

Planning Report

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Preliminary Draft

# Town of Lake Tomahawk Year 2030 Comprehensive Plan

Project I.D.: 08L006

Town of Lake Tomahawk  
Oneida County, Wisconsin

July 2009

September 2, 2009

TO: Overlapping and Adjacent Units of Government and the Wisconsin Department of Administration

FROM: The Town of Lake Tomahawk

RE: Town of Lake Tomahawk Recommended Comprehensive Plan and Public Hearing

Attached, please find a copy of the Recommended Comprehensive Plan for the Town of Lake Tomahawk. This plan is being forwarded in the spirit of intergovernmental cooperation and to meet the plan distribution requirements set forth in Wisconsin's Comprehensive Planning Law, Section 66.1001(4), Wisconsin Statutes. The comprehensive plan is a policy document that will assist town officials in making decisions regarding conservation and development over the next 20 to 25 years. The plan identifies goals, objectives, policies, and programs 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
9. Implementation

This plan was recommended for adoption by the town's Plan Commission and will be presented at a public hearing on October 14, 2009, at 6:30 p.m. at the town hall. Please submit verbal or written comments on or before October 2, 2009.

Feel free to contact Steve Forrest, Town Plan Commission Chair at (715) 277-2325 with any questions. Thank you for your input!

Town of Lake Tomahawk  
Year 2030 Comprehensive Plan

Distribution

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<u>No. of Copies</u>	<u>Sent To</u>
10	Town of Lake Tomahawk Plan Commission and Town Board
1	Wisconsin Department of Administration, Office of Intergovernmental Relations
1	Oneida County Planning Department
1	North Central Wisconsin Regional Plan Commission
1	Wisconsin Land Council
1	Oneida County Economic Development Corporation
1	Town of Woodruff
1	Town of Newbold
1	Town of Cassian
1	Town of Hazlehurst
1	Town of Minocqua
1	Other Municipalities?
1	Minocqua, Hazlehurst, Lake Tomahawk Joint District #1
1	Lakeland Union High School District
1	Lake Tomahawk Sanitary District #1
1	Horse Head Lake Protection & Rehabilitation District
1	Other Lake Associations?
1	Minocqua, Rhinelander & Three Lakes Libraries
1	Non-Metallic Mines? (Quarries)
1	Others???



# Town of Lake Tomahawk Year 2030 Comprehensive Plan

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Public Participation Plan

Appendix A



Town of Lake Tomahawk  
Year 2030 Comprehensive Plan  
Executive Summary

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The *Town of Lake Tomahawk Year 2030 Comprehensive Plan* will guide community decision making in the Town of Lake Tomahawk for the next 20 to 25 years. The town's comprehensive plan addresses nine comprehensive planning elements as established by Wisconsin's Comprehensive Planning law:

1. Issues and Opportunities
2. Population and Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

The Town of Lake Tomahawk is an unincorporated rural town in central Oneida County. It is situated to the northwest of the City of Rhinelander. The town's landscape has been primarily influenced by the locations of lakes, forests, a major transportation corridor and the surrounding incorporated communities. Within the rolling topography, lakes are found in the valleys, while the upland areas supply some of the most productive forests in the state. State Highway 47 transects the town from along its eastern boarder from north to south and County Highway D runs diagonally from the center of town's western border to the northeast corner of the town. Predominant water features found in Lake Tomahawk include Tomahawk Lake, a 3,392 acre lake in the town's northern quadrant; Little Tomahawk and Big Carr Lakes with a combined area of 373 acres in the north central part of the town; North Two, South Two and Horsehead Lakes with a combined area of 727 acres in the town's east central region and numerous smaller lakes. In fact, Lake Tomahawk has a total area of 39.2 square miles, of which 4.9 square miles are lakes.

Most development in Lake Tomahawk is found along its lakes and major transportation corridors. Small clusters of more concentrated development are found along the town's northern edge as influenced by Lake Tomahawk and easy access to Highways 47 and D. State Highway 47 provides easy access to the community of Rhinelander located just 12 miles beyond the town's boundaries. Large rates of population and housing growth are expected over the next 20 to 25 years. Projections to the year 2030 indicate likely increases of 22 persons per year and 11 new housing units per year.

Public participation during the planning process identified the town's primary areas of concern and areas to be addressed by the comprehensive plan. In addition, a community survey of each homeowner in the town helped to clarify and validate the top issues or areas of concern. Top

issues identified by the planning committee include the wise use of natural resources or put another way, the preservation and maintenance of natural resources; aging infrastructure; local property taxes are capped at two percent which makes paying for needed infrastructure and services problematic; demographic shifts of the residents of the community and limited land base to accommodate new development. Top opportunities include the natural beauty and easy access to the natural resources; the idea of the town as a “blank slate” for future development; growth in local activities and events/festivals; grant funding to make improvements and linking and extending area bike trails. The town’s vision for the future further clarifies the community’s priorities and speaks primarily to the importance of the town’s abundant northwoods natural resources, landscape, and small town atmosphere. Development will be limited by land constraint which is an opportunity to preserve these natural resources and prevent negative impacts of over-development or development not consistent with the town’s northwoods character.

The Town of Lake Tomahawk Year 2030 Comprehensive Plan sets the stage to successfully address the town’s issues and opportunities and to achieve the town’s vision for the future. This will be accomplished by creating an improved system in which development and redevelopment takes place. This will involve working with Oneida County to update county land use strategies as well as maintaining and updating town ordinances and other land use implementation tools. Paramount in the plan is the careful placement of residential development with regard to the community’s natural features and natural resources. The plan recommends protecting the vast majority of the town’s natural features and resources be protected for continued local and tourist enjoyment and to spur economic growth opportunities. Key implementation tools include development density management, development site planning, lot sizes, and voluntary land conservation programs.



## List of Abbreviations, Acronyms, and Symbols

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### **The Nine Elements**

IO	Issues and Opportunities
PH	Population and Housing
T	Transportation
UCF	Utilities and Community Facilities
ANC	Agricultural, Natural, and Cultural Resources
ED	Economic Development
IC	Intergovernmental Cooperation
LU	Land Use
I	Implementation

### **State Agencies**

WDNR	Wisconsin Department of Natural Resources
WDOT	Wisconsin Department of Transportation
WDOA	Wisconsin Department of Administration

### **Highway Names**

CTH	County Trunk Highway
STH	State Trunk Highway
USH	US Highway



# 1 Issues and Opportunities

## 1.1 Introduction

The Town of Lake Tomahawk is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the town's history and its vision for the future is essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *Town of Lake Tomahawk Year 2030 Comprehensive Plan* will guide community decision making in the Town of Lake Tomahawk for the next 20 to 25 years. The town's comprehensive plan addresses nine comprehensive planning elements as chapters one through nine:

1. Issues and Opportunities
2. Population and Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

The *Town of Lake Tomahawk Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any community that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community's comprehensive plan.

The Town of Lake Tomahawk developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The *Issues and Opportunities* element of the comprehensive plan provides perspective on the planning process, public participation, and the overall goals of the community.

## 1.2 Plan Summary

The Town of Lake Tomahawk is an unincorporated rural town in central Oneida County (refer to Map 1-1, Regional Setting). It is situated to the northwest of the City of Rhinelander. The town's landscape has been primarily influenced by the locations of lakes, forests, a major transportation corridor and the surrounding incorporated communities. The influence of glacial activity has produced the pattern of hills interspersed with lakes characteristic of this region of northern Wisconsin. Within the rolling topography, lakes are found in the valleys, while the upland areas supply some of the most productive forests in the state. State Highway 47 transects the town from along its eastern boarder from north to south and County Highway D runs diagonally from the center of town's western border to the northeast corner of the town. Predominant water features found in Lake Tomahawk include Tomahawk Lake, a 3,392 acre lake in the town's northern quadrant; Little Tomahawk and Big Carr Lakes with a combined area of 373 acres in the north central part of the town; North Two, South Two and Horsehead Lakes with a combined area of 727 acres in the town's east central region and numerous smaller lakes. In fact, Lake Tomahawk has a total area of 39.2 square miles, of which 4.9 square miles are lakes.

Most development in Lake Tomahawk is found along its lakes and major transportation corridors. Small clusters of more concentrated development are found along the town's northern edge as influenced by Lake Tomahawk and easy access to Highways 47 and D. Additional residential developments are concentrated around the town's many lakes. State Highway 47 provides easy access to the community of Rhinelander located just 12 miles beyond the town's boundaries. A cluster of residential and commercial development is found just north of the intersections of Highways 47 and D, providing the Town of Lake Tomahawk with a small but well established "downtown" area.

Public participation during the planning process identified the town's primary areas of concern and areas to be addressed by the comprehensive plan. In addition, a community survey of each homeowner in the town helped to clarify and validate the top issues or areas of concern. Top issues identified by the planning committee include the wise use of natural resources, the preservation and maintenance of natural resources; aging infrastructure; current property tax cap makes paying for needed infrastructure and services problematic; demographic shifts of the residents of the community and limited land base to accommodate new development. Top opportunities include the natural beauty and easy access to the natural resources; the idea of the town as a "blank slate" for future development; growth in local activities and events/festivals; grant funding to make improvements and linking and extending area bike trails. The town's vision for the future further clarifies the community's priorities and speaks primarily to the importance of the town's abundant northwoods natural resources, landscape, and small town atmosphere. Development will be limited by land constraint which is an opportunity to preserve these natural resources and prevent negative impacts of over-development or development not consistent with the town's northwoods character.

