

Comprehensive Plan

Town of Manitowish Waters
Vilas County, WI

PC Recommended
July 18, 2017



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Resolution # 01-17

**Recommending Adoption of the
Town of Manitowish Waters Comprehensive Plan**

WHEREAS, the Town of Manitowish Waters has deemed it is in its best interest and that of its citizens, to develop a Comprehensive Plan that would address the needs of the Town of Manitowish Waters, and;

WHEREAS, the Town of Manitowish Waters has requested the assistance of Martenson & Eisele, Inc. in the development and finalization of the Comprehensive Plan for the Town of Manitowish Waters, and;

WHEREAS, the Comprehensive Plan was developed with input from the Town Board, the Town of Manitowish Waters Plan Commission, interested residents and property owners of the Town of Manitowish Waters, and other interested municipalities, organizations, and agencies, and;

WHEREAS, copies of the Comprehensive Plan have been made available to the residents and property owners of the Town of Manitowish Waters for review at the Town Hall, Library and through the town web site and;

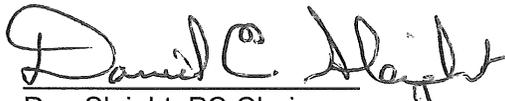
WHEREAS, the Comprehensive Plan addresses and complies with the nine elements identified in Section 66.1001 of the State of Wisconsin's Comprehensive Planning Legislation, and;

WHEREAS, the Comprehensive Plan identifies where growth should occur, makes recommendations for future development in the Town of Manitowish Waters through the use of text, tables, and maps, and includes a mechanism for the review and update on the Plan on a regular basis, and;

NOW, THEREFORE BE IT RESOLVED by the Town of Manitowish Waters Plan Commission to recommend to the Town of Manitowish Waters Town Board the adoption of the *Town of Manitowish Waters Comprehensive Plan* by ordinance.

Passed and adopted this 18 day of JULY, 2017.

Approved by a vote of 5 ayes _____ nays


Dan Sleight, PC Chairman


Vince Hoehh, PC Secretary


Attest: Town Clerk, Dana Hilbert

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Town of Manitowish Waters Year 2022 Comprehensive Plan

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Appendix A	Public Participation Plan
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Acknowledgements

Town of Manitowish Waters Planning Commission

Dan Sleight, Chair

Vince Hoehn, Secretary

John Hanson

Dan Johns

Henry Bauers

Bob Becker

Mike Kramer

***Past Members**

Charles Rayala III

Eric Behnke

Town of Manitowish Waters Town Board

John Hanson, Chairman

Bob Becker, Supervisor

Mike Kramer, Supervisor

***Past Members**

Charles Rayala III

Eric Behnke

Town of Manitowish Clerk/Treasurer

Dana Hilbert

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1. Issues and Opportunities

The process of updating a Comprehensive Plan offers an opportunity to evaluate past goals and objectives, adjust the community vision based upon a shared experience, and create opportunities offered by tools and resources that did not exist in the past.

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 was 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 had 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.

In 2016 the Planning Commission approved retaining Martenson and Eisele to update the Comprehensive Plan. The Manitowish Waters Town Board approved the consulting contract on March 20, 2016. To ensure public participation was part of the update process, the Town Board approved a Public Participation Plan which can be found in Appendix A.

New Resources

A significant amount of resources are available to the Town that didn't exist when the 2002 Comprehensive Plan was developed and published. These resources include but are not limited to the following:

- Creation of the Vilas County Economic Development Corporation (VCEDC)
- Development of the Business Incubator by VCEDC in Manitowish Waters
- Creation of Grow North
- Creation of Wisconsin Economic Development Corporation (WEDC)
- Private donations for Park and Trails Development

- Additional Planning and Development efforts
 - 2013 Tourism Assessment
 - Manitowish Waters Regional Alternative Transportation, Master Plan, December 9, 2009
 - Branding, Product Development & Marketing Action Plan, June, 2014
 - Vilas County Soil and Water Report
 - Roads Report

Manitowish Waters is primarily a wooded and lake community. Approximately 65.6% (15,037.5 acres) of its land is being used for forests and agriculture. Most of the town's acreage is undeveloped due in large to the National Highland American Legion State Forest and the Powell Marsh Wildlife Area, occupying 44.9% of the town. Just over 4,370 acres (19.1%) of the town consists of surface water. Intensive uses such as residential, commercial, industrial, government facilities and transportation make up the remaining 3,504.5 acres, or 15.3% of the town. Manitowish Waters, like most of Vilas County is a destination of choice for outdoor recreation, the 'north woods' experience, location for recreational homes, peace and solitude. Clearly the open space and publicly held lands are an asset of the community. The relatively low percentage of taxable land however creates challenges for the local officials to maintain services of the Town, school district and other entities that rely on property tax for operational budgets. Manitowish Waters will need to continue to be judicious, yet pro-active, to attract grants and private investments for the benefit 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

Manitowish Waters is a small, rural, recreational based community in the heart of the lake district of northern Wisconsin. The Manitowish Waters Long Range Land-Use Plan is the result of the integration of public opinion with the process of developing local ordinances and development standards to preserve and enhance local landscapes and community amenities.

Our main goal is to preserve the Town's unique north woods character and charm by balancing opportunities for growth and development with the protection and conservation of the wild lands and open spaces that define our Town's natural splendor

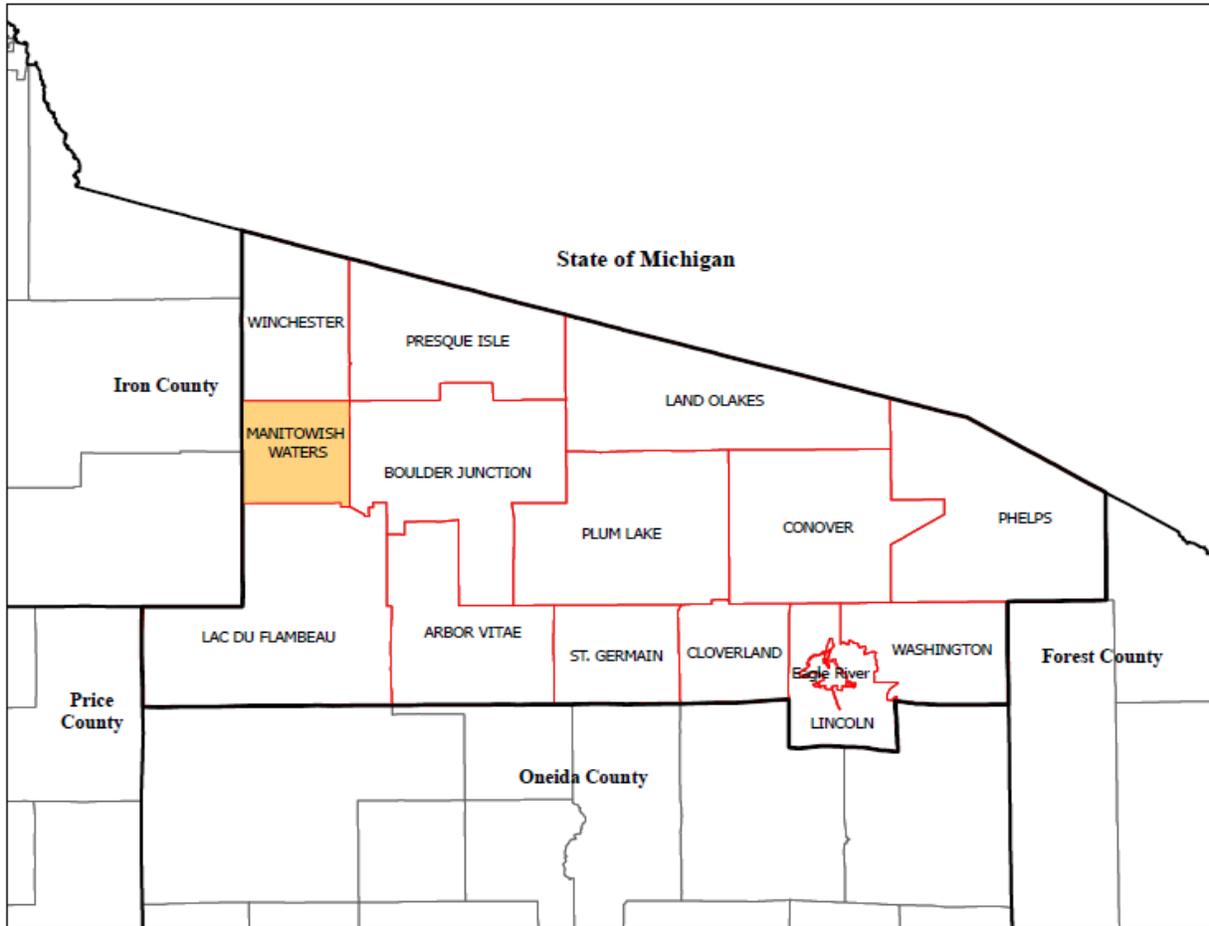
We will focus our planning efforts on developing strategies for:

- Balancing development with preservation in the undeveloped areas of town where the pressures for land development will be the greatest;
- Balancing long term recreational uses of our lands and waters;

- Maintain the fragile co-existence that exists between the built and the natural landscape;
- Promote environmentally responsible development and sustainable agricultural practices that protect ground and surface water resources;
- Encourage a variety of residential developments to provide diverse housing options. Secure, whenever appropriate, non-tax base financial resources for public investments in infrastructure, recreation, and creation of an enviable quality of life.

We will approach these efforts with an increased sensitivity to the needs of our aging population in a manner which is sustainable and harmonious with our lake and wooded environment. The Plan will compliment and serve to augment the many unique aspects of our Town's economy that has historically been based on recreation, tourism, and agriculture. The Town will also be pro-active in development of communication infrastructure and workforce development in order to be a location of choice for entrepreneurs, and new business or agricultural opportunities.

Map 1-1 Project Area



Town of Manitowish Waters
 Vilas County, Wisconsin
 Project Area

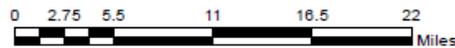
The base map was created with data from Vilas County Land Information and Mapping Department, who in no event assumes any liability regarding fitness of use of the information and any application by others, is the responsibility of the user.

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Planning
 Environmental
 Surveying
 Engineering
 Architecture



Map 1-1

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 that 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 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 procedures must be captured in an approved Public Participation Plan. A copy of the adopted Public Participation Plan can be found in Appendix A.

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 seven (8) 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 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. All meetings, regardless of their orientation, were open to the public and were conducted in accordance with the approved and adopted public participation procedures. As previously stated, a copy of the adopted Public Participation Plan can be found in Appendix A.

Public Participation Meeting #1 (September 20, 2016)

The initial public participation meeting was held at the Manitowish Waters Community Center and included a presentation by the consultant on the upcoming planning process and various new trends developing from a land use, service and environmental perspective that could impact the direction of the comprehensive planning update effort. The meeting also included the introduction of a community on-line survey that residents and land owners could submit over the following eight weeks. The survey was designed to capture key community ratings and perspectives. The results of the survey are included in Appendix B of this plan. Finally, maps were displayed throughout the center for public review and comment. The public participation meeting was attended by over 40 people.

Public Participation Meeting #2 (July 18, 2017)

The second public participation meeting was held at the Lions Club Pavillion and included a presentation by the consultant on the major recommendations of the updated Comprehensive Plan. Questions by the public were answered and comments for plan changes were recorded. Immediately after this public information meeting, the Plan Commission met to discuss the public comments and recommended changes.

Public Hearing (August 1, 2017)

The Public Hearing was held jointly by Town of Manitowish Water's Plan Commission and Town Board. Public comment was taken on the plan.

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.

Population Counts

Table 1- 1
Official Preliminary Estimates, 1/1/2016, Wisconsin Counties, with
Comparison to Census 2010

Area	Census 2010	Preliminary Estimate 2016	Numeric Change	Percent Change
Wisconsin	5,686,986	5,774,996	88,010	1.55%
Florence	4,423	4,473	50	1.13%
Forest	9,304	9,279	- 25	- 0.27%
Iron	5,916	5,901	- 15	- 0.25%
Langlade	19,977	19,995	18	0.09%
Lincoln	28,743	28,787	44	0.15%
Marathon	134,063	135,483	1,420	1.06%
Marinette	41,749	41,413	- 336	- 0.80%
Menominee	4,232	4,256	24	0.57%
Oconto	37,660	38,195	535	1.42%
Oneida	35,998	36,208	210	0.58%
Price	14,159	14,086	- 73	- 0.52%
Taylor	20,689	20,741	52	0.25%
Vilas	21,430	21,662	232	1.08%

Source: Wisconsin Demographic Services Center

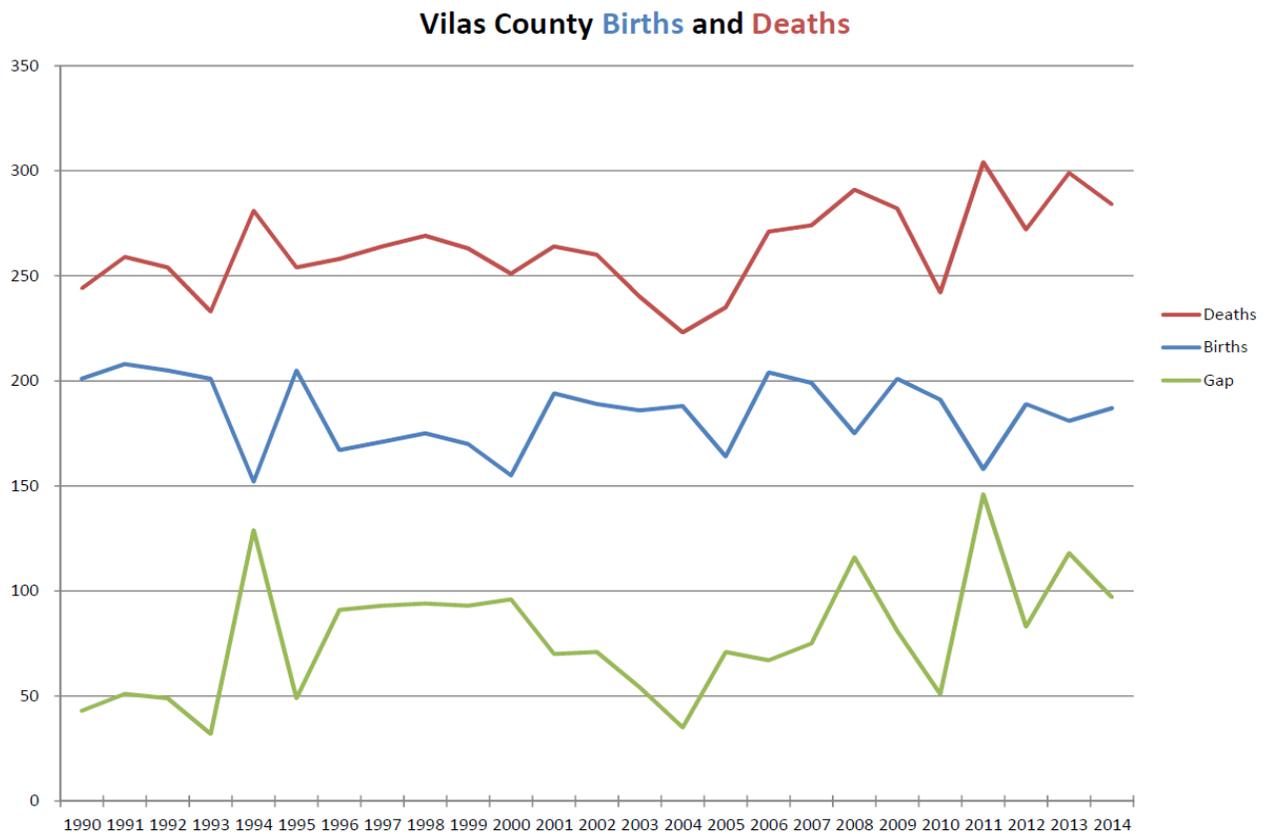
It is important to note that some data may not be available on the Town level and County-wide data is used to establish a snapshot of changing demographics when necessary. County data is helpful to show overall regional trends and comparative analysis of counties in the Northeast and North Central areas of Wisconsin. This data is also helpful in analyzing changes in trade market areas and workforce availability.

**Table 1 - 2
Estimated Components of Population Change for Wisconsin Counties
April 2010-January 2015**

DOA Code	FIPS Code	County Name	4/1/2010 Census	Final Estimate	4/1/2010 - 1/1/2015		Numeric Change, 4/1/2010 - 1/1/2015			Percent Change, 4/1/2010 - 1/1/2015		
					Estimated Births	Estimated Deaths	Est. Natural Increase	Est. Net Migration	Estimated Total	Natural Increase	Net Migration	Est. Total Pct. Change
64	55125	Vilas	21,430	21,590	873	1,274	-401	561	160	-1.9%	2.6%	0.7%

Source: Wisconsin Demographic Services Center

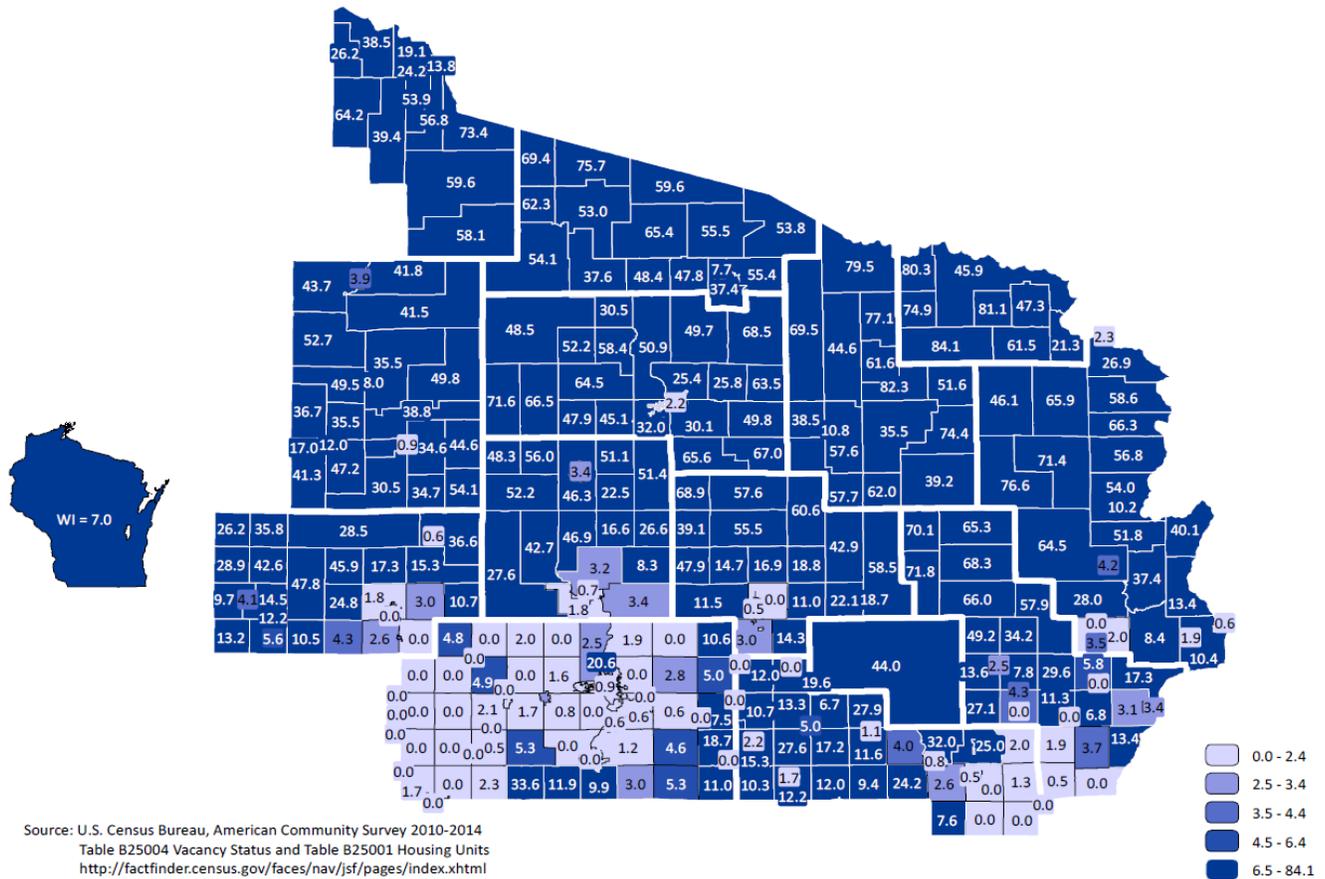
Figure 1- 1
Vilas County Births and Deaths 1935 - 2010



Source: WI Dept. of Health Services, WI Interactive Statistics on Health <https://www.dhs.wisconsin.gov/wish/index.htm>

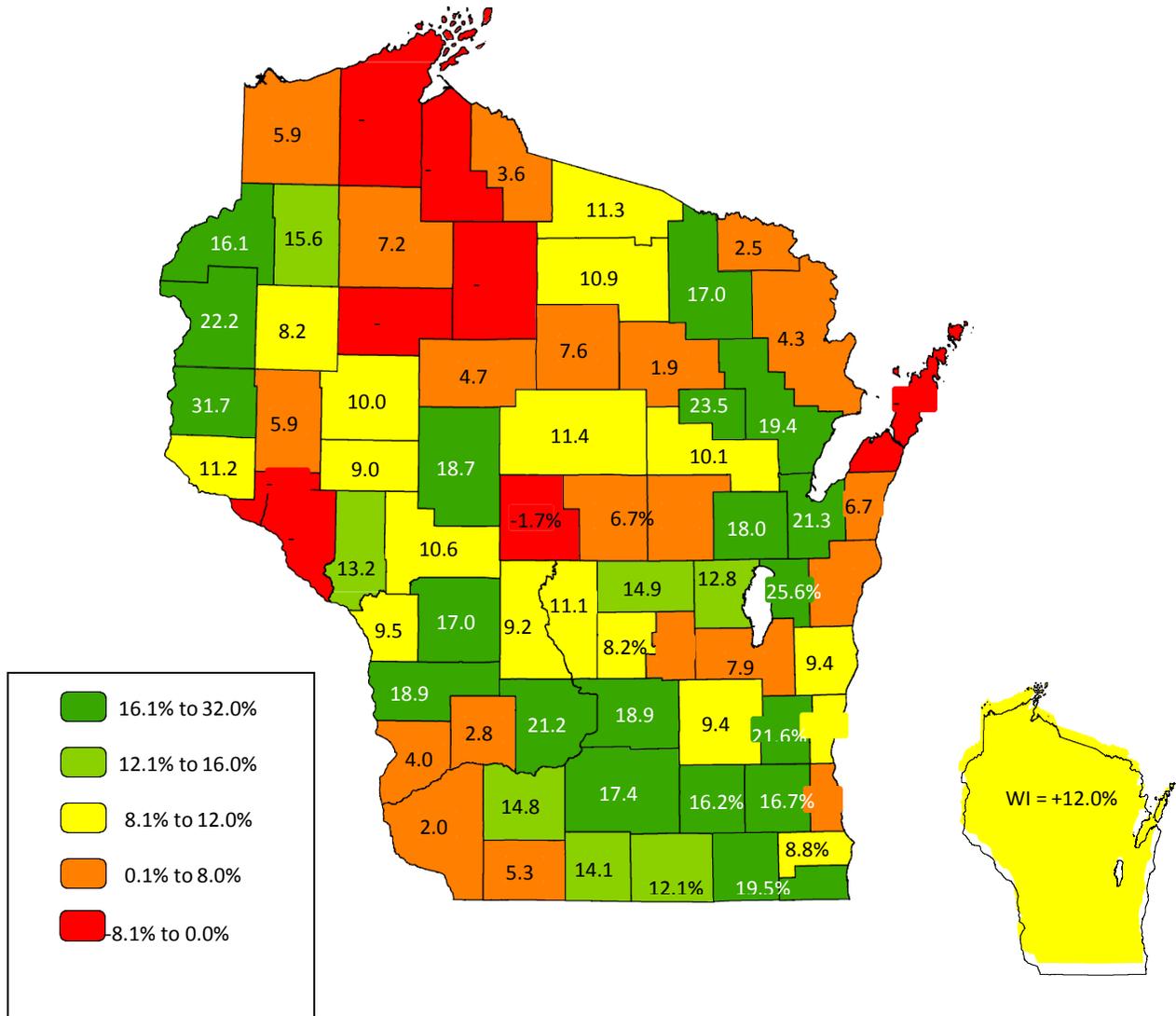
Figure 1-1 show Wisconsin Department of Health Services birth and death data for Vilas County. In the early 1990s, Vilas experienced approximately 50 more deaths than births per year. Since 2010, Vilas has tended to experience over 100 more deaths than births. This may suggest that Vilas County needs net migration of at least 100 people per year to compensate for negative natural change.

Figure 1- 2
Seasonal, Recreational or Occasional Use Housing Units as % of Total



Manitowish Waters contains some of the highest concentrations of second homes in Vilas County and the State of Wisconsin, with an estimated 62.3% of total housing in the Town being seasonal, recreational, or Occasional Use. (see Figure 1-2) It is anticipated that this percentage may decrease over time as second homes are converted to primary homes by higher age groups as the ‘retirement home’ which in part drives the trend of migration into the County and Town of Manitowish Waters.

Figure 1 - 3
Projected Population Change 2015 - 2035



Source: WI Dept. of Administration, Division of Intergovernmental Relations <http://doa.wi.gov/demographics>

**Table 1- 3
Population Trends
Town of Manitowish Waters 1990-2014**

1990	2000	2010	2014	# Change 1990-2000	# Change 2000-2010	# Change 2010-2014
651	646	622	618	-0.8%	-3.7%	-0.6%

Source: U.S. Bureau of the Census, 1990-2014.

Table 1-3 displays the population trends for the Town of Manitowish Waters from 1990 to 2014. Population levels during the twenty-four year period have shown a steady decline from 1990. The Town greatest decrease in population occurred between 2000 and 2010 during the economic recession. The decline in population slowed from 2000 to 2014.

Comparative Population Trends

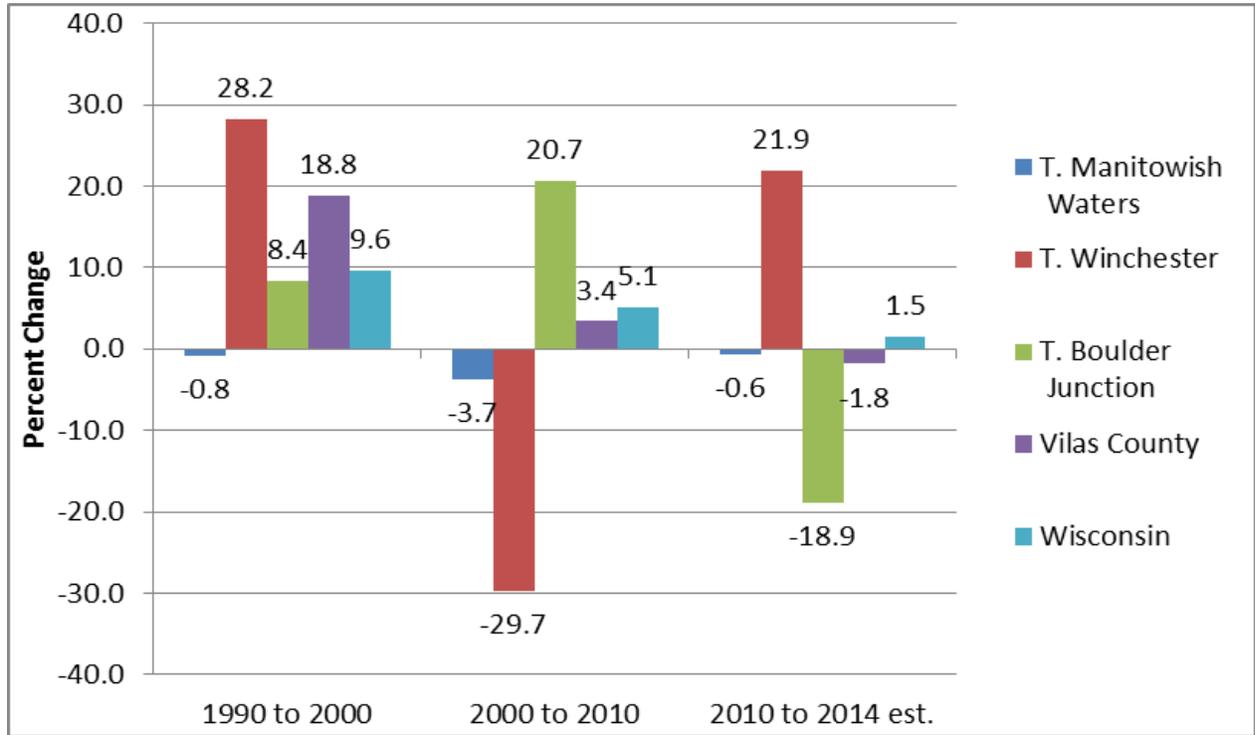
**Table 1- 4
Comparative Population Trends
Town of Manitowish Waters and Selected Areas
1990-2014**

	T. Manitowish Waters	T. Winchester	T. Boulder Junction	Vilas County	Wisconsin
1990	651	354	884	17,707	4,891,769
2000	646	454	958	21,033	5,363,701
2010	622	319	1,156	21,750	5,637,947
2014 est.	618	389	938	21,368	5,724,692
% Change					
1990 to 2000	-0.8%	28.2%	8.4%	18.8%	9.6%
2000 to 2010	-3.7%	-29.7%	20.7%	3.4%	5.1%
2010 to 2014 est.	-0.6%	21.9%	-18.9%	-1.8%	1.5%
2000 to 2014 est	-5.1%	9.9%	6.1%	20.7%	17.0%

Source: U.S. Bureau of the Census, 1990-2014.

As shown by Figure 1-4, the Town of Manitowish Waters has seen a steady decline from 1990 to 2014 in population, with the greatest decline occurring from 2000 to 2010. The Town of Winchester also experienced a significant decline in population over this same period. However, Winchester also experienced recovery from 2000 to 2014 unlike the Town of Manitowish Waters. Comparatively, the Town of Boulder Junction continued to grow until 2010 and has since experienced a slight decrease in population. 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. The State experienced continued growth but at a much slower rate in the 2000s versus the 1990s. Preliminary data from WI Department of Administration shows an increase in population county-wide as a result of migration into the county which is discussed elsewhere in this chapter.

**Figure 1- 4
Comparative Population Change
Town of Manitowish Waters and Selected Areas
1990-2014**



Source: U S Bureau of the Census, 1990--2014

**Figure 1- 5
Projected Populations for Persons over 65 Years Old—2015 - 2035**

How Many Residents 65 or More Years Old in 2015 and 2035?

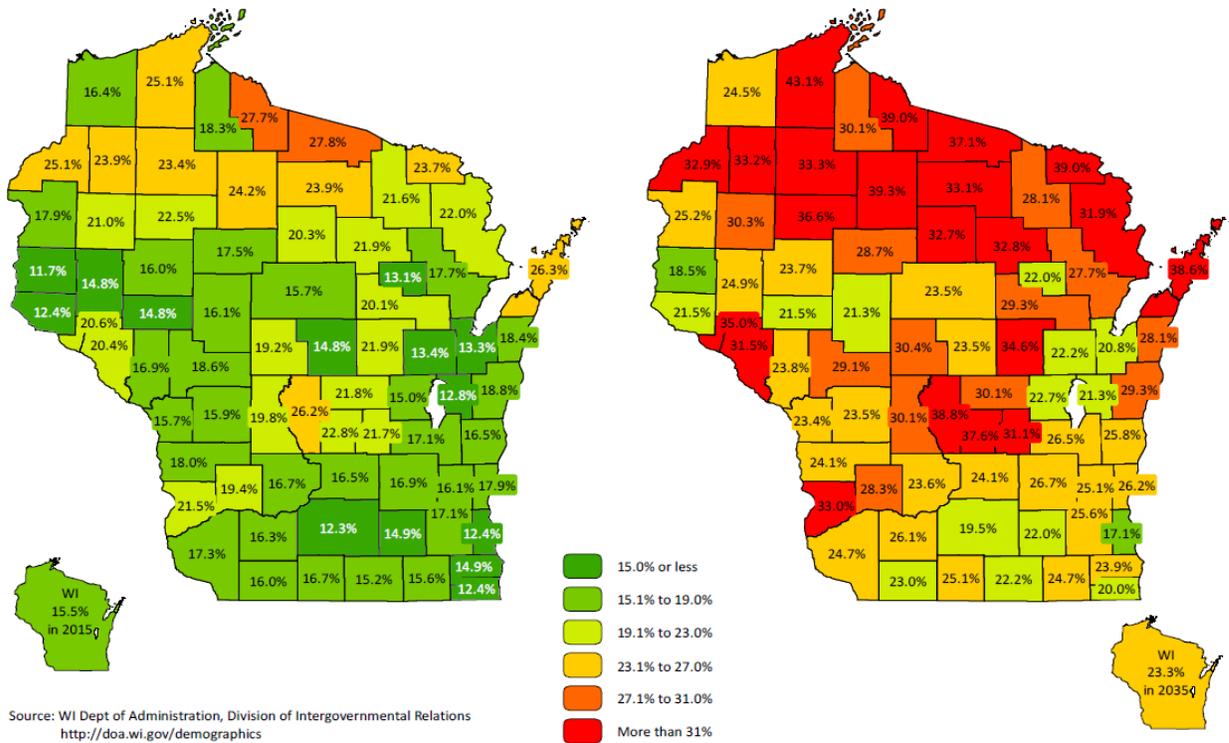
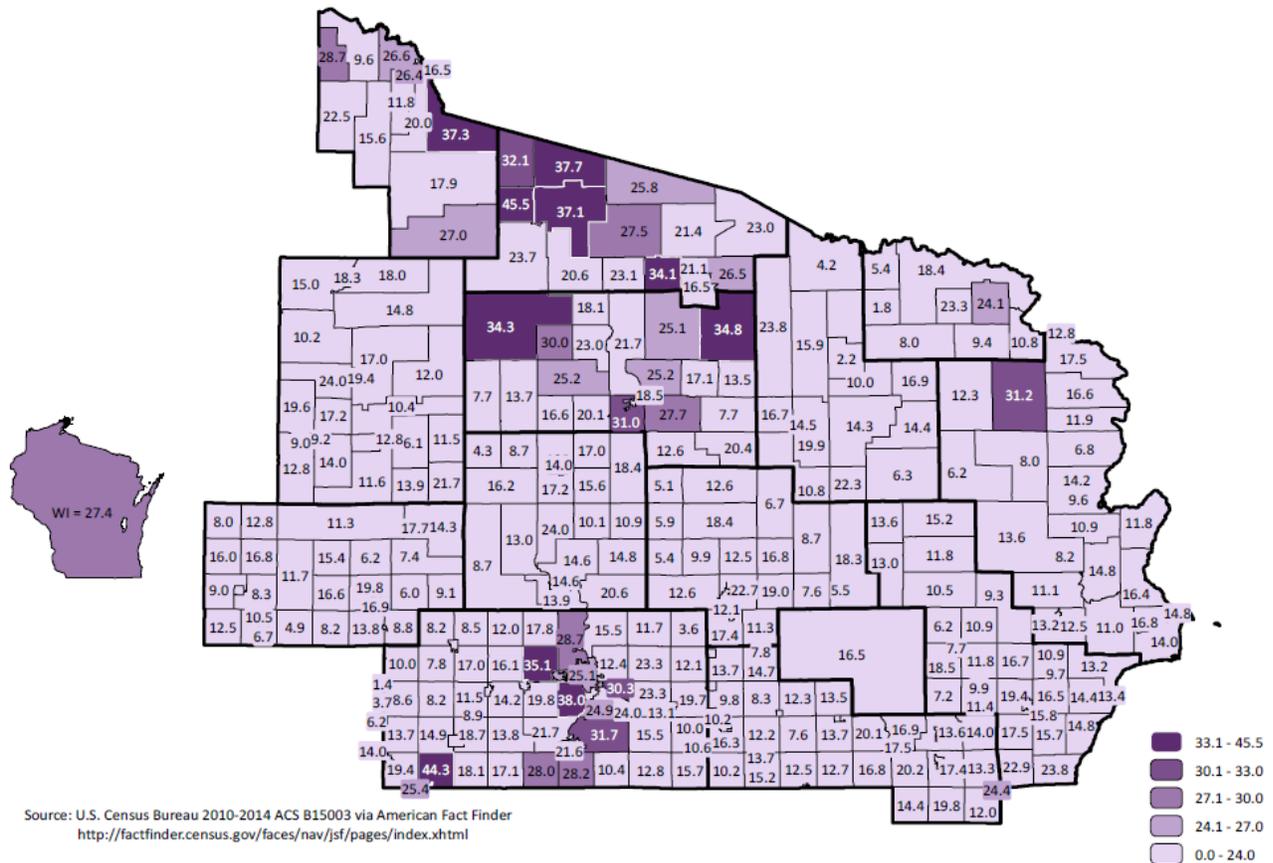


Figure 1 - 6

Share of 25-and-Over Population with a Bachelor's Degree or More



Vilas County has the largest share of population over 25 years of age with a Bachelor’s Degree in North East Wisconsin, with the Town of Manitowish Waters having the highest concentration in the county. (see Figure 1-6) Higher education levels may be an advantage in attracting employers looking for an educated workforce. Prospective residents in the millennial populations seek out persons of similar educational experiences. The superior quality of life may also attract persons of younger age not seeking an urbanized living experience.

