7%

Source: Vilas County Zoning Office.

The Town of Manitowish Waters has averaged 12 residential building permits (new home construction) per year since 1980. Commercial permit activity has been low, with only 32 permits issued since 1980, or an average of one permit per year. For purposes of this report, it is assumed the building permit is intended for a new structure, not replacement of an existing structure. Vilas County does not track new/replacement information as a part of the permitting process. According to Vilas County Zoning Department staff, the percentage of replacement buildings per total permits granted is less than five percent on a countywide basis.

Overall, 159 lots or five acres or less was divided between 1980 and 2001, and 322 new sanitary permits were issued. According to Table 8-6, 260 residential building permits were issued during the same time frame. Comparing the building permit data to sanitary permits, and the number of lots created, a general indication of land conversions can be constructed.

**Table 8-4**  
**Composite Permitting Figures**  
**Town of Manitowish Waters**  
**1996-2000**

	1996	1997	1998	1999	2000
Dwellings	7	4	9	13	14
Garages	18	25	26	27	27
Additions/Alterations	42	45	35	44	36
Accessory Buildings	14	5	6	13	8
Mobile Homes	0	0	0	0	0
Sanitation	32	32	31	42	47
Boathouses	1	3	1	4	1
Other Structures	1	1	2	12	10
Commercial Structures	1	1	0	3	1
Other Additions/Alterations	3	3	1	0	5
Miscellaneous	4	14	11	11	4
Total	123	133	122	169	155
Estimated Value	\$2,651,893	\$2,211,450	\$3,968,348	\$4,669,521	\$4,556,874

Source: Vilas County Zoning Office.

**Table 8-5**  
**History of Development Activity**  
**Town of Manitowish Waters**  
**1980-2001**

Item	Activity	Total 80-90	Total 91-01	Total 80-01
Rezoning	Petitions	3	4	7
	No. of Lots	198/98 Ac <sup>1</sup>	1/531 Ac <sup>1</sup>	199/629 Ac <sup>1</sup>
Subdivisions <sup>2</sup>	No. of Plats	12	13	25
	No. of Lots	101	58	159
Conditional Use	No. Permitted	3	5	8
Condos	No. Submitted	5	8	13
	No. of Units	18	44	62
Sanitary	New	166	156	322
	Replace	156	283	439
Commercial Dev.	Permit	21	11	32
Residential (new)	Permit	117	143	260

<sup>1</sup>In some cases, acreage was rezoned in entirety and the acreage was recorded, not the number of lots. The total acreage rezoned is not reflected for the time period.

<sup>2</sup>The number of lots and plats do not include lot splits, outlots or lots greater than 5 acres.

Source: Vilas County Zoning Office.

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

Table 8-7 reports the estimated total acreage that will be utilized by residential, commercial/industrial, government/institutional and agricultural land uses for five-year increments throughout the planning period, in accordance with Smartgrowth planning requirements. These future land use demands are largely dependent upon population increases as well as a number of other factors.

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

Year	Residential	Commercial/Industrial	Government/Institutional	Agricultural
2000	1,635.9	233.9	298.0	1,242.7
2005	1,630.8	233.2	297.1	1,234.0
2010	1,625.8	232.5	296.2	1,225.4
2015	1,618.2	231.4	294.8	1,216.8
2020	1,613.1	230.6	293.8	1,208.3
2025	1,608.0	229.9	292.9	1,199.8

Commercial/Industrial includes resorts, commercial/business, and industrial.

Year 2000 acreage figures are the existing land use acres for each land use category within the town while year 2005 to 2025 acreage calculations are projected by utilizing linear trend population projections, as presented in the Issues and Opportunities Element. Projected demand for residential, commercial/industrial and government/institutional land use assumes that the ratio of the town's 2000 population to the current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for residential use in the future as today. The projected decrease in agricultural land use is based on Wisconsin trends from 1992 to 1997. Data from the 1997 Census of Agriculture, show that farmland decreased by approximately 0.7% per year from 1992 to 1997. Therefore, projected agricultural land use acreage assumes these trends will continue. Census of Agriculture information was not available for Vilas County; therefore Wisconsin agriculture trends were used.

## 8.5 Development Regulations

Development regulation plays a critical role in land use planning as the plan provides little value to the town if the plan recommendations are not implemented. In addition, the Smart Growth planning statute has a consistency requirement mandating the comprehensive plan and the associated implementing ordinances be consistent with each other by the year 2010. Consistency requirements, combined with development regulation administration, will play a prominent role in how successful Manitowish Waters will be in managing growth. Successful plan implementation does not always have to be a function or result of regulation, as is discussed in the Implementation chapter. However, the Smart Growth law requires consistent application of plans and ordinances and this section will address that.

Both the town and Vilas County, depending on the function, currently administer development regulations and other land use controls governing the town. A general description of existing land use controls and related issues pertaining to Manitowish Waters are presented in this section. For more information, the applicable ordinance must be consulted.

## **Zoning**

Under Wisconsin Statutes, counties (and local units of government) are authorized to adopt "zoning" ordinances. Zoning is one method for implementing or carrying out the "land use plan" by predetermining a logical pattern of land use development. A zoning ordinance consists of a map and a written text. The zoning map arranges the community into districts or zones...conservancy, agriculture, residential, commercial, industrial, etc. Within each of these districts, the text of the zoning ordinances specifies the permitted land uses, the size of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The goal of the zoning ordinance is to secure a reasonable development pattern by keeping similar and related uses together and separating dissimilar, unrelated and incompatible uses; particularly in relationship to transportation facilities, utilities and public services and facilities.

A county may promulgate a zoning ordinance as described above for the unincorporated areas of the county, that is, outside the corporate boundaries of cities and villages, but it is only effective if a town adopts it for application to its jurisdiction. In the absence of a county zoning ordinance, towns can adopt their own zoning ordinances, but if there is a county ordinance in place and a town wants to adopt zoning, it must adopt the county ordinance, or have the county approve a separate ordinance for that town. This is the case in Manitowish Waters. The county must first approve any ordinance, ordinance revision, or amendment to a "town" zoning ordinance under these conditions before it may become effective. The Vilas County General Zoning Ordinance and Shoreland Zoning Ordinance No. 85 was originally adopted January 15, 1985, and amended (#85-134) May 17, 1999, and revised May 4, 2000.

The Town of Manitowish Waters has its own zoning code, titled the *Manitowish Waters General Zoning Ordinance, 86-1*, adopted March 18, 1986. The zoning regulations vary from Vilas County zoning districts, as represented in Table 8-7, as the town is more specific and restrictive than Vilas County. The town is still under county zoning, however. The county has approved the town ordinance and must approve modifications to the town code. The town has a Zoning Administrator who administers the zoning ordinance in conjunction with the Manitowish Waters Planning Commission (formally the Zoning Committee). The zoning map is shown on Map 8-3, with the associated zoning district information shown on Table 8-8 and Figure 8-3.

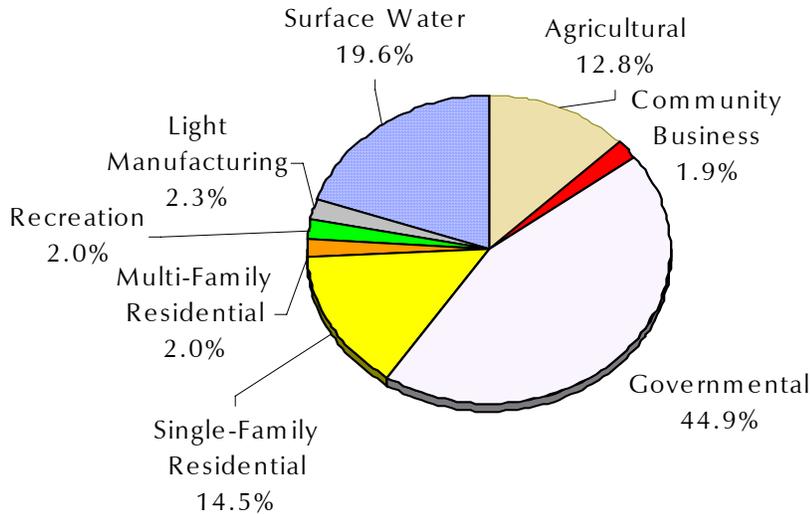
**Table 8-7**  
**Zoning District Comparison**  
**Manitowish Waters and Vilas County**

Town Zoning District	County Zoning District
Single Family Residential	Single Family Residential
Multiple Family Residential	Multi-Family Residential
Community Business	Community Business
Recreation	Recreation
Light Manufacturing	---
Agricultural	Agricultural
Governmental	Forestry
	All Purpose
	General Business
	Industrial
	Metallic Mineral Exploration
	Metallic Mining and Processing

**Table 8-8**  
**Manitowish Waters Existing Zoning**  
**2002**

Zoning District	Acres	% of Total
Agricultural	2,927.1	12.8
Community Business	436.8	1.9
Governmental	10,282.5	44.9
Single-Family Residential	3,334.2	14.5
Multi-Family Residential	453.2	2.0
Recreation	456.1	2.0
Light Manufacturing	533.2	2.3
Surface Water	4,502.7	19.6
<b>Total</b>	<b>22,925.8</b>	<b>100.0</b>