The Town of Lake Tomahawk Year 2030 Comprehensive Plan sets the stage to successfully address the town's issues and opportunities and to achieve the town's vision for the future. This will be accomplished by creating an improved system in which development and redevelopment

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takes place. This will involve working with Oneida County to update county land use strategies as well as maintaining and updating town ordinances and other land use implementation tools. Paramount in the plan is the careful placement of residential development with regard to the community's natural features and natural resources. The plan recommends protecting the vast majority of the town's natural features and resources for continued local and tourist enjoyment and to spur economic growth opportunities. Key implementation tools include development density management, development site planning, lot sizes, and voluntary land conservation programs.

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# Map 1-1 Regional Setting

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### 1.3 Town of Lake Tomahawk 2030 Vision

The Town of Lake Tomahawk adopted the vision statement below as part of the process to develop The Town of Lake Tomahawk Year 2030 Comprehensive Plan. It was affirmed that the following vision continues to express the Town's core values and ideal future state.

In the 21st century, the Town of Lake Tomahawk should strive to remain a rural north woods community with an overall goal that the use and development of all land, water, and air resources in the Town be conducted in a manner that:

- ◆ Provides all residents and owners of property in the Town with a safe, quiet, peaceful, attractive, sustainable, high quality, and cost effective north woods environment in which to live and work;
- ◆ Meets the social and economic needs of our residents within the Town, with the use and development of land in the most practical, economical, and efficient means available and compatible with surrounding communities;
- ◆ Reflects a wise and appropriate distribution of different land uses throughout the Town and, where necessary, includes adequate separation and buffering between potentially incompatible land uses and activities;
- ◆ Builds partnerships and increases citizen support and involvement for land use planning, protecting surface water & natural features and land conservation. This will result in a strong sense of community stewardship, ensuring the quality of land, air, and water resources for the enjoyment of existing and future residents.
- ◆ Is sensitive to and coordinated with the protection, preservation, and enhancement of the Town's natural resources, open spaces, scenic vistas, and "small town" northwoods lifestyle throughout the Town.

The Town of Lake Tomahawk's vision for the future is also expressed in its goal statements for each of the comprehensive planning elements. The town's planning goals are broad statements of community values and public preferences for the long term (20 years or more).

Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

#### 1.3.1 Housing Goals

Goal: Provide for housing development that maintains the attractiveness and rural character of the town.

Goal: Support the maintenance and rehabilitation of the community's existing housing stock.

### **1.3.2 Transportation Goals**

Goal: Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Goal: Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

### **1.3.3 Utilities and Community Facilities Goals**

Goal: Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.

Goal: Promote a variety of recreational opportunities within the community.

Goal: Ensure proper disposal of wastewater and solid waste to protect groundwater and surface water resources.

Goal: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

### **1.3.4 Agricultural, Natural, and Cultural Resources Goals**

Goal: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.

Goal: Balance future development with the protection of natural resources.

Goal: Preserve open space areas and woodlands for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Goal: Preserve rural character as defined by scenic beauty, a variety of landscapes, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

### **1.3.5 Economic Development Goals**

Goal: Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.

### **1.3.6 Intergovernmental Cooperation Goals**

Goal: Foster the growth of mutually beneficial intergovernmental relations with other units of government.

### **1.3.7 Land Use Goals**

Goal: Plan for land use in order to achieve the town's desired future.

### **1.3.8 Implementation Goals**

Goal: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.

Goal: Balance appropriate land use regulations and individual property rights with community interests and goals.

## **1.4 Comprehensive Plan Development Process and Public Participation**

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes 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. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The Town of Lake Tomahawk has adopted a *Public Participation Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The town's adopted *Public Participation Plan* is found in Appendix A.

The *Town of Lake Tomahawk Year 2030 Comprehensive Plan* included several public participation activities. These included two public informational meetings, a community survey, Plan Commission and Town Board action, a public hearing, website posting, and the distribution of recommended and final plan documents.

### **1.4.1 Public Informational Meetings**

On April 18, 2008, a public informational meeting was held to gather initial input on the comprehensive plan. The meeting was well attended with approximately 30 residents in attendance. A second Public Informational Meeting was held on \_\_\_\_\_, 2009, to garner additional public input on the "*Draft*" *Town of Lake Tomahawk Year 2030 Comprehensive Plan*.

### **1.4.2 Plan Commission and Town Board Action**

On August 20, 2009, the Town of Lake Tomahawk Plan Commission discussed the draft comprehensive plan and passed resolution number \_\_\_ recommending approval of the plan to the Town Board. After completion of the public hearing, the Lake Tomahawk Town Board

discussed and adopted the comprehensive plan by passing ordinance number \_\_\_\_ on October 14, 2009.

### 1.4.3 Public Hearing

On October 14, 2009, a public hearing was held on the recommended *Town of Lake Tomahawk Year 2030 Comprehensive Plan* at the Sloan Community Center/Town Hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. A summary of public comments received and how the unit of government responded appear in the corresponding Town Board meeting minutes.

### 1.4.4 Distribution of Plan Documents

Both the recommended and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the *Public Participation Plan* found in Appendix A.

## 1.5 Town of Lake Tomahawk Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues and opportunities. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future.

At the April 2008 meeting, Town of Lake Tomahawk citizens and committee members identified issues and opportunities for the town. Participants took turns sharing the issues and opportunities that they felt were important in the community for the 20 year planning period. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following list of prioritized issues and opportunities were identified:

### 1.5.1 Issues

- ◆ Maintaining the **natural resources**. Preservation of natural resources: **woodlands**, lakes, etc. Improvements/preservation of **lake and river quality**.
- ◆ **ATV trails** could be a benefit or not.
- ◆ **Linkages** of environmental resources.
- ◆ Not a lot of **jobs** in the town, so keep it a good place to live – quiet, don't invite noise.
- ◆ Lack of **garbage and recycling**. Information and knowledge of services (garbage collection, recycling, etc.) (flyers, website, etc.).
- ◆ Amount of **land available** to purchase and develop (lodging, resorts). Increased land prices due to the fact. Landlocked by state land bordering us.
- ◆ **Invasive species** threat to lake, recreation, tourism (hard to address alone).
- ◆ Need to place a priority on **repairing existing roads**.
- ◆ Lack of **lodging**. Need for tourism lodging.
- ◆ Need for direction in setting **commercial** strategy. Lack of **marketing** of the community.

- ♦ Lack of **police**.
- ♦ Lack of **bike/walking trails** connecting us to other communities.
- ♦ Large land **owned by State**. Is there anything the town can do relative to state land – ATV routes, etc., how it is used?
- ♦ Need a sustainable **economic base** with living wages.
- ♦ Need a **grocery store** (more than quick mart).
- ♦ **Police and fire** protection as the town grows – concerns over fires and robbery.
- ♦ Move **town garage**, etc. to take advantage of good location.
- ♦ With high percentage of state owned land, moving toward **recreation and retirement** in the future.
- ♦ Appearance and maintenance of town **businesses**.
- ♦ Lack of local **population** to support tourism lodging – coordinate with surrounding areas.
- ♦ Lack of **economic development** (i.e., no industry, park, etc.).
- ♦ **Aging population** – long term need for transportation. Aging population and lack of transportation into surrounding communities.
- ♦ Road building and maintenance, many **trucks** (forestry), as the town grows and forest use grows.
- ♦ **Climate changes** possible affects on us locally and being ready to address it.
- ♦ **Wastewater treatment** – aging equipment and personnel, financial trouble. Replacement of wastewater facilities. Utility and infrastructure needs.
- ♦ Wells and protecting **groundwater**.
- ♦ **Business retention**, small businesses not making it – need for support resources.
- ♦ Balance of development (type) with surrounding communities – **competition**.
- ♦ Garbage/junk disposal and laws, junk along the roads – need for proper **disposal opportunities**, mechanisms.
- ♦ **Citizen involvement** in community and meetings.
- ♦ Decrease in **county services** (based on caps) will effect town services (needs support by town).
- ♦ Need for some town jurisdiction over **lakes** – how the lakes are used.
- ♦ **Rescue** squad available locally (vs. Minocqua).
- ♦ **Well monitoring** along lake (septic maintenance program).
- ♦ No one on town board professionally trained in **road building**.
- ♦ Construction and maintenance of **sidewalks, curb and gutter, streets**.
- ♦ **Funding** opportunities.
- ♦ Proper operation and maintenance of **sanitary district**.
- ♦ Maintain or improve **ambulance, police and fire service**.
- ♦ Emergency **response times** in the future for aging population.
- ♦ Potential commercial/residential **uses along the lake**.
- ♦ Impact of **fuel price**.
- ♦ Need to bring together ideas about how to use land – make the **town compelling** for people to come.