Seasonal Population

Utilizing the 2014 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 visitor's travel to Manitowish Waters the total population dramatically increases to 4,882 persons, nearly eight times the year-round population of 646.

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 1-5 displays the population by age cohorts for the town from 1990 to 2014.

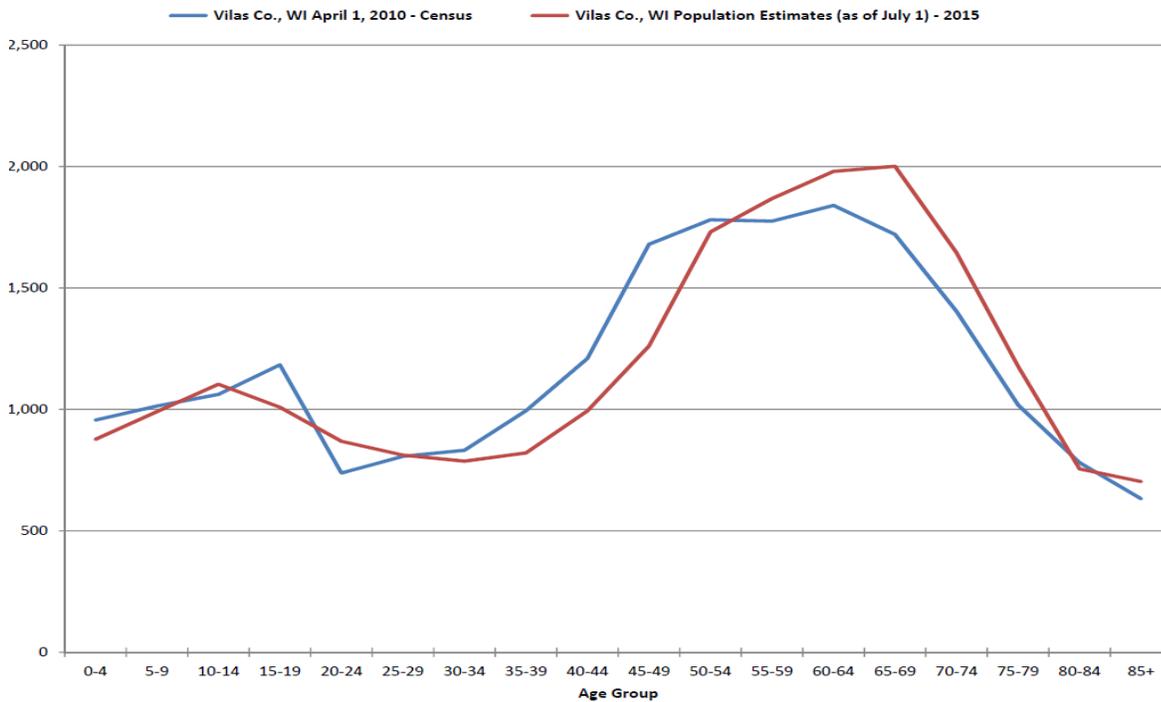
The age structure appears to be relatively stable within the Town of Manitowish Waters. The 5 to 19 age group increased the most for the period shown, 11.5%. The age structure for the Town continues to lean towards a more retirement age group. Children under 19 make up a very small percentage of the population. The 2014 median age for residents of Manitowish Waters was 59.2 years of age, which indicates an aging population that will have significant impact on services and employment over the next 10-20 years. The 2014 median age for residents of Vilas County was 52.8 and the State of Wisconsin had an overall median age of 38.8 in 2014.

**Table 1- 5
Population by Age Cohort
Town of Manitowish Waters
1990-2014**

Age	1990		2000		2010		2014		% Change 1990-00	% Change 2000-10	% Change 2010-2014
	No.	%	No.	%	No.	%	No.	%			
Under 5	30	4.6%	14	2.2%	37	5.9%	4	0.6%	-53.3%	164.3%	-89.2%
5 to 19	87	13.4%	97	15.0%	29	4.7%	24	3.9%	11.5%	-70.1%	-17.2%
20 to 44	165	25.3%	150	23.2%	110	17.7%	111	18.0%	-9.1%	-26.7%	0.9%
45 to 64	186	28.6%	195	30.2%	167	26.8%	240	38.8%	4.8%	-14.4%	43.7%
65+	183	28.1%	190	29.4%	279	44.9%	239	38.7%	3.8%	46.8%	-14.3%
Total Population	651		646		622		618				

Source: U.S. Bureau of the Census, 1990-2014.

**Figure 1 - 7
Comparative Population Age-2010 - 2015**



Source: WI Dept. of Administration, Division of Intergovernmental Relations
<http://doa.wi.gov/demographics>

Figure 1-7 shows a blue line with Vilas County’s population by age group in April 2010 and a red line with Vilas County’s population by age group in July 2015 according to the Census Bureau. The population bulge for ages 40 to 70 would normally be expected to move rightward as the population ages. In some communities, mortality trends would begin to reduce the population bulge’s peak, but Vilas County sees the peak getting higher over time. The population between 10 and 39 years old is showing reductions while the 40 to 65 year age brackets are showing marked increases. The increase in 60- to 65-year-olds and 65- to 69-year-olds can be attributable to net migration in these age groups. Together, the age groups under 55 lost 1,003 people, and the age groups 55-and-over gained 960 people. While birth and death trends tend to be somewhat more stable and predictable, migration trends can be much more volatile and subject to external forces such as the overall economy. For this reason, planners sometimes regard migration as a very unreliable source of population growth. Long term, the smaller population counts in the under 35 age brackets (child bearing ages) will have a continuing negative impact on natural increase of the population. Additionally organizations that typically rely on volunteerism such as First Responders, and Fire and Rescue may have difficulty generating full rosters.

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, 96.2% 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 2010 can be found within the Economic Development Element.

Income Levels

Income information received from the 2010 Census indicated that Manitowish Waters' median household income was reported at \$43,281, slightly higher than the county reported median of \$43,681. 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 29.02% and 22.02%, respectively. The second greatest economic division for the town was in educational, health and social services, 16.96%, followed by retail trade, 10.27%. Further economic and employment characteristics can be found within the Economic Development Element.

1.8 Trends and Forecasts

Population Projections

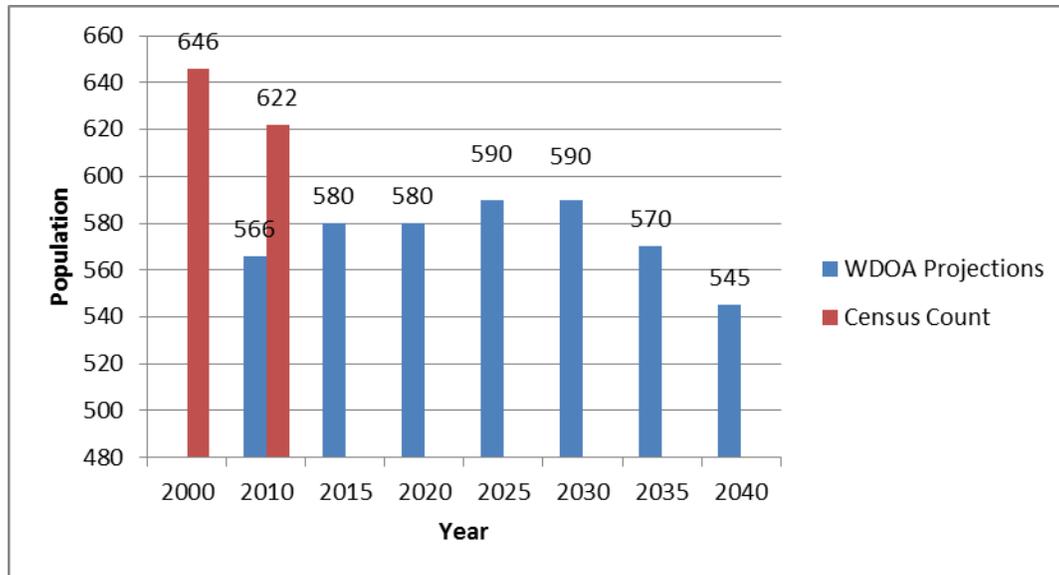
Population projections are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Projections should be considered as one of many tools used to help anticipate 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.

The Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population projections to the year 2040 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 1-8, the WDOA predicted a declining population for the town.

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

The WDOA estimates were determined based off of 2010 Census data. An alternate population projection was completed to determine reliability of the projections.

**Figure 1- 8
WDOA Population Projections
Town of Manitowish Waters
2015-2025**



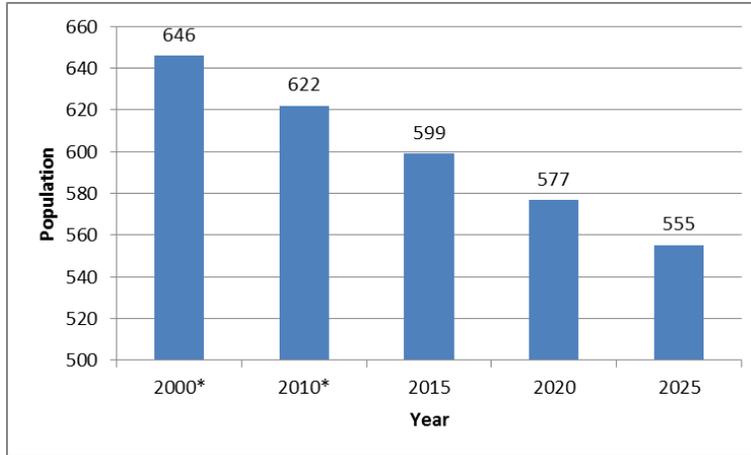
Source: U.S. Bureau of the Census, 2000-2010; Wisconsin Department of Administration, Official Municipal Population Projections, 2010-2040, Produced in 2013.

Accelerated Growth Projection Model – Linear Trend Analysis, 2015-2025

Figure 1-9 illustrates the census counts from 2000 and 2010 and a linear projection that was calculated by taking the percent change between the two census counts and projecting the trend on an annual basis to the year 2025. With linear projections, one should only project out the same number of years from which the trend was developed. For Figure 1-10, the projection window is ten years.

It is estimated that the town’s population in the year 2025 will decline to 555 persons, a 14% decrease from 2000. More of a decline than the WDOA projections.

**Figure 1- 9
Linear Trend Projection
Town of Manitowish Waters 2015-2025**

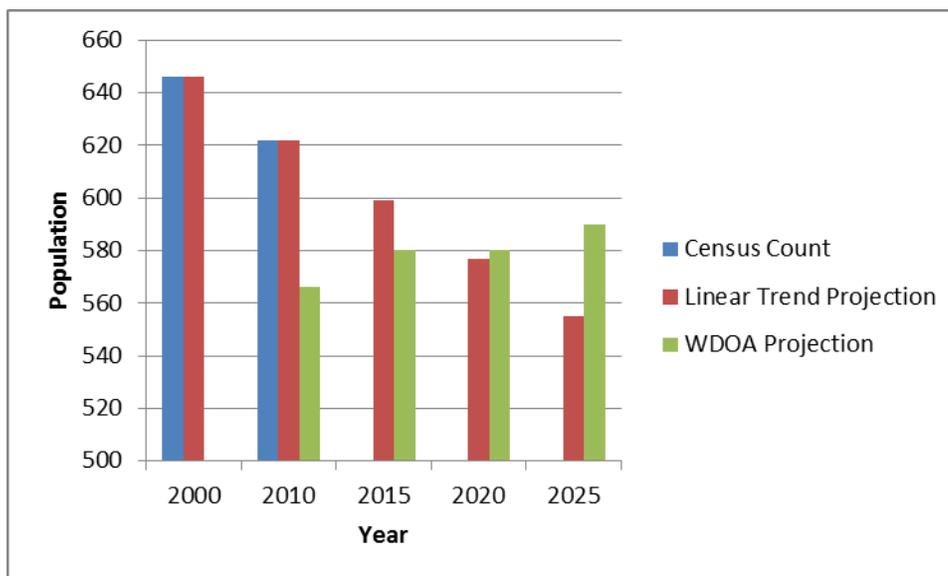


Source: *U.S. Bureau of the Census, 2000-2010; years 2005-2025 calculated by taking the % annual change between 2000-2010 and creating a linear trend to 2025.

Comparative Population Projections

Figure 1-10 illustrates a comparison of the two 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.

Figure 1- 10
Comparative Population Projections
Town of Manitowish Waters 2000-2025



Source: U.S. Bureau of the Census, 2000-2010. For projections methodologies see earlier within the section.

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 household projections are based on past and current trends, and therefore should only be used as a guide for planning. Additionally, traditional housing data and forecasts primarily deal with housing structures whether seasonal or occupied and household data only pertains to occupied units and not units that are primarily seasonal in nature. Further housing data can be found within the Housing Element.

Employment Forecasts

During 2015, the Wisconsin Department of Workforce Development (WDWD) released a publication titled 2015 Vilas County Workforce Profile. This publication makes economic projections for the region and Vilas County regarding the labor force, industries and occupations.

Table 1 - 6
Employment Projections
North Central Workforce Development Area Occupation Projections,
2012-2022

Occupation Group	Employment				Average Annual Openings			Median Annual Wage
	2012	2022	Change (2012-2022)	Number Percent	Due to Growth	Due to Replacement	Total Openings	
All Occupations	190,647	204,652	14,005	7%	1,594	4,424	6,018	\$ 32,649.00
Management	8,273	8,874	601	7%	63	167	230	\$ 76,839.00
Business and Financial	8,007	8,568	561	7%	61	167	228	\$ 50,519.00
Computer and Mathematical	3,956	4,441	485	12%	50	64	114	\$ 61,197.00
Architecture and Engineering	2,309	2,409	100	4%	11	55	66	\$ 59,012.00
Life, Physical, and Social Science	1,264	1,465	201	16%	21	40	61	\$ 47,098.00
Community and Social Service	1,880	1,954	74	4%	8	44	52	\$ 44,283.00
Legal	792	887	95	12%	10	13	23	\$ 53,887.00
Education, Training, and Library	3,994	4,169	175	4%	20	88	108	\$ 44,734.00
Arts, Entertainment and Media	2,211	2,348	137	6%	18	53	71	\$ 34,565.00
Healthcare Practitioners	12,779	15,036	2,257	18%	226	254	480	\$ 58,750.00
Healthcare Support	6,667	7,575	908	14%	91	127	218	\$ 27,739.00
Protective Service	3,246	3,423	177	5%	18	94	112	\$ 37,978.00
Food Preparation and Serving	15,595	16,667	1,072	7%	109	576	685	\$ 18,507.00
Building & Grounds Maintenance	6,057	6,856	799	13%	80	122	202	\$ 22,922.00
Personal Care and Service	7,831	8,990	1,159	15%	116	128	244	\$ 21,536.00
Sales and Related	18,854	19,508	654	3%	78	592	670	\$ 22,627.00
Office and Administrative Support	30,469	31,971	1,502	5%	191	711	902	\$ 29,930.00
Farming, Fishing, and Forestry	2,536	2,224	-312	-12%	0	48	48	\$ 23,063.00
Construction and Extraction	7,544	8,603	1,059	14%	106	125	231	\$ 42,972.00
Installation, Maintenance, Repair	8,349	8,737	388	5%	47	184	231	\$ 38,195.00
Production	21,302	21,788	486	2%	118	421	539	\$ 32,731.00
Transportation & Material Moving	16,732	18,159	1,427	9%	152	352	504	\$ 32,390.00

Data includes Adams, Forest, Langlade, Lincoln, Marathon, Oneida, Portage, Vilas and Wood Counties

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, September 2015

In 2012, the area's largest occupation group was Office & Administrative Support with 30,469 jobs, 16 percent of total employment. (see Table 1-6) Of the twenty-two occupation groups, the top five together accounted for 54 percent of jobs. While these five groups are projected to remain the top groups in 2022, the share of jobs within these groups is projected to decline to 52.8 percent of jobs.

The share of total jobs by occupational group is projected to change little through 2022. However, the share of jobs in the top three groups, Office & Administrative Support; Production; and Sales & Related, are projected to experience the largest decreases. The share of jobs in the Healthcare Practitioners & Technical group is projected to have the largest gain. From 2012 to 2022, the share of jobs in the Healthcare Practitioners & Technical group is projected to rise from 6.7 percent to 7.3 percent of jobs.

Furthermore, the largest numeric and proportional gain in jobs is projected in the Healthcare Practitioners group with an increase of 2,257 jobs by 2022, an 18 percent gain. The Life, Physical, & Social Science group is projected to experience the second largest proportional gain in jobs though, due to its small size, the anticipated numeric gain of 201 is modest. The Farming, Fishing, and Forestry occupational group is projected to lose 312 jobs by 2022, a 12 percent decrease. All other occupational groups are projected to add jobs.

From the Quarterly Census of Employment and Wages (QCEW) program, trends in the industry sector composition of Vilas County can be examined. While labor force information examines the employment status of Vilas County residents, this information is based on establishments located within Vilas County.

The Leisure & Hospitality and Trade, Transportation, & Utilities sectors have the largest share of jobs in Vilas County. Together, these sectors accounted for over 47 percent of jobs in 2014. The portion of payroll in the Leisure & Hospitality sector is smaller than the portion of employment. This arises due to lower wages in the sector as well as the high number of workers employed on a part-time basis. The Trade, Transportation, & Utilities sector had the largest numeric increase from 2013 to 2014 with a gain of 25 jobs. Overall, the number of jobs increased by 26.

Although the average wage in Vilas County is 33.2 percent lower than the state average, the average wage increased by 5.5 percent from 2013 to 2014. Wage growth within the Construction; Information; and Trade, Transportation, & Utilities sectors was strong from 2013 to 2014 while the average wage in the Manufacturing sector declined.

According to the projections, the top five industries expected to add the most new jobs include Construction, Professional and Business Services, Education and Health Services, Leisure and Hospitality, and Financial Services. 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 agencies 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 policies 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.

TE Goal 3: Eliminate inconsistent highway Rights-of-Way for planning and development purposes

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.

Storm water 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 town's 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 Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of affordable housing opportunities.
- HE-1.3 Explore opportunities to provide incentives for developers and home builders to create quality housing that is affordable for low and moderate income households.
- HE-1.4 Support the location of manufactured homes within the Town that feature designs similar to site-built homes and are built to state standards.
- HE-1.5 Strengthen established neighborhoods through encouraged conservation and improvements in the quality of existing housing.
- HE-1.6 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, and 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 (R-2), Community and Highway Business (GB), Downtown Business District (CB) and Recreation and Resort (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 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 2000 to 2014, 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.

For the period 2000 to 2010, the number of housing units in Manitowish Waters increased 80 units or 7.3%. The most significant housing supply change was in seasonal units, which increased by 94 units over the ten year period, but declined again by 124 units from 2010 to 2014, a 14.3% decrease. Since 2000 there has been a fluctuating number of units used for seasonal use. Conversion of seasonal homes to owner occupied homes is indicative of migration into the Town of permanent residents as discussed elsewhere in the Plan.

**Table 2-1
Housing Supply
Town of Manitowish Waters
2000-2014**

	2000	2010	2014	# Change 2000-2010	% Change 2000-2010	% Change 2010-2014
Total Units	1,103	1,183	1,190	80	7.3%	0.6%
Occupied Units	301	285	354	-16	-5.3%	24.2%
Owner Occupied	254	230	293	-24	-9.4%	27.4%
Renter Occupied	47	55	61	8	17.0%	10.9%
Vacant Year Round Units	802	898	836	96	12.0%	-6.9%
Seasonal Units	771	865	741	94	12.2%	-14.3%

Source: U.S. Bureau of the Census, 2000-2010.

**Table 2-2
Housing Supply
Vilas County
2000-2014**

	2000	2010	2014	# Change 2000-2010	% Change 2000-2010	% Change 2010-2014
Total Units	22,397	25,116	25,280	2,719	12.1%	0.7%
Occupied Units	9,066	9,658	10,552	592	6.5%	9.3%
Owner Occupied	7,416	7,722	8,082	306	4.1%	4.7%
Renter Occupied	1,650	1,936	2,470	286	17.3%	27.6%
Vacant Year Round Units	13,331	15,458	14,728	2,127	16.0%	-4.7%
Seasonal Units	12,587	14,306	12,969	1,719	13.7%	-9.3%

Source: U.S. Bureau of the Census, 2000-2014.

Comparative Housing Supply

Table 2-3 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, storm water management, land availability, utilities, transportation routes, and a variety of other factors which need to be considered prior to new development.

Table 2-4 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 1970 and 1979 and 1990 and 1999 within the town and the county.

**Table 2-3
Comparative Housing Unit Change
Town of Manitowish Waters and Selected Areas
2000-2014**

	2000	2010	2014	# Change 2000-2010	% Change 2000-2010	% Change 2010-2014
Town of Manitowish Waters	1,103	1,183	1,190	80	7.3%	0.6%
Town of Winchester	796	833	911	37	4.6%	9.4%
Town of Boulder Junction	1,407	1,409	1,363	2	0.1%	-3.3%
Vilas County	22,397	23,922	25,280	1,525	6.8%	5.7%
State of Wisconsin	2,321,144	2,593,073	2,635,602	271,929	11.7%	1.6%

Source: U.S. Bureau of the Census, 2000-2014

**Table 2-4
Year Structure Built
Town of Manitowish Waters and Selected Areas
2014**

Year Structure was Built	T.Manitowish Waters		Vilas County	
	Number	% of Total	Number	% of Total
2010 or later	8	0.7%	114	0.5%
2000 to 2009	125	10.5%	3,671	14.5%
1990 to 1999	227	19.1%	4,188	16.6%
1980 to 1989	155	13.0%	3,161	12.5%
1970 to 1979	236	19.8%	4,961	19.6%
1960 to 1969	95	8.0%	2,507	9.9%
1950 to 1959	161	13.5%	2,215	8.8%
1940 to 1949	85	7.1%	1,711	6.8%
1939 or earlier	98	8.2%	2,752	10.9%
Total	1,190		25,280	

Source: U.S. Bureau of the Census, 2014

Structural Type

Table 2-5 details the number of units within structures in Manitowish Waters. The majority of structures, 92.4%, are 1-unit, single family detached structures. One unit attached structures were the second most common type of structures within the town in 2014.

Table 2-5
Units in Structure Town of Manitowish Waters 2000 and 2014

	2000		2014	
	Number	% of Total	Number	% of Total
1-unit detached	1150	97.6%	1,099	92.4%
1-unit attached	13	1.1%	40	3.4%
2 units	4	0.3%	16	1.3%
3 or 4 units	0	0.0%	10	0.8%
5 to 9 units	0	0.0%	7	0.6%
10 to 19 units	6	0.5%	7	0.6%
20 or more units	0	0.0%	0	0.0%
Mobile home, trailer, or other	5	0.4%	11	0.9%
Total	1178		1,190	

Source: U.S. Bureau of the Census, 2000 - 2014

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 2-6 the majority of homes in the town were valued between \$300,000 and \$499,999 in 2000. In 2010 and 2014 the majority of the homes were valued between \$500,000 and \$999,999. There has been an increase in nearly 300% in homes valued in this price range from 2000 to 2014, and an increase in about 230% in homes valued over \$1 million since 2000.

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 2-8 and Figure 2-1 presents the growth in equalized valuation of real estate for Manitowish Waters from 2010 to 2015 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 2-6
Housing Values of Specified Owner-Occupied Units
Town of Manitowish Waters
2000 - 2014

	2000		2010		2014		# Change	# Change	#Change
	No.	%	No.	%	No.	%	2000-2010	2010-2014	2000-2014
Less than \$50,000	6	2.5%	0	0.0%	2	0.6%	-6	2	-66.7%
\$50,000 to \$99,999	23	9.5%	7	2.3%	8	2.6%	-16	1	-65.2%
\$100,000 to \$149,999	40	16.6%	20	6.6%	21	6.7%	-20	1	-47.5%
\$150,000 to \$199,999	34	14.1%	12	4.0%	37	11.8%	-22	25	8.8%
\$200,000 to \$299,999	50	20.7%	49	16.2%	62	19.8%	-1	13	24.0%
\$300,000 to \$499,999	54	22.4%	60	19.8%	52	16.6%	6	-8	-3.7%
\$500,000 to \$999,999	28	11.6%	126	41.6%	111	35.5%	98	-15	296.4%
\$1,000,000 or more	6	2.5%	29	9.6%	20	6.4%	23	-9	233.3%
Total	241		303		313				

Source: U.S. Bureau of the Census, 2000-2014.

Table 2-7
Housing Values of Specified Owner-Occupied Units
Vilas County
2000 -2014

	2000		2010		2014		# Change	# Change	#Change
	No.	%	No.	%	No.	%	2000-2010	2010-2014	2000-2014
Less than \$50,000	274	113.7%	420	138.6%	469	149.8%	146	49	71.2%
\$50,000 to \$99,999	1,840	763.5%	964	318.2%	906	289.5%	-876	-58	-50.8%
\$100,000 to \$149,999	1,411	585.5%	1,368	451.5%	1,342	428.8%	-43	-26	-4.9%
\$150,000 to \$199,999	792	328.6%	1,548	510.9%	1,465	468.1%	756	-83	85.0%
\$200,000 to \$299,999	733	304.1%	1,271	419.5%	1,547	494.2%	538	276	111.1%
\$300,000 to \$499,999	379	157.3%	1,530	505.0%	1,377	439.9%	1,151	-153	263.3%
\$500,000 to \$999,999	89	36.9%	903	298.0%	737	235.5%	814	-166	728.1%
\$1,000,000 or more	12	5.0%	381	125.7%	239	76.4%	369	-142	1891.7%
Total	5,530		8,385		8,082				

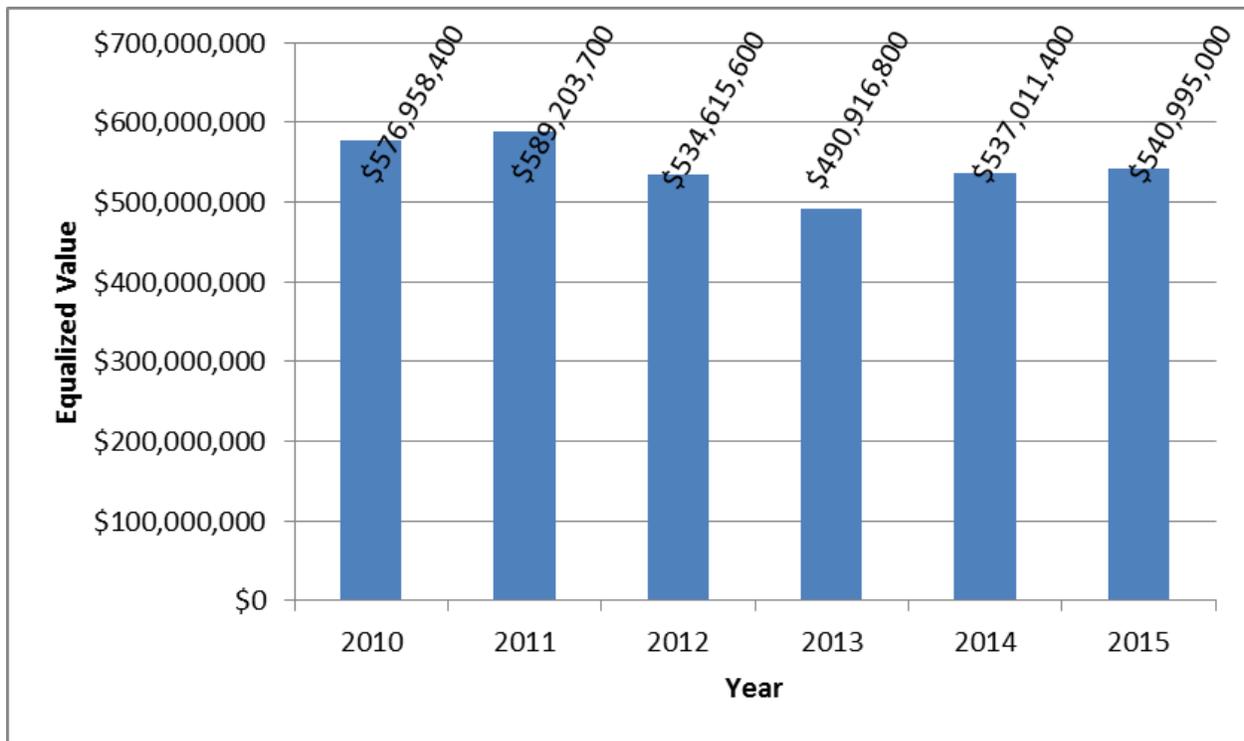
Source: U.S. Bureau of the Census, 2000-2014.

**Table 2-8
Equalized Values
Town of Manitowish Waters and Selected Areas
2010-2015**

	2010	2011	2012	2013	2014	2015
Town of Manitowish Waters	\$576,958,400	\$589,203,700	\$534,615,600	\$490,916,800	\$537,011,400	\$540,995,000
Town of Winchester	\$309,965,500	\$311,201,000	\$283,087,900	\$268,256,600	\$256,712,200	\$253,280,400
Town of Boulder Junction	\$557,986,700	\$567,214,500	\$532,827,600	\$488,474,500	\$502,285,800	\$476,887,900
Vilas County	\$7,554,749,900	\$7,344,418,900	\$6,993,368,600	\$6,666,485,900	\$6,830,023,600	\$6,749,756,600

Source: Wisconsin Department of Revenue, Division of State and Local Finance, Bureau of Local Finance Assistance, Equalized Values, 2010-2015. Includes personal property.

**Figure 2-1
Equalized Values
Town of Manitowish Waters
2010-2015**



Source: Wisconsin Department of Revenue, Division of State and Local Finance, Bureau of Local Finance Assistance, Equalized Values, 2010-2015. Includes personal property.

The equalized values of municipalities throughout Wisconsin have experienced some fluctuation in recent years. The Town of Manitowish Waters, Boulder Junction, and Vilas County all experienced a declining trend to 2013 with a slight rebound to 2015. The Town of Winchester was documented as remaining in a decline from 2011 to 2015. Table 2-9 displays the equalized valuation of total real estate by class from 2010 to 2015 for the Town of Manitowish Waters.

**Table 2-9
Equalized Valuation
Town of Manitowish Waters 2010-2015**

Year	Residential	Commercial	Manufacturing	Agricultural	Forest	Other*	Total Real Estate
2010	\$536,356,700	\$28,285,000	\$237,000	\$68,700	\$3,029,000	\$5,115,200	\$573,091,600
2011	\$551,629,100	\$27,679,800	\$237,100	\$72,800	\$2,833,600	\$5,189,700	\$587,642,100
2012	\$494,207,400	\$28,412,100	\$237,100	\$123,600	\$4,234,500	\$5,178,700	\$532,393,400
2013	\$450,372,700	\$28,069,600	\$237,100	\$73,600	\$3,645,200	\$5,740,300	\$488,138,500
2014	\$496,931,000	\$26,219,700	\$237,100	\$70,500	\$2,940,700	\$5,967,800	\$532,366,800
2015	\$505,676,000	\$21,484,300	\$244,400	\$71,800	\$2,954,400	\$5,834,500	\$536,265,400

Source: Wisconsin Department of Revenue, Division of State and Local Finance, Bureau of Local Finance Assistance, Equalized Values, 2010-2015. Does not include personal property. * Other includes swamp, waste, and other land.