**Figure 8-3  
Existing Zoning  
Town of Manitowish Waters  
2002**



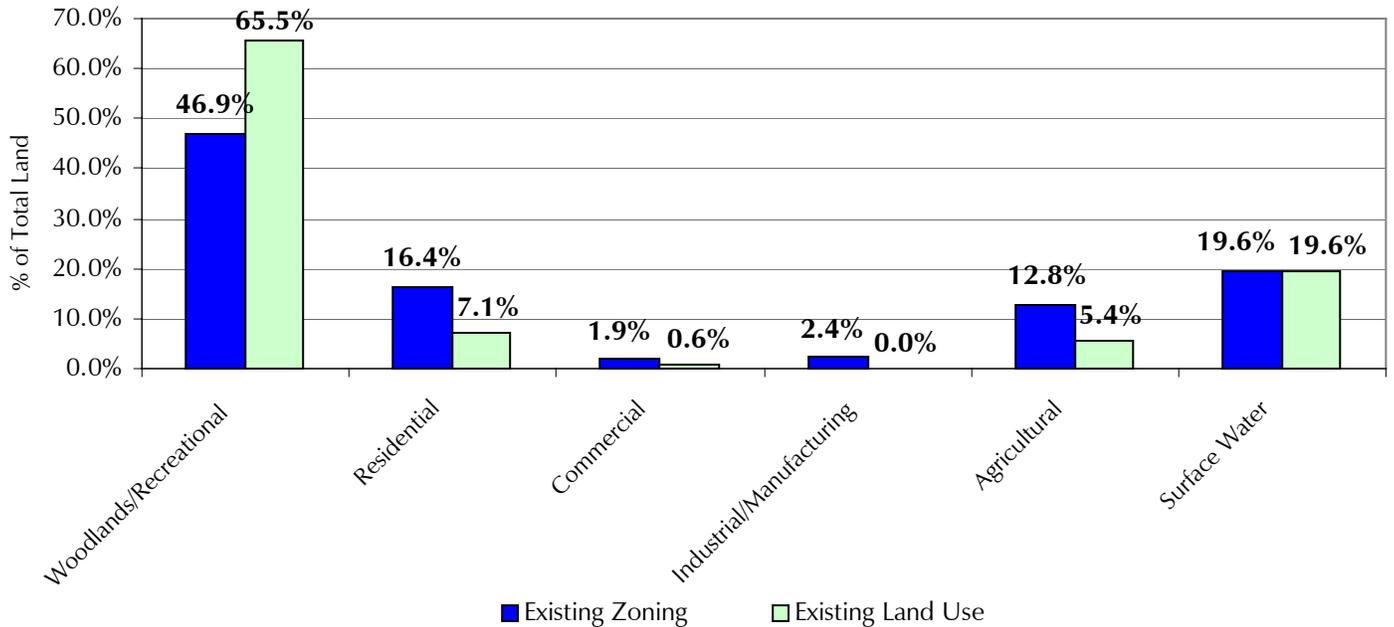
Source: Foth & Van Dyke, 2002; Town of Manitowish Waters.

Appendix C has the Manitowish Waters Zoning Code (Article IV only). Article IV includes the zoning district regulations, which describe the zoning districts in detail, permitted and conditional uses and yard and building requirements. As is the case in many communities, the zoning ordinance and zoning map has been the town’s main growth management tool.

In Manitowish Waters, there is wide variance between how lands are used versus how they are actually zoned. Figure 8-4 displays the inconsistencies between the existing land use and the existing zoning. Although the uses may vary, the location of zoning districts is closer to reality as most of the lakeshore areas are zoned for single-family residential and parts of the STH 51 corridor are zoned for community business.

# Map 8-3 Existing Zoning

**Figure 8-4  
Existing Land Use, Existing Zoning Comparison  
Town of Manitowish Waters  
2001**



Source: Vilas County Zoning Office.

**Manitowish Waters, Existing Ordinances and Plans**

The town has a code of ordinances that regulate activity and operations in the town, as well as other freestanding regulations. Table 8-9 displays the existing ordinances and plans in Manitowish Waters. The most applicable ordinance affecting land use is the zoning code.

**Vilas County Subdivision Control Ordinance**

Besides the town codes and ordinances, Vilas County, as part of its land use regulation, established language governing the division of land into smaller parcels (Subdivision Control Ordinance, Ordinance #81). These standards are in addition to the zoning and shoreland protection ordinance, and are effective throughout the county. The town adopted the county’s subdivision regulations by reference in the Manitowish Waters Zoning Ordinance. Land division regulations require the developer or landowner to meet certain conditions such as complying with street and lot layout design standards in order to receive subdivision approval.

**Table 8-9  
Ordinances and Plans  
Town of Manitowish Waters  
2001**

Ordinance or Plan	Apply	Location/Function
Town Zoning	Yes	Chapter 17, Code
County Zoning	Yes	County approval on rezoning etc.
County Shoreland Zoning	Yes	Chapter 19, Code and Vilas County Shoreland Regulations
Land Division/Land Use Ordinance	Yes	Adopted County Code
Sign Ordinance	Yes	Chapter 17, Code
Design Review Ordinance	Developed	Guidelines Only
Mobile Homes Ordinance	Yes	Chapter 17, Code
Airport Regulations	Yes	Chapter 21, Code
Condominium Ordinance	Yes	Chapter 17, Code
Lake and Water Access Ordinance	Yes	County Regulations
Minimum Lot Width	Yes	Chapter 17, Code
Traffic/Roads	Yes	Chapter 7, Code
Driveway/Private Roadway Ordinance	No	
Land Use Plan	Yes, 1998	Guidelines Only
Economic Development Plan	Yes	Town/Chamber Coordination
Outdoor Recreation Plan	Yes	Part of 2001 Vilas County Outdoor Recreation Plan (CORP)
Bicycle and Pedestrian Plan	No	Some provisions in CORP
Fire Protection	Yes	Chapter 5, Code
Emergency Government	Yes	Chapter 6, Code
Public Works	Yes	Chapter 8, Code
Public Place and Good Order	Yes	Chapter 9, Code
Public Nuisances	Yes	Chapter 10
Health and Welfare	Yes	Chapter 11
Licenses and Permits	Yes	Chapter 12
Lakes and Beaches	Yes	Chapter 20
Administrative Review procedure	Yes	Chapter 24
Construction and Effect of Ordinances	Yes	Chapter 25

The town's minimum lot sizes must be met under the zoning regulations, and the land division must meet the county requirements. The county land division and subdivision ordinance defines subdivisions as the division of a lot, parcel or tract of land by the owner thereof or his agent for the purpose of transfer of ownership or for building development.

1. Where the act of division creates five or more parcels or building sites of 1½ acres each or less in area, no parcel shall have a depth greater than 655 feet in length for the express purpose of gaining over the 1½ acres in area, or
2. Where the act of division creates five or more parcels or building sites of 1½ acres or less in area by successive division with a five-year period.
3. No. 1 and 2 above shall require a recorded subdivision under the provisions of Chapter 236, Wisconsin Statutes.

4. A land division where three or more parcels of less than five acres each or less in area will be created within a five-year period is not a subdivision pursuant to Chapter 236.02(8) Wisconsin Statutes. However, it still needs to be reviewed by the county planning agency pursuant to the specifications enumerated in the county ordinance.

### **Vilas County Private Sewage System Ordinance**

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

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

1. Developing a sanitary permit program that continues to ensure public health, safety and welfare to the residents and visitors of Vilas County as well as protecting surface and groundwater resources found in Vilas County.
2. Prohibiting technologies such as evapotranspiration beds in a climate such as that found in Vilas County where the precipitation throughout the year is equal to or exceeds evaporation.
3. Limiting the use of holding tanks to protect surface water and groundwater resources.
4. Phasing out failed systems.
5. Create and maintain specification files for complex systems.
6. Maintain and improve the permit approval process.
7. Maintain and improve the inspection and enforcement process for new system installations.
8. Maintain and improve a maintenance and tracking program for systems previously installed as well as newly installed systems.
9. Allow municipal ownership of systems serving multiple structures.
10. Limit the use of constructed wetlands to ensure adequate treatment during winter months.
11. Provide communication to installers and maintainers to ensure proper installation and maintenance of systems.

12. Provide an administration process for implementing the ordinance.
13. Promote technologies that provide protections to the groundwater and surface water of Vilas County.
14. Promote processes to identify poorly sited systems and require corrections to these systems to ensure quality groundwater and surface water within Vilas County.
15. Promote equipment and technology with fewer maintenance requirements.
16. Promote technologies that limit acclimation upsets and provide longer buffering capabilities.

### **Vilas County Non-Metallic Mining Reclamation Ordinance**

The intent is to restore the site to a purposeful landscape appearance and use. The purpose of this ordinance is to establish a local program to ensure the effective reclamation of non-metallic mining sites on which non-metallic mining takes place in Vilas County after the effective date of this ordinance, in compliance with Chapter NR 135, Wisconsin Administrative Code and Subchapter I of Chapter 295, Wisconsin Statutes.

### **Vilas County Year 2020 Comprehensive Land Use Plan**

Vilas County is in the process of developing a comprehensive land use plan for the county. At this point, eight of 14 towns have or are near completion of plans. Manitowish Waters would be the ninth full-scale plan to be completed in the county. In essence, the county plan is the combination of the local plans. Manitowish Water's plan will be submitted to the county for review and inclusion into the county plan upon adoption by the town.

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

The following tables detail trends in agricultural and forestland sales for Vilas County. Forest land sale trends from 1999 to 2001 indicate that while there is a decreasing amount of acres sold, whether for continued forest use or not, the value of forest land is increasing. Forestland that is converted to other uses is also valued significantly higher than forest land that remains in forest use. Forestland increased as a total of the town's equalized value, and will continue to experience significant gains in value in the marketplace. It is not uncommon in the northwoods to see forest land values increase by double digits on a yearly basis.

**Table 8-10**  
**Agricultural Land Sales**  
**Vilas County**  
**1998-2001**

	1999	2000	2001	# Change 1999-2001	% Change 1999-2001
<b>Agricultural land continuing in agricultural use</b>					
Number of transactions	2	0	2	0	0.0%
Acres sold	5	0	60	55	1100.0%
Dollars per acre	\$1,840	\$0	\$1,193	-\$647	-35.2%
<b>Agricultural land being diverted to other uses</b>					
Number of transactions	3	0	0	-3	-100.0%
Acres sold	134	0	0	-134	-100.0%
Dollars per acre	\$1,333	\$0	\$0	-\$1,333	-100.0%
<b>Total of all agricultural land</b>					
Number of transactions	4	0	2	-2	-50.0%
Acres sold	139	0	60	-79	-56.8%
Dollars per acre	\$1,351	\$0	\$1,193	-\$158	-11.7%

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

**Table 8-11**  
**Forest Land Sales**  
**Vilas County**  
**1998-2001**

	1999	2000	2001	# Change 1999-2001	% Change 1999-2001
<b>Forest land continuing in forest land</b>					
Number of transactions	30	21	12	-18	-60.0%
Acres sold	2,452	1,474	402	-2050	-83.6%
Dollars per acre	\$1,404	\$1,468	\$1,504	\$100	7.1%
<b>Forest land being diverted to other uses</b>					
Number of transactions	9	7	5	-4	-44.4%
Acres sold	485	338	391	-94	-19.4%
Dollars per acre	\$2,015	\$2,523	\$1,931	-\$84	-4.2%
<b>Total of all forest land</b>					
Number of transactions	39	28	17	-22	-56.4%
Acres sold	2,937	1,812	793	-2144	-73.0%
Dollars per acre	\$1,505	\$1,664	\$1,715	\$210	14.0%

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

## 8.7 Land Use Trends and Growth Pressures

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

1. Lakeshore areas will continue to receive the bulk of the residential development pressure. Residential will also occur on larger lot, off-water, and forested areas.
2. Commercial development demands are anticipated along STH "51" corridor and CTH "W" in the downtown area.
3. Permanent population is not projected to grow through the year 2020; seasonal population growth is expected to increase.
4. It is estimated between 200 and 250 new homes will be developed in the town over the next 20 years.
5. The town will continue to see larger houses along the lakeshore and increased demand for higher density developments on lakefront property.
6. The town's median housing values will most likely continue to be among the highest in Vilas County, and single family residential will be the town's primary housing stock.
7. Traffic volumes are forecasted to increase significantly along the STH "51" corridor, and to some degree along CTH W.
8. Increased demand for services and housing related to the aging population will occur over the next 20 years.
9. The town's economic strengths are expected to continue in the service and retail sectors.
10. Recreation and tourism will continue to play a major role in the local and regional economy.
11. Multi-use trails and outdoor recreation opportunities will be developed to accommodate increased demands.
12. The town will experience increased traffic on local roads resulting in additional road maintenance and construction costs.
13. The Town will likely experience an increase in the development of home occupational businesses as society continues to make the transition from an industrial-based society to an information-based society as a result of advancements in computer technology and access to the Internet.
14. Growth will increase the demand for local services such as fire and police protection, emergency rescue and recycling.