### 1.5.2 Opportunities

- ♦ Town is not heavily developed, so we have a "**blank slate**" for the future – what we want to become

- ♦ Increase in number of town **activities/festivals** to draw tourists and provide fun and work for locals. Snowshoe baseball and 4th of July events.
- ♦ Opportunity for **grants** to beautify town. Change in town – change in right/wrong direction.
- ♦ **Natural beauty** (lakes, rivers, forests, etc. are our lifeline) of area.
- ♦ Linking **bike trails** (Rhineland, Woodruff). Expansion of bicycle paths.
- ♦ Capitalize on **historical significance** of the town (i.e., Historical Society operation, hours, etc.).
- ♦ Preservation/creation of unique small **town character** (keep small and basic).
- ♦ Incredible **natural resources** and **recreational** opportunities (trails).
- ♦ Capture/distinguish Lake Tomahawk's **unique identity** from City of Tomahawk.
- ♦ Build upon natural resources to **attract people** (work with county and other agencies).
- ♦ **Clean environment**, proximity to natural resources.
- ♦ To identify what town really is and what it wants to be – **long term vision**.
- ♦ Continuation of **Main Street revitalization**.
- ♦ Build upon coordination of **environmental value and economic opportunities**.
- ♦ Build upon **tourism** commercial activities.
- ♦ Formation of **lake association** and creation of lake management plan.
- ♦ **Location** between other communities – provide nicer, quieter place to live.
- ♦ **Land swap** for land to develop commercially (i.e., lodging, etc.).
- ♦ Participate with other communities for **transportation**.
- ♦ Volunteering to **clean up along roads** state/county/town.
- ♦ Use **survey** to get input from everyone.
- ♦ Allow for **growth** that is under control – not haphazard.
- ♦ **Smart** atmosphere.
- ♦ **Education opportunities**, sharing resources and local facilities (Kemp Center, UWEX).
- ♦ Major needs and services provided by **neighboring and transportation health care**.
- ♦ Strong **local organizations** (Lions, Lioness, Legion, etc.) contribute to community.
- ♦ Opportunities for open **communication**.
- ♦ **Chamber of Commerce** or Business Association
- ♦ Relatively **safe** community.
- ♦ **Unique businesses** in town (meat market, gallery, lumber yard).
- ♦ **Eco-tourism**.
- ♦ **Join fire department**, needs more people – incentive?
- ♦ Opportunities for **small businesses, tourism, retirement**.

### 1.5.3 Top Issues and Opportunities

As can be seen from above, the residents of the Town of Lake Tomahawk identified many Issues and Opportunities. Clearly, these are too numerous for a small town with limited budget and staff to fully address. Therefore, the Town of Lake Tomahawk Plan Commission winnowed down the list to the Top Issues and Opportunities for the purpose of this planning document. This list appears below:

**Top Issues** (*Surveys May Change this! Steve wants P.C. to review after Surveys are in*)

- ◆ Wise use of Natural Resources (Preservation and Maintenance of Natural Resources)
- ◆ Aging Infrastructure
- ◆ Budget Capped at two percent
- ◆ Demographic Shifts
- ◆ Potential impacts of creating ATV trails
- ◆ Limited land base to accommodate development
- ◆ Limited services, such as garbage and recycling pick-up
- ◆ Limited local employment opportunities
- ◆ The threat of aquatic exotic species to lakes, recreation, and tourism

### **Top Opportunities**

- ◆ The idea of the town as a “blank slate” for future development
- ◆ The growth in local activities and events/festivals
- ◆ Grant funding to make improvements
- ◆ Linking and extending area bike trails
- ◆ The natural beauty of the area

## 1.6 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies: Town Directive**

IO1 The town shall conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan.

IO2 Public participation shall continue to be encouraged for all aspects of town governance.

## Recommendations

- ◆ Utilize postcards to promote important meetings in the town regarding the comprehensive plan and other aspects of town government where public participation and involvement will assist in overall implementation or education.

### 1.7 Issues and Opportunities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

#### Wisconsin Department of Administration, Demographic Services Center

The Demographic Services Center's primary responsibility is to develop annual total population estimates for all Wisconsin towns, villages, and cities. It also makes annual estimates of the voting age population for all municipalities and total population estimates for Zip Code Areas. In addition, the Demographic Services Center develops population projections by age and sex for the counties, population projections of total population for all municipalities, and estimates of total housing units and households for all counties. For further information on the Service Center contact the WDOA or visit their web-site:

[http://www.doa.state.wi.us/section\\_detail.asp?linkcatid=11&linkid=64&locid=9](http://www.doa.state.wi.us/section_detail.asp?linkcatid=11&linkid=64&locid=9)

#### Wisconsin Department of Administration, Division of Intergovernmental Relations

The Division of Intergovernmental Relations coordinates and provides information with regard to Wisconsin's comprehensive planning statute. The division also administers the grant program that assists local governments in developing comprehensive plans. For further information on the division and their programs contact the WDOA or visit their web-site:

<http://www.doa.state.wi.us/index.asp?locid=9> Their website contains a variety of information including fact sheets, grant information, model ordinances, guides for developing the elements of comprehensive plans, and links to a variety of other sources of information for comprehensive planning.

## 2 Population and Housing

### 2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Lake Tomahawk plan ahead for future growth and change. Because they are key indicators of potential future conditions, this element of the comprehensive plan provides population and housing data along with projections for the future.

The Town of Lake Tomahawk's plan for population and housing reflects its limited housing options and a desire to retain the northwoods character of the town as rates of population and housing growth continue into the future. It is important to know that the vast majority of land within the borders of the Town of Lake Tomahawk is designated as Federal, State and County forests. Therefore, the Town of Lake Tomahawk has very limited undeveloped land available for future expansion and will, at some point in the near future, need to shift from "green field" development to "re-development" of already built-upon properties. Due to its northwoods nature, the town anticipates that single family, owner-occupied and seasonal homes will continue to dominate the housing stock. The shifting demographics of Wisconsin and the nation, in particular the aging baby-boom generation, have already caused increased development in the Town of Lake Tomahawk. As the aging segment of the population grows, it is expected that many of these individuals will desire to live in a northwoods setting, but also have access to larger urban centers with medical services and urban amenities. As such, the Town of Lake Tomahawk, which is in close proximity to the healthcare and amenities offered by the City of Rhinelander and Town of Minocqua, can expect continued growth. The Town of Lake Tomahawk does not offer municipal water. The Town of Lake Tomahawk does offer limited municipal sewer service through a separate sanitary district. As growth within the Town of Lake Tomahawk expands and population densities increase, the town will need to consider sanitary sewer expansions, providing municipal water, or other urban services required to support a full range of housing and commercial choices within its borders over the next 20 to 25 years. Accomplishing some of the town's housing goals and objectives will also depend upon the actions of towns in the surrounding region and incorporated communities like Rhinelander.

The town's plan for population and housing is focused on protecting its northwoods character through wise use of its natural features and natural resources as housing growth takes place. Housing goals identified during the planning process include providing housing development that maintains the attractiveness and northwoods character of the town and supports the maintenance and rehabilitation of the community's existing housing stock. Therefore, opportunities for future housing growth will be provided in a manner that protects the natural resources and natural features of the community by carefully placing new housing developments relative to the locations of scenic vistas and access to natural resources. Preventing land use conflicts between preservation of these natural features and housing development is a primary concern. These issues are addressed in detail by other elements of this plan, and key implementation tools include the management of development density and the use of site planning guidelines.

## 2.2 Population Characteristics

### 2.2.1 2000 Census

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected through a household by household census and represent responses from every household in the country. To get more detailed information, the U.S. Census Bureau also randomly distributes a long form questionnaire to one in six households throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

### 2.2.2 Population Counts

Population change is the primary component in tracking a community's past growth as well as predicting future population trends. Population characteristics relate directly to the community's housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Table 2-1 displays population trends from 1970 to 2000 for all municipalities in Oneida County.

Table 2-1  
Population Trends, Oneida County, 1960-2000

	1970	1980	1990	2000
T. Cassian	372	585	668	962
T. Crescent	1,441	1,702	1,794	2,071
T. Enterprise	213	277	271	274
T. Hazelhurst	403	780	927	1267
<b>T. Lake Tomahawk</b>	<b>434</b>	<b>738</b>	<b>851</b>	<b>1160</b>
T. Little Rice	99	172	196	314
T. Lynne	220	185	157	210
T. Minocqua	2,343	3,328	3,486	4,859
T. Monico	306	291	294	364
T. Newbold	1,234	2,171	2,281	2,710
T. Nokomis	508	883	999	1,363
T. Pelican	2,576	3,387	3,198	2,902
T. Piehl	64	94	66	93
T. Pine Lake	1,853	2,656	2,494	2,720
T. Schoepke	358	399	378	352
T. Stella	299	489	525	633
T. Sugar Camp	816	1,137	1,376	1,781
T. Three Lakes	1,376	1,864	2,003	2,339
V. Woodboro	287	547	699	685
V. Woodruff	1,007	1,458	1,634	1,982
C. Rhineland	8,218	7,873	7,382	7,735
Oneida County	24,427	31,216	31,679	36,776
Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675

Source: Demographics Services Center, Wisconsin Department of Administration.  
U.S. Bureau of the Census, 1990 and 2000 (STF-1).