Occupancy rates

A housing unit is a separate living quarters with direct access from outside or through a common hall (e.g. house, apartment, mobile home, trailer, etc.). A household is an occupied housing unit. A vacant housing unit is not a household. Table 2-10 provides a comparison of Vilas County community household vacancy rates. Manitowish Waters has the third highest vacancy rate in Vilas County with a 75.9% vacancy rate. The Town however ranks eleventh in the number of total housing units in Vilas County as detailed in Table 2-11.

**Table 2-10
Comparative Vacancy Rates by Community
Vilas County**

	D001	D002	D003		
	Total:	Occupied	Vacant	Occupancy	Vacancy
	(r15031)	(r405)	(r10625)	Rate	Rate
Presque Isle town, Vilas County, Wisconsin	1,523	298	1,225	19.6%	80.4%
Winchester town, Vilas County, Wisconsin	865	190	675	22.0%	78.0%
Manitowish Waters town, Vilas County, Wisconsin	1,183	285	898	24.1%	75.9%
Plum Lake town, Vilas County, Wisconsin	796	235	561	29.5%	70.5%
Land O'Lakes town, Vilas County, Wisconsin	1,426	433	993	30.4%	69.6%
Boulder Junction town, Vilas County, Wisconsin	1,398	441	957	31.5%	68.5%
Phelps town, Vilas County, Wisconsin	1,705	544	1,161	31.9%	68.1%
Washington town, Vilas County, Wisconsin	2,031	679	1,352	33.4%	66.6%
Conover town, Vilas County, Wisconsin	1,673	574	1,099	34.3%	65.7%
Lac du Flambeau town, Vilas County, Wisconsin	3,407	1,269	2,138	37.2%	62.8%
Vilas County, Wisconsin	25,116	9,658	15,458	38.5%	61.5%
St. Germain town, Vilas County, Wisconsin	2,331	953	1,378	40.9%	59.1%
Cloverland town, Vilas County, Wisconsin	1,105	470	635	42.5%	57.5%
Lincoln town, Vilas County, Wisconsin	2,094	1,102	992	52.6%	47.4%
Arbor Vitae town, Vilas County, Wisconsin	2,703	1,501	1,202	55.5%	44.5%
Eagle River city, Vilas County, Wisconsin	876	684	192	78.1%	21.9%
Wisconsin	2,624,358	2,279,768	344,590	86.9%	13.1%
United States	131,704,730	116,716,292	14,988,438	88.6%	11.4%

Source: 2010 U S Census, SF1 H3

**Table 2-11
Ranking of Total Housing Units in Vilas County**

	D001	D002	D003		
	Total:	Occupied	Vacant	Occupancy	Vacancy
	(r15031)	(r405)	(r10625)	Rate	Rate
Lac du Flambeau town, Vilas County, Wisconsin	3,407	1,269	2,138	37.2%	62.8%
Arbor Vitae town, Vilas County, Wisconsin	2,703	1,501	1,202	55.5%	44.5%
St. Germain town, Vilas County, Wisconsin	2,331	953	1,378	40.9%	59.1%
Lincoln town, Vilas County, Wisconsin	2,094	1,102	992	52.6%	47.4%
Washington town, Vilas County, Wisconsin	2,031	679	1,352	33.4%	66.6%
Phelps town, Vilas County, Wisconsin	1,705	544	1,161	31.9%	68.1%
Conover town, Vilas County, Wisconsin	1,673	574	1,099	34.3%	65.7%
Presque Isle town, Vilas County, Wisconsin	1,523	298	1,225	19.6%	80.4%
Land O'Lakes town, Vilas County, Wisconsin	1,426	433	993	30.4%	69.6%
Boulder Junction town, Vilas County, Wisconsin	1,398	441	957	31.5%	68.5%
Manitowish Waters town, Vilas County, Wisconsin	1,183	285	898	24.1%	75.9%
Cloverland town, Vilas County, Wisconsin	1,105	470	635	42.5%	57.5%
Eagle River city, Vilas County, Wisconsin	876	684	192	78.1%	21.9%
Winchester town, Vilas County, Wisconsin	865	190	675	22.0%	78.0%
Plum Lake town, Vilas County, Wisconsin	796	235	561	29.5%	70.5%

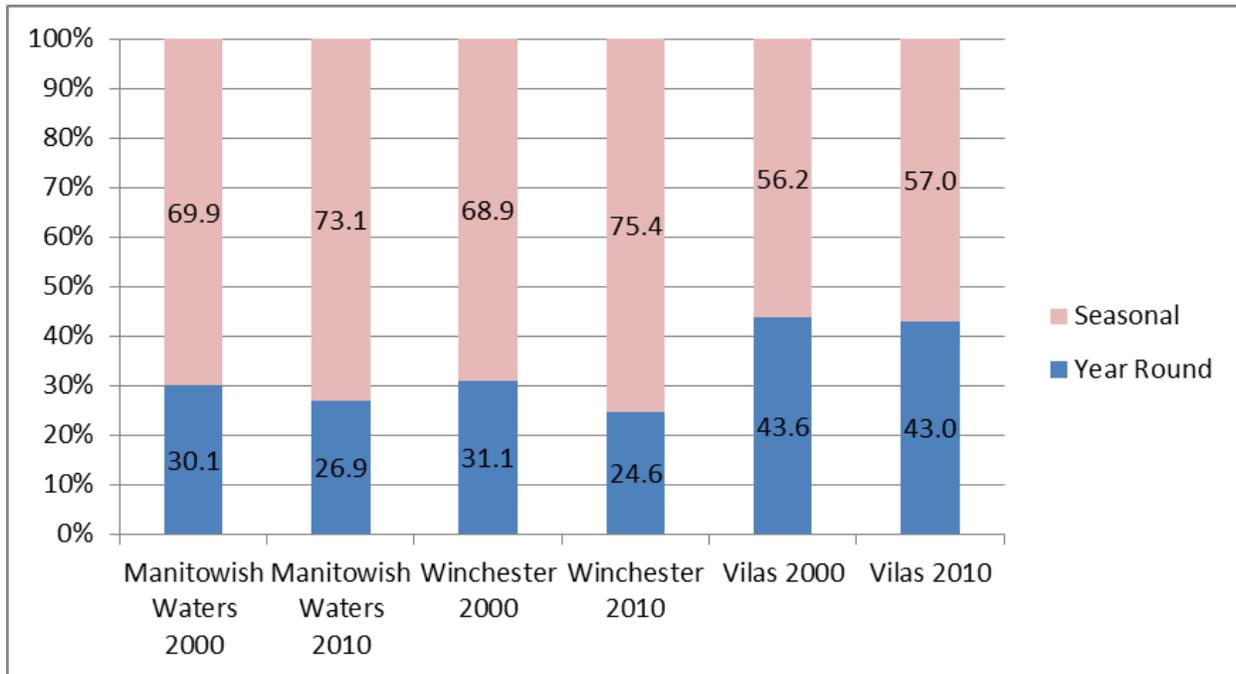
Source: 2010 U S Census, SF1 H3

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 was comparable to the Town of Winchester in the amount of seasonal units. Both the Town of Manitowish Waters and Winchester had a greater percentage of seasonal units than Vilas County in 2000 and 2010.

**Figure 2-2
Comparative Growth of Seasonal Housing Units
Town of Manitowish Water, Town of Winchester & Vilas County
2000-2010**



Source: U.S. Bureau of the Census, 2000-2010

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. Figure 2-3 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 2008-2015 trend for new residential building permits in the Town of Manitowish Waters.

The Town of Manitowish Waters has averaged 8 new residential building permits per year from 2008 to 2015, with a peak of 14 permits in 2012. In Manitowish Waters, a significant number of new home permits issued are for replacement structures. 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. The commercial structure permits numbers presented in Figure 2-3 include additions to existing commercial structures

**Figure 2-3
Residential Building Permit Activity
Town of Manitowish Waters
2008-2015**

Year	Single Family Home	Commercial Structures	Multi-Family	Total Units
2008	9	1	0	10
2009	6	2	0	8
2010	5	4	0	9
2011	11	4	0	15
2012	14	1	0	15
2013	8	3	0	11
2014	6	2	0	8
2015	5	3	0	8
Total Units	64	20	0	84
8 Year Average	8	3	0	11

Source: Manitowish Waters Zoning Office.

Housing Projections

Household 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.

Table 2-12 presents household projections for the town of Manitowish Waters for the planning period. It is important to note that the term households refers to units that are occupied throughout the year and does not include seasonal units.

**Table 2-12
Projected Households
Town of Manitowish Waters
2010-2040**

MCD Type and Name	County Name	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
Occupied Households								
Town Manitowish Waters	Vilas	285	299	302	310	313	306	296
Household Population								
Town Manitowish Waters	Vilas	566	580	580	590	590	570	545
Persons Per Household								
Town Manitowish Waters	Vilas	1.99	1.94	1.92	1.9	1.88	1.86	1.84

Source: U.S. Bureau of the Census, 2010; Wisconsin Department of Administration

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

An increasing number of people cannot find housing in Manitowish Waters 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. Table 2-13 details WHEDA Financed affordable housing units in Vilas County.

Table 2-13
WHEDA Assisted Housing
Section8/Tax Credit/WHEDA Financed Properties

Vilas County	Housing Type		
	Family	Elderly	Total
Community			
City of Eagle River	10	34	44
City of Lac Du Flambeau	141		141
City of Phelps		20	20
Total All	151	54	205

Source: wheda.com

Additionally WHEDA provides loans for home improvement, purchase and construction. From January 2005 to January 2015 WHEDA provided the following loan activity that was housing related:

Single Family Loans

- Home Improvement Loan (1) \$19,987
- Home Loans (12) \$1,173,976

Within the county there are 338 assisted housing units located in Eagle River, Land-O-Lakes, Phelps, St Germain and others scattered throughout the county. Of the 338 units, 122 are for the elderly, 151 are family units and 11 are for the disabled.

Table 2-14 details units created by federal programs as well as WHEDA. Note: The total does not necessarily equal the sum of each program as some properties may participate in multiple funding programs.

**Table 2-14
Distribution of Assisted Housing by Community and Program
Vilas County 2016**

Municipality	Properties	Units
Lac Du Flambeau	8	180
Eagle River	2	40
St Germain	1	36
Phelps	2	32
Land O Lakes	1	16
Boulder Junction	1	12
Totals	15	316

Program	Properties	Units
Section 8	3	76
LIHTC	5	95
RD 515	8	164
Section 811	1	6
Total	16	338

Source: <http://affordablehousingonline.com/housing-search/Wisconsin/Vilas-County/>

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.

RURAL AND ECONOMIC DEVELOPMENT LOANS

Rural and Economic Development "Section 502" loans are available to rehabilitate homes that fail to meet minimum standards for "decent, safe and sanitary" housing, and to make homes accessible to persons with disabilities. Contact the local Rural and Economic Development office, which is generally located at the county seat.

HOME IMPROVEMENT LOAN PROGRAM

The Wisconsin Housing and Economic Development Authority (WHEDA) administers the Home Improvement Loan Program (HILP) and the Home Energy Loan Program (HELP). These programs are designed to enable homeowners with low or moderate incomes to repair and improve their homes. The program makes FHA-insured home improvement loans available at an interest rate below the market rate. A third program, the Home Energy Incentive Program, is used with HILP for energy conservation projects. To apply for a loan, visit a participating lending institution, or call 800-334-6873.

HOME BUYER PROGRAMS

Wisconsin Housing and Economic Development Authority (WHEDA)

- The WHEDA Advantage provides home owners with a versatile loan that features the lowest monthly mortgage payments, down payment and closing cost assistance, a 30-year fixed interest rate, and more:
- The FTHB Advantage offers a preferred fixed interest rate for qualifies first-time home buyers. First-time home buyers, veterans or people purchasing in a federally designated target area are eligible for the fixed-rate mortgage priced below the standard conventional interest rate.

LOW-INCOME ENERGY ASSISTANCE PROGRAM

The Low-Income Energy Assistance Program provides energy assistance for low-income renters and homeowners. Eligibility is limited to households that have an income not greater than 150% of the poverty level, and that show an "energy burden". This means the household must directly pay a fuel provider or pay rent that includes heat. Applications usually must be made through the county Energy Assistance Office. Payments are made based on a multi-tier schedule depending on income, household size, and fuel type. One payment at the appropriate benefit rate is made for the entire heating season.

WEATHERIZATION PROGRAMS

In most counties, free weatherization is available for qualified low-income customers through gas and electric utilities. Contractors are hired to install insulation, as well as to caulk and weather strip. Call the local utility for further information.

RENT ASSISTANCE FOR PUBLIC HOUSING

Public housing programs provide publicly-owned and publicly-operated housing for low-income families and single persons who are age 62 or older, have a disability, or are displaced by government action or disaster. Local housing authorities set income limits, and rent may not exceed 30% of income. Contact the local city or county housing authority for information.

SECTION 8 HOUSING SUBSIDIES

The federal Department of Housing and Urban Development (HUD) contracts, either directly or through a local housing authority, with owners of new, existing or rehabilitated housing units. HUD pays the difference between rent charged on the private market and the tenant's contribution, which is based on income. The participating owners may be public or private. Apartments, houses and rented mobile homes may be eligible. Another type of Section 8 program provides a rent subsidy certificate to a qualified applicant who then finds a landlord who is willing to participate. Sometimes it is possible to obtain a subsidy for the tenant's current dwelling. Contact the local housing authority for details.

Section 811 Supportive Housing for Persons with Disabilities

The Section 811 Project Rental Assistance (PRA) program provides project-based rental assistance for extremely low-income persons with disabilities linked with long term services. The Section 811 PRA program creates the opportunity for persons with disabilities to live as independently as possible through the coordination of voluntary services and providing a choice of subsidized, integrated rental housing options.

RURAL RENT ASSISTANCE

In rural areas, the Rural and Economic Development office administers a rent assistance program similar to the Section 8 program. The rural program uses the same income guidelines to establish eligibility. The rent charged to the tenant is generally limited to 30% of the tenant's income. Priority is given to tenants in program-sponsored projects who are paying the highest percentage of their income toward rent. Contact the local Rural and Economic Development office for details.

Low-Income Housing Tax Credits

The Low-Income Housing Tax Credit (LIHTC) program was created in 1986 to encourage private investment in the development and rehabilitation of rental housing for low- to moderate-income families, seniors, and persons with special needs. LIHTCs are governed by Section 42 of the Internal Revenue Code and corresponding Federal Regulations. The Federal government allocates LIHTCs to each state according to a population-based formula. At the state level, Housing Credit Agencies administer the LIHTCs to owners of housing developments according to their state Qualified Allocation Plan, which must meet Federal guidelines.

The Wisconsin Housing and Economic Development Authority (WHEDA) is responsible for allocating and administering LIHTCs in Wisconsin. Since the inception of the LIHTC program, WHEDA has allocated \$326.2 million in tax credits, creating 51,940 units of housing in 1,135 developments across the state. These developments are located in 69 counties and 303 municipalities throughout Wisconsin.

LIHTCs are used by developers to achieve lower rents that are affordable for low- and moderate-income households. Many LIHTC properties also include market-rate units that are available to households regardless of income.

New Market Tax Credit Program

The federal New Markets Tax Credit (NMTC) program serves as a resource to help fuel job creation and economic development efforts by promoting equity investment in low-income urban and rural communities. WHEDA awards NMTCs to enhance financing for projects in highly distressed areas throughout Wisconsin that have demonstrable community impact.

Since 2004, WHEDA has received \$500 million in NMTCs to foster business development in Wisconsin.

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 Goal 1: 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.
- TE-2.3 Consider the needs of less ambulatory individuals and include provisions of the Americans with Disabilities Act in roadway, sidewalk, trail and park access, and incorporate crosswalks 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 USH 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 with Vilas County and surrounding communities 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, and 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:

- USH 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 interstate trips for the region. The USH 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, USH 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.

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Map 3-1 Existing Transportation

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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. USH 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.

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.

Detail is presented below that further identifies the basic criteria used to determine the class of each road within a community.

Year 2010 Rural Area Highway Functional Classification Criteria

Source: Wisconsin Department of Transportation

Rural highways are classified into the following functional types:

Rural Principal Arterial: Principal arterials serve corridor movements having trip length and travel density characteristics of an interstate or interregional nature. These routes generally serve urban (ized) populations of 5,000+. Under the basic land use service criteria established by the Wisconsin Department of Transportation (WisDOT), principal arterials should provide area access to all recreational areas of national or interstate significance, specifically:

- Apostle Islands National Lakeshore
- Wisconsin Dells Area
- Baraboo-Devils Lake Area
- Oneida County and Vilas County Lakes Area
- Hayward Area
- Door County
- Horicon Marsh Area
- Lake Geneva Area
- North Kettle Moraine Area
- South Kettle Moraine-Old World Wisconsin Area
- Iron Mountain (MI) Area

Rural Minor Arterial: Minor arterials, in conjunction with principal arterials, serve moderate to large-sized places (cities, villages, towns, and clusters of communities), and other traffic generators providing intraregional and inter-area traffic movements. These routes generally serve places with populations of 1,000+.

Rural Major Collector: Major collectors provide service to smaller-to-moderate sized places and other intra-area traffic generators, and link those generators to nearby larger population centers (cities, villages, and towns) or higher function routes. These routes generally serve places with populations of 100+.

Rural Minor Collector: Minor collectors provide service to all remaining smaller places, link the locally important traffic generators with their rural hinterland, and are spaced consistent with population density so as to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road. These routes generally serve places with populations of 50+.

Rural Local Road: Local roads provide access to adjacent land and provide for travel over relatively short distances on an inter-township or intra-township basis. All rural roads not classified as arterials or collectors will be local function roads.

Supplemental Rural Criteria

Two of the following supplemental criteria, plus 90% of the appropriate current Annual Daily Traffic (ADT) criteria, shall be met to justify a minor arterial or collector route segment. The current ADT will determine the appropriate collector classification when the supplemental criteria are met.

1. Alternate Population Connection: In many instances, several routes provide important connections between the same two population centers. One route can usually be identified as the most important connection and classified under the basic criteria. However, the alternate connections should be considered under the supplemental criteria. An alternate population connection meets one supplemental criterion for a minor arterial or collector.
2. Parallels a Principal Arterial: A route that closely parallels a principal arterial often times keeps the shorter trips off the principal arterial. As such, a route paralleling a principal arterial meets one supplemental criterion for a collector.
3. Interchanges with a Freeway: A route that interchanges with a freeway meets one supplemental criterion for a collector

4. **Major River Crossing:** A river crossing that avoids a travel indirection of ten (10) miles or greater, meets one supplemental criterion for a minor arterial or a collector. The bridge providing the crossing shall have a design rating of standard sufficiency listed in WisDOT's Bridge Manual and may not be posted for weight restrictions.
5. **Restrictive Topography:** A route that avoids a travel indirection of ten (10) miles or greater due to a topographic barrier meets one supplemental criterion for a minor arterial or a collector. For a minor arterial, when both a major river crossing and a restrictive topographic barrier are present, they in combination shall meet only one supplemental criterion.

3.5 Traffic Volume Trends and Forecasts

Note: Due to changing practices of WisDOT traffic counts are not available for the same locations as was presented in the 2001 Comprehensive Plan. While the information presented below is not completely consistent with the format of the 2001 Comprehensive Plan the data shows trends and patterns which is useful in the planning process.

Annual average daily traffic (AADT) counts for 1998 and from 2004 to 2016 for several locations in Manitowish Waters are presented in Table 3-1.

**Table 3-1
Annual Average Daily Traffic Counts
Town of Manitowish Waters
1998, 2004-2016**

Location	1998	2004	2010	2013	2016	# Change	% Change
						2010-2016	2010-2016
USH 51 NW of CTH H Northeast Boulder Junction			3600	3700	4000	400	11.11%
USH 51, directly south of intersection with CTH W.	5,500						
USH 51 2 miles East of STH 47-182 Mercer			3000	2400	3100	100	3.33%
USH 51, directly north of intersection with CTH W.	3,300					# Change 1998-2010	% Change 1998-2010
CTH W, at bridge north of USH 51	2,500	2,600	2,700			200	8.00%
CTH K, south of intersection with CTH W	1,000	1000	1100			100	10.00%

Source: <https://trust.dot.state.wi.us/roadrunner/>

Average Annual Daily Traffic (AADT) 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.

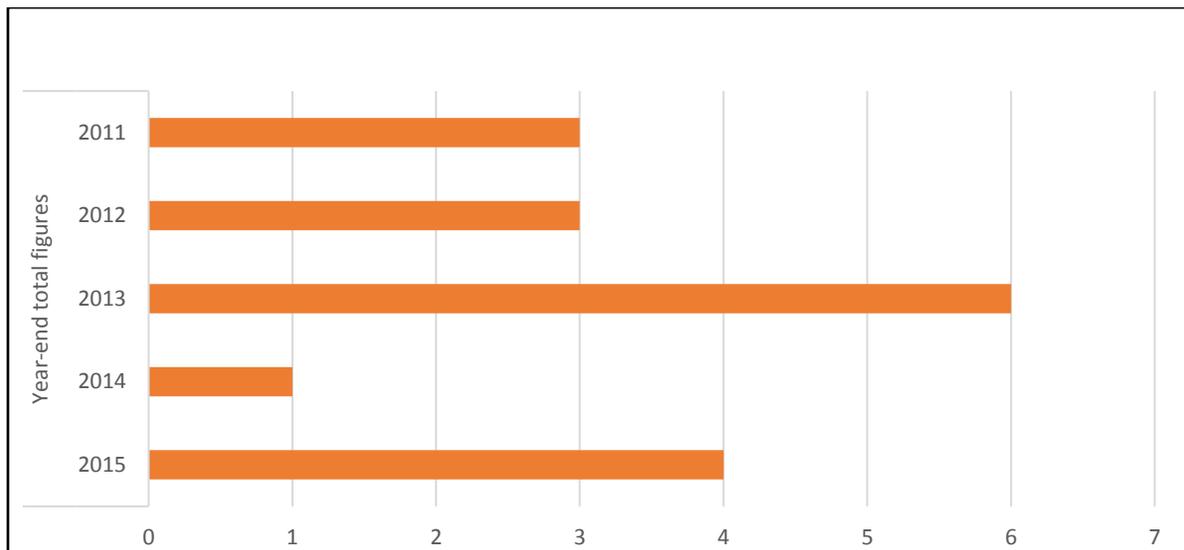
Highway 51 traffic has leveled off somewhat from the 40% increase in traffic that was detailed in the 2001 Comp Plan. The highest traffic volumes are associated with USH 51 with a daily increase in traffic of approximately 400 vehicles with an 11% increase experienced.

The general condition of USH 51 is good and the growing popularity of the Town as a tourism destination, and the increased number of seasonal home developments, are likely contributing factors to the traffic increases. Traffic on the two county trunk highways (W & K) will likely continue to increase as CTH W is considered the ‘downtown’ and CTH K services growing demand on the natural resources and seasonal homes.

Traffic Fatalities

According to WisDOT, 2013 had the most traffic fatalities in Vilas County in recent years with 6 fatalities. Figure 3-1 provides detail on traffic fatalities from 2011 to 2015.

**Figure 3-1
2011-2015 Traffic Fatalities Vilas County**



Data source: WisDOT-DMV Traffic Accident Database.

Accident Locations

According to the *USA State Traffic Safety Information, 2013-2015* the only fatality to occur from 2013 and 2015 in Manitowish Waters occurred on Powell Road near Little Star Lake.

Accident Crash Types

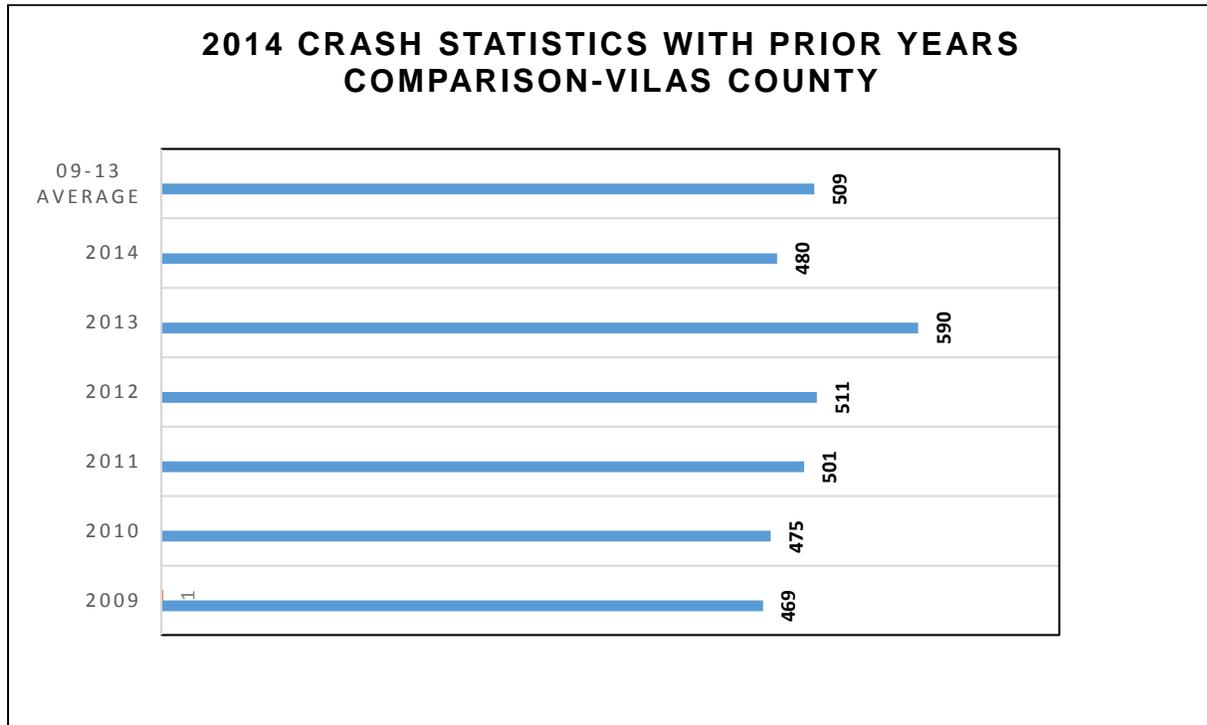
Further analysis of the motor vehicle accidents by crash type provides even greater detail into the cause of motor vehicle accidents. Figure 3-1, Total Accidents by Crash Type, displays the types of crashes from 2011 to 2013 in Vilas County. The figure presents that the greatest attributable cause or type of crashes from 2011 to 2013 was deer. The average number of crashes per year from 2009 to 2014 was 508 as detailed in Figure 3-2 on the next page.

**Table 3-2
Accidents by Crash Type-Vilas County
2011-2013**

Year	2011	2012	2013
Bicycle	1	2	5
Work Zone	2	0	2
Deer	155	177	169
Hit & Run	21	23	16
Motorcycle	16	15	12
Pedestrian	1	4	4
School Bus	2	3	3
Totals	198	224	211

Source: Wisconsin Department of Transportation, Crash Summary Report 2011-2013.

**Figure 3-2
Vilas County Crash Statistics
2009 to 2014**



Data source: WisDOT-DMV Traffic Accident Database.

Another source of data to consider in the planning process is the Vehicle Miles of Travel (VMT) which is calculated by WisDOT every three years in all Wisconsin counties. Vilas County was

counted by DOT in 2010 and 2013. AADT estimates for counties not counted in off years are growth factored by the statewide growth factor average. For comparison purposes, the statewide daily VMT total (AADT) in 2013 was 162,976,903. Milwaukee County had the largest with 16,098,216 and Menominee County had the least with 94,839. Vilas County had an AADT of 1,009,077 in 2013 as depicted in Table 3-3 below. Road surface condition, traffic counts and vehicle miles of travel assist the Town in determining budgetary needs for maintenance and care of local roads.

**Table 3-3
Vehicle Miles of Travel (VMT) Vilas County
2010-2014**

2010 - 2014 Vehicle Miles of Travel (VMT) by County						increase
	2010	2011	2012	2013	2014	2010-2014
Vilas County						
Daily	891,578	908,876	1,064,378	1,009,077	1,028,203	136,625
Annual	325,425,970	331,739,740	388,497,970	368,313,105	375,294,095	49,868,125
Source	http://wisconsindot.gov/Documents/projects/data-plan/veh-miles/vmt2010-c.pdf					

3.6 Additional Modes of Transport

Air Service

The nearest airport is the Manitowish Waters Airport which is classified as a "General Aviation-Basic" according to the FAA classification system. The airport is served by an Automated Weather Observing System (AWOS) and has a paved 3,500 foot lighted runway with overruns and Precision Approach Path Indicators (PAPI.) The 3,094 foot crosswind turf runway is closed in the winter. Facilities include a terminal building, two airport maintenance buildings, a town-owned hangar building with 5 large hangar spaces, and 38 privately owned hangar spaces. The airport terminal building is a significant town asset and houses the town zoning office and provides meeting space for the Planning Commission. There are no charter services, but flight training and minor airframe and powerplant maintenance are available. According to <http://www.airnav.com/airport/d25>, the airport lists 15 single engine aircraft on the field. Aircraft operations are listed as 48% transient general aviation, 48% local general aviation, and 3% air taxi for the 12-month period ending October 6, 2015.

Freight Rail Service

There are no railroads in the Town of Manitowish Waters.

Rustic Roads Program

There are no Rustic Roads in the Town. The closest Rustic Road is Rustic Road #60.

Pedestrian Corridors

The Town of Manitowish Waters has access to over 40 miles of paved bike trails plus 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 a paved asphalt trail connecting the Community Center and park area to the bike/hike trail. 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 trail continues north to CTH K and then to Lakeland Elementary School. The trail then continues to the downtown area of Boulder Junction. From Boulder Junction the trail continues to Sayner and St. Germain. The trail is part of the “Heart of Vilas County Trail” and is 45 miles in length.

The Manitowish Chain of Lakes also serves a significant recreational, pedestrian function as canoe tours facilitate exploration and use of the chain. More of the recreational trails (not including snowmobile trails) could be connected to each other, and serve as a conduit to draw visitors to the Town and also add to the Quality of Life for the local population

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. The town should continue to review the potential to develop more systems of inter-connected trails that link key attributes of the town via pedestrian uses.

3.7 Planned Transportation Improvements

State Highway Projects

According to the Wisconsin State Department of Transportation (WisDOT), USH 51, south of CTH W was resurfaced in 2015 and there are no current plans or studies underway. North of CTH W was also resurfaced in recent years. There is one State Bridge Replacement Project for the Manitowish Waters Bridge currently scheduled in FY2022 (Project 1170-22-70 on USH 51). Because this project is currently scheduled for 6 years out there is always the possibility that the year of construction could be moved.

Multi-Modal Connections

A new bike trail connection to Mercer has been planned and has been approved.

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 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. CTH W has remnants of wide rights-of-way, up to 100 feet, that date back to a time when CTH W was Highway 51. The wide R/W should be examined to determine a consistent width that serves the needs of the county but does not interfere with potential business expansions and property tax generation.

Town Highway Projects

Road Surface Conditions

Note: Section 3.2. Item 4, of the 2001 Town of Manitowish Waters Comprehensive Plan “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”. Utilization of the PASER rating system for evaluation of road surface conditions is in compliance with the 2001 Plan and is anticipated to be continued in the current Plan Update. Table 3-4 shows the rating scores used by PASER.

In 2014-2015 the Town engaged the services of Delmore Consulting to evaluate the condition of road surface and apply what is known as a “PASER Rating” to the local roads. **Delmore Consulting** has evaluated 55 miles of roads in the Town of Manitowish Waters. (see Table 3-5) Approximately 49 miles (88.8%) have an asphalt surface, 2 miles (3.6%) have a seal coated surface and 4 miles (7.6%) are gravel surfaced roads. Approximately 51% of the roads in the Town of Manitowish Waters have a width of 20-24 feet. This is the most common road width and is a good statistic to see. The following Tables are an overview of these findings combined with information obtained from the Wisconsin Department of Transportation and the University of Wisconsin Extension Transportation Information Center.

Pavement Surface Evaluation and Rating (PASER)

The **PASER** scale is a 1-10 rating system for road pavement condition developed by the University of Wisconsin-Madison Transportation Information Center. PASER uses visual inspection to evaluate pavement surface conditions. When assessed correctly, PASER ratings provide a basis for comparing the quality of roadway segments.^[1] The PASER assessment method does not require measurements of individual distresses, and thus PASER ratings cannot be disaggregated into measurements of specific distress types. The advantage to this method is that roads may be assessed quickly, possibly even by "windshield survey." A primary disadvantage is that because PASER ratings cannot be disaggregated into component distress data, the metric cannot be used in mechanistic-empirical transportation asset management programs. (*Source: Wikipedia*)

Numerical PASER ratings are translatable to condition categories and prescribed treatment options, as shown below.

**Table 3-4
PASER Rating Summary
Town of Manitowish Waters**

Quality	Rating	Treatment (Asphalt)	Treatment (PCC)
Excellent	9-10	No maintenance required	No maintenance required
Good	7-8	Crack sealing and minor patching	Routine maintenance
Fair	5-6	Preservation treatments (non-structural)	Surface repairs, partial-depth patching
Poor	3-4	Structural renewal (overlay)	Extensive slab or joint rehabilitation
Failed	1-2	Reconstruction	Reconstruction

**Table 3-5
Road Condition by Age of Asphalt
Town of Manitowish Waters Asphalt Age, 2015**

Decade	Number of Miles	Percentage of Road	Average PASER Rating
1970-1979	2.11	3.79%	2.71
1980-1989	6.49	11.68%	4.18
1990-1999	12.53	22.55%	9.12
2000-2009	25.69	46.25%	7.38
2010-2014	8.73	15.72%	9.90
Total	55.54	100%	6.48

Source: Based on information entered into WISLR database.