## 8.8 Preferred Land Use

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

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

## 8.9 Land Use Element (LU) Goals and Objectives

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

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

### **Supporting Objectives:**

- LU-1.1 Identify preferred land use areas which contain areas of similar feature and function and can coexist with one another (i.e. agricultural, residential, commercial etc.).
- LU-1.2 Identify natural resources, environmentally sensitive features, open spaces, cultural and historic resources so that these areas can be preserved and integrated as a valuable feature of new development.
- LU-1.3 Conserve the majority of the town's rural lands by focusing new areas of growth within or near existing areas of development where adequate public facilities and services exist or are planned.
- LU-1.4 Identify preferred areas for rural residential growth outside of existing developed areas such that impacts on productive farmland, forestry, natural areas and open space are minimized.

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

**Supporting Objectives:**

- LU-2.1 Complete a mapping inventory of land use, zoning, resource protection (ownership), water features, community facilities and natural resources to evaluate the conditions, features, density, location and uses that occupy the land.
- LU-2.2 Analyze land use trends and potential land use conflicts that may impact development or redevelopment.
- LU-2.3 Develop a preferred land use map for the preferred use, location, and density of land uses for the next twenty years.
- LU-2.4 Establish basic design standards to protect and promote the character of the Town, while also buffering incompatible land uses.

**8.10 Land Use Policies**

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

**8.11 Land Use Programs**

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

**8.12 Preferred Land Use Map and Classifications**

The Year 2020 Preferred Land Use Map represents the desired arrangement of preferred land use on the Town of Manitowish Waters landscape 20 years into the future. Preferred land use was classified into nine categories to broadly identify the desired future condition of lands defined within the class boundary. This plan is intended to reflect community desires and serve as a guide for local officials to coordinate and manage future development of the town.

The following preferred land use classifications are proposed to allow discussion and debate. The classifications are not zoning districts and do not have the authority of zoning. Although advisory, the preferred land use map and classifications are intended to be used by town officials as a guide when reviewing lot splits, re-zoning requests, and revisions to the town zoning map as necessary. It is also the intent of the Preferred Land Use Map and Classifications to coordinate uses that occur within the planned areas. As an example, a planned residential area may be zoned commercial. A property owner who wishes to construct a residence will be consistent with the plan and should apply for a rezone to residential. However, some zoning districts allow for multiple uses, so a rezone may not be necessary to be compliant with the plan. In that case, the new residential use should be consistent with the plan in regards to residential density, lot size, and setbacks, not the commercial zoning regulations.

## **Single Family Residential (Yellow) Overview**

- ◆ Preferred Use & Location? Single-Family residences located along and in proximity to lakeshore areas and developed areas with road and highway access.
- ◆ Density? Low density residential area; one additional guesthouse possible.
- ◆ Lot size? 2.0 acre backlots, 50,000 square feet lake lots with 200 feet minimum frontage; includes lots of record under 200' wide created prior to 1986 town regulations.
- ◆ Conditional Uses? Home Occupations in accordance with existing zoning standards.
- ◆ Purpose? Quiet, comfortable living.
- ◆ 13.5% of total preferred land use.

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

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

Planning for residential areas along the lakeshore makes sense, as the private market will continue to exert pressure for on or near water development. In addition, the town road network, which was constructed over time to serve the developing lakeshore areas, now can serve a majority of the developed or planned development areas of the town without much additional expense. Although residential densities are significant along the lakeshore areas, no public water or sewer service is available, nor will be in the foreseeable future. All water and sewer needs are provided by private onsite systems. The town has already addressed this issue with larger minimum lot sizes and frontage requirements than Vilas County. In terms of types of residential development, duplexes, multifamily and condominium developments would not be consistent with the existing land uses and character of development surrounding the areas planned for single family. Higher density development should not be considered without the installation of adequate waste disposal, conditions applied through a plan amendment as indicated in the implementation element, and public input.

The lakeshore areas in the town also used to have many resorts and vacation accommodations, which in essence helped build the town and its character. Over time, a majority of the resorts have gone out of business and have been converted to housing. The remaining resorts have been designated as such on the preferred land use map. Other than resorts, very little commercial development has taken place along the lakes within the town. In general, future commercial

development is not compatible with the existing land use pattern and should be steered to the commercially planned areas.

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

Lakeshore properties should be allowed to develop at densities in accordance with the Town of Manitowish Water’s zoning ordinance and/or within the provisions set forth in the Vilas County Lake Classification System and Vilas County Shoreland Zoning Ordinance.

### **Policies and Recommendations**

- , Support the current existing town and county regulations that affect lakeshore development.
- , Limit commercial development along the waterfront in areas that are not designated for such uses within the comprehensive plan.
- , Encourage single-family residential development as the preferred type of land use along the lakeshore.
- , Encourage development that preserves and protects the natural features of the site and water resource.
- , Promote education programs that inform lakefront property owners of the benefits of a natural shoreland.
- , Consider incentives to encourage shoreland owners to protect the shoreland.
- , Work with Lake Associations to enforce programs that promote responsible use of the lakes.
- , Encourage stormwater management by limiting impervious services and runoff that may occur as a result of development.

### **Multiple Family Residential (orange) Overview**

- ◆ Preferred Use & Location? Multiple residences grouped together, including condos, apartments, & townhouses; limited single family uses. Located generally along or in close proximity to STH 51; limited lakeshore development.

- ◆ Density? Higher than single family; Planned Unit Development (P.U.D.) requirements to allow town review and set conditions of development.
- ◆ Lot size? Proposed on-water lots: The first unit requires 60,000 square feet, 300-foot lot width at the shoreline. 15,000 square feet + 30' additional lot width for each contiguous dwelling unit. Off-water lots must have two acres for the minimum lot size plus 15,000 square feet for each additional dwelling unit.
- ◆ Conditional Uses? Limited recreational uses; Home Occupations.
- ◆ Purpose? Community living at higher density using P.U.D. review.
- ◆ 1.0% of total preferred land use.

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

This classification is intended to provide for areas of higher density development and to minimize the potential conflict larger, higher density development typically creates when constructed in low-density, single family areas. The town has more areas currently zoned for multi-family than the plan is recommending, which is in accordance with property owners who have land within the classification. In addition, the town is recommending a provision be added to the existing town regulations that would require a multi-family development application to meet provisions as specified within a Planned Unit Development (P.U.D.) provision. The P.U.D. provision would be added to the existing zoning code and would allow the town development and site plan review prior to a development approval. The town could require the developer to provide development detail as to what is being proposed. At a minimum, the P.U.D. provision could require a development application to submit a site plan which would include the location of existing buildings and drives; location of proposed new principal and accessory buildings; location of proposed driveways and access points to public streets; and location of proposed septic systems, landscaping, parking, recreation areas or trails, and a myriad of other requirements depending on the proposal. As the population ages, multi-family developments are commonly created with condominium ownership and can be a valued development and housing opportunity for a town. The main issue becomes how the development is approved and under what conditions is it allowed.

### **Policies and Recommendations**

- ✓ Allow multi-family development to occur within the classifications designated for such uses only.
- ✓ Adopt application and review requirements for approval of a multi-family development.

Add a Planned Unit Development provision to the town zoning code that requires and reviews a site plan and that addresses related development issues as discussed in the above narrative.

Assess the impact on community services as related to the service requirements of the proposed development.

Assess the potential to coordinate developments into trail systems and recreational opportunities.

Encourage higher density residential development in areas where public utilities are available or planned.

Encourage development that preserves and protects the natural features of the site and water resource.

Maintain natural buffers or “areas of protection” along water bodies or existing developed areas to minimize potential conflict and maximize development potential.

### **Resort and Recreation (red with Green x-hatch) Overview**

- ◆ Preferred Use & Location? Existing resorts, family & seasonal recreation/lodging; Limited single family uses; Planned for areas with lake and highway access. Limited to areas that have been previously designated or are currently used as resorts and recreation areas.
- ◆ Density? Seasonally high.
- ◆ Lot size? On water: The first unit requires 60,000 square feet, 200' lot width with 10,000 square feet & 100' lot width per additional dwelling unit; Off water: The first unit requires 60,000 square feet, 100' lot width plus an additional 10,000 square feet for each additional unit.
- ◆ Conditional Uses? Limited commercial.
- ◆ Purpose? Preserve existing establishments and plan for tourism and recreational development.
- ◆ 2.1% of total preferred land use.

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

This classification is intended to provide for areas of previously designated as or currently utilized as, resorts and/or recreation areas. The planning process discovered that many of the

existing resorts in the town were rezoned to single-family residential during development of the zoning ordinance in 1986. Many of the resort owners were contacted and/or made their intent of use known to the town during the planning process. The preferred land use plan designated the properties with existing resorts as well as those that indicated similar uses were planned in the future. The combination of town and county shoreland regulations is more than adequate to address the environmental concerns and potential impact of a large resort development. The existing resorts would continue to be intermixed with seasonal and permanent residences. In addition, the plan recommends that public input be facilitated in the event of a resort or similar development proposal in the town.