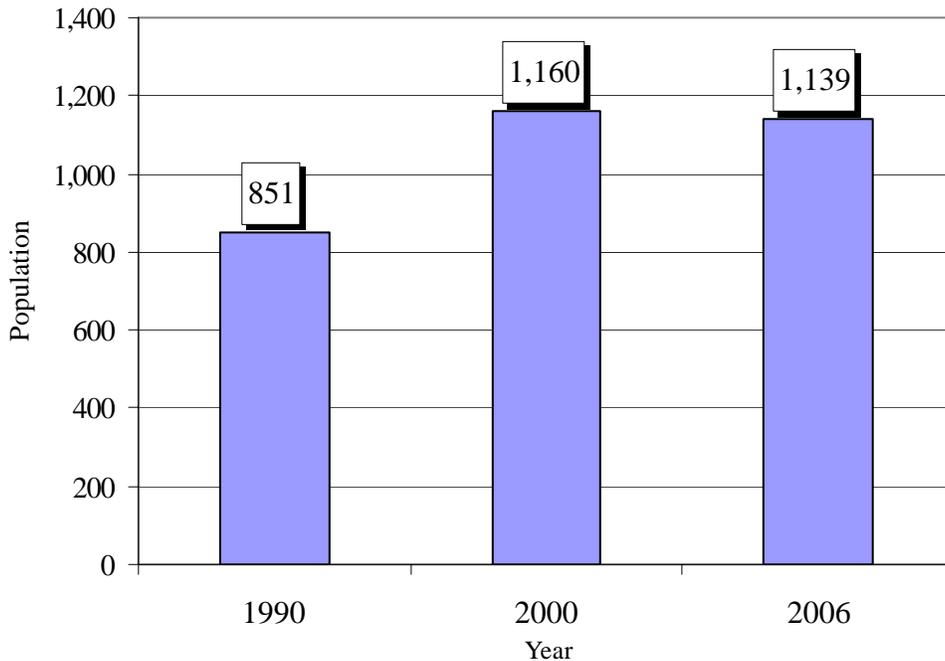
From 1970 to 2000, the Town of Lake Tomahawk population increased from 434 residents to 1,160 representing a net increase of 726 persons or 167%. Put another way, during the last 30 years, the Town of Lake Tomahawk has gained an additional 24.2 persons per year on average. Consequently, the Town of Lake Tomahawk has witnessed a phenomenal rate of growth during past 30 years. This trend is expected to reverse as shown by the 2006 US Census population estimate.

### 2.2.3 Population Estimates

The Wisconsin Department of Administration (WDOA), Demographic Services Center annually develops population estimates for every municipality and county in the state. The 2006 population estimate for the Town of Lake Tomahawk was 1,139 residents, a decrease of 21 residents, or slightly less than 2 % from 2000. The 2007 estimate for Oneida County was 36,243 residents, a decrease of 523 residents, or slightly less than 2% from 2000. Population estimates from the Wisconsin Department of Administration should be utilized as the primary source for

population information until the release of the 2010 Census. Figure 2-1 displays the 1990 and 2000 Census counts for the town as well as the 2006 population estimate.

Figure 2-1  
Population Trends, Town of Lake Tomahawk, 1990, 2000, and 2006



Source: U.S. Bureau of the Census, 1990 and 2000 (STF-1). Wisconsin Department of Administration, Demographic Services Center, January 1, 2006 Final Population Estimates.

#### 2.2.4 Age Distribution

A shifting age structure can affect a variety of services and needs within the community. A shifting age structure is a national trend that is also prevalent in Wisconsin. The “baby-boom” generation, which is the largest segment of the overall population, is nearing retirement age. As this age group gets older the demand for services such as health care will increase and a younger workforce will need to take the place of retirees. It will become increasingly important to recognize whether these trends are taking place locally and to determine how to address the impacts on the town.

Table 2-2 displays the population by age cohort for the Town of Lake Tomahawk and Oneida County.

Table 2-2  
Population by Age Cohort, Town of Lake Tomahawk and  
Oneida County, 2000

	Town of Lake Tomahawk		Oneida County	
	Number	% of Total	Number	% of Total
Under 5	30	3%	1,739	4.7%
5 to 14	117	10%	4,879	13.3%
15 to 24	125	11%	3,676	10.0%
25 to 34	157	14%	3,754	10.2%
35 to 44	187	16%	5,976	16.2%
45 to 54	163	14%	5,401	14.7%
55 to 64	149	13%	4,467	12.1%
65+	232	20%	6,884	18.7%
Total	1,160	100%	36,776	100.0%
Median Age	42.8		42.4	

Source: U.S. Bureau of the Census, 2000 (STF-1).

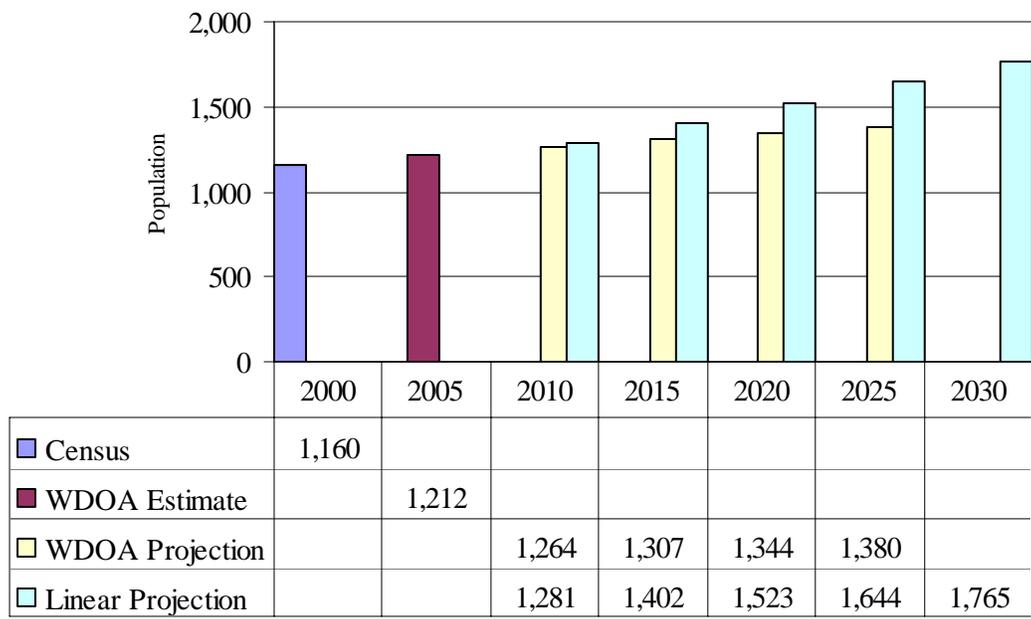
The largest percentage (20%) of the Town of Lake Tomahawk residents are over the age of 65, the next largest age cohort is ages 35 to 44. The largest percentage of Oneida County's residents is in also in the +65 age category, 18.7%. The Town of Lake Tomahawk' median age is 42.8, which is slightly higher than Oneida County's median age of 42.4.

### 2.3 Population Projections

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the Town of Lake Tomahawk.

Two sources have been utilized to provide population projections. The first projection was produced by the Wisconsin Department of Administration (which is the official state projection through 2025). The second projection is a linear trend based on census data going back to 1960. Figure 2-2 displays the two population projections along with the 2000 census population and the 2006 estimated population.

Figure 2-2  
Comparative Population Projections, Town of Lake Tomahawk, 2000-2030



Source: U.S. Bureau of the Census, 2000 (STF-1). Wisconsin Department of Administration, Demographic Services Center, January 1, 2006 Final Population Estimates. Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2025, January 2004. Both linear projections 2010-2030.

According to the WDOA, the Town of Lake Tomahawk is projected to have a population of 1,380 in 2025, representing an increase of 168 people from the 2005 population estimate. The linear projection for the town forecasts a population 1,765 in 2030, representing an increase of 553 people from 2005 or an average of 22.12 additional people per year over a 25 year period. Population projects for the Town of lake Tomahawk are difficult to predict. The WDOA projection may not include the limited growth options due to the fact that vast majority of land within the borders of the Town of Lake Tomahawk are designated as Federal, State and County Forests. Therefore, the Town of Lake Tomahawk has very limited undeveloped land available for future expansion and will, at some point in the near future, need to shift from “green field” development to “re-development” of already built-upon properties.

## 2.4 Housing Characteristics

Table 2-3 displays the number of housing units found in the Town of Lake Tomahawk and Oneida County for 1990 and 2000. The table also includes the number of occupied and vacant homes.

The U.S. Census Bureau classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants

live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

Table 2-3  
Housing Supply, Occupancy, and Tenure, Oneida County and  
Town of Lake Tomahawk, 1990-2000

<b>Oneida County</b>						
		Percent of		Percent of	#	% Change
	1990	Total	2000	Total	1990-00	1990-00
Total housing units	25,173	100.0%	26,627	100.0%	1,454	5.8%
Occupied housing units	12,666	50.3%	15,333	57.6%	2,667	21.1%
Owner-occupied	9,804	38.9%	12,213	45.9%	2,409	24.6%
Renter-occupied	2,862	11.4%	3,120	11.7%	258	9.0%
Vacant housing units	12,507	49.7%	11,294	42.4%	-1,213	-9.7%
Seasonal units	11,263	44.7%	10,429	39.2%	-834	-7.4%

Source: U.S. Bureau of the Census, 2000 (STF-1).

<b>Town of Lake Tomahawk</b>						
		Percent of		Percent of	#	% Change
	1990	Total	2000	Total	1990-00	1990-00
Total housing units	942	100.0%	1,052	100.0%	110	11.7%
Occupied housing units	320	34.0%	475	45.2%	155	48.4%
Owner-occupied	268	28.5%	401	38.1%	133	49.6%
Renter-occupied	52	5.5%	74	7.0%	22	42.3%
Vacant housing units	622	66.0%	577	54.8%	-45	-7.2%
Seasonal units	579	61.5%	548	52.1%	-31	-5.4%

Source: U.S. Bureau of the Census, 2000 (STF-1).

In 2000, the Town of Lake Tomahawk had 1,052 housing units, an 11.7% increase from 1990. In 2000, approximately 45.2% of the community's housing units were occupied. Vacant units accounted for 54.8% of the total housing supply. Compared to Oneida County, the Town of Lake Tomahawk saw housing units grow faster. However, Lake Tomahawk has a larger percentage of vacant or seasonal homes than the county overall.

### 2.4.1 Units in Structure

Table 2-4 displays the number of units within structure for the Town of Lake Tomahawk and Oneida County for 2000. Detached housing units are defined as one-unit structures detached from any other house, with open space on four sides. Structures are considered detached even if they have an attached garage or contain a business unit.