**Table 3-6
Road Condition per Mile
Town of Manitowish Waters
PASER Surface Rating Summary, 2015**

PASER Score	Number of Miles	Percentage of Road System	Description
9, 10	9.31	17.0%	Excellent
8	8.52	15.0%	Very Good
6,7	25.27	46.0%	Good
4,5	6.63	12.0%	Fair
3	2.93	5.0%	Poor
2	1.69	3.0%	Very Poor
1	1.18	2.0%	Failed
Total	55.54	100%	

Source: Delmore Consulting, 2015

**Table 3-7
Average PASER rating by Decade Built**

Town of Manitowish Waters - 2015				
	Feet	Miles	%	Ave Rating
1970's	11,123	2.11	3.79%	2.71
1980's	34,257	6.49	11.68%	4.18
1990's	66,137	12.53	22.55%	9.12
2000's	135,621	25.69	46.25%	7.38
2010's	46,094	8.73	15.72%	9.00
		55.54		6.48

Source: Delmore Consulting, 2015

As detailed in the tables above, the majority of roads within the Town of Manitowish Waters are rated 'Good' to 'Excellent'. The complete PASER report and a list of roads by name is available for inspection at the Town Hall

Planned Town Road Improvement Plan

The Town has developed a 5-Year Road Improvements Plan which is available for inspection at the Town Hall. Annually the Town evaluates the 5-Year Plan and determines the budget for work to be completed in the following year.

The reader should note that final approval of road improvements is subject to budgetary constraints and Town Board approval.

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
<http://wisconsin.gov/Documents/projects/multimodal/hwy2020-plan.pdf>
- Wisconsin State Highway Plan 2030
<http://wisconsin.gov/Pages/projects/multimodal/conn2030.aspx>
- Wisconsin Bicycle Transportation Plan 2020
<http://wisconsin.gov/Pages/projects/multimodal/bikeplan2020.aspx>
- WisDOT Access Management System Plan <http://wisconsin.gov/Pages/doing-bus/real-estate/access-mgmt/default.aspx>
- Wisconsin State Airport System Plan 2020
<http://wisconsin.gov/Documents/projects/multimodal/air/sasp1-execu.pdf>
- Translink 21: A Multi-modal Transportation Plan for Wisconsin's 21st Century
<http://wisconsin.gov/Pages/SearchResults.aspx?q=%E2%80%A2Translink%2021:%20A%20Multi-modal%20Transportation%20Plan%20for%20Wisconsin%E2%80%99s%2021st%20Century>
- 6-Year Highway Improvement Program
<http://wisconsin.gov/Documents/projects/6yr-hwy-impr/proj-info/nwrlisting.pdf>
- Statewide Transportation Improvement Program (STIP)
[http://wisconsin.gov/Pages/SearchResults.aspx?q=%E2%80%A2Statewide%20Transportation%20Improvement%20Program%20\(STIP\)](http://wisconsin.gov/Pages/SearchResults.aspx?q=%E2%80%A2Statewide%20Transportation%20Improvement%20Program%20(STIP))

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.

The following programs assist local governments with needed improvements to local roads, highways and bridges.

Connecting Highway Aids

Assists municipalities with costs associated with increased traffic and maintenance on roads that connect segments of the State Trunk Highway System.

<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/cha.aspx>

County Forest Road Aids

Helps defray county costs for the improvement and maintenance of public roads within county forests.

<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/forest.aspx>

Disaster Damage Aids

Provides financial assistance to local governments to repair any highway that has had significant damage due to a disaster event.

<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/disaster.aspx>

Emergency Relief

Assists local governments with replacing or repairing roadways or roadway structure damage on all federal-aid highways (major collectors and above) resulting from a catastrophic failure or natural disaster.

<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/relief.aspx>

General Transportation Aids (GTA)

The second largest program in WisDOT's budget, GTA returns to local governments roughly 21.8 % of all state-collected transportation revenues (fuel taxes and vehicle registration fees) - helping offset the cost of county and municipal road construction, maintenance, traffic and other transportation-related costs.

<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/gta.aspx>

Highway Safety Improvement Program (HSIP)

The Highway Safety Improvement Program (HSIP) funds highway safety projects at sites that have experienced a high crash history. Emphasis is on low-cost options that can be implemented quickly.

<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/hsip.aspx>

Local Bridge Improvement Assistance

Allocates federal and state funds to help local governments rehabilitate and replace the most seriously deficient existing federal-aid-eligible local structures on Wisconsin's local highway systems.

<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/localbridge.aspx>

Local Roads Improvement Program (LRIP)

Assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects.

<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/lrip.aspx>

Local Roads Improvement Program (LRIP) Web System

This tool will replace a local application, available only to WisDOT staff, with a centrally maintained Extranet Web system that can be used by anyone with authorized WAMS ID access and Internet connectivity. <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/lrip-web/default.aspx>

Statewide Transportation Improvement Program (STIP)

The Statewide Transportation Improvement Program (STIP) produces a four-year plan of highway and transit projects for the state of Wisconsin. Revised every year, the plan is a compilation of all highway (state or local) and transit (capital or operating) projects in urban and rural areas that propose to use federal funds.

<http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/stip.aspx>

Surface Transportation Program - Rural (STP-R)

Allocates federal funds to complete a variety of improvements to federal-aid-eligible rural highways (primarily county highways). <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/stp-rural.aspx>

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.

<http://wisconsin.gov/Pages/doing-bus/real-estate/roadsides/adopt-hwy/default.aspx>

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.

<http://wisconsin.gov/Pages/travel/road/rustic-roads/default.aspx>

Transportation Alternatives Program (TAP) October 2015

TAP is a comprehensive federal funding program that was created by the Moving Ahead for Progress in the 21st Century Act (MAP-21), federal transportation legislation that was signed into law in July 2012 and effective as of October 1, 2012. TAP "provide[s] for a variety of alternative transportation projects, including many that were previously eligible activities under separately funded programs."

TAP incorporates the following three former WisDOT multi-modal transportation improvement programs:

- Safe Routes to School (SRTS);
- Transportation Enhancements (TE); and
- The Bicycle & Pedestrian Facilities Program (BPFP).

WisDOT previously administered these programs as three distinct federal funding categories based upon the statutory requirements of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), as well as previous federal transportation legislation. <http://wisconsindot.gov/Documents/doing-bus/local-gov/astnce-pgms/aid/tap/guidelines.pdf>

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. <http://wisconsindot.gov/Documents/doing-bus/local-gov/astnce-pgms/highway/lrip/county-guide.pdf>

The Wisconsin Information System for Local Roads (WISLR)

The Wisconsin Information System for Local Roads (WISLR) is an Internet-accessible system that helps local governments and the Wisconsin Department of Transportation (WisDOT) manage local road data to improve decision-making, and to meet state statute requirements. With Geographic Information System technology, WISLR combines local road data with interactive mapping functionality. The result is an innovative system that allows users to display their data in a tabular format, on a map, or both. <http://wisconsindot.gov/Pages/doing-bus/local-gov/wislr/default.aspx>

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; storm water 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, retention/detention ponds 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.

Storm Water 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.
- UCF-3.3 Encourage controlled staging of dispersion of water used in agricultural activities such as cranberry marshes via water gardens, retention ponds or other devices.

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.
- UCF-5.2 Encourage curriculum that expands knowledge of and skill development that meets the job market in Manitowish Waters
- UCF-5.3 Encourage youth apprenticeships and other programs that are designed to retain graduates in the community.
- UCF-5.4 Encourage development of curriculum that would enhance entrepreneurial opportunities

Parks and Recreation

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

Supporting Objectives:

- UCF-6.1 Identify and provide for increased recreational opportunity and public access where feasible.
- 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 Work with existing Parks and Trails Committee 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.
- UCF-6.10 Maintain grant eligibility for WDNR recreational program and facility grants by updating the Town of Manitowish Waters Park & Recreation Plan every five years as required.

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 Encourage the highest levels of service from natural gas, electrical, telephone, cable, telecommunications and other technology providers offering services where feasible.
- UCF-7.4 Participate when practical in regional broadband deployment programs.
- UCF-7.5 Encourage WIFI access at private business establishments
- UCF-7.6 Encourage establishment of WIFI service at public venues and on recreational trails where feasible.
- UCF-7.7 Investigate the feasibility to deploy Social Media/GIS and GPS based services (Beacons) at community destinations and amenities to enhance resident/visitor experiences.

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 networks for uses such as bicycles, ATV/UTV 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.

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 or the Airport. Town board meetings are held the second Tuesday of each month at 7:00 p.m. The annual town meeting is held the third 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

- Road Crew; 2- full time & 1-part time for park and cemetery maintenance
- Airport; 4-part time
- Transfer Station; 2- part time
- Library; 2- part time librarian, 1 – part time cleaning and 30 volunteers
- Town Hall; 3 part time cleaning
- Water Patrol; 2- part time
- Zoning; Part time Administrator, Deputy Zoning Administrator

- Publicity and Information; 1 part time Tech
- Planning Commission; part time Secretary

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 committees as shown in Table 4-1, have been formed in the Town of Manitowish Waters:

**Table 4-1
Town Committees**

• Airport Committee	• Cemetery Committee
• Library Board	• Parks and Trails
• Room Tax	• Economic Development Committee

The Plan Commission is the only Commission established by the Town of Manitowish Waters.

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 and capital expenditures with 48% of the budget total. Roads and related expenses typically are a large portion of the total, as is the case with Manitowish Waters with roads and paving consuming 24% of the total. The state revenue sharing formula could affect the town significantly.

Public Buildings

The Town of Manitowish Waters owns and maintains the following public buildings as shown in Table 4-2 :

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

Building	Location	Function
Rest Lake Park Pavilion/Restrooms	Rest Lake	Recreational facilities
Transfer Station	Hwy. W North	Office for attendant
Library	Hwy. 51 and Airport Road	Education, library services
Town Hall	Hwy. 51 and Airport Road	Meeting hall
Town Garage/Shop	Hwy. 51 and Airport Road	Storage/repair road equipment
Town Shed	Hwy. 51 and Airport Road	Store town equipment
Airport Terminal	Hwy. 51 and Airport Road	Receive/Inform pilots, Zoning office
Fire Department	Hwy. 51 and Airport Road	Fire equipment storage Store airport equipment,
Airport Shed/Airport Shop	Hwy. 51 and Airport Road	Repair airport equipment
Koller Park Restroom	Hwy. W	Public Restroom
Public Restroom	Hwy. 51 and Airport Road	Public Restroom
Airport Hangar	Hwy. 51 and Airport Road	Hangar
Paddleball Court and Equip. Rm.	Hwy. 51 and Airport Road	Recreational facilities

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.

The Town evaluates the space needs for town administrative, storage and road maintenance functions on a regular basis. Public space for community functions and activities are incorporated into the evaluation. The town implements recommendations within the evaluation determined to be cost-effective as budgets allow.

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.

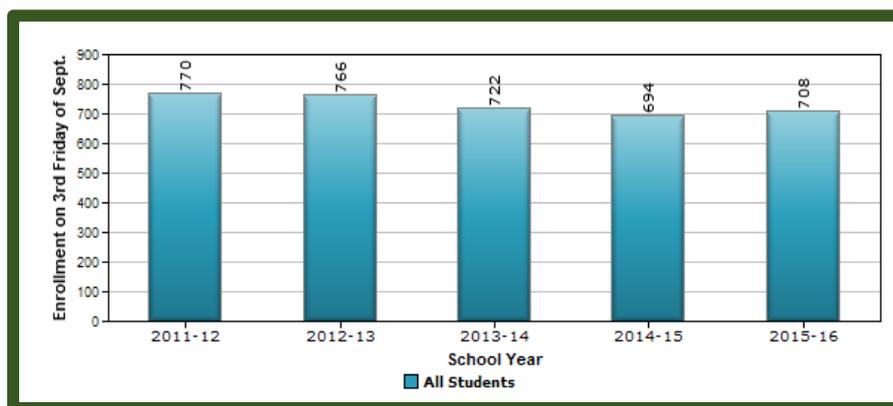
Lakeland Union High School (LUHS) is located south of Manitowish Waters off of USH 51 on Old Highway 70 West. The school was originally constructed in 1957, with additions completed in 1973, 1982, and 1997. The school is approximately 283,000 square feet in size. The school's maximum capacity is 1,050 students.

**Table 4-3
History of Building Improvements at LUHS since 1997**

Year	Capital Investment
1998	110,00 sq. ft new building (field house, commons, locker rooms (PE + Team + coaches offices), kitchen, front offices, north entry, on 2nd floor the addition of 10 classrooms with bathroom and lounge
1998	built vehicle storage and maintenance facility
1999	remodeled old gym (now multipurpose room), extended auditorium stage, new band and choir area, student services remodel, built large vehicle maintenance storage garage
2000	remodel science wing rooms
2001	remodeled home economics, tech Ed. wing, put in computer lab + manufacturing/auto/welding shop
2006	new entrance sign
2008	Replaced 3 burners on boilers for energy savings. Cut gas consumption by 15-20%
2009	PEP Grant implemented in Spring - Built Outdoor Tango Tower, Indoor ropes course, PE garage, cardio room, remodel of weight room
2009	Replaced 4 tennis courts with 8 tennis courts, upgraded all score boards (inside and out) with LED, added outside lighting to baseball, soccer, and tennis.
2009	updated all HVAC equipment for pool, pool locker rooms, auxiliary gym and weight room
2009	added hot water solar panels to heat pool
2011	replaced main drain in pool, put in new filtration system for pool
2012	developed #124 classroom (21st century computer classroom) and created a video studio
2013	remodeled auditorium wing bathrooms
2014	remodeled theater, stage green room, installed ticket booth
2014	installed solar wise panels on roof for 2KW solar panel
2016	installed 1,056 solar panels. Capable of generating 280 kilowatt/hour into our electric system
2016	Replaced Fieldhouse roofing, replaced weather stripping to our building envelope, completed all recommended plumbing improvements to save on water, added VFD for pool pump motor, added VFDs to all HVFC units
	Continuous Improvements
	Replaced roofing over last 24 years on a continuing rotation by sections
	(between 2001 and 2009) replaced windows on 71' addition + Little by little built room #112 indoor climbing wall room
	Over the years changed from 32 watt florescent bulbs to 28 watts per bulb for all bulbs in building. In the next month or two will replace all those with LED lighting
	Source: January 13, 2017 Update. Source: LUHS

Historical and current 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 on Table 4-4 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: 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.

Figure 4-1
Total Enrollment
Lakeland Union High School
2011-2016



Source: Wisconsin Department of Public Instruction

Figure 4-1 illustrates an enrollment decline of 8% from 2011 to 2016. Currently the school is operating at 67% of the 1,050 maximum student capacity, District administrators noted that with the recent construction and remodeling projects completed in 2016, 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 towns (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.

The school is currently in excellent condition. Enrollment numbers for the North Lakeland Elementary School and other nearby schools are 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.

**Figure 4-2
Enrollment
Area Elementary and LUHS Schools**

Area Enrollment Data (2016-2017 school year)																	Non Res Reductions	Resident Additions
Third Friday Count = Resident Student Count																		
	3K	4K	Kdg	1st	2nd	3rd	4th	5th	6th	7th	8th	9th	10th	11th	12th	Third Friday Count	IN (OE, Other)	OUT (OE, GEDO, Other)
AVW	2	51	46	45	40	41	39	40	49	54	46					453	144	69
LdF	8	58	57	58	55	53	62	68	45	45	48					557	14	72
MHLT	3	60	50	49	50	61	56	61	62	53	53					558	92	89
NLkld	0	16	12	12	16	13	16	8	18	18	26					155	24	23
Trinity	8	6	4	3	5	5	2	4	2	0	2					41		
LUHS												185	175	161	165	686	29	20
TOTALS	21	191	169	167	166	173	175	181	176	170	175	185	175	161	165	2450	303	273

Source: Third Friday in September 2016 - Enrollment Extrapolation Report. Updated 10/7/2016

Curriculum additions over the years have created career oriented opportunities. Career and Technical Education (CTE) program

- Welding
- Automotive
- Construction
- Pre-Engineering-Project Lead the Way (PLTW) through Milwaukee school of Engineering
- Culinary
- Business: accounting, finance and marketing

All of the courses above have opportunities to give Certificates to students for participating in Youth Apprenticeship program with businesses working with the School District.

The school has recently added a “zSpace Lab” which connects all departments together in a virtual lab with a 3D approach and augmented monitors which gives a virtual reality effect.

**Table 4-4
Projected LUHS Enrollment 2017 to 2026**

2017-2018	696
2018-2019	705
2019-2020	706
2020-2021	702
2021-2022	702
2022-2023	705
2023-2024	695
2024-2025	681
2025-2026	675

Source: LUHS Anticipated enrollments, updated 10/7/2016

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, the Sheriff and Chief Deputy. The Sheriff’s Department is divided by Divisions that include a Captain of Operations and 24 Patrol personnel, a sub-division of Patrol that provides court and transport services that has a compliment of three full-time and five part-time positions. The Lt of Communications has 12 full time and one part time staff and the Corrections Division has 23 correction officers, The Detective Division includes the Lt. Detective and four Detectives within the department. Emergency Management coordination also is included in the Sheriff’s Department.

The Vilas County Sheriff’s Department updates equipment as budgets allow, 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 Town 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. The License level is EMT Basic. License levels of all fire and ambulance service

providers is available at <https://www.dhs.wisconsin.gov/ems/provider/vilas.htm>. There are mutual aid agreements between all towns in Vilas County. The department has two fire engines, 2004 and 2013 model engines which are equipped with CAFS foam system. Other equipment includes one tanker, brush truck, equipment van, UTV and trailer. The department received a total of 20 fire calls in 2015.

The adequacy of the fire protection within Vilas County can be evaluated by the Insurance Service Office (ISO) rating which was recently upgraded to 6-10 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. According to the Manitowish Waters Fire Chief, most of the area fire services have a 6 ISO rating. ISO - Insurance Service Office - is a, for profit, organization that provides statistical information on risk. For many years the "ISO Rating" had a large impact on most fire departments. The ISO (PPC) rating is from 10 - 1. With "1" being the best.

Some insurance companies have discontinued purchasing ISO data and using it to calculate rates. Instead of using a theoretical risk evaluation they have opted for a system where they use the actual loss within a zip code. (This includes all losses due to fire, flood, lightening, hail, etc.)

As of 2001 State Farm has abandoned the use of ISO in Illinois, Texas, Oklahoma, Pennsylvania, Arizona, Minnesota, Nevada, New Mexico, Vermont, and Wisconsin in favor of the Subzone Rating Factor System.

(Source: <http://www.fireserviceinfo.com/iso.html#maglinks>)

In 2016 there were 20 fire calls of which 9 accidents were calls that included fire and rescue. Mutual aid runs with nearby departments included 5 additional structure fires.

Rescue/First Responder

Rescue and first responder services are provided by the fire department and its 20 volunteers. There were 61 rescue call in 2016. 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, and Our Lady Queen of Peace Catholic Church.

Cemetery

There is one cemetery, Pine Lawn Cemetery, which is owned by the Town and is located along Channel Road (see Map 4-1).

Campgrounds/Recreational Clubs

The Northern-Highland American Legion State Forest offers campgrounds.

Camp Jorn, an independent 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. The 70 acre facility features a large dining hall that will seat 100 adults, a Program Center, Nash Lodge, cabins and Yurts.

<http://campjornymca.org/explore-camp-jorn/>

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 150 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. <http://www.mw-snoskeeters.com/about-us.php>

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 north woods 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.

Library

The Frank B. Koller Memorial Library is located off USH 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 books, plus periodicals, video tapes, audio cassettes, CD's and large print books. 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. <http://koller.wislib.org/>. The library is also a link to a significant data base and library catalogs: <http://koller.wislib.org/index.php/resources/databases>

North Lakeland Discovery Center

Located on CTH W, 1.2 miles north of USH 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. The North Lakeland Discovery Center, a nature and outdoor learning center, is home to over 11 miles of bike/hike/ski trails, and nearly every type of North woods natural habitat along the way, including two new state-of-the-art sections of plat formed bog walk. Be sure to check out the Big River Trail along the serene Manitowish River, or loop around scenic, undeveloped Statehouse Lake. Trails are groomed in winter of classical skiing and snowshoeing. These trails are also the site of the annual "Just Tri-It Triathlon the Saturday before July 4th, a short, fun Tri where you can compete on your own or as a team. North Lakeland Discovery Center, County Hwy W 215, Manitowish Waters. www.discoverycenter.net

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. <http://manitowishwatersalliance.org/community-giving/>

The organization has made annual donations to the following:

- MW Bike Trail
- Koller Library
- MW Volunteer Fire Department
- North Lakeland Education Foundation
- North Lakeland Discovery Center
- Camp Jorn Day Camp & Child Care
- Music in the Park
- MW Skiing Skeeters

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 Town. 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.

John Dillinger Shoot-out Exhibit at Little Bohemia. View memorabilia & damage from the 1934 shoot-out. May be viewed year-round during restaurant hours. Located on Highway 51 South, 2 miles south of County Highway W, Manitowish Waters.

The 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.

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Map 4-1 Community Facilities and Services

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4.7 Parks and Open Space

The Town of Manitowish Waters owns and maintains three parks; Koller Memorial Park on Rest Lake, Community Park at the Community Center and Rest Lake Park. In addition, Little Star Beach and Park is managed by the Town and is located on land owned by the Wisconsin DNR. 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 three owned town parks are described in more detail as follows:

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. The park also includes a paddleball court and public restrooms with flush toilets.

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. The facility includes a modern restroom. A housed barbecue grill is also provided. The parking lot can accommodate at least 20 vehicles.

Rest Lake Park

Rest Lake Park is located along the west shore of Rest Lake, approximately ¼ mile north of downtown Manitowish Waters off Highway W. The Park is owned by the Town and is 10.7 acres of land with 625' of sand beach frontage on Rest Lake. A new 40' x 88' pavilion was constructed in 2015 that includes bathroom facilities, a vending room, and a 40' x 40' open area with a fireplace. Picnic tables and outdoor cooking grills are installed on site and parking to accommodate over 100 vehicles. A concrete boat ramp allowing easy access to the lake. The Park is open to the public from 7 A. M. to 10 P. M. daily. More information about the Park is available at the Town website: mwtown.org.

The Manitowish Waters Skiing Skeeters have been putting on weekly ski shows at the Park during the summer season for over 50 years. Current information and schedules for the Skeeters is available at mwskiingskeeters.com.

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, 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 paved a 2.0 mile trail from the Community Center and Community Park to the Downtown area. The area is also served by the Heart of Vilas Bike trail

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.

Tour Biking

A short but delightful 2.5-mile hike/bike path that traverses from the Discovery Center through downtown Manitowish Waters along County Highway W and southbound adjacent to Highway 51 to Powell Road. Enjoy a stop at Rest Lake or Koller Parks, Rest Lake Dam, gift shops and restaurants, or the Community Center (which features restrooms, water, benches, tennis & paddleball courts, ballfield, and a playground). Main parking is at the Discovery Center on the northern end or the Community Center on the southern end. At Powell Road, turn right and head 3 miles west to visit the Powell Marsh Wildlife Area and vista lookout. For more information please visit www.mwbiketrail.org

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. For more information about cranberry production in Wisconsin see: <http://www.wiscran.org/media/1347/cranproduction08.pdf>

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 is operated by the Vilas County Landfill Venture Group and is not affiliated with Vilas County Government.

Recycling services are provided through the availability of a drop-off site, located on Transfer Station Road. The land is owned by the State of Wisconsin and the Town of Manitowish Waters operates the site under an annual permit by the DNR. 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.

The Waste Collection fee schedule is available at the town office, the transfer site, and www.mwtown.org. 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 and internet in the town is provided by CenturyTel/CenturyLink Telephone for residences and business. The Town has been active in the process of expanding higher speed broadband and fiber networks. The Town has also benefited from state and federal allocations for the broadband expansions. The town has natural gas (WE Energies) 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 USH 51, CTH W, Powell Road, Townline Road, 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 advocated 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. This plan update

maintains that perspective. 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 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 Storm Water 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. Storm water is typically drained through a series of culverts and ditches along roads. Future consideration to retain storm water on site through retention ponds, infiltration systems or other Best Management Practices should be encourage.

4.13 Snow Plowing

The town owns and operates its own snow removal equipment 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 USH 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 basic laboratory and x-ray, and is equipped with a small emergency room and physical therapy area.

Marshfield Clinic Woodruff Center

Formerly Premier Physical Medicine and Wellness Clinic, LLC, the Marshfield Clinic Woodruff Center offers comprehensive care for your spine and joint needs as well as physical activity. The Woodruff Center is a medical practice, physical therapy practice and wellness facility. Services include assistance with spine and joint care, work injuries, sports medicine, sports performance and assistance in improving patient fitness.

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. Built in 1977, Howard Young Medical Center joined Ministry Health Care and the Sisters of the Sorrowful Mother in 2001. Marshfield Clinic at Howard Young Medical Center, located in Woodruff, provides services in conjunction with Marshfield Clinic Minocqua Center. Physicians at the Center provide care in cardiology.

The Howard Young health care system consists of the 99-bed medical center and the Howard Clinic in Woodruff, and the affiliate Ministry Eagle River Memorial Hospital in Eagle River.

Aspirus Woodruff Clinic

The Aspirus Woodruff Clinic is located in Woodruff and offers a wide variety of primary care services for patients of all ages. The primary care providers specialize in Family Medicine. On-site Specialty Care is also available.

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.

66.1113 Premier Resort Areas.

(1) DEFINITIONS. In this section:

66.1113(1)(a)(a) "Infrastructure expenses" means the costs of purchasing, constructing, or improving parking lots; access ways; transportation facilities, including roads and bridges; sewer and water facilities; exposition center facilities used primarily for conventions,

expositions, trade shows, musical or dramatic events, or other events involving educational, cultural, recreational, sporting, or commercial activities; parks, boat ramps, beaches, and other recreational facilities; firefighting equipment; police vehicles; ambulances; and other equipment or materials dedicated to public safety or public works.

(2) PREMIER RESORT AREA CREATION.

(a) The governing body of a political subdivision, by a two-thirds vote of the members of the governing body who are present when the vote is taken, may enact an ordinance or adopt a resolution declaring itself to be a premier resort area if, except as provided in pars. (e), (f), (g), (h), (i), and (j), at least 40 percent of the equalized assessed value of the taxable property within such political subdivision is used by tourism-related retailers.

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, 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. Grants are awarded during specific times of the year. Interested parties should contact

Wisconsin Department of Administration
Division of Energy, Housing, and Community Resources

Bureau of Community Development
ATTN: CDBG-PF Applications
101 E. Wilson Street, 6th Floor
PO Box 7970
Madison, WI 53707-7970

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 Administration administers the program.

CDBG - Planning (CDBG-PLNG) Funds

Grant funds support community efforts to address improving community opportunities and vitality. Some examples of eligible projects include the development of comprehensive plans, community development plans, and small area and neighborhood plans. Grants are limited to projects that, if implemented, would meet a CDBG National Objective. Contact Wisconsin Department of Administration.

Wisconsin Department of Administration
Division of Energy, Housing, and Community Resources

Bureau of Community Development
ATTN: CDBG-PLNG Applications
101 E. Wilson Street, 6th Floor
PO Box 7970
Madison, WI 53707-7970

Wisconsin Department of Natural Resources

The DNR administers many grant programs. Grants are monetary awards that do not have to be paid back.

You can search for grant and reimbursement programs two different ways on this page.
<http://dnr.wi.gov/Aid/Grants.html>

Acquisition & Development of Local Parks (Stewardship)

Eligibility & Purpose: Helps to buy land or easements and develop or renovate local park and recreation area facilities for nature-based outdoor recreation purposes (e.g., trails, fishing access and park support facilities). Applicants compete for funds on a regional basis. This grant program is part of the Knowles-Nelson Stewardship Program.

Friends of State Lands (Stewardship)

Eligibility & Purpose: Grants from this program help improve facilities, build new recreation projects and restore habitat on state properties. This grant program is part of Knowles-Nelson Stewardship Program

Habitat Area (Stewardship)

Eligibility & Purpose: Protects and restores important wildlife habitat in Wisconsin in order to expand opportunities for wildlife-based recreation such as hunting, trapping, hiking, bird watching, fishing, nature appreciation and wildlife viewing. This grant program is part of the Knowles-Nelson Stewardship Program.

Land & Water Conservation Fund (LWCF) - Nationally Competitive Program

Eligibility & Purpose: A nationally competitive federal program that will create or reinvigorate parks and other outdoor recreation spaces in areas delineated by the Census Bureau as comprising densely settled territory that contains 50,000 or more people. The State of Wisconsin will be able to submit two applications to compete for the available funding. Available funding: \$3 million nationwide. Each state may submit 2 applications for consideration.

Maximum amount per project proposal: \$500,000

Minimum amount per project proposal: \$250,000

Match requirement: 50 percent

Contact: Jennifer Gihring, 608-264-6138

Deadline: Check website for next application deadline (application included with Stewardship Local Assistance application booklet)

Land & Water Conservation Fund (LWCF) - State Program

Eligibility & Purpose: This Federal program encourages creation and interpretation of high-quality outdoor recreational opportunities. Funds received by the DNR for this program are split between DNR projects and grants to local governments for outdoor recreation activities. Grants cover 50 percent of eligible project costs.

Maximum grant amount: Varies

Match requirement: 50 percent

Contact: Jennifer Gihring, 608-264-6138

Deadline: May 1 each year (application included with Stewardship Local Assistance application booklet)

Recreational Trail Aids (RTA/RTP)

Eligibility & Purpose: Counties, towns, cities, villages, WI Tribes, and incorporated organizations may apply for grant funding for development and maintenance of recreational trails and trail-related facilities for both motorized and non-motorized recreational trail uses. Funds from this program may be used in conjunction with the state snowmobile or ATV programs and Stewardship development projects.

Maximum grant amount: \$45,000 (\$200,000 every third calendar year)

Match requirement: 50 percent

Contact: Ed Slaminski, 715-635-4130

Deadline: May 1 each year (application included with Stewardship Local Assistance application booklet)

State Trails (Stewardship)

Eligibility & purpose: Applications for grants under this subprogram must be for properties identified as part of the State Trail system. It is possible for sponsors to nominate additional trails for state trail designation. The Streambank Protection Program protects water quality and fish habitat in Wisconsin by establishing buffers along high-priority waterways. This grant program is part of the Knowles-Nelson Stewardship Program.

Wisconsin Board of Commissioners of Public Lands (State Trust Fund Loans)

Since 1871, BCPL has made loans to municipalities and school districts for public purpose projects including economic development, local infrastructure, capital equipment and vehicles, building repairs and improvements, and refinancing existing liabilities to reduce future borrowing costs.

BCPL is among the largest public investors in economic development projects and local infrastructure projects within the State of Wisconsin. Over the past 10 years, they have invested over \$1.15 billion in communities throughout Wisconsin.

BCPL offers fixed rate loans with interest rates that are competitive with the bond market and other financial institutions. The application process is extremely simple and borrowers pay no application fees, prepayment penalties, or any other fees. The best part of the loan program is that interest earned is distributed annually to fund public school library materials throughout Wisconsin.

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.

Vilas County Land and Water Conservation Department and North Central Wisconsin Regional Planning Commission completed the *Vilas County Land and Water Resource Management Plan 2015-2024* in 2014. This document serves as a good resource guide for the natural resources within Vilas County. Furthermore, this plan analyzes in more detail the vulnerability of specific resources in the Town and should be consulted during development proposal reviews. This document in its entirety, can be found on the North Central Wisconsin Regional Planning Commission web site; http://www.ncwrpc.org/vilas/lwrmp/0%20Adopted_Vilas_LWRMP_Oct-2014_OnWeb.pdf

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 town's 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, the Wisconsin Historical Society, the Manitowish Waters Historical Society 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 promote preservation of historical, cultural and archaeological sites within the town.
2. Encourage development proposals to minimize potential impacts to the historical and cultural resources of the town.
3. Areas of the town should 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 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, Croswell, 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.

Croswell-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 town. 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 1,268.1 acres (5.5%) 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 town. Cranberry production is a major factor in the town economy and has evolved into an attraction for tourists.

Approximately 13,769.5 acres (60.1%) of the land within the town 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. Silviculture 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.

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 one active mine located 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.

Map 5-1 Water Features Data

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5.9 Vegetation Types and Land Cover

Nearly the entire southern third of the town is made up of wetland features, including forested and lowland shrub wetland areas (Map 5-1 and 5-2). 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 ecoregions and watersheds. This shift in approach recognizes that working with the natural structure and function of resources, as opposed to strictly political or social boundaries, will provide more successful results. The Town of 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 USH 51 in the southwest portion of the town, and the Manitowish River

Watershed, which is generally north of USH 51 and includes the northern and eastern portions of the town (see Map 5-1). 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 46.9% (10,737.5 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 7,695.7 acres of wetlands in Manitowish Waters (see Table 5-2). As wetlands comprise 33.6% 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 7,695.7 acres, 83.4% of them (6,416.3 acres) are located either in the shoreland zone or on public property, thereby minimizing the potential impact and function of the wetlands. Mapped wetland areas are illustrated on Maps 5-1 and 5-2.

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

Local, state and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each town that identifies wetlands two acres and larger. The wetland inventory map should be consulted in conjunction with this document 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 264.4 acres (1.2%) 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 5-1). 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 Data map (see Map 5-1), surface water accounts for 4,370.8 acres (19.1%) 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 (33.6% of the town), nearly half (52.7%) 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 28 named lakes in the town. For those lakes which are located on town borders, the figures shown reflect data for the entire lake, not just the portion within the town.

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.