An opportunity exists near the downtown area with the Ilg estate, along Ilg Road. The Ilg estate property has been designated, by request of the landowner, to this classification. In terms of land use planning, the potential of this area, being that it is adjacent to the downtown area, McCabe Lake, and Rest lake offers opportunity for the town to integrate a planned development into plans for downtown growth and revitalization. The development potential for positive impact to both the town and the private developer is one that should be explored in the event such a proposal is brought forth. Planned Unit Development provisions should also be applied, as the ownership acreage is significant and conceptual planning for the long term should be reviewed to assess overall impact and integration into the downtown and adjacent development.

### **Policies and Recommendations**

- , Existing resorts or areas designated for such uses should be classified as such on the preferred land use map.
- , New resort developments or modifications and improvements to existing resorts should be developed in such a way as to minimize their aesthetic and other impacts on adjacent properties and the waterway itself.
- , The classification should strive for a mix of residential and business uses that are orientated towards recreation such as resorts, water-orientated uses, eating and drinking establishments, and planned residential developments.
- , Add a Planned Unit Development (P.U.D.) provision to the town zoning code that requires and reviews a site plan and that addresses related development issues as discussed in the above narrative.
- , Require P.U.D. application and review requirements for approval of a multi-family development.
- , Assess the impact on community services as related to the service requirements of the proposed development.

## **Community and Highway Business (red) Overview**

- ◆ Preferred Use & Location? Business & commercial uses, tourist-dependent highway uses and community services, recreational developments, & possible light industrial uses (off-water only); Located primarily along the STH 51 corridor with highway/road access.
- ◆ Lot size? On water: 60,000 square feet, 200' lot width; Off water: 40,000 square feet, 150' lot width; Recreational developments would follow additional guidelines as suggested under the Residential Classifications.
- ◆ Conditional Uses? Residential development.
- ◆ Purpose? Planned to primarily concentrate commercial uses that may require road access with limited weight restrictions, 3-phase power, and gas service.

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

This classification is intended to provide for areas of commercial development clusters concentrated primarily along the STH 51 corridor. Business uses should be a mix of highway business (auto dependent), tourist related ventures, community service and local contractor shops. The areas that have been identified for this classification are consistent with existing land uses, and most are currently zoned for commercial development. In addition, providing specific areas for commercial development will help to avoid conflicts between residential development and scattered commercial ventures throughout the town.

In most cases with commercial development in the northwoods, or any development for that matter that can potentially impact the character of an area, initial reaction is often negative. The intent of this classification is to allow for commercial uses while addressing community character and development review issues that can harmonize the reactions to commercial development. The STH 51 corridor is the town's 'mainstreet', and potential future uses and development processes should be coordinated to address both what is being proposed and how the development will impact the community. The plan supports sensitive and low-impact development along the STH 51 corridor, and suggests that commercially designated areas be required to assess cluster development options as part of the development review. The STH 51 corridor also has existing Wisconsin Department of Transportation access restrictions along the highway frontage, which only supports the provision to assess cluster development options as displayed in both the Node/Intersection Cluster and Internal Frontage Access graphics attached in the following pages. Most development can be accommodated under existing regulations. However, the town should require that commercial development along the highway be planned and reviewed for the aesthetic impact to both the highway corridor and adjacent properties as discussed in section 9.5, Implementation. Detailed site plans will help the town determine development conditions and will allow for public communication on the typical questions associated with development proposals that draw public concern.

# Map 8-4 Year 2022 Preferred Land Use

There are a few on-water areas planned with this classification. It is the intent of this plan to limit the type and intensity of potential commercial uses on water to avoid high-impact commercial in primary residential areas. As an example, the plan does not support developments such as hotels or motels or water parks on water. The plan would support development with low impact and low noise, such as a restaurant and bar, as an example, as long as the development meets the standards and regulations set forth in both town and county ordinances.

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

### **Policies and Recommendations**

The Preferred Land Use Plan map identifies targeted areas along STH 51. Future commercial development should take place within these areas.

Commercial development should be concentrated in order to create a compact development pattern.

A linear or “strip” development pattern should be avoided by encouraging infill of the areas that have been targeted for commercial development.

Prior to the approval of any rezonings for commercial development, for larger-scale developments, the applicant should submit a plot plan that can demonstrate that the site has sufficient and usable space for principal and accessory structures, storage areas and parking, and allows for proper vehicular circulation to and within the site. In addition, town officials should consider attractiveness or physical appearances, maintenance, ingress/egress, safety, traffic, waste management and impacts on neighboring land uses.

### **Downtown Business District (light red)**

#### **Overview**

- ◆ Preferred Use & Location? Mixed commercial business, multi-family and recreational developments, business condos, & community service; use of shared resources such as parking, signage, and driveways; located in the downtown area.
- ◆ Density? High.
- ◆ Lot size? On water: 60,000 square feet, 200' lot width; Off-water lots proposed at 20,000 square feet.

- ◆ Conditional Uses? Single Family residential.
- ◆ Purpose? Build a sense of community and place of activity destination in close proximity to residential areas.
- ◆ 0.4% of total preferred land use.

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

This classification is intended to designate the downtown area as a targeted development area for purposes of community identity and developing a place of destination. A vibrant downtown area will enhance the image of the town and create an identity to help stimulate economic development. Although the downtown area is relatively small in area, the downtown has substantial opportunity to maintain and revitalize its appeal based on the character of the area, many of the existing buildings, and general lack of over-development.

In terms of the overall development, business and structure appearance improvements, landscaping, increased pedestrian access from other activity areas in the town, and increased business activity in concert with northwoods aesthetics should be the focus. New building design or modifications to existing buildings should be coordinated within the northwoods aesthetic. Due to the small area and limited parking areas, parking should be coordinated and shared to minimize the potential for vehicle and pedestrian conflict. An often overlooked but important element is landscaping. Landscape buffers should be maintained and incorporated in to site design. The town should also assess establishing some ‘downtown lighting’ along the CTH W corridor to establish the identity and appearance of the downtown. In addition, signage and storefront lighting could be coordinated to stimulate an improved aesthetic to the visitor. An exciting opportunity is the linkage potential with trail developments to the downtown from other areas of the town. The existing paved shoulders along CTH W and the paved trail along STH 51 trail should serve as the backbone of a town trail system that ties in the downtown to parks and town activity areas.

An opportunity exists with the intersection of CTH W and STH 51 in the area currently used as a gravel pit. When the mining operation is completed, a flat, easily accessible parcel in a prime development area will be available for commercial development. The location will offer an opportunity for a gateway development to the downtown area. The CTH W/STH 51 intersection combined with the Ilg property near the downtown area as discussed in the Resort and Recreation classification, offer significant opportunity for the long-term development potential of the downtown and near downtown area.

An additional factor that must be noted is the long-term growth pattern and the proposed density within the downtown area. All development currently is served with private, on-site septic systems. The opportunity and growth potential for the downtown area and the surrounding lakeshore and community business areas may necessitate the future development of a public sanitary sewer service system, as discussed in the Utilities and Community Facilities section of

this plan. The density issue also applies to the Resort & Recreation, Multi-Family, and some areas of Single Family and Community and Highway Business classifications.

### **Policies and Recommendations**

- , Lot sizes should be 60,000 square feet on water, and 20,000 square feet off-water.
- , New development should focus on commercial or business related uses rather than residential uses. Mixed-use developments would meet the intent of the downtown area.
- , There are a few on-water areas planned with this classification. It is the intent of this plan to limit the type and intensity of potential commercial uses on water to avoid high-impact commercial use. As an example, the plan does not support developments such as hotels or motels or water parks. The plan would support development with low impact and low noise, such as a restaurant and bar, as an example, as long as the development meets the standards and regulations set forth in both town and county ordinances.
- , The town should consider developing a conceptual master plan for the downtown area to develop guidelines and direction for downtown development.
- , The town should meet with business and property owners to assess potential developing community-based guidelines and standards to improve aesthetics of the downtown area.
- , Add a Planned Unit Development (P.U.D.) provision to the town zoning code that requires and reviews a site plan and that addresses related development issues as discussed in the above narrative.
- , Assess the impact on community services as related to the service requirements of the proposed development, potentially including sanitary services and water.

### **Forestry (green)**

#### **Overview**

- ◆ Preferred Use & Location? Forestry, single family residential, and animal husbandry; Generally includes both public and private forest lands, lands enrolled in forest management programs, lands with limited residential development or road access, & lands that have substantial environmental features that preclude intensive development.
- ◆ Density? Low. Lot size? One dwelling unit per minimum 10 acres.
- ◆ Conditional Uses? Limited commercial i.e. contracting; Five acre residential estates if clustering a development near existing roads to reduce cost of providing public services.

- ◆ Purpose? Management & preservation of woodland areas while allowing limited, low density development; encourage large tracts of forested areas and to be consistent with minimum enrollment requirements of forestry management programs.
- ◆ 47.3% of the total preferred land use.

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

The Forestry classification is intended to achieve the goal of preserving rural character and maintaining forestry integrity by preserving large tracts of forested land, while allowing for low-density single family residential development. The Forestry classification consists of private and public forested lands and large wetland areas. Most of the area designated as forestry is publicly owned. A 10-acre minimum lot size is recommended for the Forestry classification, which is consistent with the eligibility requirements of the DNR Managed Forest Law (MFL) program. The MFL program provides property tax reduction incentives to landowners of wooded parcels at least ten acres in size. However, at least 80% of the land must be productive forest land (timber producing), land must be enrolled for either a 25 or 50 year period, and a DNR approved forestry management plan must be approved for the property. In addition to the forestry uses, low-density residential development within the classification still allows for residential opportunity while reducing the potential service cost to rural development.

### **Policies and Recommendations**

Establish a 10-acre minimum lot size (4 housing units per fractional 40 acres base density standard equivalent) for residential development in Forestry areas, except where conservation site design concepts are used. Realizing that most "40 acre parcels" are not exactly 40 acres, a fractional 40 acre parcel is defined as any parcel 35 acres or greater under single ownership. Thus, if a landowner petitions to subdivide 38 acres, the landowner may create three 10-acre lots and one 8-acre lot for residential development.

Conservation site design is a method that requires that the dwelling units be clustered (grouped) on smaller lots on a select part of the parcel, thus, leaving a large portion of the parcel as dedicated open space. In order to encourage this style of development, the town will consider a 25% density bonus, allowing 5 dwelling units per 40 acres, with an open space deed restriction of 50% over the entire parcel. Lots developed using conservation site design would have a 1-acre minimum lot size.