Table 2-4  
Units in Structure, Town of Lake Tomahawk and Oneida County, 2000

	Town of Lake Tomahawk		Oneida County	
	Number	% of Total	Number	% of Total
1-unit detached	905	82.6%	21,857	82.1%
1-unit attached	10	0.9%	299	1.1%
2 units	11	1.0%	660	2.5%
3 or 4 units	12	1.1%	424	1.6%
5 to 9 units	16	1.5%	429	1.6%
10 to 19 units	0	0.0%	160	0.6%
20 or more units	0	0.0%	388	1.5%
Mobile home	137	12.5%	2,179	8.2%
Boat, RV, van, etc.	5	0.5%	231	0.9%
<b>Total</b>	<b>1096</b>	<b>100.0%</b>	<b>26,627</b>	<b>100.0%</b>

Source: U.S. Bureau of the Census, 2000 (STF-3).

The housing supply in the Town of Lake Tomahawk is very homogeneous. The predominant housing structure in both the Town of Lake Tomahawk and Oneida County is the one-unit detached structure, making up 82.6% and 82.1% of all housing structures, respectively. A lack of multiple-unit housing is common in rural areas that do not provide municipal sewer and water or other urban services. For the town, mobile homes came in ahead of the county comprising 12.5% of housing structures. However, the number of mobile home cited is questionable as many mobile home have been removed from the Town over the last decade. In fact, the discrepancy in total housing counts (1,096 vs. 1,052) is due to a decline in the number of mobile homes.

### 2.4.2 Age of Housing Units

An examination of the age of the community's housing stock will provide an indication of its overall condition. If there is a significant amount of older housing units within the housing supply they will most likely need to be rehabilitated or replaced with new development within the planning period. Allowing for a newer housing supply requires planning for infrastructure, land availability, utilities, community services, and transportation routes.

Table 2-5 details the year that structures were built in the Town of Lake Tomahawk and Oneida County according to the 2000 Census.

Table 2-5  
Year Structures Built, Town of Lake Tomahawk and  
Oneida County, 2000

	Town of Lake Tomahawk		Oneida County	
	Number	% of Total	Number	% of Total
Built 1995 to March 2000	188	17.2%	3,338	12.5%
Built 1990 to 1994	62	5.7%	1,836	6.9%
Built 1980 to 1989	157	14.3%	3,357	12.6%
Built 1970 to 1979	271	24.7%	5,851	22.0%
Built 1960 to 1969	148	13.5%	3,263	12.3%
Built 1940 to 1959	179	16.3%	5,176	19.4%
Built 1939 or earlier	91	8.3%	3,806	14.3%
<b>Total</b>	<b>1,096</b>	<b>100.0%</b>	<b>26,627</b>	<b>100.0%</b>

Source: U.S. Bureau of the Census, 2000 (STF-3).

Taking into account the area's settlement history, it is not surprising that the greatest percentage of both Lake Tomahawk's and Oneida County's existing housing units were built after 1970. Both the town and the county experienced building spurts during the 1970s and 1980s. More recently, Lake Tomahawk added 17.2% of its current housing stock during the period 1995 to 2000, while Oneida County added 12.5% from 1995 to 2000. It should also be mentioned that a fairly new trend witnessed within the County and the Town is the razing of older, smaller, seasonal lake cottages. These smaller homes are being replaced by larger, single family, year-round homes.

### 2.4.3 Housing Value and Affordability

Housing value is a key indicator for measuring the affordability of housing. Housing costs are typically the single largest expenditure for individuals. It is therefore assumed that a home is the single most valuable asset for homeowners. According to the State of Wisconsin's *2000 Consolidated Plan: For the State's Housing and Community Development Needs*, households in the low-income range have great difficulty finding adequate housing within their means that can accommodate their needs. A lack of affordable housing not only affects these individuals, but also has effects on population and migration patterns, economic development, and the local tax base.

Table 2-6 provides housing values of specified owner-occupied units for 2000. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent's estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale.

Table 2-6  
Housing Value for Specified Owner-Occupied Units, Town of  
Lake Tomahawk and Oneida County, 2000

	Town of Lake Tomahawk		Oneida County	
	Number	% of Total	Number	% of Total
Less than \$50,000	24	7.9%	647	7.1%
\$50,000 to \$99,999	100	32.9%	3,595	39.3%
\$100,000 to \$149,999	96	31.6%	2,224	24.3%
\$150,000 to \$199,999	56	18.4%	1,152	12.6%
\$200,000 to \$299,999	14	4.6%	1,039	11.4%
\$300,000 or more	14	4.6%	484	5.3%
Total	304	100.0%	9,141	100.0%
Median value	\$112,100		\$106,200	

Source: U.S. Bureau of the Census, 2000 (STF-3).

The Town of Lake Tomahawk and Oneida County had the greatest percentage (32.9% and 39.3%) of homes valued between \$50,000 to \$99,999.

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in the Town of Lake Tomahawk appears to be affordable on the average. The median household income in the town in 1999 was \$38,056 per year, or \$3,171 per month. The median monthly owner cost for a mortgaged housing unit in the town was \$831, and the median monthly gross rent in the town was \$522. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing, the average home owner and renter in the Town of Lake Tomahawk spends less than 23% of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 33% of homeowners in the Town of Lake Tomahawk paid 30% or more of their household income on housing costs.

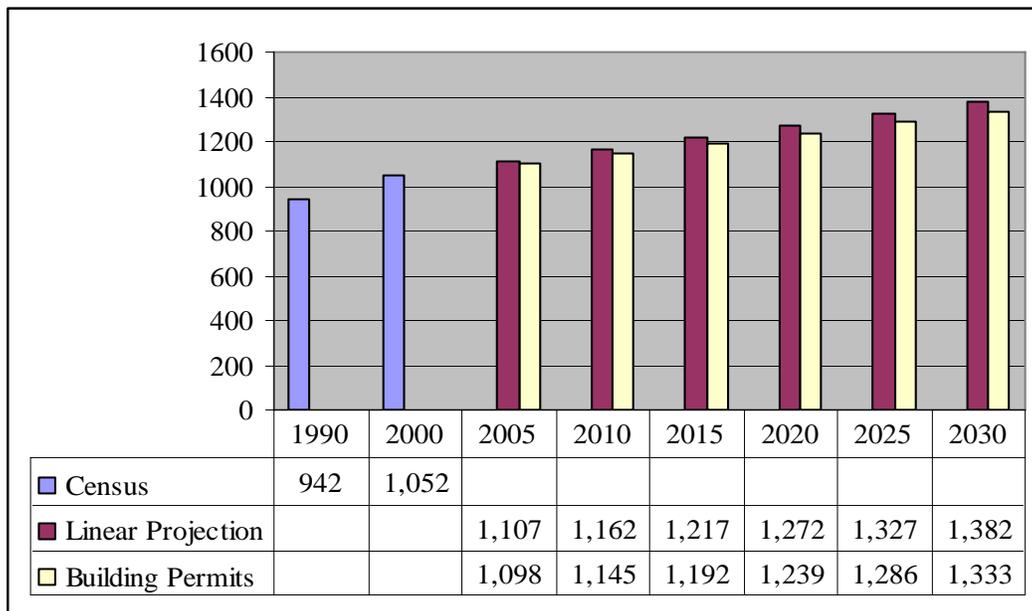
The Town of Lake Tomahawk has addressed the issue of housing for all income levels. Refer to the *Housing* element objectives for the town's approach to this issue.

## 2.5 Housing Projections

Housing unit projections are an important indicator of potential future growth, especially in rural towns where residential development is the primary form of expected growth. Specifically, they are used as a guide to estimate the amount of land required to accommodate future residential development and to prepare for future demands that growth may have on public facilities and services over the long term. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Figure 2-3 displays two housing forecasts for the Town of Lake Tomahawk. The Linear projection assumes a continuation of housing growth trends since 1990 based on census data. Census housing unit counts from 1990 and 2000 were utilized to create a linear trend by extending forward to 2030 the numeric change between the census counts. The Building Permit projection is a linear projection based on information from the eight years. For the last eight years the town has averaged 9.375 new building permits per year.

Figure 2-3  
Comparative Housing Projections, Town of Lake Tomahawk,  
2000-2030



Source: US Census 2000; Foth Building Permit Projection based on data from Town of Lake Tomahawk Clerk; Foth Linear Projection based upon trend from 1990 to 2000.

The two projections both forecast an increase in housing units and range from an increase of 281 to 330 new homes. This is in contrast with the population projections, one of which forecasts a possible decrease in population. Assuming that the Linear projection is the best estimate of future population, the Linear housing unit projection then becomes the most likely housing projection based on the number of persons per housing unit.

## 2.6 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Town of Lake Tomahawk has not specifically addressed the issue of housing for all age groups and persons with special needs with the goals, objectives, policies, or recommendations of this plan, but should monitor local and regional housing availability trends over the planning period. Should this become an increasingly important issue for the community in the future, the town may consider addressing it in more detail in an update of this plan.

## 2.7 Land for Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the *Housing* element, a community can set its goals, objectives, and policies for affordable housing. In the *Land Use* element, a community can identify potential development and redevelopment areas.

The Town of Lake Tomahawk's plan for future land use provides for some availability of land for the development of low- to moderate-income housing. Such housing could be accommodated as infill development or redevelopment of areas classified as Single Family Residential on the Future Land Use map (Map 8-3). These areas of the town allow for the highest density of residential development. The town's future land use classifications do not specifically provide for multi-family residential development, but such development would not be in alignment with the rural and northwoods character of the town. Also refer to the policies and recommendations in the *Housing* and *Land Use* elements for the town's approach to the issue of availability of land for the development and redevelopment of low- to moderate-income housing.