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	1,023	35	BR	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish
Little Star Lake	245	67	NW	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish
Little Trout Lake	978	98	BR	SE	Muskie, walleye, largemouth bass, smallmouth bass, panfish, trout
Manitowish Lake	496	61	NW	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish
McCabe Lake	13	26	NA	SE	Largemouth 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 bass, panfish
Sherman Lake	123	19	T	SE	Muskie, walleye, largemouth bass, panfish
Spider Lake	272	43	BW	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish
Statehouse Lake	23	18	NW	DG	Northern pike, largemouth bass, panfish
Stone Lake	139	43	NW	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish
Sturgeon Lake	32	18	NW	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish, sturgeon
Three Stepping Stone Lake (totals)	45 Avg.	36	NA	Se	Largemouth bass, panfish
Vance Lake	30	12	NW	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish, sturgeon
Wild Rice Lake	379	26	BR	DG	Muskie, northern pike, walleye, largemouth bass, smallmouth bass, panfish

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), two lakes in Manitowish Waters have been classified as "Impaired Waters"; Clear and Dead Pike Lake respectively. No other surface quality issues were documented for any lakes or surface waters in Manitowish Waters. No lakes in Manitowish Waters are currently listed in the WDNR's fish consumption advisory listings found on the WDNR web site.

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 Outstanding and Exceptional Resource Waterway. 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.

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.

Historically, 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 include surface water, 100-year floodplains, wetlands, shoreland zoning areas, and publicly owned recreational and conservancy lands (Map 5-2). Table 5-2 displays the impact of environmental features on the Town of Manitowish Waters. The percentages will not equal 100 as the table is built to display the effect that the displayed environmental features have on the town and the corresponding development pattern.

**Table 5-2
Environmental Features
Town of Manitowish Waters
Year 2016**

Environmental Features	Acreage	Percent
WDNR Wetlands	7,695.68	33.6%
Wetlands within Shoreland Zone and Public Lands	6,416.30	
Wetlands Outside of Shoreland Zone	1,279.40	
Shoreland Zoning	10,737.50	46.9%
Floodplain	264.44	1.2%
Public Lands	11,572.24	50.5%
Lands in MFL	167.50	0.7%
Other Private Lands	6,802.33	29.7%
Surface Water	4,370.80	19.1%

*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.

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Map 5-2 Environmental Features

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When all of these features are analyzed, a continuous corridor pattern usually results because these features often coincide or lie adjacent to each other. As an example, 83.3% 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 46.9% of the land area. Water occupies 19.1% of the town, and when combined with public lands (50.5% of the town), 69.6% of the town is in public ownership. The intent of Table 5-2 is to demonstrate the impact of the features on the landscape. 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.

Information regarding endangered, threatened, or special concern species for the County or Town can be found on the WDNR Natural Heritage Inventory at <http://dnr.wi.gov/topic/NHI/Data.asp> Information regarding threatened and endangered species can change regularly, therefore referencing this website will provide the most up to date information.

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 town). A WDNR Bureau of Endangered Resources map of the NHI inventory can be viewed at <http://dnr.wi.gov/topic/NHI/Data.asp>.

Papoose Creek Pines (No. 503) is located within the Northern Highland-American Legion State Forest, Vilas County. T42N-R5E, Sections 2, 3, 4 and consists of 563 acres.

WDNR Description of SNA:

The sandy-soiled flats bordering Papoose Creek support a medium-aged but representative dry-mesic to dry forest dominated by red pine and white pine. Canopy associates include red oak, paper birch, red maple, and near the creek, white spruce and balsam fir. The natural origin pines are approximately 80 to 100 years old, well-stocked and contain a diverse shrub and ground layer. Most mature stands have medium-large trees up to 15 inches, and a moderate shrub layer of beaked hazelnut, over bracken fern, barren strawberry, big-leaved aster, and wintergreen. Other characteristic understory species include princess' pine, pipsissewa, trailing arbutus, and gay-wings. Near the creek where white spruce is common, the groundlayer includes three-leaved goldthread, twinflower, and bunchberry. Bordering the fast-flowing creek is a mixed shrub swamp of alder, sweet-fern, spiraea, and willows. Bird life includes evening grosbeak, pine siskin, red crossbill, Nashville warbler, pine warbler, hermit thrush, and golden-crowned kinglet. Papoose Creek Pines is owned by the DNR and was designated a State Natural Area in 2007.

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 at <http://www.wisconsinhistory.org>.

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 ten sites were listed on the AHI that can be found at <http://www.wisconsinhistory.org/Content.aspx?dsNav=N:1073-4294963829>

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 1902¹. 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.

¹ 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 Grants

Funds are available from the WDNR 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 from the WDNR

The following descriptions are from the WDNR website:

Small-Scale Lake Planning Grants

Small-scale lake planning grants are available to get you started. They can be used to obtain and disseminate lake information, conduct education projects, and develop management goals. These grants are ideal for lake groups just beginning the planning process or for activities that supplement an existing plan.

Large-Scale Lake Planning Grants

Large-scale lake planning grants are available for bigger projects. The intent of the large-scale program is to conduct technical studies to help develop elements of or complete comprehensive management plans. Depending on the condition and needs of the lake (which the planning process will help determine), the plan will specify activities, for example, improving water quality, managing user conflicts, or improving fishing.

Lake Protection and Classification Grants

Lake protection grants provide funding for implementing projects to protect or improve a lake. As one progresses from planning to implementation, the costs and the time involved increase. Because implementation is more expensive, protection grants are available for up to \$200,000 per project. Eligible activities include Land Acquisition, Lake Classification and Ordinance Development, Shoreland or Wetland Restoration and other activities identified in a lake management plan that will improve or protect lakes.

Agricultural Conservation Easement Program

The Agricultural Conservation Easement Program (ACEP) provides financial and technical assistance to help conserve agricultural lands and wetlands and their related benefits. Under the Agricultural Land Easements component, NRCS helps American Indian tribes, state and local governments and non-governmental organizations protect working agricultural lands and limit non-agricultural uses of the land. Under the Wetlands Reserve Easements component, NRCS helps to restore, protect and enhance enrolled wetlands. NRCS may enroll eligible land through permanent easements, 30-year easements, term easements, and 30-year contracts. These are described by NRCS as follows:

Permanent Easements – Permanent easements are conservation easements in perpetuity. NRCS pays 100 percent of the easement value for the purchase of the easement. Additionally, NRCS pays between 75 to 100 percent of the restoration costs.

30-year Easements – 30-year easements expire after 30 years. Under 30-year easements, NRCS pays 50 to 75 percent of the easement value for the purchase of the easement. Additionally, NRCS pays between 50 to 75 percent of the restoration costs.

Term Easements - Term easements are easements that are for the maximum duration allowed under applicable State laws. NRCS pays 50 to 75 percent of the easement value for the purchase of the term easement. Additionally, NRCS pays between 50 to 75 percent of the restoration costs.

30-year Contracts – 30-year contracts are only available to enroll acreage owned by Indian tribes, and program payment rates are commensurate with 30-year easements.

Managed Forest Law (MFL)

The Managed Forest Law (MFL) is a landowner incentive program that encourages sustainable forestry on private woodland. In exchange for following sound forest management, the landowner pays reduced property taxes. It was enacted in 1985 and replaced the Woodland Tax Law and the Forest Crop Law. 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.

MFL is the only forest tax law that is open to enrollment. Land enrolled in the MFL program must be managed according to a plan agreed to by the landowner.

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.

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.

It must be noted that Wisconsin Governor, Scott Walker has recently signed 2015 Wisconsin Act 358 into law. This new law makes numerous changes to the Managed Forest Law (MFL) and some changes to the Forest Crop Law (FCL). Please contact your local DNR Forester for more information on the changes to MFL and FCL.

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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, north woods 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, Vilas County Economic Development Corporation (VCEDC), Small Business incubator in Manitowish Waters, Grow North regional development corporation, Wisconsin Economic Development Corporation (WEDC), 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 USH 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.
- ED-2.7 Encourage “depth of lot” development to allow clusters of like business and discourage strip development in the downtown (Highway W) area and along State Highway 51.

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 designate 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, and other appropriate agencies

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 2010. 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, 96.1 % of persons in the town have attained their high school diploma or had some education since high school. This percentage eclipses the 89.3% in 2000.

Table 6-1
Educational Attainment of persons Age 25 and Older
Town of Manitowish Waters and Selected Areas
2010

	T. Manitowish Waters		Vilas County	
	Number	% of Total	Number	% of Total
Less than 9th Grade	18	3.3%	336	2.0%
9th - 12th Grade, No Diploma	3	0.5%	1,059	6.3%
High School Graduate, includes Equivalency	121	22.1%	5,919	35.2%
Some College, No Degree	150	27.4%	3,985	23.7%
Associate Degree	55	10.0%	1,311	7.8%
Bachelors Degree	140	25.5%	2,909	17.3%
Graduate or Professional Degree	61	11.1%	1,295	7.7%
Total Persons 25 Years and Over	548		16,814	

Source: U.S. Bureau of the Census, 2010.

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.

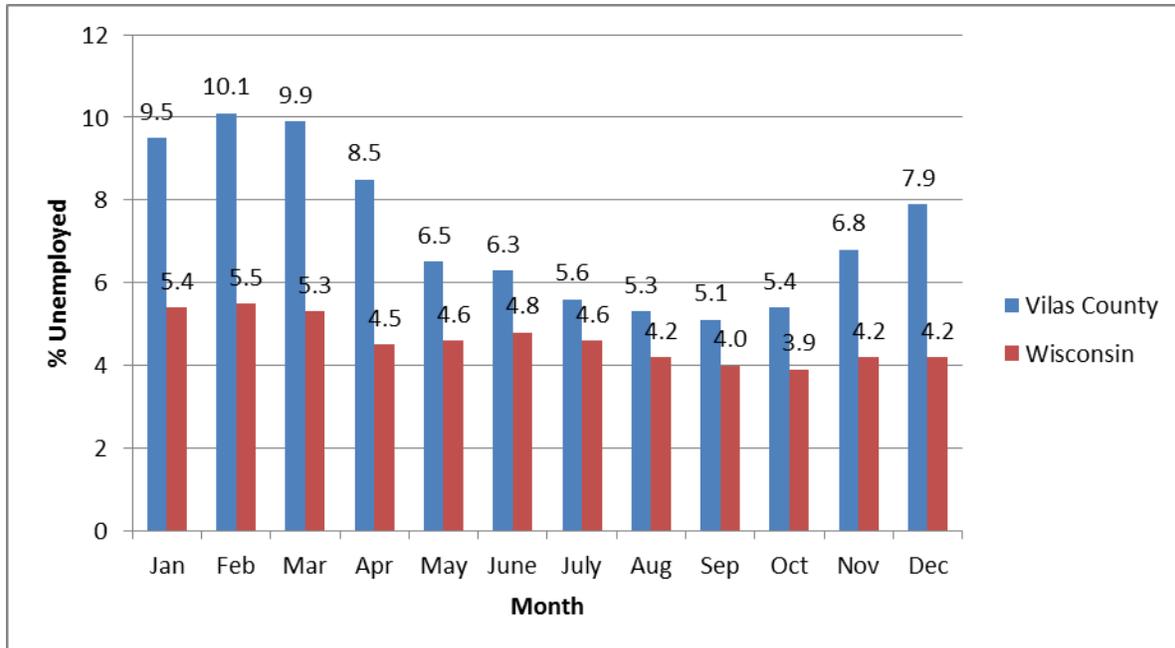
Table 6-2
Employment Status of Workers Age 16 & Over
Town of Manitowish Waters
2010

Employment Status	Male	Female
Civilian Labor Force	109	89
Employed	107	80
Unemployed	2	9
Not in Labor Force	36	43

Source: U.S. Bureau of the Census, 2010.

Figure 6-1 displays the unemployment rates for the county and the state throughout the year 2015. 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
2015**

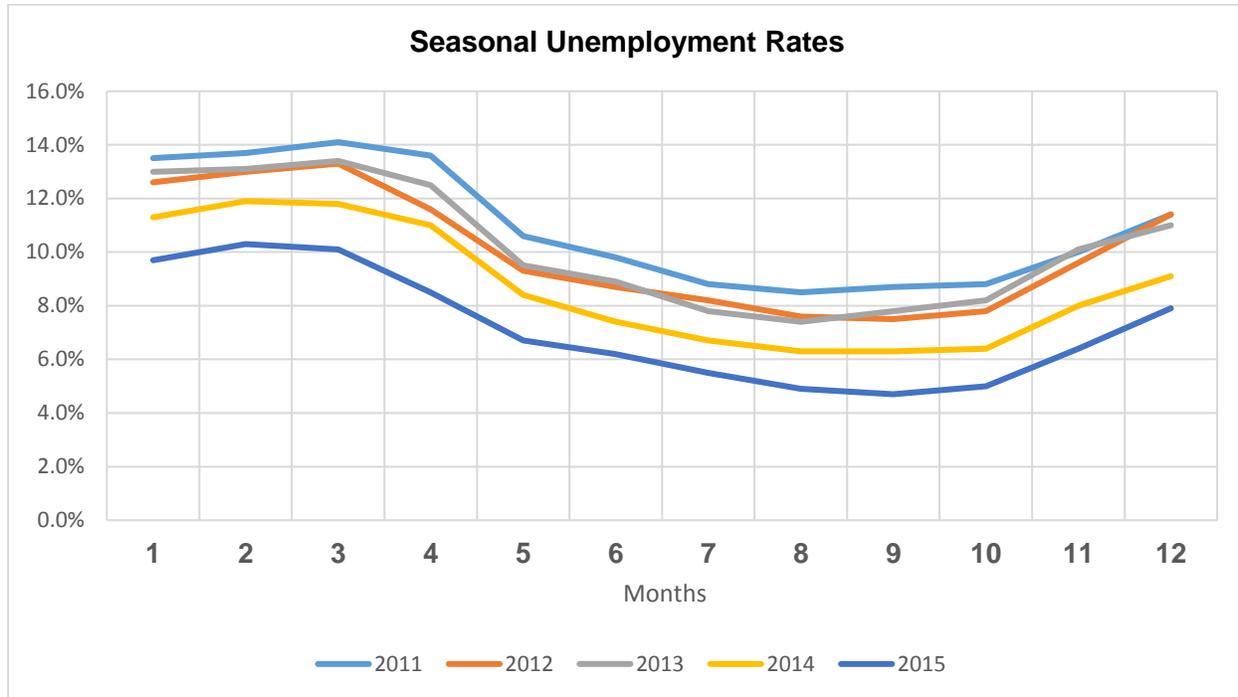


Source: Wisconsin Department of Workforce Development, Local Area Unemployment Statistics, 2015.

**Vilas County Unemployment Rates
2011 to 2015**

Seasonal Unemployment Rate (%) 2011 to 2015												
Year	Jan	Feb	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
2011	13.5%	13.7%	14.1%	13.6%	10.6%	9.8%	8.8%	8.5%	8.7%	8.8%	10.0%	11.4%
2012	12.6%	13.0%	13.3%	11.6%	9.3%	8.7%	8.2%	7.6%	7.5%	7.8%	9.6%	11.4%
2013	13.0%	13.1%	13.4%	12.5%	9.5%	8.9%	7.8%	7.4%	7.8%	8.2%	10.1%	11.0%
2014	11.3%	11.9%	11.8%	11.0%	8.4%	7.4%	6.7%	6.3%	6.3%	6.4%	8.0%	9.1%
2015	9.7%	10.3%	10.1%	8.5%	6.7%	6.2%	5.5%	4.9%	4.7%	5.0%	6.4%	7.9%

**Figure 6-2
Vilas County Seasonal Unemployment rates
2001 to 2015**



Source: U.S. Department of Labor. 2015. Bureau of Labor Statistics, Local Area Unemployment Statistics, Washington, D.C.

The rate of unemployment is an important indicator of economic well-being. This figure can go up during national recessions and/or when more localized economies are affected by area downturns. Since Manitowish Waters and Vilas County are heavily dependent on the tourism industry significant seasonal variations in unemployment do occur.

The lowest seasonal unemployment rate in Vilas County was Sept of 2015. The highest seasonal unemployment rate was March of 2011.

Income

Table 6-3 displays household income information received from the 2010 Census, however figures are based on 2009 income levels. Manitowish Waters’ median household income was reported at \$37,500 in 1999. The US Census Bureau estimates that the median income rose to \$44,539 based on data from the 2010 census.

**Table 6-3
Household Income
Town of Manitowish Waters and Selected Areas
2010**

Household Income	Town of	
	Manitowish Waters	Vilas County
Less than \$10,000	0	580
\$10,000 to \$14,999	13	802
\$15,000 to \$24,999	72	1510
\$25,000 to \$34,999	49	1351
\$35,000 to \$49,999	49	2006
\$50,000 to \$74,999	36	1848
\$75,000 to \$99,999	19	1066
\$100,000 to \$149,999	71	876
\$150,000 to \$199,999	8	274
\$200,000 or more	13	253
Total	330	10566

Source: U.S. Bureau of the Census, 2010.

**Table 6-4
Personal Income and Employment by Major Component
Vilas County
2010-2015**

Description	2010	2015	Difference 2010-2015	% Change
Income by place of residence				
Personal income (thousands of dollars)	\$781,752	\$1,052,497	\$270,745	35%
Nonfarm personal income 1/	\$778,869	\$1,047,488	\$268,619	34%
Farm income 2/	\$2,883	\$5,009	\$2,126	74%
Population (persons) 3/	21,442	21,387	55	-0.3%
Per capita personal income (dollars) 4/	\$36,459	\$49,212	\$12,753	35%
Derivation of personal income				
Earnings by place of work	\$357,402	\$537,228	\$179,826	50%
Less: Contributions for government social insurance 5/	\$45,023	\$59,741	\$14,718	33%
Employee and self-employed contributions for government social insurance	\$26,826	\$37,431	\$10,605	40%
Employer contributions for government social insurance	\$18,197	\$22,310	\$4,113	23%
Plus: Adjustment for residence 6/	\$31,067	\$32,078	\$1,011	3%
Equals: Net earnings by place of residence	\$343,446	\$509,565	\$166,119	48%
Plus: Dividends, interest, and rent 7/	\$205,931	\$277,016	\$71,085	35%
Plus: Personal current transfer receipts	\$232,375	\$265,916	\$33,541	14%

Components of earnings by place of work (thousands of dollars)				
Wages and salaries	\$217,842	\$263,095	\$45,253	21%
Supplements to wages and salaries	\$72,946	\$83,062	\$10,116	14%
Employer contributions for employee pension and insurance funds 8/	\$54,749	\$60,752	\$6,003	11%
Employer contributions for government social insurance	\$18,197	\$22,310	\$4,113	23%
Proprietors' income 9/	\$66,614	\$191,071	\$124,457	187%
Farm proprietors' income	\$1,482	\$3,385	\$1,903	128%
Nonfarm proprietors' income	\$65,132	\$187,686	\$122,554	188%
Employment (number of jobs)				
Total employment	12,071	12,348	277	2%
Wage and salary employment	7,823	8,077	254	3%
Proprietors employment	4,248	4,271	23	1%

Legend / Footnotes:

1/ Nonfarm personal income is total personal income less farm income.

2/ Farm income is farm earnings less farm employer contributions for social insurance.

3/ Census Bureau midyear population estimates. Estimates for 2010-2015 reflect county population estimates available as of March 2016.

4/ Per capita personal income is total personal income divided by total midyear population.

5/ Employer contributions for government social insurance are included in earnings by industry and earnings by place of work, but they are excluded from net earnings by place of residence and personal income. Employee and self-employed contributions are subtractions in the calculation of net earnings by place of residence and all of the income measures.

6/ The adjustment for residence is the net inflow of the earnings of interarea commuters.

7/ Rental income of persons includes the capital consumption adjustment.

8/ Includes actual employer contributions and actuarially imputed employer contributions to reflect benefits accrued by defined benefit pension plan participants through service to employers in the current period.

9/ Proprietors' income includes the inventory valuation adjustment and the capital consumption adjustment.

Note-- All dollar estimates are in current dollars (not adjusted for inflation).

Last updated: November 17, 2016-- new estimates for 2015; revised estimates for 1998-2014.

(Source: Bureau of Economic Analysis)

Table 6-4 denotes personal income and employment by major component for persons who lived in Vilas County during the period of 2010 to 2015. This data does not present a picture of jobs only within Vilas County. Table 6-8 demonstrates that nearly 30% of employed persons that reside in Manitowish Waters commute to locations out of the county for employment daily. This table presents information that more relates to income available to support households, local business enterprises, schools, and local governments. Key findings include but are not limited to the following:

- Non-Farm personal income increased nearly \$269 million (34%)
- Farm income increased \$2 million (74%)
- Net earnings by place of residence (Vilas County) increased \$166 Million (48%)
- Wages and salaries increased \$45 million (21%)
- Per Capita income increased nearly \$13,000 (35%)
- Farm proprietor income rose nearly \$2 million (128%)
- Non-Farm proprietor income increased approximately \$123 Million (188%)

- Employed residents of Vilas County increased by 254 (3%)
- Employed proprietors increased by 23 persons (1%)

The data also shows an increase of Transfer Payments by \$33.5 million (14%). A state-wide breakout of transfer payments is presented in Figure 6-4 which appears later in this Chapter. The increase of transfer payments may be the result of an increase of residents who have reached retirement age and in-migration of retired persons as discussed in Chapter 1 of the plan update.

Table 6-5
Personal Income and Employment by Major Component- 2010 to 2015
County Comparison: Vilas, Iron, Oneida
Vilas County Compared to Wisconsin

Description	Vilas	Iron	Oneida	Wisconsin	Vilas + or - Wisconsin
	2010-2015 %	2010-2015 %	2010-2015 %	2010-2015 %	
	Change	Change	Change	Change	
Income by place of residence					
Personal income (thousands of dollars)	35%	18%	23%	21%	14%
Nonfarm personal income 1/	34%	17%	23%	20%	14%
Farm income 2/	74%	255%	39%	80%	-6%
Population (persons) 3/	-0.3%	-2%	-1%	1%	-2%
Per capita personal income (dollars) 4/	35%	20%	24%	19%	16%
Derivation of personal income					
Earnings by place of work	50%	9%	24%	21%	29%
Less: Contributions for government social insurance 5/	33%	9%	22%	19%	14%
Employee and self-employed contributions for government social insurance	40%	9%	22%	20%	20%
Employer contributions for government social insurance	23%	9%	21%	18%	5%
Plus: Adjustment for residence 6/	3%	6%	-22%	20%	-17%
Equals: Net earnings by place of residence	48%	8%	24%	21%	27%
Plus: Dividends, interest, and rent 7/	35%	49%	39%	33%	2%
Plus: Personal current transfer receipts	14%	13%	10%	9%	5%
Components of earnings by place of work (thousands of dollars)					
Wages and salaries	21%	11%	25%	20%	1%
Supplements to wages and salaries	14%	5%	11%	12%	2%
Employer contributions for employee pension and insurance funds 8/	11%	3%	7%	9%	2%
Employer contributions for government social insurance	23%	9%	21%	18%	5%
Proprietors' income 9/	187%	10%	38%	45%	142%

Farm proprietors' income	128%	100%	46%	138%	-10%
Nonfarm proprietors' income	188%	7%	38%	40%	149%
Employment (number of jobs)					
Total employment	2%	-5%	5%	6%	-4%
Wage and salary employment	3%	-7%	4%	6%	-3%
Proprietors employment	1%	1%	8%	7%	-6%

Note: Footnotes for Table 6-5 are the same as in Table 6-4
(Source: Bureau of Economic Analysis)

Table 6-6 provides a comparison between Vilas, Iron, and Oneida Counties for changes in Personal Income and Employment by Major Component and a comparison to the percentage difference between Wisconsin and Vilas County

A percentage change was used to present income and employment levels in each county in 2015 relative to levels in 2010. It is important to remember that this is a comparison of income and employment of county residents and not a comparison of employment or income sources within the counties.

Income by place of residence-2010 to 2015

Vilas County resident non-farm income surpassed adjoining county resident income and was 14% higher than the state average during the period 2010 to 2015. Farm income however lagged behind Iron County residents and Wisconsin during the 5 year time period. Overall, Vilas County per-capita resident income was 16% higher than the state and not less than 19% higher than adjoining county resident income.

Derivation of personal income

The percentage of earnings by place of work in Vilas County was twice that of adjoining counties and 29% higher than state figures. After deductions for various social insurance programs and adjustments for place of residence the net earnings of Vilas County residents' was double the state average. The income derived from transfer payments in Vilas County was 5% higher than Wisconsin, likely due to the higher average resident age within the county, and a larger percentage of persons receiving pensions or social security payments.

Non-Farm Proprietors' income, which includes the inventory valuation adjustment and the capital consumption adjustment, grew significantly more within Vilas County (188%) than Wisconsin (40%).

Employment (number of jobs)

Both wage and salary and proprietors employment had a slight amount of growth at 3% and 1% respectively, both categories grew at a slower pace than Oneida County and Wisconsin.

Table 6-6
Cross-County Earnings-Vilas County
1990 - 2014

Cross-County Earnings, 1990-2014 (Thousands of 2015 \$s)					Change
	1990	2000	2010	2014	2010-2014
Total Personal Income	478,79	747,25	845,29	909,36	64,065
Cross-County Commuting Flows					
Inflow of Earnings	52,223	92,763	113,01	117,94	4,933
Outflow of Earnings	32,824	64,738	79,243	84,023	4,780
Net Residential Adjustment (Inflow - Outflow)	19,399	28,025	33,770	33,923	153
Percent of Total					% Change 2010-2014
Net Residential Adjustment Share of Total Personal Income	4.10%	3.80%	4.00%	3.70%	-0.30%

- From 1990 to 2014 inflow of earnings grew from \$52.2 million to \$117.9 million (in real terms), a 126% increase
- From 1990 to 2014 outflow of earnings grew from \$32.8 million to \$84.0 million (in real terms), a 156% increase.
- From 1990 to 2014, net residential adjustment (inflow - outflow) changed from 4.1 to 3.7 percent of total personal income.

If net residential adjustment is positive (inflow exceed outflow), it means county residents commute outside the county for work and bring in more personal income than leaves the county in net terms. If net residential adjustment is negative (outflow exceeds inflow), it means the economy of the county attracts workers from nearby counties and loses more personal income than it brings into the county in net terms.

Inflow of Earnings: These are the gross annual earnings of in-commuters; i.e., from people who work out of the county, and bring money home.

Outflow of Earnings: These are the gross annual earnings of out-commuters; i.e., from people who work in the county, but live elsewhere and take their earnings with them.

Net Residence Adjustment: This is the net inflow of labor earnings of inter-area commuters.

One indicator of economic health for a county is whether it is able to attract workers from nearby counties. This could be the case if a county has a surplus of jobs and serves as a magnet for workers in adjacent counties and would be indicated by a negative net residential adjustment. Another possibility is that housing in the county has driven some

workers to live in relatively more affordable neighboring counties that have become "bedroom communities."

(Source: U.S. Department of Commerce. 2015. Bureau of Economic Analysis, Regional Economic Accounts,)

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 6-7 displays the travel time to work for residents in the Town of Manitowish Waters in 2010. The majority of people, 48.1%, had a trip to work that was less than ten minutes. Only 13.2 % travel 30 minutes or more to work. The number of persons that reported that they worked at home in 2010 was double the amount of persons reporting a home based occupation in 2000

**Table 6-7
Travel Time to Work
Town of Manitowish Waters
2010**

	No.	%
Less than 10 minutes	91	48.1%
10 to 19 minutes	41	21.7%
20 to 29 minutes	32	16.9%
30 to 44 minutes	10	5.3%
45 to 59 minutes	11	5.8%
60 or more minutes	4	2.1%
Worked at home:	26	12.1%
Total:	215	
Did not work at home:	189	87.9%

Source: U.S. Bureau of the Census, 2010; 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, Trend data for tourism activity is presented later in this chapter. The summer tourism season is a well-established element of the overall economy. 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 6-8 displays the number and percent of employed persons by industry group in the town, county and state for 2010. 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 with 29.02% and 16.96%, respectively. The second greatest economic division for the town was in retail at 10.27%, followed by Professional, Scientific, Management, Administrative, and Waste Management Services at 8.93%. Construction occupations fell from 12.8% in 2000 to 8.48% in 2010.

Table 6-8
Employed Persons by Industrial Sector
Town of Manitowish Waters and Selected Areas
2010

	Town of Manitowish Waters		Vilas County		Wisconsin	
	Number	% of Total	Number	% of Total	Number	% of Total
Agriculture, forestry, fishing and hunting and mining	15	6.70%	222	2.27%	71,684	2.50%
Construction	19	8.48%	1,113	11.40%	171,616	5.98%
Manufacturing	5	2.23%	512	5.24%	536,934	18.71%
Wholesale trade	0	0.00%	164	1.68%	86,908	3.03%
Retail Trade	23	10.27%	1,517	15.54%	329,863	11.50%
Transportation and warehousing, and utilities	10	4.46%	357	3.66%	130,387	4.54%
Information	0	0.00%	243	2.49%	56,076	1.95%
Finance and insurance, and real estate and rental and leasing	11	4.91%	633	6.48%	182,526	6.36%
Professional, scientific, and management and administrative and waste management services	20	8.93%	600	6.15%	218,788	7.63%
Educational health and social services	38	16.96%	1,684	17.25%	631,818	22.02%
Arts, entertainment, recreation, accommodation and food services	65	29.02%	1,791	18.34%	238,223	8.30%
Other services, except public administration	6	2.68%	460	4.71%	115,426	4.02%
Public administration	12	5.36%	468	4.79%	99,061	3.45%
Total All Industries	224		9,764		2,869,310	

Source: U.S. Bureau of the Census, 2010.

Employment by Occupation

In 2000, the majority of employed persons in the town of Manitowish Waters were in sales and office occupations, (31.2%) There has been a dramatic change however whereby Management, professional, and related occupations accounts for 55.4% of the employed population in 2010. As detailed in Table 6-8, Service Occupations is second highest at 18.3% and Sales and Office Occupations has dropped to only 16.5% of the employed population. For Vilas County the greatest percentage of employment was also in sales and office occupations, (28.1%) in 2000, but dropped to 22.3% in 2010 and Management occupations represent the largest occupational group in the county as well with 34.3%. The town and the county continue to have a fairly diverse occupational labor market in 2010 as shown in Table 6-9

**Table 6-9
Employment by Occupation
Town of Manitowish Water, Vilas County, & Wisconsin
2010**

	Manitowish Waters		Vilas County		State of Wisconsin	
	No.	% of Total	No.	% of Total	No.	% of Total
Management, professional, and related occupations	124	55.4%	3,346	34.3%	947,672	33.0%
Service occupations	41	18.3%	2,085	21.4%	462,097	16.1%
Sales and office occupations	37	16.5%	2,181	22.3%	702,658	24.5%
Natural resources, construction, and maintenance occupations	15	6.7%	1,298	13.3%	262,749	9.2%
Production, transportation, and material moving occupations	7	3.1%	854	8.7%	494,134	17.2%
Total	224		9,764		2,869,310	

Source: U.S. Bureau of the Census, 2010. Only includes workers age 16 and over.

Commuting Patterns

Table 6-10 represents 2010 commuting patterns of Manitowish Waters' residents. Nearly 30% of the workforce leaves Vilas County each day for employment.

**Table 6-10
Commuting Patterns
Manitowish Waters
2010**

	Number	% of Total
Worked in County of Residence	153	71.2%
Worked outside County of Residence	62	28.8%
Total	215	

Source: U.S. Bureau of the Census, 2010. Only includes workers age 16 and over.

Wages

Table 6-11 displays the average 2015 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 manufacturing sector where the county average wage was only 56.8% of the state average. Wages in the Hospitality industry in the county was the only sector with average wages greater than the state.

**Table 6-11
Wages
Vilas County
2015**

	Annual Average Wage	State Average Wage	% of State Average
Natural Resources and Mining	\$35,675	\$36,580	97.5%
Construction	\$45,077	\$57,103	78.9%
Manufacturing	\$31,465	\$55,375	56.8%
Trade, Transportation, Utilities	\$28,101	\$38,662	72.7%
Information	\$33,778	\$66,378	50.9%
Financial Activities	\$40,136	\$65,241	61.5%
Professional and Business Services	\$36,067	\$55,146	65.4%
Education and Health Services	\$40,376	\$46,188	87.4%
Leisure and Hospitality	\$18,797	\$16,555	113.5%
Other Services	\$23,243	\$27,243	85.3%
Government	\$37,155	\$45,670	81.4%

Source: WI Department of Workforce Development, 2015, Quarterly Census of Employment and Wages, Table 202

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.

**Table 6-12
Comparative Employment by Industry - 2013**

Industry	U.S. TOTAL	Vilas County, Wisconsin	Iron County, Wisconsin	Oneida County, Wisconsin
Base Industry: Total, all industries	118,307,717	5,545	1,298	14,540
Natural resources and mining	2,001,103	49	25	210
Construction	6,423,866	580	139	745
Manufacturing	12,291,676	343	180	1,522
Trade, transportation, and utilities	26,670,095	1,343	290	4,334
Information	2,754,109	85	16	252
Financial activities	7,828,679	231	99	538
Professional and business services	19,607,372	317	52	1,246
Education and health services	21,080,792	626	237	2,930
Leisure and hospitality	15,100,935	1,705	252	2,191
Other services	4,308,880	267	8	573

Source: Quarterly Census of employment and Wages Data, U S Bureau of Labor Statistics-2013

**Table 6-13
Percentage of Employment
Calculated from Quarterly Census of Employment
and Wages Data 2013**

Industry	U.S. TOTAL	Vilas County, Wisconsin	Iron County, Wisconsin	Oneida County, Wisconsin
Base Industry: Total, all industries	100.00%	100.00%	100.00%	100.00%
Natural resources and mining	1.69%	0.88%	1.93%	1.44%
Construction	5.43%	10.46%	10.71%	5.12%
Manufacturing	10.39%	6.19%	13.87%	10.47%
Trade, transportation, and utilities	22.54%	24.22%	22.34%	29.81%
Information	2.33%	1.53%	1.23%	1.73%
Financial activities	6.62%	4.17%	7.63%	3.70%
Professional and business services	16.57%	5.72%	4.01%	8.57%
Education and health services	17.82%	11.29%	18.26%	20.15%
Leisure and hospitality	12.76%	30.75%	19.41%	15.07%
Other services	3.64%	4.82%	0.62%	3.94%

Source: Quarterly Census of employment and Wages Data, U S Bureau of Labor Statistics-2013

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.