Encourage development to occur in a manner that maintains the environmental quality and rural appearance of the area.

In most instances, new road construction should be discouraged and residential development should be located within 300 feet of an existing road in order to avoid the fragmentation of woodlands.

## **Agriculture (brown)**

### **Overview**

- ◆ Preferred Use & Location? Farming based on the environmental characteristics of the land; limited commercial uses.
- ◆ Density? Very low. Lot size? 35 acre minimum.
- ◆ Conditional Uses? None.
- ◆ Purpose? Protection and preservation of farmland and standard agricultural practices; discourage fragmented development.
- ◆ 10.4% of total preferred land use.

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

The Agriculture management area consists of primarily agricultural land that is primarily large wetland tracts, woodlands and open spaces, and some low-density residential development. The intent of the Agriculture classification is to preserve the lands and water resources that are used for food and fiber production and to preserve productive farming operations by preventing land use conflicts between incompatible land uses. The Agriculture management area also accommodates hunting and other recreational pursuits and includes hobby type farmsteads intermixed with scattered non-farm single family residences. The intent of this management area is to retain farming as a strong component of the town's economy, as the cranberry operations that exist in the town comprise a majority of acreage within the classification. An additional intent is also to preserve the rural character of the town and provide equitable opportunity for landowners to receive some economic value for their property. Manitowish Water's agricultural lands and cranberry industry are the largest in the county. As such, it forms part of the basic character of the town.

### **Policies and Recommendations**

- Maintain the 35-acre minimum lot size in order to preserve large tracts of farmland and minimize conflicts between residential development and farming operations.
- Protect prime farmland soils from non-farm related development and encourage its use for agriculture.
- If a lot split is approved, it should be located on non-prime farmland, and arranged so as to minimize conflicts between the new residential development and existing farming operations.
- Non-farm development should be located within 300 feet of an existing road in order to avoid farm fragmentation.

No new road construction should be allowed that would fragment farmland and potentially increase development pressure.

## **Parks and Education (blue)**

### **Overview**

- ◆ Preferred Use & Location? Public facilities for youth; Community recreation and education facilities; existing park areas. Trail development and linkage to future town and county network to be explored.
- ◆ Density & Lot size? N/A
- ◆ Conditional Uses? N/A
- ◆ Purpose? Provide lands for community recreation and education.
- ◆ 0.1% of total preferred land use.

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

The Parks and Education classification is intended to accommodate the location of existing town and state park facilities, the public boat launches and swimming areas, and lands designated for educational opportunity and community recreation as part of a camp such as the North Lakeland Discovery Center. Given the fact that Manitowish Waters is a rural town with a large percentage of public land, has the Community Center Recreation Park, and the Frank Koller and Rest Lake Parks, and has a developing trail system, there are no plans for expenditures for additional parks as park and recreation acreage appears to be adequate for the planning period. In addition, Manitowish Waters recently participated in the Vilas County 2002-2006 Outdoor Recreation Plan. In that plan, the town indicated that Manitowish Waters would like to extend the Manitowish Waters Trail, (also called the Northwoods Trail) through the downtown area and then link it to the communities of Boulder Junction and Lac du Flambeau.

In addition, snowmobiling is a major economic and recreational component of the town. The continuation of snowmobile trail access throughout the town is crucial and is of primary importance to the recreational opportunity and associated economic benefit in the town. Securing trail location approvals and functionality of the trail system depends heavily upon the snowmobile clubs and private effort. As Manitowish Waters borders the Lake Superior snow belt, the area is one of Vilas County's top winter vacation areas. The Manitowish trail system is a hub of trails linking into 5 other area trail systems.

In discussions with the town and associations and clubs that either provide the accesses or maintain the facilities, there are no plans for additional public accesses development. There are no absolute standards developed for the number of public accesses. With 12 public launch and access facilities within the town, combined with access to waters of the Manitowish Chain through several of the chain lakes, the public has adequate access to those waters that the

shorelands are not privately owned. It is always in the public interest to evaluate the need and opportunity for additional public accesses. Continued maintenance and improvements to the public accesses, signage to the existing public access sites, and emphasis on installation and maintenance of service piers near boat landings for better accessibility in and out of boats are all items to consider when planning for access improvements.

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

### **Policies and Recommendations**

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

### **Government/Institutional (purple) Overview**

- ◆ Preferred Use & Location? Current and planned location of government facilities and services.
- ◆ Density & Lot size? None
- ◆ Conditional Uses? N/A
- ◆ Purpose? Perform government functions necessary for town operations.
- ◆ 2.6% of total preferred land use.

## **Intent and Description of Classification**

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

## **Policies and Recommendations**

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

## **Environmental Features/Conservancy (Dot Pattern)**

### **Overview**

- ◆ Environmental Features include wetlands (6,282 ac./27.4% of total town area) and 100-year flood plains (506 ac./2.2%).
- ◆ Surface Water comprises the remaining 19.6% of total land use in the town.
- ◆ This classification is intended to identify those features that are “un-buildable” and potentially regulated by county, state or federal agencies.
- ◆ Key features of the recommended Environmental Features policies include:
  - ◆ No building or development except as allowed by law.
  - ◆ Development should be steered away from these areas.
  - ◆ Development can incorporate the natural features to enhance development and protect the natural environment.

### **8.13 Growth Accommodations**

Table 8-12 displays the relationship between the Town of Manitowish Waters preferred land use classifications as they pertain to the Year 2022 Preferred Land Use Map acreage. Each preferred land use classification area was calculated for gross acreage. Existing developed lands, public lands that cannot be developed due to physical characteristics such as wetlands and surface water were deducted from each preferred use gross acreage to arrive at the "available" land calculation (lands that could be developed). A 20% flexibility factor was applied to the acreage to adjust for

property that may not be developed, and for existing and future roads. The established minimum lot sizes identified in the preferred land use classification were then applied to the "available" land category to arrive at the number of potential housing units that could be constructed within the classification.

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

The town has averaged 12 new homes a year since 1980. When comparing the same growth projection to Table 8-12, the analysis demonstrates the Year 2022 Preferred Land Use Map has not restricted the town's ability to grow, it has only specified areas that are consistent in the use, location, and density of development. The potential for 1,492 new structures (housing units or business buildings) the plan could accommodate far exceeds growth projections for decades to come. Overall, the preferred land use classifications are designed to notify landowners and residents the intent of use, thereby facilitating conformance to the planned character of the classification, not to necessarily limit growth.

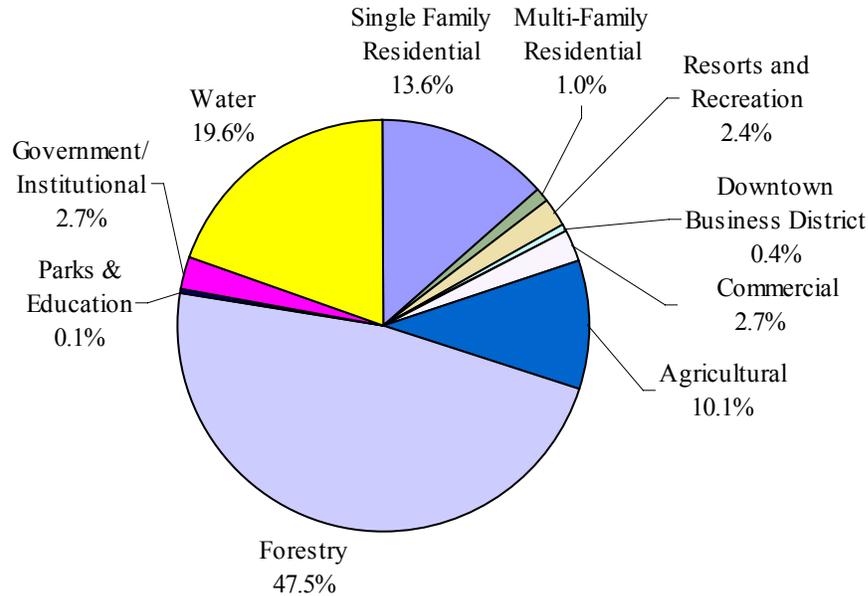
Growth in the town is inevitable. If growth is not managed according to a community ethic, the town could pay a high price through the loss of intrinsic value, or the sense of place that stimulated many to live or own property. To accomplish the goals and vision set forth in this document, the Town Board,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

**Table 8-12**  
**Preferred Land Use Classification Acreage**  
**Town of Manitowish Waters**

Land Use Plan Classifications	Total Acres	% Total Acres	Wetlands/Water/ Developed/ Public Land	Available Land	Available Land Minus 20% Flexibility Factor	Preferred Minimum Lot Size (acres/unit)	Potential Dwelling Units
Single Family Residential	3,121.8	13.6%	1,474.3	1,647.5	1,318.0	1.5*	878.7
Multi-Family Residential	230.3	1.0%	14.3	216.0	172.8	1.5	115.2
Resorts and Recreation	551.3	2.4%	182.3	369.0	295.2	1.5	196.8
Downtown Business District	86.9	0.4%	47.0	39.9	31.9	0.5	63.8
Community & Highway							
Commercial	608.0	2.7%	302.9	305.1	244.1	1.5	162.7
Agricultural	2,309.7	10.1%	1,296.2	1,013.5	810.8	35	23.2
Forestry	10,882.4	47.5%	10,265.0	617.4	493.9	10	49.4
Parks & Education	23.2	0.1%	23.2	0.0	0.0	2	0
Government/Institutional	609.5	2.7%	603.0	6.5	5.2	2	2.6
Water	4,502.7	19.6%	4,502.7	0.0	0.0	-	0
<b>Total</b>	<b>22,925.8</b>	<b>100.0%</b>	<b>18,710.9</b>	<b>4,214.9</b>	<b>3,371.9</b>	<b>-</b>	<b>1,492.4</b>

\*Average size assumption between on-water and off-water lots.

**Figure 8-5  
Preferred Land Use, Town of Manitowish Waters**



**8.14 Designation of Smart Growth Areas**

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

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

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

Smart development supports the preservation of land and natural resources. Approximately 45.6% of existing land use are already held in public ownership of various sources, and another 19.6% of the town is surface water. With 66.2% of the town not available for development, development pressure will occur on the remaining 34.8% of land area that is held in private ownership. Within the private ownership areas, future development will utilize the existing road network to minimize local road development and maintenance costs. In addition, environmentally sensitive areas such as wetlands, floodplains and shorelands are protected through various existing state, federal, and county programs. The plan also designates smaller

lots in areas planned for intensive development. These areas are contiguous and to be coordinated with areas of existing development, local land use regulations, and the areas natural features. In addition, 10.4% of the town is planned for agricultural uses, and 47.3% of the town is planned for forestry uses, both of which secure very low density in rural areas and limit residential development.