## 2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on community resources.

The Town of Lake Tomahawk has addressed the issue of housing stock maintenance and rehabilitation. Refer to the following goals, objectives, policies, and recommendations within the *Housing* element for the town's approach to this issue.

## 2.9 Population and Housing Goals and Objectives

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

### **Goal 1. Provide for housing development that maintains the attractiveness and rural character of the town.**

#### ***Objectives***

- 1.a. Direct residential subdivision development to planned growth areas in order to prevent conflicts between residential development and other land uses.
- 1.b. Support the development of low to moderate-income housing that is consistent in quality, character, and location with the town's comprehensive plan.
- 1.c. Encourage the use of creative development designs that preserve rural character, productive forests, natural resources, minimize sprawl and forest fragmentation.

### **Goal 2. Support the maintenance and rehabilitation of the community's existing housing stock.**

#### ***Objectives***

- 2.a. Support efforts to enforce zoning, nuisance abatement, and building code requirements on blighted residential properties.
- 2.b. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

## 2.10 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies:**

- H1 The community shall plan for a sufficient supply of developable land that allows for a variety of housing types and densities.
- H2 New duplexes and multi-family housing development will only be allowed in areas served by public sewer and where consistent with the comprehensive plan.
- H3 Zoning and land division ordinances shall be reviewed for their impacts on opportunities to create a variety of housing types in the community.
- H4 The community should consider adaptive reuse or conversion of surplus or outmoded buildings (such as old schools, hospitals, warehouses, etc.) to economically viable new housing.
- H5 As the aging segment of the population grows, the community shall evaluate its preparedness for meeting the related changes in housing needs.
- H6 The local development of elderly or assisted living housing will be pursued within the planning period.
- H7 Decisions regarding lot size regulations and local land use controls and fees should be made in consideration of impacts to affordable housing.

- H8 Zoning and land division ordinances shall be reviewed for their impacts on opportunities to create quality affordable housing in the community.
- H9 The applicable zoning ordinance and map shall identify an appropriate district for mobile and manufactured homes.
- H10 Set performance standards for mobile and manufactured homes and mobile home parks.
- H11 Manufactured homes should feature designs similar to “site-built” homes.
- H12 Mobile homes permitted in the town shall meet the following criteria:
- ◆ Placed on a foundation;
  - ◆ Anchored to the foundation;
  - ◆ Skirted to provide a finished appearance between the building and foundation;
  - ◆ Pitched, shingled or metal roof;
  - ◆ Sided with conventional house siding or simulated wood;
  - ◆ Compliant with HUD regulations and built after June 14, 1976.
- H13 Housing shall be maintained at a low density and located in a manner that preserves the northwoods character and atmosphere of the town.

**Recommendations:**

- ◆ Annually assess the availability of developable land for residential development.
- ◆ Require the Town Board to actively pursue the acquisition of land for future development.
- ◆ Require the completion of buildings, structures, and landscaping within one year of the issuance of a building permit. Alternatives for implementing this recommendation include working with Oneida County Zoning to improve enforcement of related county requirements, or to develop a local building code ordinance that includes such provisions to be enforced locally.
- ◆ Annually assess the availability of land for residential development.
- ◆ Modify applicable zoning and land division ordinances to implement community policies for manufactured homes, and maintain the mobile home ordinance to address mobile homes and mobile home parks.
- ◆ Modify the zoning map to increase areas that allow for duplexes, multi-family housing, mixed-use development, or planned unit developments.
- ◆ Establish development standards for housing other than single family housing.

- ◆ Annually assess the availability of developable land for residential development.
- ◆ Modify applicable zoning, land division, and building code ordinances to implement community policies for mobile homes, manufactured homes, and mobile home parks as needed.

## 2.11 Population and Housing Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

### Community Development Block Grant (CDBG) – Housing Program

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. For more information on this program contact the Wisconsin Department of Commerce, Bureau of Housing at (608) 266-1018, or visit their website: <http://commerce.wi.gov/CD/cd-boh-Home.html>

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

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. For further information contact WHEDA at (414) 227-4039, or visit their website at: [www.wheda.com](http://www.wheda.com)

### Community Options Program (COP)

Community Options helps people who need long term care to stay in their own homes and communities. Its purpose is to provide cost-effective alternatives to expensive care in institutions and nursing homes. Elderly people and people with serious long-term disabilities receive funds and assistance to find services they are not able to get through other programs. Contact the Wisconsin Department of Health and Family Services for further information.

## 3 Transportation

### 3.1 Transportation Plan

The land use patterns of the Town of Lake Tomahawk, Oneida County, and the surrounding region are tied together by the transportation system, including roadways, railroads, and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and to provide linkages to areas beyond their immediate locations. The Town of Lake Tomahawk's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work.

While the Town of Lake Tomahawk does not anticipate a great deal of change to its existing transportation system over the next 20 years, its plan is to maintain the existing system and to be prepared for potential development proposals. The town's plan for transportation is to ensure that future expansion of the local road system is cost-effective, to preserve the mobility and connectivity of local roads, and to ensure that developed properties have safe emergency vehicle access. In order to achieve this, the town will continue to administer its driveway ordinance, update its land division ordinance, develop a five-year plan for road improvements, and develop a set of town road construction specifications. The policies and recommendations of this plan provide guidance on how these tools should be used.

As the town implements its plan, a key dilemma will be balancing the northwoods character and mobility of existing roads with the maximum use of existing road infrastructure. On one hand, existing roads are already present, new roads are costly, and new development can be more cost effective if it utilizes existing roads. On the other hand, extensive placement of new development in highly visible locations along existing roads will forever change the character and appearance of the town. This may lead to a loss of northwoods character. Adding access points to serve new development also reduces the mobility of a road. This plan includes a policy that directs new development to use existing roads and infrastructure (policy T14). However, this plan also includes policies that require new development to be designed in a fashion that does not harm rural character, agricultural lands, or natural resources, which may be better served by the construction of new roads or private access drives in some cases.

In order to balance these competing interests, the town will require the coordinated planning of adjacent development sites by limiting the use of cul-de-sacs and by requiring the use of Area Development Plans. The town will require that potential traffic and road damage impacts are assessed by developers. When new roads are necessary, the town will require that developers bear the cost of constructing new roads to town standards before they are accepted by the town.

State and County highways play an important role in the town's transportation system. State Highway 47 in particular provides an arterial connection to the surrounding region, represents a source of economic development potential, and provides emergency medical and rescue service routes. The town will need to work closely with the Wisconsin Department of Transportation to manage land use, access, and road improvements along this vital corridor.

### 3.2 State and Regional Transportation Plans

There are no state or regional transportation plans directly applicable to the Town of Lake Tomahawk. According to the Wisconsin Department of Transportation (WDOT) web-page, there are no ongoing plans or studies that would affect Lake Tomahawk in the planning period. The WDOT Six Year Highway Improvement Program for 2008-2013 does not include any major improvements within the Town of Lake Tomahawk. These improvements are planned between 2009 and 2011. The Oneida County Highway Department reports that the County Trunk Highway D Bridge within the Town of Lake Tomahawk is to be replaced by June 2009, and County Trunk Highway D, from U.S. Highway 51 to Graff Lake Road, is scheduled to be resurfaced in August 2009. Oneida County will possibly be updating their 5-Year Transportation Plan to include upgrades to County Trunk Highway D to State Trunk Highway 47 by 2010 and possibly updating County Trunk Highway D from Snap Creek Road to Lone Pine Landing in 2011-2012. The future Oneida County Transportation plans are preliminary and subject to change based upon funding.

### 3.3 Functional Classification of Highways

Vehicular travel on the public highway system is the transportation mode of choice for the vast majority of trips by Town of Lake Tomahawk residents. Road and highway transportation systems serve two primary functions, to provide access to adjacent properties and to provide for the movement of vehicular traffic. Roads and highways are grouped into three functional classes (local, collector, and arterial) which are described below. Map 4-1 shows the location of local, collector, and arterial roadways in the town.

#### 3.3.1 Local Roads

Local roads primarily provide access to adjacent properties and only secondarily provide for the movement of vehicular traffic. Since access is their primary function, through traffic should be discouraged. Traffic volume is expected to be light and should not interfere with the access function of these streets. Rainbow Road, South and West Bluebird Roads, Bird Lake Road, and Fawn Lake Road are all examples of local roads in the Town of Lake Tomahawk.

#### 3.3.2 Collector Roads

Collector roads and highways carry vehicular traffic into and out of residential neighborhoods and commercial and industrial areas. These roads gather traffic from the local streets and funnel it to arterial roads. Access to adjacent properties is a secondary function of collector roads. Collector roads are further divided into major or minor collectors depending on the amount of traffic they carry. County Road D, which transects the northern half of the town from west to northeast, is the major collector highway in the town.

### 3.3.3 Arterial Highways

Arterial highways serve primarily to move through traffic. Traffic volumes are generally heavy and traffic speeds are generally high. Arterial highways are further divided into principal or minor arterials depending on the traffic volume and the amount of access provided. State Highway 47 is the town's major arterial highway.

### 3.4 Traffic Volumes

Traffic volume is also an important consideration for land use planning. The volume of traffic on a particular roadway and the associated noise, fumes, safety level, and other such concerns are considerations that need to be addressed in deciding how land should be used. Map 3-1 shows the average daily traffic volume of major traffic corridors in the town.