Table 6-14
Location Quotients
Calculated from Quarterly Census of Employment
and Wages Data 2013

Industry	Vilas County, Wisconsin	Iron County, Wisconsin	Oneida County, Wisconsin
Base Industry: Total, all industries	1	1	1
Natural resources and mining	0.52	1.14	0.85
Construction	1.93	1.97	0.94
Manufacturing	0.6	1.33	1.01
Trade, transportation, and utilities	1.07	0.99	1.32
Information	0.66	0.53	0.74
Financial activities	0.63	1.15	0.56
Professional and business services	0.34	0.24	0.52
Education and health services	0.63	1.02	1.13
Leisure and hospitality	2.41	1.52	1.18
Other services	1.32	0.17	1.08

Source: Quarterly Census of employment and Wages Data, U S Bureau of Labor Statistics-2013

As Table 6-13 details, the greatest percentage of employed persons in Vilas County are in the Leisure and Hospitality Industry (30.75%) followed by Trade, Transportation, and Utilities (24.22%), and Education and Health Services (11.29%). Vilas County has nearly twice the amount of a hospitality based workforce than adjoining counties of Iron and Oneida, and is more

than double the national average. This may be an area of concern for local officials if another recession or economic downturn occurs since leisure activities are more volatile than other sectors.

Basic Employment

There were three (3) areas within the 1999 Vilas County economy which had been considered basic employment areas: construction, retail trade, and services. These three areas produced more goods and services than the county economy could use and demonstrated a location quotient greater than 1.0.

There has been a shift in basic employment based upon 2013 data from the US Bureau of Labor Statistics As depicted in Table 6-14. There are now four (4) industry sectors with Location Quotients greater than one (1.0). Leisure and Hospitality is now the largest sector in Vilas County and surpasses Iron and Oneida County in terms of basic employment. This is followed by Construction, Other Services, and Trade Transportation and Utilities.

When Location Quotient's increase over time, they 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 as 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 6-15
United States Employment Analysis
2004 and 2014

Economic Division	2004 Employment	% of Total	2014 Employment	% of Total	% Change 2004-14
Forestry, Fishing and Related	1,323,000	1.0%	1,383,000	1.0%	4.5%
Mining	522,000	0.4%	837,000	0.6%	60.3%
Construction	7,283,000	5.3%	6,321,000	4.4%	-13.2%
Manufacturing	14,313,000	10.4%	12,195,000	8.4%	-14.8%
Wholesale Trade	5,696,000	4.1%	5,859,000	4.0%	2.9%
Retail Trade	15,281,000	11.1%	15,514,000	10.7%	1.5%
Transportation, Warehousing and Utilities	4,882,000	3.5%	5,220,000	3.6%	6.9%
Information	3,106,000	2.3%	2,748,000	1.9%	-11.5%
Finance, Insurance and Real Estate	8,132,000	5.9%	8,040,000	5.5%	-1.1%
Services	53,322,000	38.8%	62,744,000	43.3%	17.7%
Government	23,741,000	17.3%	24,030,000	16.6%	1.2%
Total	137,601,000		144,891,000		

Source: U.S. Department of Commerce, Bureau of Economic Analysis, GDP by Industry Regional Accounts Data. , 2004, 2014

Table 6-16
Vilas County Employment Analysis
2004 and 2014

Economic Division	2004 Employment	% of Total	2014 Employment	% of Total	% Change 2004-14	LQ 2004	LQ 2014
Forestry, Fishing and Related	28,577	1.0%	30,397	1.0%	6.4%	1.0	1.1
Mining	2,917	0.1%	3,406	0.1%	16.8%	0.3	0.2
Construction	133,317	4.6%	106,751	3.7%	-19.9%	0.9	0.8
Manufacturing	505,612	17.5%	465,441	16.0%	-7.9%	1.7	1.9
Wholesale Trade	116,030	4.0%	121,052	4.2%	4.3%	1.0	1.0
Retail Trade	324,460	11.2%	305,469	10.5%	-5.9%	1.0	1.0
Transportation, Warehousing and Utilities	109,508	3.8%	103,967	3.6%	-5.1%	1.1	1.0
Information	50,629	1.8%	48,035	1.6%	-5.1%	0.8	0.9
Finance, Insurance and Real Estate	160,013	5.5%	151,823	5.2%	-5.1%	0.9	0.9
Services	1,025,489	35.5%	1,142,718	39.2%	11.4%	0.9	0.9
Government	428,299	14.8%	434,631	14.9%	1.5%	0.9	0.9
Total	2,884,851		2,913,690				

Source: U.S. Department of Commerce, Bureau of Economic Analysis, GDP by Industry Regional Accounts Data, 2004, 2014

- From 2001 to 2014, earnings in non-services related industries shrank from \$82.0 million to \$53.6 million, a 35% decrease.
- From 2001 to 2014, earnings in services related industries grew from \$169.6 million to \$222.7 million, a 31% increase.
- From 2001 to 2014, earnings in government grew from \$106.4 million to \$123.0 million, a 16% increase.

Table 6-17
Earnings by Major Industry Category
Vilas County, WI – 2001 to 2014

	2001	2005	2010	2014	Change 2010-2014
Labor Earnings	\$387,910	\$464,781	\$383,811	\$401,484	\$17,673
Non-services related	\$81,980	\$84,425	\$50,363	\$53,645	\$3,282
Farm	\$3,168	\$4,414	\$3,223	\$4,174	\$951
Forestry, fishing, & ag. services	na	na	na	na	na
Mining (including fossil fuels)	na	na	na	na	na
Construction	\$56,160	\$62,238	\$33,817	\$35,369	\$1,552
Manufacturing	\$22,652	\$17,773	\$13,323	\$14,101	\$778
Services related	\$169,599	\$216,797	\$195,923	\$222,672	\$26,749
Utilities	\$59,326	\$54,682	\$50,099	\$51,962	\$1,863
Wholesale trade	\$10,816	\$8,568	\$11,175	\$14,790	\$3,615
Retail trade	\$44,227	\$53,947	\$34,709	\$31,434	\$3,275
Transportation and warehousing	\$4,017	\$7,659	\$3,872	\$4,334	\$462
Information	\$6,651	\$8,127	\$3,741	\$4,391	\$650
Finance and insurance	\$8,584	\$10,570	\$10,982	\$8,921	-\$2,061
Real estate and rental and leasing	\$6,147	\$9,387	\$4,470	\$4,965	\$495

Professional and technical services	\$9,200	\$10,059	\$7,777	\$4,980	-\$2,797
Management of companies and	\$1,040	\$1,221	\$1,372	\$1,962	~\$590
Administrative and waste services	\$5,740	\$8,261	\$7,362	\$7,909	\$547
Educational services	\$1,213	\$2,604	\$2,012	\$1,815	-\$197
Health care and social assistance	\$10,666	\$25,324	\$20,703	\$27,522	\$6,819
Arts, entertainment, and recreation	\$5,242	\$4,078	\$3,770	\$4,532	\$762
Accommodation and food services	\$39,009	\$39,172	\$32,208	\$35,531	\$3,323
Other services, except public administration	\$15,212	\$19,532	\$18,716	\$17,846	-\$870
Government	\$106,433	\$116,687	\$120,728	\$123,021	\$2,293

Percent of Total*					% Change 2010-2014
Labor Earnings					4.6%
Non-services related	19.7%	18.2%	13.1%	13.4%	~6.5%
Farm	0.8%	1.0%	0.8%	1.0%	29.5%
Forestry, fishing, & ag. services	na	na	na	na	na
Mining (including fossil fuels)	na	na	na	na	na
Construction	13.5%	13.4%	8.8%	8.9%	4.6%
Manufacturing	5.5%	3.8%	3.5%	3.5%	5.8%
Services related	~40.8%	~46.7%	~51.0%	55.7%	~13.7%
Utilities	~14.3%	~11.8%	13.0%	13.0%	3.7%
Wholesale trade	2.6%	1.8%	2.9%	3.7%	32.3%
Retail trade	10.6%	11.6%	9.0%	7.9%	-9.4%
Transportation and warehousing	~1.0%	~1.6%	1.0%	1.1%	11.9%
Information	1.6%	1.8%	1.0%	1.1%	17.4%
Finance and insurance	2.1%	2.3%	2.9%	2.2%	-18.8%
Real estate and rental and leasing	1.5%	2.0%	1.2%	1.2%	11.1%
Professional and technical services	2.2%	2.2%	~2.0%	1.2%	~36.0%
Management of companies and	~0.3%	~0.3%	~0.4%	0.5%	~43.0%
Administrative and waste services	~1.4%	~1.8%	1.9%	2.0%	7.4%
Educational services	~0.3%	~0.6%	0.5%	0.5%	-9.8%
Health care and social assistance	~2.6%	~5.5%	5.4%	6.9%	32.9%
Arts, entertainment, and recreation	1.3%	0.9%	1.0%	1.1%	20.2%
Accommodation and food services	9.4%	8.4%	8.4%	8.9%	10.3%
Other services, except public	3.7%	4.2%	4.9%	4.5%	-4.6%
Government	25.6%	25.1%	31.4%	30.8%	1.9%

Source: U.S. Department of Commerce. 2015. Bureau of Economic Analysis, Regional Economic Accounts

Services Related: Consists of employment in industries such as retail trade, finance, insurance and real estate, and services.

Non-Services Related: Consists of employment in industries such as farm, mining, and manufacturing.

Government: Consists of federal, military, state and local government employment, and government enterprise.

Historical changes in labor earnings, by industry, show how the structure of the local economy has changed over time. Some of the trends are due to national and international factors, while other trends may reflect local conditions. The shifting sources of labor earnings can point to evolving weaknesses and strengths in the local or regional economy. It may be the case that the economic role and contribution of public lands have changed along with broader economic shifts in many geographies.

Most new jobs created in the U.S. economy in the last thirty years have been in services related sectors, a category that includes a wide variety of high and low-wage occupations ranging from jobs in hotels and amusement parks to legal, health, business, and educational services..

In many small rural communities, government employment represents an important component of the economy.

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.

Annually, the Wisconsin Department of Tourism contracts with independent consultants to analyze visitor expenditure impacts on the state and counties. Vilas County's ranking dropped from 12th among 72 counties in Wisconsin in 2000 to 14th in 2015 for total traveler expenditures. The change in rank was more attributed to increased competition among counties to attract visitors than a reduction in tourism traffic in the Town. According to annual estimates prepared for the Wisconsin Department of Tourism by consultants, travelers to Vilas County spent \$185.7 million in 2000, which increased to \$212 million in 2015 (increase of 14%) This level of expenditures is also estimated to directly and indirectly support 6,872 full-time equivalent jobs and provide over \$169 million of 2015 resident income.

Tables 6-18 through Table 6-20 present a comparative view of visitor spending impacts on Vilas and neighboring counties based upon independent analysis by the WI Department of Tourism. The data presented is on a more regional scale due to the nature of tourism assets where trail systems, national and state forests and bodies of water cross county boundaries.

Table 6-18
Visitor Spending Impact
Tourism-County Comparative
Direct Visitor Spending-2014-2015

Total Tourism Impacts County	Direct Visitor Spending			
	Millions			
	2014	2015	Numeric Change	% Change
Vilas County	\$207.70	\$212.30	\$4.60	2.22%
Oneida County	\$206.90	\$215.90	\$9.00	4.33%
Iron County	\$19.00	\$19.10	\$0.10	0.46%
Forest County	\$12.30	\$12.90	\$0.60	4.99%
Florence County	\$4.70	\$4.90	\$0.20	2.90%

(Source: WI Department of Tourism)

From 2014 to 2015 Vilas County experienced an increase of direct visitor spending of 2.22% compared to a total increase in Wisconsin of 4.39%. While visitor spending increased in Vilas County by \$4.6 million which is the second highest gain, it was the smallest percentage increase in the neighboring counties.

Table 6-19
Visitor Spending Impact
Tourism- County Comparative
Business Sales and Employment-2014-2015

Total Tourism Impacts County	Total Business Sales			Employment		
	Millions		%	Total		%
	2014	2015	Change	2014	2015	Change
Vilas County	\$264.30	\$271.50	2.70%	1,963	1,967	0.19%
Oneida County	\$273.70	\$285.70	4.37%	2,131	2,161	1.41%
Iron County	\$26.10	\$26.50	1.55%	264	252	-4.41%
Forest County	\$18.60	\$19.50	4.83%	215	219	1.78%
Florence County	\$7.20	\$7.50	3.46%	90	91	0.79%

(Source: WI Department of Tourism)

The State of Wisconsin experienced an increase of total business sales of 4.42% compared to 2.7% in Vilas County, and a 1.64% increase in tourism supported employment. Employment gains increased in Vilas County by less than 1%.

**Table 6-20
Visitor Spending Impact
Tourism- County Comparative
Labor Income & State and Local Taxes-2014-2015**

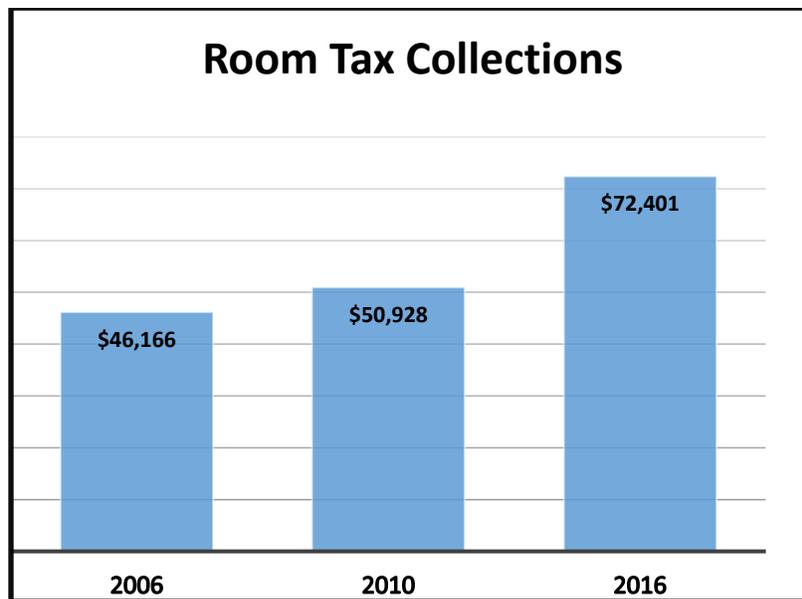
Total Tourism Impacts County	Total Labor Income			State and Local Taxes		
	Millions		%	Millions		%
	2014	2015	Change	2014	2015	Change
Vilas County	\$38.50	\$40.50	5.45%	\$21.40	\$21.70	1.50%
Oneida County	\$46.60	\$48.50	3.91%	\$20.70	\$21.30	2.91%
Iron County	\$4.70	\$4.80	3.16%	\$2.40	\$2.40	-1.55%
Forest County	\$2.80	\$3.00	5.51%	\$1.60	\$1.70	3.74%
Florence County	\$1.50	\$1.60	6.60%	\$0.60	\$0.60	1.63%

(Source: WI Department of Tourism)

Vilas County’s 5.5% increase in labor income surpassed the state average of 4.9%, but the county’s 1.5% increase in tax collections was well below the 3.37% increase state-wide.

Room Tax Collection

**Figure 6-3
Manitowish Waters Room Tax Collections
2006-2016**



The room tax in Manitowish Waters is assessed at 4.5% of gross income derived from “the privilege of furnishing, at retail, except sales for resale, rooms or lodging to transients by hotelkeepers, motel operators and other persons furnishing accommodations that are available to the public.”

Room tax collections have increased each year from 2006 (\$46,166) to 2016 (\$72,401) which generates additional revenue for the Town and for the Chamber of Commerce. The purpose of the room tax under Wis. Stats 66.06.15 (d) 3 is for tourism promotion and tourism development in the zone or in the municipality. Use of the room tax for promotion or development purposes is allocated annually and is managed by the Manitowish Waters Chamber of Commerce under contract with the Town.

Growth of the room tax is generally an indicator of the performance in the hospitality industry. While growth in room tax can be misleading if the rate of tax increases, the room tax in Manitowish Waters has remained constant over the years. More information regarding statutory requirements can be found at:

<https://docs.legis.wisconsin.gov/document/statutes/66.0615> (1m) (d) 3.

As with most northern Wisconsin areas, the tourism industry is seasonal and fluctuates greatly during the year. While there may be a number of indicators a community could employ to understand seasonal fluctuations, the quarterly room tax payments are more immediately available for analysis and allows alterations to marketing efforts during low traffic years. Table 6-21 below provides detail on 2016 room tax collections in Manitowish Waters by calendar quarter. Approximately 76% of annual room stays occur during the second and third quarters. The Town may want to consider more analysis of room tax collections over a number of years to identify patterns of activity that could impact marketing decisions and justify attraction and retention of non-weather related businesses.

**Table 6-21
2016 Quarterly Room Tax Collections
Manitowish Waters**

Manitowish Waters Room Tax		% of Annual	Number of Establishments	% of Total
2016 Quarterly Payments				
4th Quarter 2015	\$6,607.26	8.36%	11	16%
1st quarter 2016	\$6,499.64	8.23%	6	8%
2nd Quarter 2016	\$13,020.58	16.48%	22	30%
3rd Quarter 2016	\$52,880.84	66.93%	34	46%
Total	\$79,008.32	100.00%	73	100%

(Source: Town of Manitowish Waters)

2013 Tourism Assessment

The Manitowish Waters Destination Assessment was conducted in 2013 as a joint project between the Wisconsin Department of Tourism, Bureau of Industry Relations and Services and the community of Manitowish Waters. The project was coordinated by the Department of Tourism's Regional Tourism Specialist, Sarah Pischer and the Manitowish Waters Chamber of Commerce. The full report is available at the Town Hall and the Manitowish Waters Chamber of Commerce.

The assessment methodology included formation of a task force to execute the assessment, perception research data, and an inventory of destination assets. Following identification of a destination vision destination development projects were prioritized. The research included various surveys of residents, visitors, attendees at sport and vacation shows and an on-line survey instrument.

Key findings included but were not limited to the following:

- Most of the stakeholder input gathered in Manitowish Waters focused on the outdoor silent sports recreation and the natural attributes of the area.
- The challenge is to differentiate the Manitowish Waters strengths from the competition and to add new businesses which will cater to visitors and residents alike.
- Stakeholders felt that in order to draw more visitors to the area, development must focus on delivering services.

The assessment ranked the top assets of the area:

Manitowish Waters Top Assets – (Ranked in importance by the committee)

1. 10 Lake Chain
2. Fishing
3. Snowmobiling
4. Year Round Silent Sports (Birding, Skiing, Hiking etc.)
5. Fall color/cranberry harvest
6. Special Events

Additionally a number of local resorts, camps and historically significant businesses were also listed as important draws to the area.

Specific goals were set in 2013 as follows:

By 2015

- Brand/niche that entire community buys into
- Silent sports destination
- Year round/all day restaurants
- Growing opportunities/strengths without losing quaintness
- North Lakeland Discover Center-branding-working together
- Gathering place – pavilion
- Community wide Manitowish Waters signage
- Connection completed to Boulder Junction and Mercer bike trails
- Business incubator located within Manitowish Waters to help start-up businesses

By 2020

- Historical museum
- Manitowish Waters “Village” has been created
- Families out and about – recreating, socializing, having fun, etc.
- Updated Community Center / Larger Chamber office

The assessment also identified a definition of an “Ideal Community” in Manitowish Waters:

Ideal Community would include:

- Family oriented
- A overnight destination for classes with a focus on art/culinary/gardening
- Educational experience

“Throughout the past few years, Manitowish Waters has made great strides in the overall appearance of the area. By designing and posting the brand new gateway signage, the need for wayfinding signage is a top priority for the near future. With abundant community support and leadership the area will continue to prosper and grow.

The ideal community would be very family focused. The community would be attractive to families to live, work or play here. It would be easy to find your way around our community. The school system would be expanding and the area businesses would thrive all year long, with new businesses opening in the area. Some would be hosting overnight workshops throughout the year that would focus on the arts and culinary offerings, just to name a few.”

Destination Vision Recommendations:

Recommendation #1: Connect the downtown area to the Hwy 51 corridor

Recommendation #2: Take advantage of the natural resources and the environmental legacy of the area

Recommendation #3: Look at the opportunities that exist in outdoor sports offerings

Overall Recommendations:

#1 - Hospitality and Customer Service:

#2 - Develop stronger partnerships with Mercer, Lac du Flambeau and Boulder Junction

#3 - Benchmark other communities like Manitowish Waters

There are some businesses in the town that should also 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 USH 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 north woods 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 outnumber the local residents during peak times during the summer and winter months. With 741 housing units used for seasonal/recreational or occasional use in Manitowish Waters (2014 Census), and assuming 2.15 persons per household use seasonal homes, about 1,852 additional seasonal residents may also be housed in the town during peak seasons, approximately 2.5 times the resident population. Approximately 62% 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.

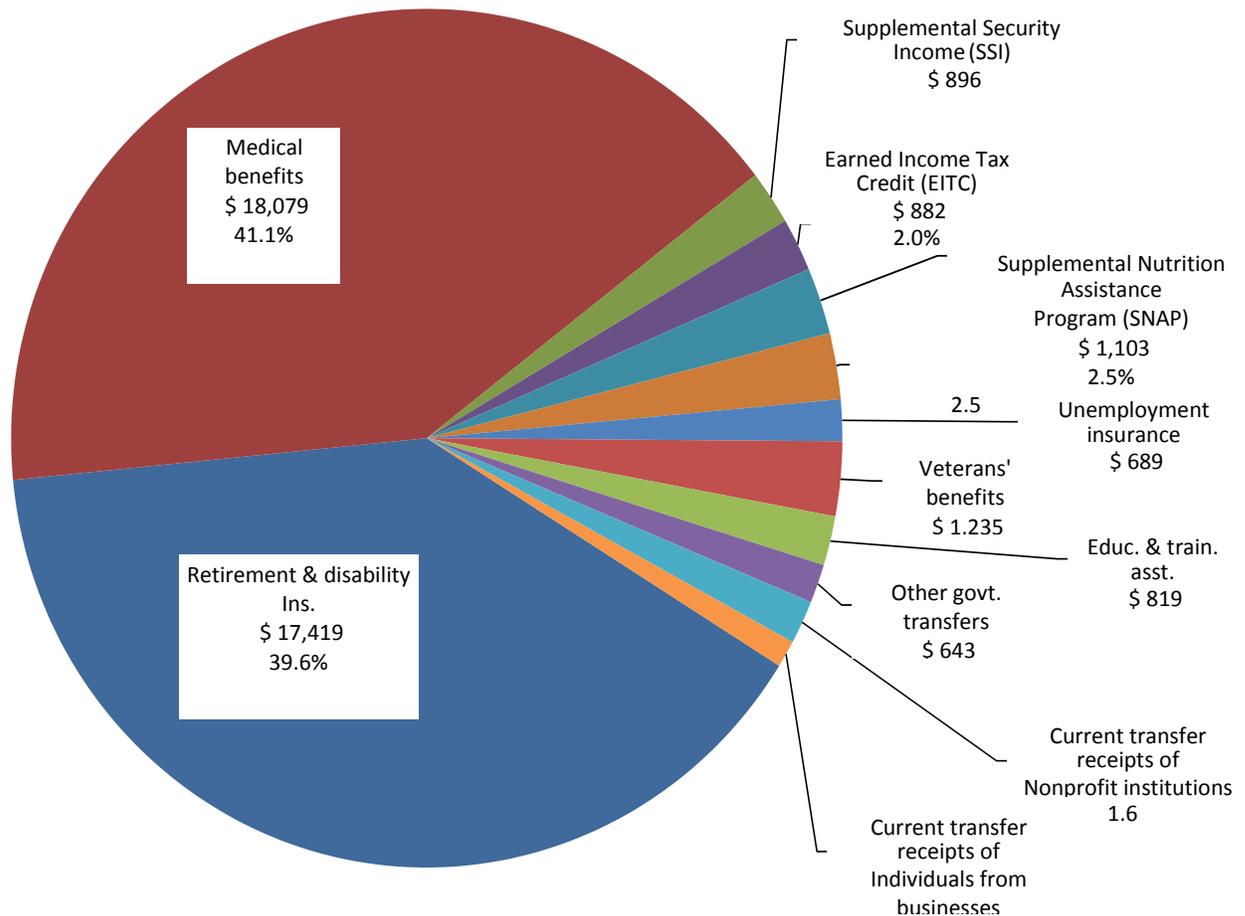
Note: As discussed in preceding chapters herein, there has been a significant shift in the number of seasonal homes based upon a comparison of the 2000 and 2014 census data. The 2000 census data accounts for seasonal homes being 75% of residential structures in the Town. The 2014 data discussed

above shows 62% of housing to be for seasonal use which is a 13% change. The migration data presented in Chapter 1 confirms that seasonal homes are being converted to year round dwellings. There is no reliable available data however as to how many of the persons that have migrated into the Town remain during winter months.

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 the level of transfer payments in Vilas County is 20.5% compared to a state average of 17.3%.

**Figure 6-4
WI Personal Current Transfer Receipts (\$ millions)**



Source: U.S. Bureau of Economic Analysis Personal Current Transfer Receipts. Table SA35, <http://www.bea.gov/regional/index.htm>

Table 6-22
Personal Current Transfer Receipts

(thousands of dollars)

County	2010	2015	Difference 2010-2015	% Increase
Forest, WI	\$94,520	\$100,292	\$5,772	6%
Iron, WI	\$65,802	\$74,685	\$8,883	13%
Oneida, WI	\$367,844	\$404,852	\$37,008	10%
Vilas, WI	\$232,375	\$265,916	\$33,541	14%

Legend / Footnotes:

Note-- All dollar estimates are in current dollars (not adjusted for inflation).

Last updated: November 17, 2016-- new estimates for 2015; revised estimates for 2001-2014.

Source: Bureau of Economic Analysis

Table 6-23
2015 Vilas County Workforce Profile
Personal Income

	2004 Nominal Per Capita Personal Income	2004 Per Capita Personal Income in 2014 dollars	2014 Per Capita Personal Income	Nominal Change in Per Capita Personal Income (2004 - 2014)	Inflation-adjusted Change in Per Capita Personal Income (2004 - 2014)
United States	\$34,316	\$41,709	\$46,049	34.20%	10.40%
Wisconsin	\$33,350	\$40,534	\$44,186	32.50%	9.00%
Vilas County	\$30,947	\$37,614	\$42,455	37.20%	12.90%

Source: Bureau of Economic Analysis

To compare economic well-being among different areas, planners often use Per Capita Personal Income (PCPI). PCPI is the Total Personal Income (TPI) of an area divided by its population and is depicted in Table 6-23. TPI is the sum of employment earnings, rental property income, personal dividend income, personal interest income, and personal current transfer receipts such as Social Security, Medicare/Medicaid, public assistance, veterans' benefits, Unemployment Insurance, and other government payments.

From 2004 to 2014, Vilas County experienced a 12.9 percent gain in its inflation-adjusted PCPI. This gain was higher than the 9.0 percent gain in the state and the 10.4 percent gain in the nation. However, although Vilas County's PCPI experienced higher gains, its nominal value sits below the state and nation. In 2014, the nominal PCPI of Vilas County was \$42,455.

The share of income by its components in Vilas County differs considerably from the shares of income in the United States and Wisconsin. Typically, wage earnings are the most prominent source of income. While wage earnings are the largest source of income in Vilas County, they are a significantly smaller share of income compared to the state. Wage earnings comprise 42.1 percent of income in Vilas County compared to 65 percent in Wisconsin. The importance of other income sources in Vilas County reflects its older population. Lower wages from employers are also reflected in the lower PCPI of Vilas County.

Source: (http://worknet.wisconsin.gov/worknet_info/Downloads/CP/vilas_profile.pdf)

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, north woods 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, Weaknesses, Opportunities and Threats Analysis

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 future. Opportunities allow a proactive approach to identify internal and external resources that may be developed or focused to retain and attract investments, entrepreneurs and sustainable employment. A Threat analysis helps prepare contingency plans and policies designed to mitigate internal conditions and external forces which would lessen the impact of changing economies, catastrophic events, or unseasonable weather patterns.

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, north woods character that is not overly commercialized.
- Opportunity to develop professional home occupation business opportunities as people can live in the north woods and tele-commute via the Internet.
- Engaged citizenry with active interest in local government and planning
- Volunteer base to develop and maintain natural areas, trails, community events. and protective services.
- Proficient professional staff of the Chamber, County-wide economic development organization, business incubator, and non-profit organizations.
- Strong philanthropic commitments for community amenities.
- Open and transparent local government

Weaknesses

- Dependence on the tourism industry to supply year round incomes to many working 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 north woods 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.
- Reduced fish and game populations
- Lack of affordable or 'starter housing' to attract young professionals, families, and potential employees of tourism and hospitality entities.
- Inadequate broadband and cellular services
- Lack of public policies that would define the community as 'entrepreneur friendly'.
- Aging population reduces ability to maintain traditionally volunteer emergency services such as fire and rescue.
- Reliance on in-migration to sustain population due to imbalance of birth/death ratios.
- Inadequate workforce development training/educational programs and facilities.
- Inadequate regional economic development programs that otherwise could attract development grants and initiate collaborative development and research programs.

Opportunities

- Collaborative effort between the Town, Tech Colleges, incubator and VCEDC to establish off-season educational, workforce proficiency programs.
- Establish culinary & hospitality curriculum/facility through Tech Colleges and incubator similar to the Center for Wood Excellence” in Antigo. This effort could include a “Farm Market Kitchen” for locally grown products.
- Consider establishing Tax Increment and Business Improvement Districts where appropriate.
- Design public recreation areas and trails to improve quality of life for local residents that would include linking trails, multi-modal trail heads, exterior art, edible plantings, fitness, etc.
- Develop and implement a commercial corridor plan for the Highway 51 & County W ‘downtown’ district that addresses highway right-of-way inconsistencies, wayfinding, façade and signage
- Assist development of services and facilities that cater to an aging population such as transportation, assisted living, rehabilitative and physical therapy, and personal assistance. Alter land use and permitting procedures to streamline process for home-based and small business/industry towards becoming an “Entrepreneur Friendly” community.
- Establish a ‘made-at-home’ “cottage industry” network and retail/on-line marketing effort.
- “Value Added Agriculture”, Innovative agriculture.
- Innovative or advanced manufacturing spawned by existing companies
- “Hobby business” brought in by retirees
- Work with conservation and habitat resource programs such as Walleyes for Tomorrow, Ducks Unlimited, Trout Unlimited, and National Wild Turkey Federation to increase fish and game populations, improve ground water and habitat preservation.

Threats

- Unseasonal warm or dry weather, cool, wet summers or no snow.
- Lack of 21 to 50- year old volunteers for fire and rescue services.
- Recession or economic down turn that impacts retiree income.
- Loss of employers
- Reductions in state revenue/grants
- Conversion of hospitality businesses to private residences

- Over-development that might threaten ground or surface water quality/availability.
- Changes in environmental rules and regulations that would force development of waste water treatment facilities.
- Loss of local control for zoning and land use considerations
- Further reductions in bag limits and hunting/fishing opportunities
- Potential for introduction of aquatic invasive species

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 agriculturally based businesses, commercial business, tourism related business, home based businesses, 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 USH 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 Entrepreneur Friendly Communities

There is a positive and significant relationship between entrepreneurial activity & economic growth in rural communities. Entrepreneurship builds on local assets, both community and individual, that are already in place or can be readily acquired. It has been established in this document that Manitowish Waters has become a choice destination for persons migrating into the area. Entrepreneurship focuses on developing business ventures around local competitive advantages. Promoting a local culture of welcoming and entertaining creative ideas for new business, could open opportunities for the Town. A result of entrepreneurship is a more diversified stable local economy that is dependent on the success of many small business ventures rather than one large employer. Focusing on entrepreneurs also makes all economic development strategies (attraction and retention/expansion) more successful and may contribute to establishing firms that are not tourism based and subject to weather constraints. A culture of entrepreneurial support will foster additional benefits.

- Opportunity to take advantage of new programs instituted after the 2003 Comprehensive Plan.
- Focusing on entrepreneurs also makes all economic development strategies (attraction and retention/expansion) more successful
- Providing support for local entrepreneurs energizes your local economy as success breeds future success and helps promote future community leaders.

- Local business development fosters a “can do” attitude among entrepreneurs and helps eliminate the “fear of failure.”
- An entrepreneur support network increases the likelihood of “startup” business success rate.
- There are roles in the support network for nearly all interested citizens.

6.9 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.

Eleven sites with leaking underground storage tanks (LUST) were identified within Manitowish Waters. All 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.

6.10 Town Tax Increment Finance Districts

2003 Wisconsin Act 231 (Wis. Stats 60.85) authorizes towns to use Tax Incremental Financing (TIF) for projects related to certain types of activities related to agriculture, forestry, manufacturing, and tourism. Limited residential and retail development may also be allowed under certain circumstances.

TIF is a financing tool that allows towns to invest in infrastructure and other improvements within a specified area known as a Tax Increment District (TID), and pay for these investments by capturing property tax revenue from the newly developed private property within the TID.

When a TID is created, the current value of all the taxable property within the defined boundaries is established. This value is the “base value” of the TID. The taxes collected on this portion of the property value are shared by the overlying taxing jurisdictions, and after the TID is created this portion of the tax collections is allocated as it always has been. Typically, the county, school, technical college, any special districts (e.g., sanitary, lake) and the town would split revenues on the base value.

(Sources: Wisconsin Tax Incremental Finance Manual, WDOR, revised September 2005; “Town TIF - A New Tool for Rural Development,” by Gary Becker, Vierbicher Associates, Inc.; Michael Koles, UW-Extension Waupaca County; and Mary Lou Clayton, Community Services Specialist, Wisconsin Department of Revenue. Compiled by Kevin Struck, UW-Extension, January 2010.

Permitted Project Types

- Agricultural projects
- Forestry projects
- Manufacturing projects
- Tourism projects
- Residential development incidental to the above
- Retail sale of products that are produced due to an allowable agricultural, forestry or manufacturing project.