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

Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, roads, emergency services and schools. The plan focuses development in the areas that already have extensive development as predicated upon the land ownership pattern. An existing road network and range of services that support it already serve that development. The lot sizes and relative densities associated with the preferred land uses are efficient and consistent with rural, lake-orientated development in areas with high land values. As a majority of the local service budget is spent on the local road system, development is also focused along the road system to maximize both the existing and planned public road investments. In addition, the downtown area and areas of focused commercial uses allow for higher density development and also recommends coordinated/shared service areas such as parking, signage, and access to maximize the range and opportunities of public services.

In addition, this plan recommends the exploration of development alternatives such as conservation design for new development, as well as the purchase of development rights, conservation easements, or other methods to provide financial compensation to landowners in exchange for development rights on the property.

## **Principle 3. Mix of Uses**

Compact neighborhoods that contain a mix of residential, commercial, and recreation spaces within walking distance of each other promote a reduction in auto use, community identity, a variety of housing types and a safe environment for all age groups. The downtown area and near downtown areas are planned to have higher density and contain a mix of residential and commercial uses while also being served by parks, trails, and expanded transportation services. The town also has planned areas for resorts and recreation along lakeshore areas with existing resort and recreation development. These areas should be planned jointly in respect to pedestrian access and linkage to public places of destination to support the intent of mixed uses.

## **Principle 4. Transportation Options**

A well designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution. The Town of Manitowish Waters is a rural town that does not contain the density to support a wide variety of alternative modes of transportation other than bicycling and snowmobiling. However, the town has initiated development of a multi-use trail that connects the downtown and the town service complex (town hall, airport, library, and community park) and already has an extensive snowmobile trail system. Development that is proposed to take place within the downtown area and within adjacent residential areas has the potential for promoting walking and bicycling through trail development and linkage to the town

trail system. There is opportunity for an expanded trail system with linkage to adjacent towns who already have developed trails, which would expand the options for Manitowish Waters residents.

### **Principle 5. Detailed, Human Scale Design**

In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers which support jobs, commercial activity, and a range of amenities. Development throughout the town is small scale and consistent with the existing rural character. The predominant intensive land uses will continue to be residential along the lakeshore areas with a few intermixed resort and local service developments. The downtown area already meets the intent of this principle, which is the only applicable area in the entire town that could be held to this ideal. It is possible that proposed commercial development located along STH 51 could meet these criteria through local zoning regulations, if that is desired by the town. If desired, new commercial uses would promote well-designed commercial development (office, retail and service industries) consistent with the rural character of the town.

### **Principle 6. Implementation**

A community's ability to adopt smart development principles will, of necessity, require intergovernmental cooperation to apply the principles. This plan has worked to avoid the duplication of services and the creation of additional layers of government by coordinating the development of its comprehensive plan and administration of various ordinances, such as subdivision and zoning, with Vilas County. In addition, this plan recommends continued discussions and cooperation relative to land use planning and ordinance administration with the county and adjacent towns. The town has its' own zoning code and administration, which allows for local control and implementation of this comprehensive plan and any applicable town ordinances the town believes necessary to uphold matters of public interest.

## **9. Implementation**

This element will include a compilation of programs and specific actions to be completed in a stated sequence. These include, but are not necessarily limited to, proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and stormwater control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances. These programs and specific actions will be used to implement the objectives, policies, plans and programs contained within the earlier elements of the plan.

The element will also describe how each of the elements of the plan will be integrated and made consistent with the other elements of the plan. There will also be included a mechanism to measure the town's progress toward achieving all aspects of the plan. This element will also include a process for updating the plan, which shall be done no less than once every ten years.

Plan development is an exhaustive and labor intensive process. Manitowish Waters invested substantial effort, dollars, and time to capture and leverage the community's intellectual capital to develop plans for managing the future. This process is difficult and challenging to say the least. Often, little energy is reserved to take the steps necessary to begin "working" the plan. However, the plan's ultimate success will be tied to the energy and resources that are applied to implementation.

The implementation strategy includes a combination of recommendations that were created within the plan elements by the Planning Commission, Town Board, and the Town of Manitowish Waters taxpayers at public meetings. The implementation strategy also includes an Action Plan that identifies implementation actions within the context of primary responsibility for a proposed action and a targeted completion date.

Plan implementation will take resources to adopt the procedures and recommendations into administrative procedure. Planning, in and of itself, has strength only to identify the path to the town's long-term vision. Implementation tools, coordinated and applied, translate vision into reality.

### **9.1 Implementation Element (IE) Goals and Objectives**

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

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

***Supporting Objectives:***

- IE-1.1 Develop a strategy that can be utilized locally to administer and enforce the plan recommendations.
- IE-1.2 Develop an “Action Plan” as a short-term mechanism to assist the Planning Commission, Town Board and others with the administration of the comprehensive plan.
- IE-1.3 Address the integration, administration, and enforcement of local land use regulations with County regulations where applicable to ensure consistency and efficiency of public services.

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

***Supporting Objectives:***

- IE-2.1 Provide for annual review of the comprehensive plan for consistency with the goals, objectives, maps, policies and programs contained within.
- IE-2.2 Update the comprehensive plan every 10 years to coincide with the release of census data.

## **9.2 Implementation Policies**

### **Policies**

1. Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.
2. All proposed development shall be reviewed for consistency with the Comprehensive Plan.
3. The comprehensive plan will be reviewed annually and should include public involvement.
4. If the town should experience substantial land use or land use regulation changes within the planning period, maps which represent these features will be updated to ensure the most accurate information is utilized in community decision making.

### 9.3 Implementation Programs

Implementation programs are listed separately under each planning element found within the comprehensive plan.

### 9.4 Action Plan

1. Task: Adopt the *Town of Manitowish Waters Year 2022 Comprehensive Plan*  
Who: Town Board  
When: March/April 2003
2. Task: Integrate Zoning Committee and Planning Commission operations into one functioning body that administers both responsibilities.  
Who: Current Planning Commission and Town Board  
When: Prior to plan adoption
3. Task: Coordinate comprehensive plan with Vilas County (as part of county plan process).  
Who: Town Board and Plan Commission  
When: Subsequent to plan adoption.
4. Task: Assess modifications to the text of the town zoning ordinance and develop an integrated implementation strategy in accordance with plan recommendations as specified in section 9.5.  
Who: Town Board and Plan Commission  
When: Beginning Summer 2003
5. Task: Pursue intergovernmental cooperation with other jurisdictions  
Who: Town Board  
When: Ongoing
6. Task: Participate in the development of the Vilas County Comprehensive Plan  
Who: Town Board and Plan Commission  
When: 2002 until adoption
7. Task: Conduct a review of the comprehensive plan  
Who: Town Board and Plan Commission  
When: May 2003 and annually thereafter
8. Task: Monitor Wisconsin's Smart Growth Legislation for changes  
Who: Plan Commission and Town Board  
When: Ongoing
9. Task: Update the Comprehensive Plan  
Who: Plan Commission and Town Board  
When: 2012 at the latest; minor amendments may need to be completed during the interim

## 9.5 Changes to Applicable Land Use Controls

### Manitowish Waters Zoning Ordinance

As discussed in the land use section, Manitowish Waters has its own zoning code and has adopted the Vilas County Subdivision ordinance by reference. The combination of these two ordinances regulate the types of uses allowed, the location of which uses can occur, density, and under what conditions a land can be divided. In essence, Manitowish Waters has local control of land use as the town zoning ordinance has been in effect since 1986. Manitowish Waters zoning authority is granted under county zoning, which means the county has to approve any changes or modifications to the town code. The town does its own administration of the town code, therefore the county is not implicated in management of the town ordinance. Although the county needs to approve town code modifications, this does not seem to be an issue as the county typically approves the modifications as submitted. This zoning relationship has no reason to change at this point as the town and county are satisfied with the operational structure.

As a part of the planning process, the town zoning map was updated to current Geographic Information System (GIS) standards (similar to all the other maps created during the planning process) as town zoning maps were in other formats prior to the planning effort. As a result of this effort, three issues came to light that need to be remedied upon conclusion of the plan.

1. When the zoning maps were originally created in 1986, several parcels were digitized with two separate zoning districts on them. This could be an issue when a use issue or rezone issue is applied for, as the town maps do not clearly define the correct zone. A parcel should not have two zoning districts. Zoning is a singular function and is parcel specific. This will need to be researched to determine the appropriate zone. Property owners should be contacted and involved as necessary to remediate the issue.
2. On a side note to issue 1 above, the zoning map, and all the maps included in this document for that matter, do not contain parcel information. The Vilas County Land Information Office did not have the parcel specific information created for the town at the time of this plan process. According to the county Land Information Office, Manitowish Waters parcel information may be available within the next 3 years. The town should stay in contact with Vilas County in regards to this issue as the town maps, especially the zoning and preferred land use, should be rectified with parcel information to be accurate.
3. Relative to issue 1 above, there is also disparity between the town and county zoning maps. When the town adopted its own zoning in 1986, the county approved the ordinance and the town map, but the county never changed the county map to reflect the town map. The current town map and county map are not the same. This is a problem as the potential for confusion and inaccurate information dissemination is high. The town met with the county as a part of this planning process to discuss the issue. The county zoning staff acknowledged the disparity and indicated the zoning maps should be consistent and brought in to conformity for the benefit of landowners and the zoning process in general. Both the county and town agreed the zoning issue could be rectified upon conclusion of the planning process.

## **Official Maps**

The town does not have an official map. It is expected that the town will address future street layout, park dedication and trail development by requiring the submittal of an area development plans or Planned Unit Development regulations prior to subdivision approvals.

## **Planned Unit Development Regulations (Site Plan Regulations)**

Planned Unit Developments typically are conditional uses applied to developments that are larger in scale or are used by a community to allow review of development proposals prior to any approvals for use or zoning. Plans for the proposed development should show the location, size, and proposed use of all structures and land included in the areas involved in the development. Individual drainage and landscaping plans are also typically provided as part of the review. Plans may provide for a combination of uses, including single family, multi-family, and commercial uses provided the plans indicate that:

The overall density of the project, defined as the number of living units per acre does not exceed the regulations for the areas in which the development is located.