Traffic volumes vary considerably on the different roadways within the town. State Highway 47, being the major thoroughfare in the town, carries the largest volume of traffic. County Road D also carries considerable traffic.

### 3.5 Additional Modes of Transportation

#### 3.5.1 Water Transportation

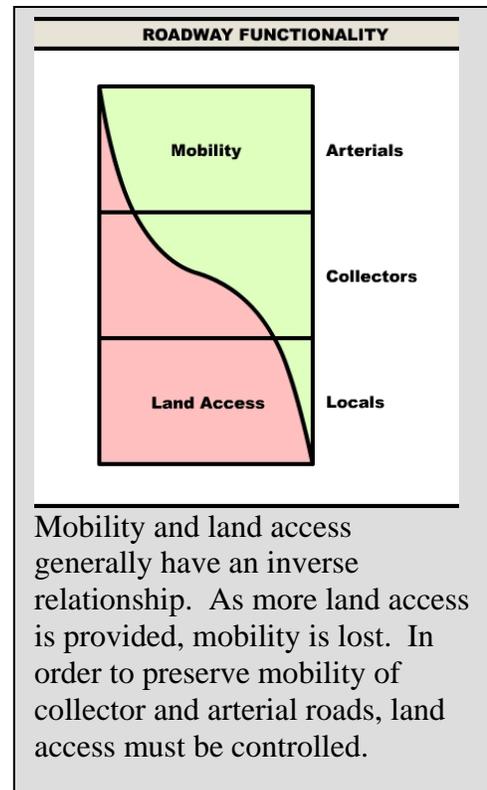
There are no water transportation options in the Town of Lake Tomahawk. The town's waterways are primarily used for recreational and agricultural purposes. The nearest international seaport is the Port of Green Bay.

#### 3.5.2 Airports

Air transportation is not offered within the Town of Lake Tomahawk. The nearest regional airport is an 18 mile drive to the Rhinelander-Oneida County Airport in south central Oneida County which provides commercial aviation services. Minneapolis-St. Paul International Airport also offers commercial airline service, and is also an international airport.

#### 3.5.3 Railroads

Rail Service is not offered in the Town of Lake Tomahawk. Canadian National Railroad travels to the City of Rhinelander which is an 18 mile drive from Lake Tomahawk. An intermodal transportation service is available in Rhinelander.



### **3.5.4 Trucking**

Trucking on the highway system is the preferred method of transporting freight, particularly for short hauls. According to the WDOT Truck Operators Map, State Highway 47 is officially designated highways for trucking.

### **3.5.5 Public Transit**

Public transit is not available in the Town of Lake Tomahawk. The nearest bus services are provided by Greyhound in the city of Abbotsford, WI. and the Indian Trails bus system can also be accessed in the city of Marinette, WI. In addition, private taxi services in the town of Minocqua and city of Rhinelander can provide services to residents of the town.

### **3.5.6 Bicycles**

Bicycle traffic is quite limited in the Town of Lake Tomahawk. Shoulder areas on town roads are usually narrow and unpaved making bicycle travel difficult. County highways in the town tend to have wider shoulders, but traffic levels on these roads make bicycle traffic more unsafe or undesirable.

The Wisconsin DOT state bicycle plan did assess conditions for bicycling in Oneida County and has developed county-level maps that identify “bicycling conditions” on all county highways and other state and interstate highways. This presents a full continuum of roadways – from narrow town roads to US Highways and enables cyclists to select their own routes to meet their needs. In the Town of Lake Tomahawk bicycling is prohibited on State Highway 47 and highly discouraged on County Road D. Moderate biking conditions exist on Rainbow Road, South and West Bluebird Roads, Bird Lake Road, and Fawn Lake Road.

### **3.5.7 Pedestrian Transportation**

No formal pedestrian transportation system exists in the Town of Lake Tomahawk. The dispersed nature of the town prohibits the development of an effective pedestrian transportation system. However, the Oneida County Pedestrian and Bicycle Corridors Plan do suggest pedestrian friendly design standards for creating a walkable Oneida County. The Town of Lake Tomahawk also has a variety of hiking trails, snowmobile trails and logging roads which provide outstanding walking pathways.

### **3.5.8 Transportation for the Disabled**

The Oneida County Human Services Department provides transportation for the disabled in the Town of Lake Tomahawk. This department has volunteer drivers who use their own cars, as well as county employed drivers in county owned wheelchair accessible vans that provide transportation to the disabled. These drivers also provide transportation to people who are unable to drive due to a medical condition, are in nursing homes, or receive W-2. In addition, private taxi services in the town of Minocqua and city of Rhinelander can provide service to disabled residents of the town.

### 3.6 Planned Transportation Improvements

The Town of Lake Tomahawk does not currently have a plan for road or other transportation facility improvements. It is a recommendation of this plan that a five-year road improvement plan be developed in the future.

### 3.7 Transportation Goals and Objectives

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

**Goal 1. Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.**

***Objectives***

- 1.a. Balance competing community desires (i.e., scenic beauty, abundant wildlife, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features.
- 1.b. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- 1.c. Require developers to bear the costs for the improvement or construction of roads needed to serve new development.
- 1.d. Guide new growth to existing road systems so that new development does not financially burden the community or make inefficient use of tax dollars.
- 1.e. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing local road maintenance.
- 1.f. Encourage development of alternative public transportation.

**Goal 2. Develop a transportation system that effectively serves existing land uses and meets anticipated demand.**

***Objectives***

- 2.a. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
- 2.b. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- 2.c. Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.

### 3.8 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

**Policies: Town Position**

- T1 Roads that provide access to multiple improved properties shall be built to town standards as a condition of approval for new development.
- T2 Developers shall bear an equitable share of the cost of constructing new roads to town standards before they are accepted as town roads.
- T3 Transportation issues that affect the town and neighboring communities shall be jointly discussed and evaluated with that community and with the Oneida County Highway Department and the Wisconsin Department of Transportation, if necessary.
- T4 Residential subdivisions and non-residential development proposals shall be designed to include:
  - ♦ A safe and efficient system of internal circulation for vehicles and pedestrians;
  - ♦ Safe and efficient external collector streets where appropriate;
  - ♦ Safe and efficient connections to arterial roads and highways where applicable.
- T5 A three-year road improvement plan shall be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources.
- T6 The community should pursue the development of a more detailed plan for land use, infrastructure, and economic development along the Highway 47 and D corridor.

- T7 The community shall consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made.
- T8 Residential subdivisions and non-residential development proposals should be designed to include:
- ◆ Trails or sidewalks where applicable;
  - ◆ Bicycle routes where appropriate.

**Policies: Town Directive**

- T9 Commercial and industrial highway corridor development will be directed to designated planned commercial and industrial clusters or nodes.
- T10 When new access points or intersections are created, intersecting access points will generally align directly opposite each other (rather than offset from each other) to form a single intersection, and have an intersection angle of 90 degrees.
- T11 Residential subdivisions and non-residential development proposals will be designed to include:
- ◆ A safe and efficient system of internal circulation for vehicles and pedestrians;
  - ◆ Safe and efficient external collector streets where appropriate;
  - ◆ Safe and efficient connections to arterial roads and highways where applicable;
  - ◆ Connectivity of the street network with adjacent developments;
  - ◆ Cul-de-sacs or dead-ends, only where connections to other streets are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development.

**Policies: Development Review Criteria**

- T12 Street design standards that coincide with pedestrian routes, especially those used by school children, senior citizens, or physically challenged persons, should include intersection design features, signal phasing, and roadway width that enhance the safety of pedestrians and minimize conflict with motorists.
- T13 Development proposals shall provide the community with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development.
- T14 The existing road network and existing public facilities and services shall be utilized to accommodate new development to the maximum extent possible.
- T15 The development of new or improved access points to local roads shall meet town standards for:
- ◆ Minimum distance between access points;
  - ◆ Maximum number of access points per parcel;

- ◆ Minimum site distance.
- T16 The development of new or improved access points to local roads will meet town standards for:
- ◆ Minimum driveway surface width and construction materials;
  - ◆ Minimum clearance width and height;
  - ◆ Maximum driveway length;
  - ◆ Minimum turnaround areas for longer driveways.
- T17 As part of the review of major subdivisions, developers shall submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties.
- T18 The design of new commercial and industrial development will employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses in order to avoid the proliferation of new commercial trips.

## **Recommendations**

- ◆ Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized.
- ◆ Modify the applicable land division ordinance to require the execution of a development agreement when ever public roads or other infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.
- ◆ Modify the town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway.
- ◆ Modify the town road construction specifications to include modern requirements for pedestrian features.
- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential transportation impacts including potential road damage and traffic impacts.
- ◆ Amend the driveway ordinance to implement access control policies.
- ◆ Amend the driveway ordinance to implement emergency vehicle access policies.

- ◆ Work with Oneida County to modify county zoning and land division ordinances to better achieve the town's desired commercial and industrial development pattern.
- ◆ Require commercial and industrial developments to submit area development plans.
- ◆ Utilize the PASER system to update the road improvement plan.
- ◆ Create area development plans for planned growth areas such as business parks, TIF districts, highway commercial corridors, etc. Consider the transportation infrastructure needed to support planned growth. If possible, specify an area of the town where detailed planning is recommended.
- ◆ Modify the applicable land division ordinance to prohibit the use of cul-de-sacs solely for the purpose of maximizing the number of lots in a development, and to allow them only when physical features of the landscape eliminate other alternatives.
- ◆ Modify the applicable land division ordinance to require that temporary cul-de-sacs are constructed to the outside property line in order to facilitate connection with roads on adjacent properties upon development.
- ◆ Modify the applicable land division ordinance to require the identification of limits of disturbance so that future road extensions are not blocked by construction of buildings.
- ◆ Modify the applicable land division ordinance to require the submittal of area development plans that identify future road locations on adjacent properties.
- ◆ Modify the applicable land division ordinance to require the submittal of area development plans that identify bicycle and pedestrian routes where appropriate.
- ◆ Develop an official map to designate planned future rights-of-way for roads and utilities in areas of expected growth.