Types of costs that may be incurred to support eligible activities include:

- Capital costs, such as roads, sewer, water, wastewater treatment, etc.
- Financing costs such as interest charges and loan origination fees
- Real property assembly costs for acquisition of land and easements
- Professional services costs (engineers, planners, attorneys, financial advisors)
- Imputed administrative costs for time spent administering the TIF district
- Organizational costs incurred to form the TIF district
- Discretionary payments necessary to carry out the purpose of the TIF district
- Removal or containment of lead contamination from buildings and infrastructure
- Fees imposed by the Department of Revenue related to administering TIF districts

The following costs are not allowed to be paid by a town TIF district:

- Costs of constructing or expanding public buildings
- Costs of constructing or expanding facilities generally financed only with utility user fees
- General government operating expenses not associated with planning or implementing a TIF district
- Cash grants to owners, lessees, or developers of land within the TID

6.11 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.

Vilas County Economic Development Corporation (VCEDC)

The Vilas County Economic Development Corporation (VCEDC) is a 501(c) (3) not-for-profit, quasi-governmental organization helping public, business and nongovernmental sector partners work collectively to create better conditions for economic growth and employment generation within Vilas County. The Vilas County Economic Development Corporation grew out the Vilas County Board's Economic Development Committee formed in May 2008. A primary goal is to connect resources to the various sector partners of Vilas County to improve the economic future of the county and the quality of life for all residents. The five main components of economic development that the VCEDC focus on:

Organizational Capacity and Leadership
Business Development
Community Cash Flow

Infrastructure
Workforce Development

VCEDC strategies for economic development include:

- Help existing firms become more efficient
- Capturing and growing existing markets (tourism)
- Encouraging start-up of new firms
- Attracting new basic or export employers (industrial recruitment)
-)Using aids from broader governments

The VCEDC will also focus on newer strategies for economic development, targeting efforts such as:

- Youth Entrepreneurship
- Creative Community Initiatives
- Social Entrepreneurship
- Growing Community Philanthropy,
- Regional economic development, to name a few.
-

(<http://www.vilascountyedc.org/>)

Vilas Business Incubators

The Vilas County Incubators works to provide innovative leadership and regional infrastructure to enhance the economic well-being of businesses, communities and residents. The VCEDC promotes the creation and retention of viable businesses and quality jobs, and works to provide increased opportunities for education strengthening workforce development.

The VCEDC's Business Incubators provide a low cost solution for working space for start-up and expanding businesses. The VCEDC staffs the incubator, and provides assistance and counseling to start-up businesses located in the incubators. The business incubators also provides high speed internet access, and are equipped with state-of-the-art video conferencing capability in shared conference room spaces available to all business incubator tenants.

The Manitowish Waters Business Incubator is located at 399 Highway 51, Manitowish Waters 54545 (<http://www.vilascountyedc.org/vilas-business-incubators/>)

Grow North Regional Economic Development Corporation

Grow North represents Oneida, Vilas, Forest, Lincoln, Langlade, Oconto, Florence, and Marinette counties in northern and northeastern Wisconsin. Grow North represents the region's economic interests on a wide range of fronts and moving forward aggressively on four key initiatives:

Workforce Development	Broadband Expansion
Forestry and Wood Products	Capacity Building

(<http://www.grownorth.org/>)

Wisconsin Economic Development Corporation (WEDC)

Mission: *To advance and maximize opportunities in Wisconsin for businesses, communities and people to thrive in a globally competitive environment.*

See more at: <http://inwisconsin.com>

Business Development:

- Start, Grow And Reach New Markets
- New Business Startups And Early-Stage Investments
- Wisconsin Business Retention/Growth
- Increased Exports
- Business Attraction
-

<http://inwisconsin.com/inside-wedc/core-strategies/business-development/>

Connect Communities:

Connect Communities helps local leaders leverage the unique assets of their downtowns and commercial districts, providing access to resources and networking opportunities to local leaders interested in starting a district revitalization effort. –

Program Requirements:

A participating community must have an organization or group that focuses on downtown/historic commercial district issues, have access to a computer with required software, can commit to a majority of training opportunities, and fulfill annual reporting requirements. Communities will be required to sign a participation agreement with WEDC and pay an annual fee of \$200.

- A ListServ/network group to get new ideas from staff and other participating Connect Communities
- Participation in Main Street Executive Director Workshops with a focus on downtown revitalization topics
- An on-site visit from one of WEDC's community development staff to assist in identifying needs and offering assistance
- Training for your downtown director or board president Roundtable discussion groups on pertinent topics held twice per year
- Access to resources and training materials that have been developed for Wisconsin Main Street communities Invitation to the annual Main Street Awards Program, plus eligibility to nominate a project for a Connect Communities award
- Webinars/regional training

See more at: <http://inwisconsin.com/community/assistance/connect-communities-program/#sthash.dADz8Seq.dpuf>

Capacity Building Grants

Wisconsin's Capacity Building (CB) Grant program is designed to help strengthen Wisconsin's economic development network by assisting local and regional economic development groups with economic competitiveness assessments and the development of a comprehensive economic development strategy.

Eligible Projects

Up to \$50,000 is available to local and regional economic development groups for the following purposes:

- Local or regional assessments of the economic competitiveness of the area (e.g., workforce, infrastructure, sustainability) that will result in a third party certification

- Development of a comprehensive economic development strategy
- Initiatives that will benefit the organizations or their members through operational efficiencies, strategy development, education/skill development or increased collaboration with other organizations
- Implementation or replication of successful pilot programs or economic development best practices
- Marketing by regional economic development organizations. In accordance with Wis. Stat. §238.135, regional economic development organizations may receive grants not to exceed \$100,000 or the amount of matching funds the organization obtains from sources other than WEDC or the state, whichever is less, to fund marketing activities.
- Delivery of resources and services to Wisconsin entrepreneurs through the Entrepreneurship Support pilot
- Funding will not be given for existing or ongoing municipal or regional district operational costs or district staff salaries, purchases of equipment or tools, or costs incurred prior to receiving a CB award.

See more at: <http://inwisconsin.com/community/assistance/capacity-building-grants-program/#sthash.C6WX9AEz.dpuf>

Main Street Program

Wisconsin's downtowns and historic commercial districts are the centers of commerce, government, banking and social life in our communities. By preserving and revitalizing these traditional cores, communities can distinguish themselves from the competition and set the table for economic development.

Program Background:

The National Trust for Historic Preservation established the National Main Street Center in 1980 to assist nationwide downtown revitalization efforts. The Wisconsin Main Street Program is based on the Trust's philosophy, which advocates restoration of the historic character of downtown while pursuing traditional development strategies such as:

- Marketing
- Business recruitment and retention
- Real estate development
- Market analysis
- Public improvements

See more at: <http://inwisconsin.com/community/assistance/main-street-program/#sthash.a361yaFr.dpuf>

Wisconsin Department Administration

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 Administration administers the program.

CDBG - Planning (CDBG-PLNG) Funds:

Grant funds support community efforts to address improving community opportunities and vitality. Some examples of eligible projects include the development of comprehensive plans, community development plans, and small area and neighborhood plans. Grants are limited to projects that, if implemented, would meet a CDBG National Objective. Contact Wisconsin Department of Administration.

Wisconsin Department of Administration
Division of Energy, Housing, and Community Resources
Bureau of Community Development
ATTN: CDBG-PLNG Applications
101 E. Wilson Street, 6th Floor
PO Box 7970
Madison, WI 53707-7970

CDBG - Economic Development (CDBG-ED) Funds:

Grant funds are awarded to local governments to assist businesses to create or retain jobs for individuals with low and moderate incomes. Examples of eligible projects include: business loans to expand facilities or purchase equipment, specialized employee training, or business infrastructure projects.

- **How to Apply:** CDBG-ED applications may be submitted at any time, and are reviewed by DOA as they are received. CDBG-ED funds are awarded on an as-needed basis throughout the year, provided that the Applications meet a CDBG National Objective (in conjunction with HUD program regulations). Application materials and submission instructions should be carefully reviewed prior to apply for CDBG-ED funds.
- **Review Process:** For each Grant Application received, DOA reviews & scores the Application (on a case-by-case basis) to determine the eligibility & fundability of the proposed project. Successful Applications must meet a CDBG National Objective (in accordance with HUD program regulations). DOA anticipates a minimum 60-day review time period for submitted Applications. Applications deemed eligible & fundable will be awarded State CDBG-ED funds.
- **Award Process:** Award letters will be issued upon determination of the Communities' (and their respective Businesses') abilities to meet a CDBG National Objective in accordance with HUD program regulations. The award letter documents the next steps required to accept & execute a Grant Agreement (i.e. contract) with the State of Wisconsin.
- **Next Steps & Requirements:** Community grant administrators will be required to attend implementation training. CDBG-ED training sessions will be announced upon selection of training dates & locations.

Contact:

Wisconsin Dept. of Administration -- Division of Housing
Attn: Bureau of Community Development
101 East Wilson Street

P.O. Box #7970
Madison, WI 53707-7970

<http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development/CDBG-ED-Program-Overview>

Bureau of Commissioners of Public Lands (BCPL)

Since 1871, BCPL has made loans to municipalities and school districts for public purpose projects including economic development, local infrastructure, capital equipment and vehicles, building repairs and improvements, and refinancing existing liabilities to reduce future borrowing costs.

BCPL offers fixed rate loans with interest rates that are competitive with the bond market and other financial institutions

The agency's administrative and operational functions are carried out by staff in two Wisconsin offices, one located in Madison and the other located in Lake Tomahawk. The agency is overseen by an Executive Secretary appointed by the Board.

MADISON OFFICE

For information about the agency, School Trust Funds, the BCPL State Trust Fund Loan Program, and land records.

Mailing: PO Box 8943 | Madison, WI 53708-8943
Location: 2nd Floor | 101 E Wilson St | Madison, WI 53703
Main phone: 608.266.1370
Fax: 608.267.2787
Loan program: 608.266.0034
Land records: 608.261.8841

LAKE TOMAHAWK OFFICE

For information about School Trust Lands management, including timber sales and firewood permits.

Mailing: PO Box 277 | Lake Tomahawk, WI 54539-0277
Location: 7271 Main St | Lake Tomahawk, WI 54539
Phone for all Lake Tomahawk staff: 715.277.3366
Fax: 715.277.3363

Wisconsin Rural Development Program

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>.

Wisconsin Department of Tourism

The Wisconsin Department of Tourism's mission is to market the state as the Midwest's premier

travel destination for fun. By executing industry-leading marketing programs, providing reliable travel information and establishing strategic partnerships, we play a significant role in delivering exceptional customer service and generating greater economic impact and jobs for Wisconsin.

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 Tourism for further information.

Tourist Information Center (TIC) Grant Program:

The Tourist Information Center (TIC) Grant Program is open to non-profit tourism organizations, municipalities or Native American tribes who operate a regional tourist information center.

Ready, Set, Go! (RSG) Grant Program:

The Ready, Set, Go! Grant Program assists destinations in securing competitive sporting events that require an upfront cash or financial commitment.

Contact:

Wisconsin Department of Tourism
PO Box 8690
Madison WI 53708-8690

201 West Washington Avenue
Madison WI 53703
Phone: 1-800-432-8747 or 608-266-2161

USPS Mailing Address:

Wisconsin Housing and Economic Development Authority (WHEDA)

Extensive information about WHEDA can be found in Chapter 2 Housing herein

- Find a WHEDA approved lender - Home Buyers
- Contact a Single Family Representative - Mortgage Lenders
- Contact a Commercial Lending Officer – Developers
- Contact a Business & Community Engagement Officer - Business Lenders, Economic Development, Community Engagement
- Contact a Risk & Compliance Group Member - Property Managers

Contact:

Email: info@wheda.com

Phone: 1-800-334-6873

If you already have a WHEDA mortgage: 1-800-562-5546

TTY: 1-800-943-9430

6.12 Implementation Policies & Recommendations

1. The Town of Manitowish Waters would like to extend Bike Trails through the community and link trails to outlying municipalities and recreational/educational facilities as indicated in Vilas County Outdoor Recreation Plan and the Vilas County Bike and Pedestrian Plan. 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 north woods communities. The Town may also care to consider the opportunities that may surface if ATV/UTV routes are established on local roads. The Vilas County and Manitowish Waters trail systems have become a regional destination in the Midwest for biking.
2. Complete projects identified in the 2013 Tourism Assessment
3. Research the feasibility of creating a Workforce Development Center/Educational Facility in cooperation with VCEDC, the Business Incubator, and Technical Colleges in order to train the workforce, entrepreneurs, and create additional winter traffic
4. Study the feasibility of developing a Business Park at Highway 51 and W to accommodate graduates of the Manitowish Waters Incubator and other entrepreneurs seeking business locations closer to their residence in order to encourage attraction and retention of business types that are not weather dependent
5. Incorporate employee housing in commercial developments. Review the zoning ordinance to remove barriers to mixed use developments
6. Initiate a Corridor Plan for the Highway 51 and County W commercial districts. The plan should incorporate design elements similar to the following:
 - a. Pedestrian connection between the Town Hall complex and Rest Lake Park
 - b. Lighting at a human scale
 - c. Edible plantings
 - d. Accent lighting and power outlets full length
 - e. Lit and Landscaped off street parking
7. Initiate a Way Finding project that incorporates signage and GIS/GPS technology
8. Develop programs that utilize the “Shoulder” and Winter seasons to establish proficiency and business training programs such that the winter season becomes a “Learning Season” for businesses and residents
9. Encourage action to develop more affordable or ‘starter housing’ to attract young professionals, families, and potential employees of tourism and hospitality entities.
10. Continue to actively pursue increased broadband and cellular services through “Connect Communities” and Broadband forward programs.
11. Review and modify procedures, policies, and regulations within the Land Use

- Ordinances to remove impediments to entrepreneurial development and new business development
12. Modify Town website to create host business development resources and market business innovation. Establish the Town of Manitowish Water as an “Entrepreneur Friendly Community” that welcomes creative business ideas.

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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

- The town should continue cooperative planning efforts with Vilas County, surrounding towns, school districts, lake and recreation associations, and public service providers.
- The town should work with neighboring communities to match land use plans and policies along municipal boundaries 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.

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)	Service	Contract Type	Duration
Vilas County Sheriff's Department	Vilas County	Police protection	Intergovernmental	Ongoing
Road Department	Vilas County; County and State Roads only in the town.	Road repair, paving & maintenance	Project specific	Per project
Road Department	Boulder Junction, Winchester	Snowplowing	Intergovernmental	Ongoing
North Lakeland Discovery Center	North Lakeland Elementary School, Towns of Boulder	Community service, education, and AIS species	No Contract; WDNR owns property; Lease	Annual
Manitowish Waters Airport Emergency Management Coordination	Town Taxpayers	Air transport	Town owned	Ongoing
Manitowish Waters Fire & EMS Services	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 Ongoing
Manitowish Waters Chamber of Commerce	Town	Office space, 75% of room tax, \$10k annual	Lease	Ongoing
Vilas County Economic Development Corporation	Town	Economic Development membership	Annual allocation	Ongoing
Vilas County Landfill	Private entity	Solid waste disposal	Private Vendorl	Ongoing

Intergovernmental Arrangements Town of Manitowish Waters

The Town of Manitowish Waters has substantial involvement in providing municipal service programs to town taxpayers. Police protection is provided by the Vilas County Sheriff's Department at substantial cost savings (assuming the town was to provide police service independently). 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. 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 is operated by the Vilas County Landfill Venture Group and is not affiliated with Vilas County Government.

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.

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 USH 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. Recent legislative changes such as Wisconsin Act 55 will likely require significant cooperation and communication between the Town and County.

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 Vilas County Comprehensive Plan was adopted November 10, 2009. Typically, the county will approve or deny a rezoning consistent with the town's preceding action. The county, as identified in the Vilas County Comprehensive 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 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, but data suggests that the population in the Town and Vilas County is aging and the school aged population has experienced a steady decline. 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

The North Central Regional Planning Commission (NCWRPC) is a voluntary association of governments established in 1973 under Wisconsin Stats 66.0309 to provide services in the areas of:

- Economic Development
- Geographic Information System (GIS)
- Intergovernmental Cooperation
- Land Use
- Transportation



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.

Cooperative projects with communities in Vilas County include but are not limited to the following:

- Vilas County Hazard Mitigation Planning: 2013
http://www.ncwrpc.org/vilas/ahmp/Vilas_AHMP_OnWeb.pdf
- Vilas County Farmland Preservation Planning: 2015
http://www.ncwrpc.org/vilas/farmland/0_DRAFT_Vilas%20County%20FPP_Feb2015_OnWeb.pdf
- Vilas County County-wide Comprehensive Planning: 2009
http://www.ncwrpc.org/vilas/vilas/VilasCountyCompPlan_Adopted2009_OnWeb.pdf
- Vilas County Land and Water Resource Management Planning 2015-2024: 2014
http://www.ncwrpc.org/vilas/lwrmp/0%20Adopted_Vilas_LWRMP_Oct-2014_OnWeb.pdf
- Vilas County Outdoor Recreation Planning 2014-2019: 2015
http://www.ncwrpc.org/vilas/orp/0%20Vilas%20County%20ORP_Revised&Readopted%20July2015.pdf
- NCWRPC Comprehensive Economic Development Strategy (CEDS) 2017:
http://www.ncwrpc.org/2017_CEDS_FINAL.pdf
- Regional Livability Plan: 2015 http://www.ncwrpc.org/rlp/wp-content/uploads/2015/10/RLP_Regional-Livability-Plan-Final.pdf
- Regional Bicycle and Pedestrian Plan: On0going: <http://www.ncwrpc.org/bikepedplan/>

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 original 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 10,312 acres, or 46.38 % 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)

USH 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

USH 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

It is unlikely the Town of Manitowish Waters would ever desire to incorporate. The Town does not share any borders with incorporated communities therefore the threat of annexation is basically nonexistent. Nonetheless the process for incorporation is as follows:

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. The WTA is an excellent source of information and provides such services as legal advice, town official training, workshops, legislative updates and much more. The Town of Manitowish Waters needs to actively participate in WTA sponsored activities and programs to stay "up to speed" on breaking governmental developments and opportunities.

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.

7.7 Recent Statutory changes

(Source- 2016 Municipal Attorneys Institute) <http://www.lwm-info.org/DocumentCenter/View/715>

The information below is a sampling of recent changes in Wisconsin Statutes affecting Town governance and demonstrates examples whereby Towns can benefit from joint cooperative projects. Copies of the Acts described in this outline can be viewed on the Wisconsin state legislature's web site: <https://docs.legis.wisconsin.gov/2015/related/acts>

Boards and Commissions

Act 25 – Membership of Boards for Public Inland Lake Protection and Rehabilitation Districts. Requires the governing body of the city, village or town within which the largest portion of a lake district lies to appoint a resident of the Lake District to the board of commissioners of the Lake District, instead of being required to appoint a member of the governing body. Effective date: July 3, 2015.

Broadband

Act 278 – Duties of PSC under Broadband Expansion Grant Program and Certification of Broadband Forward Communities. Imposes additional duties on the Public Service Commission (PSC) related to the expansion of broadband access in Wisconsin. The PSC must: (1) encourage the development of broadband infrastructure in 5 underserved areas of the state; (2) make comprehensive information about permits for broadband network projects and related business activities available to any person; (3) work with other government offices, at the state and local levels, to encourage the timely and efficient issuance of permits and the resolution of related issues; and (4) encourage local and federal agencies to coordinate activities relating to the application, approval, and issuance of permits for broadband network projects. The Act also creates a process by which the PSC may certify political subdivisions as Broadband Forward! Communities. To become certified, a political subdivision must adopt an ordinance that establishes an efficient process, as described in the Act, for the application, approval, and issuance of broadband network-related permits. The Act prescribes the content of the required ordinance, prohibits Broadband Forward! Communities from imposing certain restrictions or conditions on broadband network project permit applicants, and grants the PSC the authority to resolve certain disputes between Broadband Forward! Communities and broadband service providers. Effective date: March 26, 2016

Economic Development and TIF Law

Act 96 – Authorizing Towns to Participate in Multijurisdictional TIFs. Clarifies that a town that may otherwise create a TID under existing statutes may participate in a multijurisdictional TID. Effective date: October 1, 2016.

Public Records, Open Meetings, and Publication of Legal Notices

Act 79 – Allowing Towns and Villages to Post Notices on Internet Instead of Three Public Places. Permits towns and eligible villages to either: (1) post legal notice in at least one public place likely to give notice to persons affected and place the notice electronically on an Internet site maintained by the municipality; or (2) post notice in at least three public places likely to give notice to persons affected, as under prior law. Effective date: November 13, 2015

Room Tax and other Tax Issues

Act 301 – Changing the Definition of “Tourism Entity” under the Room Tax Law and Make-up of Tourism Entity Governing Body. Permits municipalities with a room tax to contract with a wider range of organizations if a tourism entity does not exist, and expands the required membership of a tourism entity’s governing body.

Zoning and Land Use

Act 41 – Town Zoning Ordinances Affecting Shorelands.

Clarifies town zoning authority in shore land areas. Specifically, the Act authorizes towns to enact zoning ordinances that apply in shorelands, except that it generally prohibits a town zoning ordinance from imposing restrictions or requirements with respect to matters regulated by a county shoreland zoning ordinance that affect the same shorelands. As under prior law, if a town enacted a zoning ordinance before a less-restrictive county shoreland zoning ordinance was enacted, the Act allows the town to continue to enforce the portion of its ordinance that imposes greater restrictions than the county ordinance imposes. Effective date: July 3, 2015.

Act 167 -- Shoreland Zoning Law Changes.

Codifies and makes changes to current Department of Natural Resources (DNR) shoreland zoning standards requiring that structures be set back at least 75 feet from the ordinary high-water mark (OHWM) of lakes and streams and that allow the averaging of the distances that neighboring structures are set back from the OHWM for purposes of allowing a less restrictive setback requirement for a proposed structure. Act 167 also creates authority for counties to impose a more restrictive setback requirement for a lot based on the location of principal structures on neighboring lots, in certain circumstances.

The Act codifies current DNR shoreland zoning standards that exempt certain boathouses, gazebos, fishing rafts, telecommunications and utility facilities, and walkways, stairways, and rail systems from the general setback requirements.

The Act also prohibits the enactment of a county shoreland zoning ordinance prohibiting or regulating the maintenance, repair, replacement, restoration, rebuilding, or remodeling of all or any part of one of these structures in the existing three-dimensional building envelope of the structure.

The Act also codifies and changes requirements related to impervious surface limits in the DNR shoreland zoning standards that are applicable to “highly developed shorelines.”

Lastly, the Act provides that the prohibition against DNR rules and county shoreland zoning ordinances that prohibit or regulate the maintenance, repair, replacement, restoration, rebuilding, or remodeling, in the existing three-dimensional building envelope of the structure, of all or any part of certain boathouses, gazebos, fishing rafts, certain telecommunications and utility facilities, and walkways, stairways, and rail systems, applies to these structures even if only partially constructed in the setback area. Effective date: March 2, 2016

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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.

Land Use planning can be much different in rural areas than the more concentrated villages and cities. The quality of life experiences expected by residents can differ greatly between “urbanities” and their rural counterparts. Rural values often reflect a strong devotion to protecting subjects like rural character, natural resources, agriculture land and alike. Since these values are often associated with existing conditions and uses on the landscape, it makes sense that land use planning address these areas first in developing the Future or “Preferred” Land Use Plan. A relatively new planning concept entitled; “Planning from the Outside-In” is fundamental in addressing areas that should be reserved for those rural functions. These areas are mapped first and reserved as economic resources for the future of the community. This concept will be discussed more thoroughly throughout this element.

This chapter also 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 initially inventoried and mapped in the year 2000 as part of the Vilas County Comprehensive Land Use Plan. Since that time, the map has been updated by the North Central Wisconsin Regional Planning Commission and reviewed by the Town Planning Commission and by residents attending public meetings. The land use inventory, and all mapping in that regard, serves 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

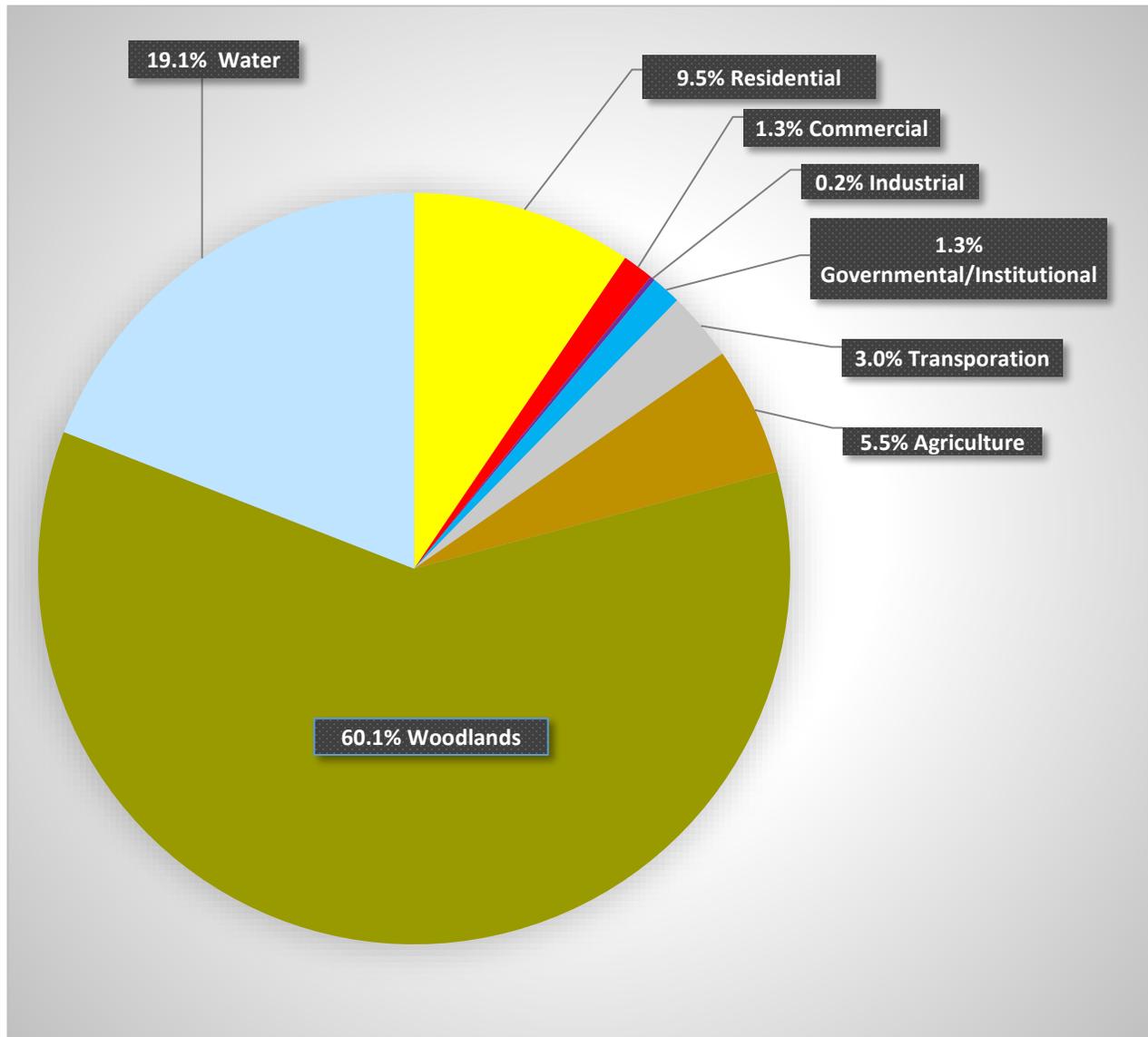
Land uses were classified by color and mapped via Geographic Information System (GIS) software and are discussed below.

**Table 8-1
Existing Land Use
Town of Manitowish Waters
2015**

Land Use Category	Acreage	% of Total
Intensive Land Use	3,504.54	15.3%
Residential	2,173.59	9.5%
Commercial	308.83	1.3%
Industrial	47.88	0.2%
Governmental / Institutional	295.75	1.3%
Transportation	678.49	3.0%
Passive Land Use	19,408.33	84.7%
Agriculture	1,268.07	5.5%
Woodlands	13,769.46	60.1%
Water	4,370.80	19.1%
Total	22,912.87	100.0%

Source: North Central Wisconsin Regional Planning Commission

**Figure 8-1
Existing Land Use
Town of Manitowish Waters
2015**



Source: North Central Wisconsin Regional Planning Commission

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Map 8-1 Existing Land Use

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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 9.5% of total land use.

Commercial/Business

Commercial land uses in the town occupy only 1.3% of land use in the town. Commercial development can be classified into three separate areas, including the downtown on CTH W, along the USH 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 47.9 total acres (0.2% of industrial land use in Manitowish Waters).

Institutional/Governmental

Institutional/governmental land use occupies around 295.8 acres and is concentrated centrally in the town along the USH 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 approximately 600 cranberry producing acres, with agriculture occupying 5.5% of the total land use.

Woodlands

Woodlands comprise the vast majority of all land uses that are found in Manitowish Waters, occupying 60.1% of the town. A large majority of the woodlands are publicly owned by the State of Wisconsin and have large wetland complexes scattered throughout. Much of the forest areas within the town are under forest management plans which promote active timber management. The woodland ownership pattern has a great deal to do with the town development pattern.

Surface Water

The Town of Manitowish Waters has approximately 4,370.8 acres occupied by surface water. The combination of the town having 19.1% of land area covered with water, and 50.5% 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. Specifically, USH 51 and County Road W.
4. The natural environment (lakes, wetlands, forested areas)

Public Land Ownership

The amount of public ownership is predominant within the Town of Manitowish Waters accounting for 10,793 acres, or 48.5% of the land area. (see Map 8-2). Of this total, 6,232 acres are owned in public ownership by the state through the Northern Highland-American Legion State Forest, 4,060 acres is the Powell Marsh Wildlife Area and 480 acres are in public ownership by the town. Together, public ownership of forestry lands, wildlife area and surface water account for 68.2% of the town, making nearly two-thirds of the town "non-developable", which contributes heavily to the concentrated development pattern in other areas of the town.

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. Five major trends area 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.
- Privately owned, woodland parcels will face most of the development pressure for housing developments. Lakeshore backlot development and larger, wooded parcels will be the focus.
- A definite need for more affordable housing options will occur as Millennials enter the housing market and Baby Boomers downsize.
- A need for affordable housing is immediate to accommodate seasonal workers for the tourist industry. Also, to retain a younger permanent workforce.

Location and Function of the Existing Road Network

The USH 51 corridor will continue to function as the major traffic route through the town, and it

provides primary access to the local road system. USH 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, USH 51 has the majority of commercial uses adjacent to it. Development will continue to occur along both the local road network and along USH 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 condition and appearance of County Road W is equally important to the future of business activity in the town. This road provides access to the established "Downtown" area of Manitowish Waters. It also provides access to destinations north in Vilas County including Winchester and Presque Isle.

The Natural Environment

Manitowish Waters has the Chain of Lakes consisting of 10 clear, clean lakes connected by navigable channels. More than 4,370 acres of surface water on 24 named lakes offers year round recreational opportunity. In addition, the town's 7,696 acres of wetlands covers 33.6% 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 4,060 acres of the Powell Marsh Wildlife refuge. 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, natural resource base and economic opportunities. Table 8-2 summarizes the current level of forest and land protection within the town of Manitowish Waters. These are the areas that are valued for visual and economic reasons utilizing the "Planning from the Outside-In" approach. They can be managed as sustainable resources ensuring the quality of life within the town. Map 8-2 identifies these areas throughout the town. Areas not identified, are lands where other more intensive land use types should be focused. Figure 8-2 summarizes the distribution of the various land and resource protection programs in the Town.

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 promote sound forestry practices, protect scenic beauty, control erosion, provide critical wildlife habitats, and reduce effluent and nutrient flows into surface water bodies/courses. These features are valuable economically as they provide the backdrop and essential resources for the Town's tourism industry.

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.

The WDNR reviews and amends the master plan as conditions warrant. The master plan is always subject to public review before approval by the Department.

**Table 8-2
Land and Resource Management
Town of Manitowish Waters
2015**

	Acres	% of Total	Farmland Preservation	% of Farmland Preservation
Public Ownership	10,792.78	47.10	75.04	2.17
State Forest	6,232.05	27.20	59.63	1.72
State Wildlife Area	4,060.32	17.72	0.00	0.00
Tribal Land	0.23	0.00	0.00	0.00
State Lands	19.80	0.09	9.18	0.26
Town Owned Lands	480.38	2.10	6.23	0.18
Private-Forest Management Program	167.50	0.73	121.94	3.52
Managed Forest Land	167.50	0.73	121.94	3.52
Non-profit Conservation/Education Organization				
Private Owned - No Programs	6,903.30	30.13	3268.19	94.32
Surface Water	4,370.80	19.08		
Transportation	678.49	2.96		
Total	22912.87	100.00	3465.17	100.00

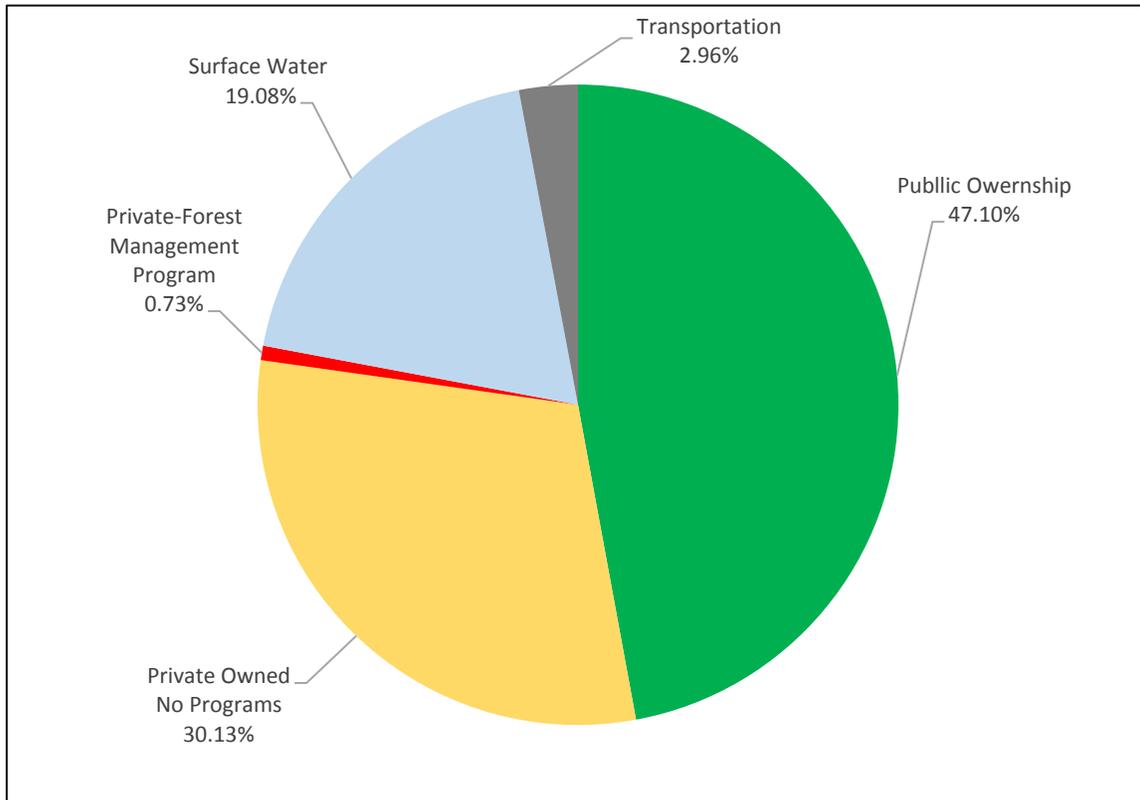
Source: WDNR & Martenson & Eisele

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Map 8-2 Land and Resource Protection

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Figure 8-2
Land and Resource Management
Town of Manitowish Waters
2015



Source: Vilas County Land Information and Mapping Department 2016

Managed Forest Law (MFL)

The Managed Forest Law (MFL) is a landowner incentive program that encourages sustainable forestry on private woodland. In exchange for following sound forest management, the landowner pays reduced property taxes. It was enacted in 1985 and replaced the Woodland Tax Law and the Forest Crop Law. 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.