Streets, sidewalks, trails etc will be provided to adequately serve the development will be provided.

Adequate sewage and water facilities will be provided.

The development will be compatible with the surrounding land uses.

Adequate safeguards will be taken to ensure that parks and recreation areas are addressed.

Matters of potential concern such as signage, lighting, noise, and landscaping are addressed as part of the development review.

The town has discussed this issue in regard to the preferred land use map. It is recommended the town adopt provisions in the zoning code adopting Planned Unit Development regulations. The uses of PUD language in the ordinance will allow the town to address matters of public concern and negotiate development conditions based on community values under the direction of the plan intent. As the scale of development in the town will most likely be smaller, the PUD regulations, in concert with (or incorporating) elements of design review, should be applied to all developments in areas planned for Community and Highway Commercial, Multi-Family Residential, Resort/Recreational, Downtown Business, Government/Institutional, and Parks and Education. In addition, the town should consider modifying the rezoning and building permit administration in the same classification areas to trigger and allow for sufficient town review of the development. The process does not have to be arduous and complicated. A review checklist should be developed to expedite permit processing. The size and potential impact of the development should relate to the extent of necessary review. The intent of the regulation should be to ensure the proposed development adequately address the environmental, aesthetic, use, and location questions that were public concerns raised during the planning process, not to be used as a mechanism to restrict growth. Utilizing a common sense strategy, the town will potentially be able to achieve both character conservation while affording economic development opportunity, both of which were identified as key outcomes of the planning process.

## **Design Review Ordinances**

Design Review is an option for a community who is concerned with overall community development. Typically design review ordinances are built using terms and conditions that are built from community involvement. Manitowish Waters should consider the use of design review regulations as elements of design review can be incorporated and coordinated with existing zoning regulations and the Planned Unit Development requirements discussed previously to achieve the communities goals. The town has explored design review for commercial, multi-family, and industrial development. A draft ordinance was drafted in 1997 but was not adopted by the town. However, public sentiment identified during the planning process strongly supported maintaining the town character. The importance of design and reviewing development impact will be most beneficial in the areas planned for commercial and business, multi-family, and resort and recreation uses. This holds especially true along the STH 51 corridor and the Downtown area, as potential development within these areas will have the largest visual impact to the town.

Design Review regulations are often used by a community to encourage growth and development which is consistent with maintaining rural design character, to protect and enhance the Town's rural appeal for citizen and visitor use and enjoyment and protect against development which uses standard urban and suburban design approaches. Design review is the process that a town would apply prescriptive standards to dictate a specific type of design condition that is a requirement deemed necessary to meet rural character as defined by the town. The idea is to safeguard property values and promote high-quality commercial, multifamily and industrial development by minimizing highway strip commercial development and to encourage well-designed highway clustered commercial development. In addition, design review may encourage landscape design that complements the natural landscape and protect adjacent landowners from adverse or inappropriate aesthetic impact problems of new development that is not consistent with rural design character. It is recommended the town adopts a design review ordinance or incorporates primary elements of design review into a modified Planned Unit Development regulation discussed previously. However, the town must also assess the duty, cost, time and responsibility implications of proposed regulation and administration, and balance that with the desire for orchestrated community character.

The town Plan Commission should incorporate the recommendations of this plan into a coordinated implementation program. The tools should work together to achieve plan intent. It is also recommended the town work with a land use attorney and/or a planning professional, in conjunction with public input, to draft the ordinance language and coordinate consistency between the plan intent and town regulations.

## **Erosion and/or Stormwater Control Ordinances**

The Vilas County General Zoning and Shoreland Zoning Ordinance has provisions that apply to erosion control and stormwater management within the shoreland zone, which covers the majority of development in the town. The town zoning ordinance has erosion control for boathouses, but not any other kind of construction. The town building codes require erosion

control as part the building permit approval. The town may wish to add additional erosion control provisions to the zoning code to clarify the requirements and administrative processes.

## **Sign Regulations**

Sign controls are a function of the Manitowish Waters Zoning Ordinance. The town has addressed signage very comprehensively in the zoning ordinance. The town has established permit procedures and sign standards. It is recommended the town review the existing sign standards related to proposed PUD and Design Review standards, as the town will be assessing development review procedures and regulations as part of the long-term implementation strategy.

## **Purchase of Development Rights**

The Purchase of Development Rights (PDR) programs have been in place in the eastern states for several decades, and have also been used in the Madison area since the early 1990's. Purchase of Development Rights allow a governmental entity or non-profit conservation organization to purchase the development rights to land to either keep it in operation or undeveloped. The selling of development rights is done on a voluntary basis by landowners, and the rights are purchased based on a set of priorities. The value of the rights is the difference between the value of the land before restrictions are placed, and the value after the easement is placed on the land.

Use of a PDR program may be a viable opportunity in Manitowish Waters. The scenic STH 51 corridor has been the focus of much discussion relative to community character and potential negative aesthetic development impact. The scenic values seem to be the heart of the highway commercial issues, not related to where development is proposed, but to how it will be developed and how it may impact the town's character. In this case the Town should establish a PDR program for purchasing scenic easements along the highway in coordination with a design review ordinance or process. Using a PDR in this case would refocus the result from a regulatory issue to compensating landowners for permanently protecting the highway corridor (say a 100-foot buffer). Access restrictions could then be used as a tool to allow commercial development, including clustered commercial, but set back with a more effective screen from the highway. Or in those areas with paid scenic easements, the parcels could be limited to single family residential uses only that would be set well back from the highway.

Selling development rights has numerous benefits for the landowner, including the ability to obtain the equity (or development value) from the property, keeping the land permanently in production or as open space, allowing the property to be passed from generation to generation within the family, potential for significant tax savings on retirement income, and to make needed capital investments with the proceeds. The PDR program also encourages preservation by making land more affordable, and taxes for public service costs will be kept low because there will be less demand for services. Purchasing development rights results in a permanent restriction on the land. These programs are typically funded by a variety of sources including property and sales taxes, real estate transfers, special purpose taxes, farmland conservation fees, general funds and bonds or a philanthropic organization.

## **Historic Preservation Ordinances**

Wisconsin Statute 60.64 provides the Town Board, in the exercise of police and zoning powers, for the purpose of promoting the health, safety and general welfare of the community and of the state, may regulate any place, structure or object with a special character, historic interest, aesthetic interest or other significant value for the purpose of preservation. The town should consider the adoption of a historic preservation ordinance to protect historic structures within the town.

## **Sanitary Codes**

Vilas County administers the sanitary code. This code was recently updated for conformance with COMM 83 and no changes are proposed. The town does not have any formal recommendations within this plan for provisions of public sanitary sewer or water services. It is unlikely the town will need public sewer within this 20-year plan. It is likely that the town may see clustered developments and cluster systems to handle waste loads depending on the development.

## **Subdivision Ordinance**

The Town has adopted the Vilas County Subdivision Ordinance by reference. It is recommended that the Town work with the county to incorporate standards and a review procedure to deal with conservation subdivisions. In addition, the town should incorporate language into their subdivision control regulations that requires consistency of density and lot size for new land divisions to the Comprehensive Plan.

## **Airport Regulations**

The Town of Manitowish Waters's airport is one of the busiest local air facilities in the region. The facility is owned and operated by the town and the requirements for policing the airport are necessarily distinct and strict control and detailed operations must be in place to function safely. The airport is managed by the Airport Committee and Town Board and operates under the official *Manitowish Waters Rules and Regulations* manual. The facility is safe and efficient and there are no recommended changes to the facility or the regulations.

## **9.6 Planning Element Consistency**

Wisconsin's Smart Growth legislation requires that the implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was used to create the *Town of Manitowish Waters Year 2022 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies and recommendations.

Over time the potential for inconsistency between the plan and existing conditions could increase, therefore requiring amendments and/or updates to be made. Over time, additional plans regarding specific features within Manitowish Waters may also be developed (i.e., outdoor recreation plan, farmland preservation plan). The process used to develop any further detailed plans should be consistent with this *Town of Manitowish Waters Year 2022 Comprehensive Plan*.

## 9.7 Measuring Community Progress

Smart Growth legislation requires that the implementation element provide a mechanism to measure the community’s progress toward achieving all aspects of the comprehensive plan. The following tool can be used to measure the town’s progress towards achieving the goals, objectives and policies identified within the comprehensive plan. Policies, located in the left hand column of the tool, are the lowest level of measurement for achieving goals and objectives. The effective pursuit of these policies will therefore lead to the implementation of the town’s goals and objectives. Indicators, located in the middle column of the table, offer a means to measure policy implementation. This mechanism should be used when the plan is reviewed or updated and on an as needed basis.

### Issues and Opportunities

<b>Policy</b>	<b>Indicator of Policy</b>	<b>Purpose</b>
The comprehensive plan shall maintain consistency with state comprehensive planning requirements.	Land use conflicts, litigation	To maintain compliance with Smart Growth
Public participation shall be required prior to the development and/or amendment to any town plans, ordinances, or programs.	Meeting attendance, outreach efforts performed	To ensure the public is informed and given opportunity to be involved

### Housing

<b>Policy</b>	<b>Indicator of Policy</b>	<b>Purpose</b>
Manufactured homes shall meet feature designs similar to “stick built” homes relative to roof pitch, overhang, minimum floor area, minimum width, exterior siding and roofing material requirements. In the event that a manufactured home does not utilize a perimeter load-bearing foundation, any space between ground level and siding shall be enclosed with permanent, non-load bearing concrete or masonry having a foundation-like appearance.	Number of homes not compliant	Community aesthetics, assures safety and building construction confidence
Housing shall be located to reduce impacts to natural vegetation, be in conformance with local and county regulations, and preserve quality	Housing not in compliance, location of housing and amount and type of land lost to development	To preserve farmland, natural features, and town features

<b>Policy</b>	<b>Indicator of Policy</b>	<b>Purpose</b>
farmland.		
Duplexes are allowed only within the Multi-Family (MF), Community and Highway Business (CHB), Downtown Business District (DBD) and Recreation and Resort (R&R) planning classifications. In general, duplex lots should be dispersed throughout the town rather than concentrated in specific areas.	Location of new duplexes, distance between duplex locations, per square mile density of structures	To maintain the character of the town while allowing for a variety of housing types
The town should work with developers to provide a variety of housing types for all income and age groups within the areas as designated in #3 above.	Contacts made and meetings held with developers, average selling price of new homes	To provide a variety of housing and meet the needs of all individuals who wish to live in the town

## **Transportation**

<b>Policy</b>	<b>Indicator of Policy</b>	<b>Purpose</b>
The town should utilize the existing road network to the greatest extent possible in order to minimize future road maintenance costs and to avoid the fragmentation of woodland and farmland.	Amount and type of road built after development	To minimize future road maintenance costs and to avoid the fragmentation of farmland and woodland
An area development plan should be submitted as a condition of all subdivision review in order to ensure that proposed new roads can connect to adjacent properties and to avoid unnecessary cul-de-sacs and loops that could increase town maintenance costs.	Number of plans submitted for review, type and intensity of review process that took place	To provide an efficient street network, and maintain current maintenance costs
Driveway lengths for new development should be limited to assist in response time for police, fire and emergency rescue services.	Lengths of new driveways	To ensure adequate response times in emergencies and adequate access
The town shall utilize information from the PASER (Pavement Service and Evaluation Rating System) to annually update the town's 5-year road improvements program, including the identification of funding sources and priorities for identified improvement projects.	Number of times PASER was utilized	To objectively identify road maintenance and construction priorities
The town should investigate the potential traffic and safety impacts of development along STH 51 in conjunction with the WDOT District	Contacts made with the DOT, steps taken to complete an investigation	To determine impacts prior to development to ensure the minimization of negative impacts.

<b>Policy</b>	<b>Indicator of Policy</b>	<b>Purpose</b>
7 in areas planned for commercial uses. The assessment would evaluate parcel-road access impacts, determine future traffic patterns, and help coordinate development impacts and services.		
The town should coordinate the designation of bicycle trails on local and county roads with Vilas County in order to promote alternative modes of transportation.	Contacts and meetings held with the county to coordinate efforts	To promote alternative modes of transportation, reduce dependence on the automobile
Development of all kinds, including roads, shall be coordinated and be in conformance with all established rules and regulations as specified through local ordinances such as the Manitowish Waters Airport rules and regulations, town road ordinance, town zoning code etc.	Number of roads not in compliance, miles of roadway in need of alteration to be in compliance	To ensure proper roadway design and safety
New roads should be designed and located in such a manner as to maintain and preserve natural topography, cover, significant landmarks, and to preserve views and vistas.	Amount and type of land lost to roadway development	To minimize impacts to the town's natural features

### **Utilities and Community Facilities**

<b>Policy</b>	<b>Indicator of Policy</b>	<b>Purpose</b>
The town should continually monitor the needs and desires of local residents for an expanded trail network for multi-uses such as bicycles and snowmobiles.	Public discussions held, surveys taken, # of requests for trails made	To accommodate the recreational needs of residents and visitors
Telecommunication towers shall be sited and reviewed relative to impacts on surrounding residential properties, the potential for collocation, setbacks from highways and other structures, visual impacts, antenna location and property access, lighting and security in accordance with the town zoning ordinance.	Intensity of review process, number and type of negative impacts presented by a tower	To preserve community aesthetics and character
The community should continue to work with police, fire and rescue service providers to anticipate and plan for capital improvements.	Meetings held, reviews or assessments made	To ensure that safety and protection services can meet demands without overly burdening town budgets
The community should continually review staffing and professional	Reviews or assessments made, changes made to staffing or	To ensure that planning and other services are adequately

<b>Policy</b>	<b>Indicator of Policy</b>	<b>Purpose</b>
service needs relative to planning, ordinance development/enforcement and other governmental services.	services	meeting resident and other needs

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

<b>Policy</b>	<b>Indicator of Policy</b>	<b>Purpose</b>
The town should work to identify, record and promote preservation of historical, cultural and archaeological sites within the town.	Preservation efforts made, status of a historical inventory, promotion efforts made	To promote the town's unique features and preserve them for future generations
Development proposals shall be reviewed relative to the potential impacts to the historical and cultural resources of the town.	Reviews made that discussed potential impacts, amount of development allowed which had historical/cultural impact	To minimize potential impacts to features and ensure their preservation
Extensive areas of the town shall be maintained for exclusive agricultural use.	Amount of agricultural land lost to new development, amount of land in exclusive agriculture	To preserve agricultural land for economic use while maintaining community character
The Town and the Manitowish Waters Lakes Association should closely monitor ownership and operations of the Rest Lake dam.	Contacts made with operators.	Water levels of the chain and resulting property values.
All wetlands within the shoreland area of a stream, river, lake or pond; other wetlands at least one acre in size; or any wetland associated with state or federal regulations shall not be developed, drained, or filled unless otherwise authorized by the authoritative jurisdiction.	Amount of wetland lost to development, amount of wetlands lost with insufficient authorization	To preserve wetlands for their environmental value and aesthetics
All forms of structural development will be restricted on the 100-year floodplains based on the official Federal Emergency Management Agency (FEMA) maps.	Amount of development allowed in floodplain	To ensure that development is not threatened by flood events
The town shall coordinate forest management and planning issues with the state of Wisconsin (and vice versa).	Coordination efforts made	To reduce potential conflicts while planning and managing forest lands

## Economic Development

<b>Policy</b>	<b>Indicator of Policy</b>	<b>Purpose</b>
Existing resort developments shall be considered “grandfathered” and allowed to continue as permitted uses within the town.	Number of units grandfathered, issues resulting from policy	To allow existing uses to continue while altering policy for future uses
Commercial and industrial development should be designed to include landscaping and buffers in order to minimize impacts to surrounding development.	Amount of new development within landscaping and buffers and amount that does not include these features	To minimize impacts to surrounding development
Commercial development shall be directed to designated commercial areas and shall address road access and land use standards.	Amount of commercial development allowed in non-designated areas	To minimize land use and transportation conflicts associated with commercial development
The Town shall coordinate planning and economic development directives with the Manitowish Waters Chamber of Commerce.	Number of Town initiatives, policies, discussions held without the Chamber’s input	To coordinate resources and work towards similar goals

## Intergovernmental Cooperation

<b>Policy</b>	<b>Indicator of Policy</b>	<b>Purpose</b>
The town should continue cooperative planning efforts with Vilas County, surrounding towns, school districts, lake and recreation associations, and public service providers.	Contacts made, meetings held with named groups regarding planning efforts	To promote coordinated planning and efficiency
The town should work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.	Meetings held with neighbors, contacts made	To promote consistency and minimize potential conflicts.
The town should assess the potential for shared services that maintain or increase the level of public services at reduced cost.	Number of town services that have been assessed, number of services that are shared	To maintain levels of service while reducing costs and increasing efficiency when possible

## Land Use

Land use policies that will be utilized by the town throughout the planning period are located within the Land Use Element. The land use section of the implementation mechanism measure the six principles of smart growth development rather than measuring each policy identified within each preferred land use classification.

<b>Principle</b>	<b>Indicator of Principle</b>	<b>Purpose</b>
Efficient use of land resources.	Intensive and passive land use changes, changes in demands for facilities or services	Maximize road system; conserve and protect valuable resources and reduce development impacts
Full use of urban services.	Locations of new development and services or facilities which best utilize the existing services	To reduce development pressure in other areas and efficiently use and maximize service and utility capabilities
Mix of uses.	% of each type of land use found within a developed area	To promote community identity, neighborhoods, and reduce distances to needed services
Transportation options.	New road or roadway extensions resulting from a development	To promote safety, alternative transportation, reduce traffic and impacts
Detailed, human scale design.	Density of development, % of each type of land use found within a developed area	Maintain rural character and reduce development impacts
Implementation.	Individuals or groups overseeing the principles implementation, developers identify barriers	To encourage developers and others to apply principles

## Implementation

<b>Policy</b>	<b>Indicator of Policy</b>	<b>Purpose</b>
Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.	Number of directives not in compliance, reasons for non-compliance	To ensure the integrity and effectiveness of the comprehensive plan
All proposed development shall be reviewed for consistency with the Comprehensive Plan.	Number of developments review for compliance vs. number not reviewed	To ensure future development is compliant with the plan and enabling legislation
The comprehensive plan will be reviewed annually and should include public involvement.	Was the plan reviewed? Type and amount of public involvement	To maintain the effectiveness of the plan and consistency with changing town trends
If the town should experience substantial land use or land use regulation changes within the	Number of times maps have been updated, amount of regulation or land use changes	To maintain consistency between maps and the plan, maintain map effectiveness

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planning period, maps which represent these features will be updated to ensure the most accurate information is utilized in community decision making.	which have occurred without resulting map updates	as a decision making tool
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## **9.8 Process for Updating Comprehensive Plan**

Wisconsin Smart Growth legislation requires that the comprehensive plan be updated at least once every ten years. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables (try to coordinate with the census) and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any changes, new or removed language.

## **9.9 Process for Amending the Comprehensive Plan**

The Town of Manitowish Waters should regularly evaluate its progress towards achieving the goals, objectives, policies and recommendations within the comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as a planning tool upon which decisions are based.

According to Comprehensive Planning legislation, the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that as more statutory compliant plans are developed, the amendment procedure may be clarified or changed and should therefore be monitored.

The Town of Manitowish Waters, in order to ensure that the requirements of sec. 66.1001(4), Wis. Stats., are met, is required to complete the following steps to amend the plan.

The established public participation procedures must be followed and need to provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such written comments.

The Plan Commission recommends its proposed comprehensive plan amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan. As an example, a request is made to change an area that is both planned as and zoned residential. A request is submitted for that area to be changed to something else such as commercial, resort/recreation, or multi-family, the plan would need to be revised prior to and in concert with the appropriate zoning change as the plan's intent of use was requested for change.

One copy of the comprehensive plan amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) Every governmental body that is located in whole or in part within the boundaries of the town, including any school district, town sanitary district, public inland lake protection and rehabilitation district or other special district. (b) The clerk of every city, village, town, county and regional planning commission that is adjacent to the Town. (c) The Wisconsin Land Council. (d) After September 1, 2003, the Department of Administration. (e) The regional planning commission in which the town is located. (f) The public library that serves the area in which the town is located.

- ◆ The Town Board, by a majority vote, will then approve an ordinance for the amendment to take effect after holding a hearing on the ordinance to adopt the amendments that has been preceded by a class 1 notice. The ordinance will then be filed with the public library that serves the community and the clerk of all adjacent local governmental units. The final plan report or amendment must then be sent to the same distribution list as received the recommended comprehensive plan amendment.