MFL is the only forest tax law that is open to enrollment. Land enrolled in the MFL program must be managed according to a plan agreed to by the landowner.

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. As of 2016, the town had 167.5 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.

It must be noted that Wisconsin Governor, Scott Walker signed Wisconsin Act 358 into law in 2015. This new law makes numerous changes to the Managed Forest Law (MFL) and some changes to the Forest Crop Law (FCL). Please contact your local DNR Forester for more information on the changes to MFL and FCL.

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. More information can be accessed through the following web link: <http://mwlakes.com/>

Lake Associations can be a powerful advocate for lake quality, lake use and fish stocking programs. They can also provide outside supplemental funding it assist in these efforts. The Town of Manitowish Waters would benefit greatly from a strong partnership with existing and future lake associations.

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 8-3 provides figures for total parcels created over the last 36 years. Permits related to various land development activities are found in Tables 8-4.

**Table 8-3
Number of Total Parcels
Town of Manitowish Waters
1980-2016**

1980	1990	2000	2016	# Change 80-90	% Change 80-90	# Change 90-00	% Change 90-00	# Change 00-16	% Change 00-16
1,575	1,755	1,837	2,056	180	11.4%	82	4.7%	219	11.9%

Source: Vilas County Land Information and Mapping Department

The Town of Manitowish Waters has averaged 8 residential building permits (new home construction) per year since 2008 (See Table 8-4). Please note that some of these permits can be for rebuilds on existing lots. As expected, commercial permit activity is lower, with 20 permits issued since 2008, or an average of three permits per year.

**Table 8-4
Composite Permitting Figures
Town of Manitowish Waters
2008-2015**

Year	Single Family Home	Commercial Structures	Multi-Family	Total Units
2008	9	1	0	10
2009	6	2	0	8
2010	5	4	0	9
2011	11	4	0	15
2012	14	1	0	15
2013	8	3	0	11
2014	6	2	0	8
2015	5	3	0	8
Total Units	64	20	0	84
8 Year Average	8	3	0	11

Source: Vilas County Zoning Office.

8.4 Projected Supply and Demand of Land Uses over Planning Period

Table 8-5 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 Smart growth planning requirements. These future land use demands are largely dependent upon population increases as well as a number of other factors such as the economy and housing type choice.

Projected demand for residential, commercial/industrial and government/institutional land use assumes that the ratio of the town's 2014 housing units to the current land area in each use will remain the same in the future. In other words, each housing unit on average will require the same amount of land for residential use in the future as today.

For example, in the Town, there are 2174 acres of residential land according to the Existing Land Use Map. In 2014, there were 1190 housing units. This equates to an average of 1.83 acres for each residential housing units. Based on housing unit projections in Table 2-4, the Town is expected to add another 28 units during the planning period. This would account for a need of 51.24 acres of land to accommodate future residential growth. Commercial and industrial development are usually .20 of the residential acreage total. Hence, the land use demand for each general land use type is as follows:

**Table 8-5
Projected Land Use Demand (acres)
Town of Manitowish Waters
2012-2037**

Year	Residential	Commercial/Industrial	Governmental/Institutional
2022	13	3	1
2027	13	3	1
2032	13	3	1
2037	13	3	1
Total	52	12	4

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

The projected land demand shown by Table 8-5 should not be taken with a high level of confidence. With the Town showing a relatively stable population over the next 10 years followed by a drop, little land use type change could be expected. However, it's highly unlikely you will see a drop in land use types such as residential or commercial due to projected population decreases. It must be noted however, should the Town move forward with targeted initiatives such as increased growth along the USH 51 corridor or develop unique opportunities to attract younger age cohorts and entrepreneurs, more aggressive land use transition could occur. It is often stated, the best way to predict the future is by creating it. This maybe the case and logic the Town of Manitowish Waters should use to facilitate growth in the identified growth areas.

8.5 Development Regulations & Related Plans

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. 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 (Town & County)

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 town 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 Town of Manitowish Waters has its own zoning code, titled the Manitowish Waters General Zoning Ordinance, 2007-1, originally adopted March 18, 1986 with an amendment completed in 2007 to assist in the implementation of the Comprehensive Plan. The zoning regulations vary from Vilas County zoning districts, as the town is more specific and restrictive than Vilas County. The county has approved the town ordinance and must approve any future modifications to the town zoning ordinance. The town has a Zoning Administrator who administers the zoning ordinance in conjunction with the Manitowish Waters Planning Commission (formally the Zoning Committee). As is the case in many communities, the zoning ordinance and zoning map has been the town's main growth management tool.

Town Code of Ordinances

The Town of Manitowish Waters administers a Municipal Code of Ordinances which regulates a

wide range of town use, service and administrative functions. The Code identifies chapters which addresses general legislation. The Town monitors the need for additional Chapters or changes thereto based on local need or legislation. A copy of the full Municipal Code can be reviewed on the Town's web site at: <http://mwtown.org/>. The Zoning Ordinance of the Town of Manitowish Waters is not included in this Code and is administered separately by the Town.

Town of Manitowish Waters Comprehensive Plan

The Town of Manitowish Waters Planning Commission, with the support of the Town Board, undertook the original development of a comprehensive plan in August of the year 2000. Originally adopted in March, 2003, the plan met the requirements of Wisconsin's Smart Growth legislation, Wisconsin Statute 66.1001. The Manitowish Waters Year 2022 Comprehensive Plan had two very important goals:

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

In 2016 the Planning Commission approved retaining Martenson and Eisele to update the Comprehensive Plan. This plan is the result of that effort. 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. Future land use decisions through zoning or land divisions must be consistent with the intent of the Town's Comprehensive Plan elevating its status as a regulatory tool. Like an ordinance, the comprehensive plan can be amended as needed to accommodate changes and trends in community growth patterns.

Vilas County Code of Ordinances

In addition to the Town of Manitowish Waters Municipal Code of Ordinances, Vilas County also administers its own Code of Ordinances which regulates a wide range of use, service and administrative functions. The County monitors the need for additional chapters or changes thereto based on need or legislation. Certain functions not addressed by the Town Code of Ordinances, are covered by the County Code. Examples include subdivision control, metallic and non-metallic mining, wireless communication, emergency management just to name a few. Several of the significant ordinances that directly impact land use are discussed further below:

Table 8-6 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

Vilas County, as part of its land use regulation, established language governing the division of land into smaller parcels (Subdivision Control Ordinance). These standards are in addition to the zoning and shoreland protection ordinance, and are effective throughout the county. In 2016, Vilas County went through a revision process to both their subdivision and shoreland protection ordinances. The latter brought on by legislative action through Act 55. The town should adopt the county's subdivision regulation changes 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 8-6
Ordinances and Plans
Town of Manitowish Waters 2001**

Ordinance or Plan	Apply	Location/Function
Town Zoning	Yes	Zoning Ordinance 2007-1
County Zoning	Yes	County approval on rezoning etc.
County Shoreland Zoning	Yes	Vilas County Shoreland Regulations
Land Division/Land Use Ordinance	Yes	Article IX Zoning Ordinance
Sign Ordinance	Yes	Article VI Zoning Ordinance
Design Review Ordinance	Developed	Guidelines Only
Mobile Homes Ordinance	Yes	Article V Zoning Ordinance
Airport Regulations	Yes	Chapter 135, Town Code
Condominium Ordinance	Yes	Article V Zoning Ordinance
Lake and Water Access Ordinance	Yes	County Regulations
Minimum Lot Width	Yes	Zoning Ordinance 2007-1
Traffic/Roads	Yes	Chapter 331, Town Code
Driveway/Private Roadway Ordinance	No	Article VII Zoning Ordinance
Land Use Plan	Yes	Comprehensive Plan updated 2017
Economic Development Plan	Yes	Comprehensive Plan updated 2017 Town/Chamber Coordination
Outdoor Recreation Plan	Yes	Part of Vilas County Outdoor Recreation Plan (CORP)
Multi-Purpose Trail Master Plan	Yes	Proposed
Fire Protection	Yes	Chapter 200, Town Code
Emergency Government	Yes	Chapter 39, Town Code
Public Works	Yes	Chapter 314, Town Code
Peace and Good Order	Yes	Chapter 280, 142, Town Code
Public Nuisances	Yes	Chapter 263, Town Code
Health and Welfare	Yes	Chapters 263, 307, Town Code
Licenses and Permits	Yes	Chapters 187,225,244, Town Code
Solid Waste	Yes	Chapter 307, Town Code
Administrative Review procedure	Yes	Chapter 6, Town Code
Construction and Effect of Ordinances	Yes	Chapter 1, Town Code
Parks & Recreation	Yes	Chapter 275, Town Code
Streets & Sidewalks	Yes	Chapter 314, Town Code

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.

A copy of the full County Code including the above referenced ordinance and changes can be reviewed on the Vilas County web site at: <http://www.co.vilas.wi.us/index.php?page=County-Ordinances>

Vilas County Comprehensive Plan

Vilas County adopted the *Vilas County Comprehensive Plan* on November 10, 2009. The plan was developed by county committees with assistance by the North Central Wisconsin Regional Planning Commission. Overall, the planning effort focused on continuity between community preferences for land uses and County zoning administration.

The purpose of the *Vilas County Comprehensive Plan* is to encourage the orderly use and development of lands within the county. At the same time, the planning effort also intended to promote and stimulate public participation and knowledge of land use issues by identifying local issues and coordinating adopted town land use policy with County administration.

The *Vilas County Comprehensive Plan* is an advisory plan document. The extent to which the County will be able to achieve the vision set forth in the plan is going to depend on the ability of Vilas County and the individual local governments to implement the plan recommendations as set forth in this plan and in the adopted local plans. The daily decisions of land use will continue to rely on both town and county-level coordination.

8.6 Supply, Demand and Price Trends of Land

The following tables detail trends in agricultural and forestland sales for Vilas County from 2013 to 2015. As one would expect for a forested northern Wisconsin community, few agricultural land sales were reported (See Table 8-7). The three transactions that did, occurred in 2014 and were not converted to other uses. In other words, they were sold as farmland and will likely continue

as such. As one would expect, the number of transactions for forest land sales was active from 2013 to 2015 (See Table 8-8). Of the 39 transactions (1399 acres) which occurred during this period, only two (349 acres) included a conversion to another use than forestry. No difference in the price of land per acre (\$2200) was noted for land converting or continuing in forest use.

**Table 8-7
Agricultural Land Sales
Vilas County
2013-2015**

	2013	2014	2015
Ag Land Continuing in Ag Use			
Number of Transactions	-	3	-
Acres Sold	-	990	-
Dollars per Acre	-	\$1,932	-
Ag Land Diverted to Other Uses			
Number of Transactions	-	-	-
Acres Sold	-	-	-
Dollars per Acre	-	-	-
Total of All Ag Land			
Number of Transactions	-	3	-
Acres Sold	-	990	-
Dollars per Acre	-	\$1,932	-

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 2013-2015.

**Table 8-8
Forest Land Sales
Vilas County
2013-2015**

	2013	2014	2015
Forest Land Continuing in Forest Land			
Number of Transactions	7	16	14
Acres Sold	578	913	1,399
Dollars per Acre	\$2,043	\$2,361	\$2,222
Forest Land Diverted to Other Uses			
Number of Transactions	-	-	2
Acres Sold	-	-	349
Dollars per Acre	-	-	\$2,222
Total of All Forest Land			
Number of Transactions	7	16	16
Acres Sold	578	913	1,748
Dollars per Acre	\$2,043	\$2,361	\$2,222

Source: Wisconsin Agricultural Statistics Service, Forest Land Sales, 2013-2015.

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. In addition, Appendix A, includes the public presentation which launched this update effort. The presentation address more trends that could impact the land use planning in the Town of Manitowish Waters over the next 10 years and beyond.

1. Although not as active as previous development periods, lakeshore areas will continue to receive residential development pressure. Residential will also occur on larger lot, off-water, and forested areas.
2. Commercial development demands are anticipated along USH "51" corridor and CTH "W" in the downtown area. An area planned for this type of growth.
3. Permanent population is not projected to grow through the year 2030. Seasonal population, however, could experience increases.
4. The town will continue to see larger houses along the lakeshore and increased demand for higher density developments on lakefront property.
5. 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. However, the town will likely see some demand for multi-unit development driven by an aging baby boomer population, starter housing for millennials entering the housing market and the need to house seasonal workers.
6. Traffic volumes are forecasted to increase along the USH "51" corridor, and to some degree along CTH W. Much of these increases will be seasonal.
 7. Increased demand for services and housing related to the aging population will occur over the next 20 years.
 8. The town's economic strengths are expected to continue in the service and retail sectors.
 9. Recreation and tourism will continue to play a major role in the local and regional economy.
 10. Multi-use trails and outdoor recreation opportunities will continue to be developed to accommodate increased demands as Vilas County moves further towards being a regional destination for biking and snowmobiling opportunities.
 11. The town will experience increased traffic during the tourism season on local roads resulting in additional road maintenance and construction costs. The town will also experience increased weights for "Implements of Husbandry" such as logging equipment and trucking.
 12. The Town will likely experience a continuation 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.
 13. Growth and societal expectations 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 Preferred Land Use Map for the Town of Manitowish Waters. 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.

However, a relatively new planning concept entitled; "Planning from the Outside-In" is fundamental in addressing areas that should be reserved for rural based economic functions. These areas are mapped first and reserved as economic resources for the future of the community. They provide the sustainable backbone for the town in balancing growth with responsible stewardship. The Preferred Land Use Map identifies these areas through distinctive land use classifications.

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 working agriculture and forestry lands, 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 Utilize available studies and reports published by credible sources that evaluate the conditions, features, density, location and uses that occupy the land.
- LU-2.2 Recognize land use trends and potential land use conflicts that may impact development or redevelopment. For example, the need for mixed use developments and multi-family and/or seasonal housing will likely occur.
- LU-2.3 Maintain a preferred land use map for the preferred use, location, and density of land uses for the next twenty years. This map should be used to make zoning decisions.
- 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

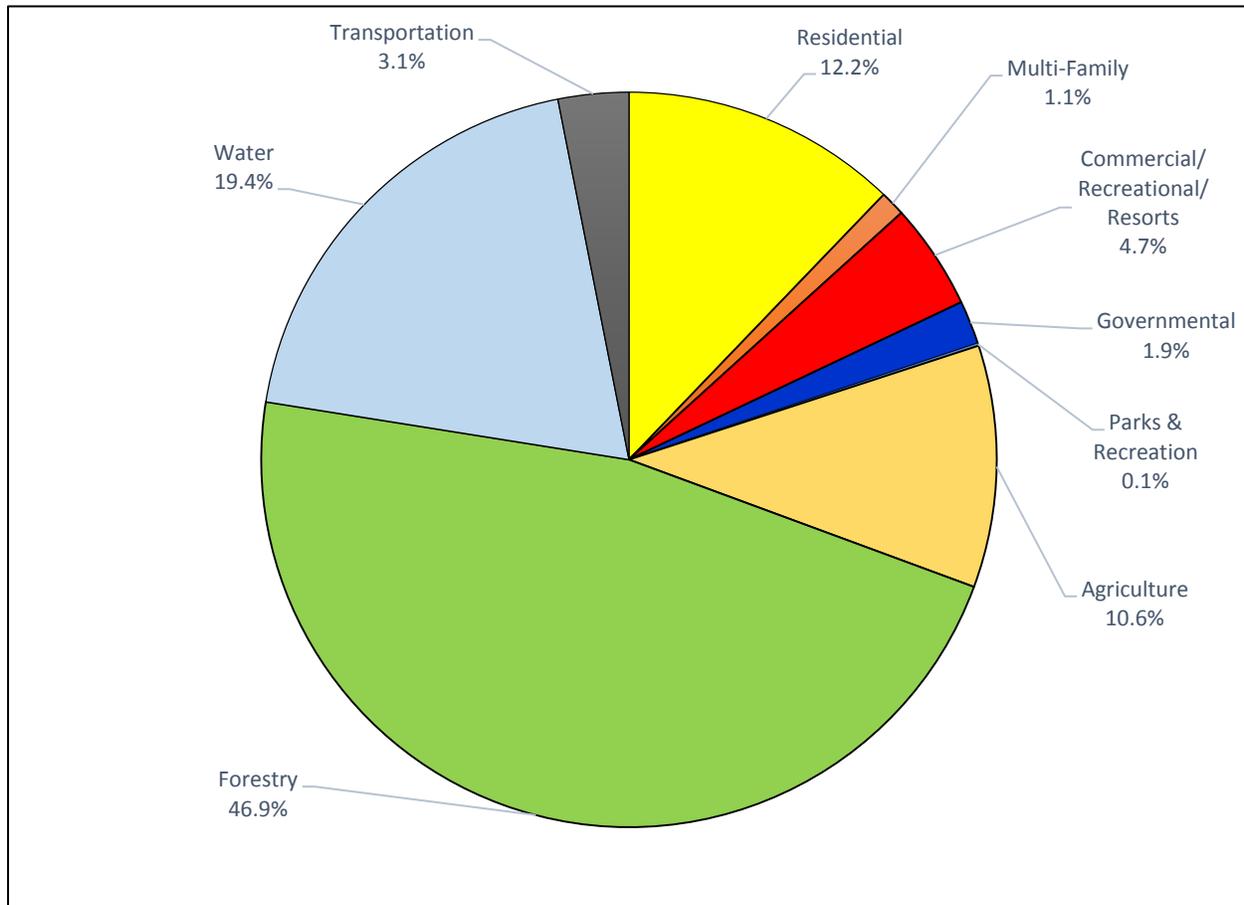
The Preferred Land Use Map represents the desired arrangement of preferred land use on the Town of Manitowish Waters landscape 20 years into the future. The Preferred Land Use Map (Map 8-3) graphically represents the desired arrangement of preferred use of land on the Manitowish Waters landscape 20 years into the future. Figure 8-2 shows the percent of land use distribution of each referred land use classification. Preferred land use is 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.

Map 8-3 Preferred Land Use

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**Figure 8-3
Preferred Land Use
Town of Manitowish Waters**



Source: Town of Manitowish Waters Map 8-3

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.
- 12.2% 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. 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 intensive 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 USH 51; limited lakeshore development.
- Density: Higher than single family; Planned Commercial Development (P.C.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.C.D. review.
- 1.1% 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 has created a Planned Commercial Development (P.C.D.) provision added to the existing town regulations that would require a multi-family development

application to meet provisions as specified within a (P.C.D.). The P.C.D. provision allows the town development and site plan review prior to a development approval. 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.
- 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.

Commercial/Recreational/Resorts (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 USH 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 and light industrial uses that may require road access with limited weight restrictions, 3-phase power, and gas service.
- 4.7 % of total preferred land use.

Intent and Description of Classification

Provide for areas of commercial development in identified locations within the Town implemented by specific zoning districts that address Community Business, General Business, Planned Community Development and Light Manufacturing. 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. Planning area as “Commercial” allows flexibility for creative and innovative economic development opportunities yet maintain control by zoning regulations.

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 USH 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 USH 51 corridor, and suggests that commercially designated areas be required to assess cluster development options as part of the development review. The USH 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 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.

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 Commercial 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 commercial 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 for 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 rezones 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

Although not specifically defined with a border, this general area is intended to promote the downtown as a targeted development area for purposes of community identity and developing a place of destination.

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.

Intent and Description

A vibrant downtown 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 USH 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 USH 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/USH 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 and highway corridor areas 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 commercial development (P.C.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.

Resort and Recreation

Similar to downtown business, this use is not specifically mapped as part of the Preferred Land Use Map and is include under “Commercial”. However the following policies apply to this type of proposed land use:

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.

Intent and Description

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. 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 commercial 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

- 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.
- 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.
- Require P.C.D. application and review requirements for approval of a multifamily development.
- Assess the impact on community services as related to the service requirements of the proposed development.

Forestry (green)

Overview

- Preferred Use & Location: Forestry, low density 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, 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.
- 46.9% of the total preferred land use.

Intent and Description of Classification

The Forestry classification is intended to achieve the goal of sustaining forestry as a working economic component of the town. Other reasons include preserving rural character, maintaining forestry integrity by preserving large tracts of forested land and allowing for some 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. However, a recent change to the DNR Managed Forest Law (MFL) program would make this acreage total ineligible for sign up into the program as minimum acreage totals for the MFL program have increased to 20 acres. Potential applicants to the program, are advised to consult with a local WDNR forester to explain other changes. 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

- Maintain the 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.
- 10.6% 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 agricultural areas 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 (Dark Green)

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. Manitowish Waters participates in the Vilas County Outdoor Recreation Plan. The Town of Manitowish Waters continues to pursue development of the local trail system and has successfully extended the trail system to connect to Boulder Junction, Lac du Flambeau and Mercer. Discussions continue for a potential connection to Winchester.

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.

There are no absolute standards developed for the number of public accesses. 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 (blue)

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.
- 1.9% 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

Although Environmental Features are not a designated land use classification, they do have an

impact on how lands can be developed. Map 5-2 shown originally in Chapter 5, shows the location of these features throughout the town. Consulting these features as an overlay to the Preferred Land Use Map is important in locating future development. The following should be considerations within any development review:

- 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 8-9 displays the relationship between the Town of Manitowish Waters preferred land use classifications as they pertain to the 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 Manitowish Waters 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 8 new homes a year since 2008. When comparing the same growth projection to Table 8-9, the analysis demonstrates the 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 designated areas for 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.

Some 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 8-9
Preferred Land Use Classification Acreage
Town of Manitowish Waters**

Land Use Plan Classifications	Total Acres	% Total Acres	Developed	Acres in Public Lands	Privately Owned Wetland Acres	Available Land	Available Land Minus 20% Flexibility Factor	General Minimum Lot Size (acres/unit)	Potential Units
Residential	2789.2	12.2%	2173.6	68.3	217.6	330.0	264.0	2	132
Multi-Family Residential	252.7	1.1%	0	0	3.9	248.8	199.04	2	100
Commercial/Recreational /Resorts	1071.1	4.7%	308.8	7.5	89.2	665.7	532.6	1.5	355
Governmental	440.3	1.9%							
Parks & Education	24.8	0.1%							
Agricultural	2439.5	10.6%	0	74.6	1567.2	797.7	638.16	35	18
Forestry	10742.2	46.9%	0	9801.0	0	941.7	753.36	10	75
Water	4441.7	19.4%							
Transportation	710.5	3.1%							
Total	22912.0	100.0%							

*Average size assumption between on-water and off-water lots.

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 50.5% of existing land use are already held in public ownership of various sources, and another 19.1% of the town is surface water. With 69.6% of the town not available for development, development pressure will occur on the remaining 30.4% 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, 10.9% of the town is planned for agricultural uses, and 47.0% 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 are opportunities for expanding the 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 USH 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.

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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.

Plan implementation does not fall solely on the shoulders of the Town Board or the Planning Commission. Successful implementation requires a commitment from a variety of community stakeholders that include but are not limited to engaged citizens, the Chamber of Commerce, conservation interests, County and Regional development organizations and ad-hoc or standing citizen committees.

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 **and State** regulations where applicable to ensure consistency and efficiency of public services.
- IE-1.4 Review and modify procedures, policies, and regulations within the Land Use Ordinances to remove impediments to entrepreneurial development and new business development

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 Comprehensive Plan Update*
Who: Town Board
When: August 2017
2. Task: Coordinate comprehensive plan Update with Vilas County (as part of county plan process).
Who: Town Board and Plan Commission
When: Subsequent to plan adoption.
3. 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 **2017**
4. Task: Pursue intergovernmental cooperation with other jurisdictions
Who: Town Board
When: Ongoing
5. Task: Conduct a review of the comprehensive plan
Who: Town Board and Plan Commission
When: **Summer** 2017 and annually thereafter
6. Task: Monitor Wisconsin's Smart Growth Legislation for changes
Who: Plan Commission and Town Board
When: Ongoing
7. Task: Update the Comprehensive Plan
Who: Plan Commission and Town Board
When: 2027 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.

There is 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. The current town map and county map are not the same. In some instances the Town has more restrictive zoning classifications than that of the County. 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 has 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 Community Development regulations prior to subdivision approvals.

Planned Community Development Regulations (Site Plan Regulations)

Planned Community 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. The town has adopted provisions in the zoning code adopting Planned Community Development regulations. The uses of PCD 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 PCD 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. This checklist will provide clarity of development standards and also be a useful tool for the Zoning Administrator and the Plan Commission during plan review. 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 Community Development requirements discussed previously to achieve the community's 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 USH 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 Community 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 PCD 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 USH 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 Sections 60.10(2) (c), 60.22, 60.62, 62.23, and 61.35 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 #81 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' 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 Comprehensive Plan Update*.

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

Policy	Indicator of Policy	Purpose
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, internet posting of agendas and minutes	To ensure the public is informed and given opportunity to be involved

Housing

Policy	Indicator of Policy	Purpose
Manufactured homes shall meet feature designs similar to “stick built” homes relative to roof pitch, overhang, minimum floor area, and 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 the impacts to natural vegetation, be in conformance with local and county regulations, and preserve quality farmland.	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
Duplexes are allowed only within the Multi-Family (MF), Community Business (Downtown) District 4 (CB) Commercial, 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.	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

Encourage action to develop more affordable or 'starter housing'	Contacts made and meetings held with developers, average selling price of new homes	To attract young professionals, families, and potential of tourism employees and hospitality entities.
Incorporate employee housing in commercial developments. Review the zoning ordinance to remove barriers to mixed use developments	Contacts made and meetings held with developers, average selling price of new homes. Presentations to chamber and economic development groups, Zoning ordinance changes	To attract young professionals, families, and potential of tourism employees

Transportation

Policy	Indicator of Policy	Purpose
The town should utilize the existing road network to the greatest extent possible in order to minimize future road maintenance costs and to avoid the fragmentation of woodland and farmland.	Amount 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

<p>The town should investigate the potential traffic and safety impacts of development along USH 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.</p>	<p>Contacts made with the DOT, steps taken to complete and investigation</p>	<p>To determine impacts prior to development to ensure the minimization of negative impacts.</p>
<p>The town should coordinate the designation of bicycle trails off-road and on local and county roads with Vilas County and adjoining Towns or counties in order to promote alternative modes of transportation.</p>	<p>Contacts and meetings held with the county to coordinate efforts.</p>	<p>To promote alternative modes of transportation, reduce dependence on the automobile. To promote the Town as a Midwest biking destination</p>
<p>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.</p>	<p>Actual trail mileage added</p>	<p>To ensure proper roadway design and safety</p>
<p>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.</p>	<p>Number of roads not in compliance, miles of roadway in need of alteration to be in compliance</p>	<p>To minimize impacts to the town’s natural features</p>

Utilities and Community Facilities

Policy	Indicator of Policy	Purpose
<p>The town should continually monitor the needs and desires of local residents for an expanded trail network for multi-uses such as bicycles, ATV/UTV, and snowmobiles.</p>	<p>Public discussions held, surveys taken, # of requests for trails made</p>	<p>To accommodate the recreational needs of residents and visitors</p>

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 service needs relative to planning, ordinance development/enforcement and other governmental services.	Reviews or assessments made, changes made to staffing or services	To ensure that planning and other services are adequately meeting resident and other needs

Agricultural, Natural and Cultural Resources

Policy	Indicator of Policy	Purpose
The town should work to identify, record and promote preservation of historical, cultural and archaeological sites within the town.	Preservation efforts made, status of a historical inventory, promotion efforts made	To promote the town's unique features and preserve them for future generations, Provide opportunities for future entrepreneurial efforts.
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 (Working Lands) 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, food storage capabilities , 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 Policy

Policy	Indicator of Policy	Purpose
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 designate 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, VCEDC, and Grow North	Number of Town initiatives, policies, discussions held with the Chamber and VCEDC input	To coordinate resources and work towards similar goals
Continue to actively pursue increased broadband and cellular services	Applications to “Connect Communities” and Broadband forward programs. Meetings with service providers	Increase Broadband availability and cell coverage area
Initiate a Corridor Plan for the Highway 51 and County W commercial districts.	Issuance of RFP or contract for Corridor Plan	Create a better commercial district and improve visitor experience

Study the feasibility of developing a Business Park at USH 51 and CTH W	Town and Plan Commission initiatives Community and committee meetings for strategy development	To accommodate graduates of the Manitowish Waters Incubator and other entrepreneurs seeking business locations. To encourage attraction and retention of business types that are not weather dependent
Initiate a Way Finding project that incorporates signage and GIS/GPS technology	Issuance of RFP or contract for Corridor Plan	Create a better commercial district and improve visitor experience
Encourage business educational programs that utilize the “Shoulder” and Winter seasons	Meetings with VCEDC, the Business Incubator, Chamber, and Technical Colleges	to establish proficiency and business training programs such that the winter season becomes a “Learning Season” for businesses and residents
Encourage business educational programs that utilize the “Shoulder” and Winter seasons		
(Continued from above)		
Research the feasibility of creating a Workforce Development Center/Educational Facility	Meetings with VCEDC, the Business Incubator, and Technical Colleges	To train the workforce, entrepreneurs, and create additional winter traffic
Complete projects identified in the 2013 Tourism Assessment	Completion of approved projects and tasks	Stimulate tourism traffic and attract hospitality based businesses.

Intergovernmental Cooperation

Policy	Indicator of Policy	Purpose
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, policies and trail development along municipal boundaries to promote consistency and minimize potential conflicts.	Meetings held with neighbors, contacts made, interconnecting trail mileage	To promote consistency and minimize potential conflicts while reducing costs and increasing efficiency when possible

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
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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.

Land Use Principle	Indicator of Principle	Purpose
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

Policy	Indicator of Policy	Purpose
Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.	Number of directives not in compliance, reasons for noncompliance	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 planning period, maps which represent these features will be updated to ensure the most accurate information is utilized in community decision making.	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

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) Wisconsin Department of Administration
 - d) The regional planning commission in which the town is located.
 - e) 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.

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Appendix A

Public Participation Plan

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Resolution _____

**PUBLIC PARTICIPATION PLAN
2016-2017 Comprehensive Plan Update
Town of Manitowish Waters, Vilas County, Wisconsin**

Purpose

In order for the Comprehensive Plan to operate effectively and according to the law and to address the needs of citizens of Manitowish Waters, the residents must be kept informed and provided an opportunity to participate in the planning process. In addition, pursuant to s.66.1001 (4)(a) of the statutes written notice shall specifically be provided to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan. Further, public participation will be used to collect data and opinions that can be obtained in no other way. The information received will be used to determine the needs of the Town and develop community direction.

Public Participation Efforts

1. Interviews with Town Officials, Committee Members, Work Groups, Staff and Agency Personnel
2. Present planning process information and provide a "Comment Box" on Town of Manitowish Waters web site
3. Conduct two public informational meetings as part of the planning process
4. Meeting notices posted at the Town Hall and two other locations. Also on the Town web site
5. Public hearing on "Planning Commission Recommended Plan"
6. Receive and respond to written, e-mail, or web site Comment Box requests
7. Thirty days prior to the public hearing, provide written notice to interested - individuals via first class mail in compliance with s.66.1001 (4)(a) of the statutes.

Methodology

- Hold interviews and meetings with Town Officials, Committee Members, Work Groups, Staff, Agency Personnel and interested citizens.

- Display notices of planning meetings in a manner consistent with the usual Town meeting notices.

- Hold at least one public hearing. The meeting notice shall also include the notification of parties specified in s.66.1001 (4)(a) including: (a) an operator who has applied for or obtained a nonmetallic reclamation permit; (b) a person who has registered a marketable nonmetallic mineral deposit; and (c) any other property owner or leaseholder who has an interest in property allowing extraction of nonmetallic mineral resources if the property owner requests in writing to be notified of the public hearing.

- The official notice for the public hearing(s) will be by public notice in the official newspaper with a class one notice at least 30 days preceding the hearing. In addition, the public notice shall be posted at the Town Hall and two other required locations. These notices will include the following information: time, place and date of hearing; summary of the proposed Comprehensive Plan Update; name of a Town contact who may provide additional information regarding the proposed Comprehensive Plan, adoption ordinance, and information relating to where and when the proposed Comprehensive Plan Update will be passed; how a copy of the Comprehensive Plan Update may be inspected before the hearing; and how a copy of the Comprehensive Plan Update may be obtained.

- Citizens may submit comments or questions on the Comprehensive Plan Update to John Hansen, Town Chair, PO Box 267 Manitowish Waters, WI, 54545. E-mail at <mwchair@centurytel.net>. Web site: mwtown.org. The Town will respond in writing to those comments or questions if requested.

As adopted by the Town Board on

Attest: _____