### 3.9 Transportation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

#### PASER Program

The PASER (Pavement Surface Evaluation and Rating) Program is a system for communities to evaluate and schedule road maintenance on local roads. The program requires town officials to evaluate the condition of town roads based on observing characteristics of the road such as the texture of the road surface or the spacing of cracks. The officials then assign a rating on a scale of 1 to 10. These ratings, along with information on traffic volumes, are used to schedule the maintenance and reconstruction of town roads.

### Oneida County Capital Improvement Program

Oneida County annually updates a Capital Improvement Program. The program prioritizes the allocation of financial resources for various projects over a five year time frame. This plan should be referenced for projects planned by Oneida County that may affect the town.

### Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and town streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. 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. For more information contact the WDOT.

### Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact the Wisconsin Department of Transportation, Division of Transportation Investment Management at: (608) 266-9910, website:

<http://www.dot.wisconsin.gov/localgov/aid/tea.htm>

## 4 Utilities and Community Facilities

### 4.1 Utilities and Community Facilities Plan

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the Town of Lake Tomahawk. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them.

Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the Town of Lake Tomahawk.

The Town of Lake Tomahawk's plan for utilities and community facilities is to maintain the limited local services and facilities that it provides, and to continue to rely on the surrounding region for other essential services (such as police, fire, and ambulance protection, parks, libraries, etc.). Like all communities, the town's primary challenge in this area is to maintain the existing level of services and facilities without creating undue burden on local taxpayers. No major upgrades to community facilities and services are presently anticipated. If future growth does warrant the need for other new or expanded facilities, the policies and recommendations of this plan are intended to help ensure that the town has time to develop a planned response to the demand for such needs.

### 4.2 Existing Status and Planned Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, the need for a building inspector, or additional park and recreation services may become necessary.

The Town of Lake Tomahawk has evaluated existing utilities, facilities, and services and determined whether a need for expansion, construction, rehabilitation, or other improvement is anticipated over the planning period. Refer to Maps 4-1 & 4-2 for the locations of existing community facilities. In most cases, existing utilities, facilities, and services have been determined to be adequate. Where projects are identified, they are deemed as either as short-term (1-5 year) or long-term (6-20 year) needs.

#### 4.2.1 Administrative Facilities and Services

The town hall and administrative facilities are located within the Sloan Community Center, 7246 Main Street, P.O. Box 396, Lake Tomahawk WI 54539. A fire station and garage facility is located two blocks to the north of the town hall (7277 Bradley Street) and provides storage for emergency and road equipment.

The Town of Lake Tomahawk also owns the Old Town Garage at 7984 Choate Blvd., and the Old Sanitary Building/Fire Department Building at 7945 Violet Drive, (both facilities are used for storage), and the American Legion Building, at 7986 Choate Blvd., (Map 4-2). The town does not own any other buildings.

Regularly scheduled town meetings are held on the second Wednesday of each month.

Administration of town government is currently carried out by the following part-time positions:

- ◆ Town Board Chair
- ◆ Town Board Supervisors (2)
- ◆ Clerk
- ◆ Treasurer
- ◆ Assessor
- ◆ 3 Lake Tomahawk Information Booth employees
- ◆ 1 Parks Employee
- ◆ 5 Member Plan Commission
- ◆ 4 Member Board of Review
- ◆ 7 Member Parks Commission
- ◆ 5 Member Beautification Committee
- ◆ 5 Member Website Committee
- ◆ 4 Member Wilderness Rest Cemetery Board

The Town of Lake Tomahawk created the Plan Commission to facilitate the development of the *Town of Lake Tomahawk Year 2030 Comprehensive Plan*. The town has no other active committees, commission, or boards.

No short term or long term needs have been identified in the area of administrative facilities and services. Existing administrative facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

#### **4.2.2 Street Maintenance/Snowplowing**

Three full-time employees of the Town of Lake Tomahawk provide street maintenance and snowplowing services. The town owns its own trucks, end-loader, tractor, grass mower and grader. Street maintenance activities include filling potholes, putting up new fire signs, roadside mowing and emergency signage. Extensive road maintenance is contracted to various contractors providing this service.

No short term or long term needs have been identified by the town in the area of Street Maintenance/Snowplowing. Existing facilities, equipment and services are anticipated to be adequate to meet the needs of the town over the planning period.

#### **4.2.3 Police Services**

The Oneida County Sheriff's Department serves as the primary law enforcement agency to many communities in the county and also operates the county jail in Rhinelander. There are several

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major divisions of the department including the administration division, corrections division, investigation division, patrol division, communications/E911 division and the records division.

The Sheriff's Department provides 24-hour service to all communities in the county that do not have their own police department. The Sheriff also provides service to communities that do have their own department when requested. The radio communications division dispatches all squads and police personnel within the county with the exception of the City of Rhinelander, Woodruff, Minocqua and Three Lakes, who have their own full time personnel. In the absence of a dispatcher in the remaining communities, this division provides the police dispatching services. In addition to the police dispatching, this division also dispatches emergency medical services and fire departments.

No short term or long term needs have been identified by the town in the area of police services. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the Oneida County Sheriff's Department will continue to plan accordingly for needed improvements.

#### **4.2.4 Fire Protection**

Fire protection services for the Town of Lake Tomahawk are provided by the Lake Tomahawk Volunteer Fire Department. The fire station is located at 7277 Bradley St., Lake Tomahawk, WI. 54539. Historically, the Lake Tomahawk Volunteer Fire department is staffed by 18 to 30 volunteer firefighters. This number fluctuates based upon ability to recruit volunteers.

All fire equipment is owned by the town and is reported to be in good condition. Fire equipment reported in 2009 included:

- ◆ One 3,000 gallon Tanker
- ◆ One Tanker/Pumper - 2000 gallon and a fully capable engine
- ◆ One 1,000 gallon Engine
- ◆ One Brush Truck
- ◆ One Equipment Vehicle

The Lake Tomahawk Volunteer Fire Department has a county-wide mutual aid agreement and is in the process of putting in a Mutual Aid Box Alarm System (MABAS) which is a nation-wide program to address mutual aid needs in an emergency. This agreement allows the town to request assistance from any Manitowoc County protective service agency. Fire protection is provided in the Town of Lake Tomahawk through a pager system via Oneida County. The Lake Tomahawk Volunteer Fire Department is dispatched along with any mutual aid, if needed. In 2008 the Department responded to a total of 18 calls; in 2007, 33 calls; and in 2006, 20 calls.

The short-term and long-term needs identified by the Lake Tomahawk Volunteer Fire Department Chief are in the areas of personnel and funding. Specifically, there is a continuous and on-going need for recruitment of volunteers to serve with the Lake Tomahawk Volunteer Fire Department to provide a full staffing complement of Fire Protection services. The Lake Tomahawk Volunteer Fire Department has also witnessed decreases in their base-line budget

during the past few years due to cuts in State of Wisconsin aids. It is difficult to plan for long-term needs when base-line funding is regularly reduced. Within the context of the need for recruitment and stable funding, existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the Fire Department will continue to plan accordingly for needed improvements.

#### **4.2.5 Emergency Medical Services**

Emergency Medical Services are provided to the entire Town of Lake Tomahawk by the Oneida County Emergency Management Department. The Oneida County Emergency Management Department has jurisdiction for these services. However, the ambulances are staffed by local hospitals and therefore calls for emergency medical services are dispatched to hospital in nearest proximity to the requested call. Emergency 911 dispatches are provided by Oneida County via pager.

Services and plans to provide a full array of emergency medical services is demarcated in the Oneida County All Hazards Mitigation Plan, developed in 2004 and revised in 2005. This plan has been approved by the Federal Emergency Management Agency (F.E.M.A.).

No short term or long term needs have been identified by the town in the area of emergency medical services. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the Oneida County Emergency Management Department will continue to plan accordingly for needed improvements.

#### **4.2.6 School Facilities**

The Town of Lake Tomahawk is served by two school districts - the Minocqua, Hazelhurst, Lake Tomahawk Joint District #1 (M-H-L.T Joint School District #1) and the Lakeland Union High School District.

M-H-L.T. Joint School District #1 is a single building district which has 550 students currently enrolled in Kindergarten through Grade 8, located at 7450 Titus Drive, Minocqua, WI 54548. The district covers 350 square miles in Oneida County and includes the townships of Minocqua, Hazelhurst, and Lake Tomahawk.

The Lakeland Union High School District is a district serving Grades 9 through 12. As of the 2008-09 school year, student enrollment was 892 Students. Location: 9573 State Highway 70 Minocqua, WI 54548.

No short term or long term needs have been identified by the town in the area of school facilities or services. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the School Districts will continue to plan accordingly for needed improvements.

# Map 4-1 Utilities and Community Facilities

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Map 4-2 Utilities and Community Facilities (Inset Map)

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#### **4.2.7 Listing of Community Facilities from Maps 4-1 & 4-2**

The following list of Community Facilities are demarcated on Maps 4-1 and 4-2 by numbering each item on the respective maps:

- 1) Sanitary District
- 2) Fire Station & Town Shop (Salt Shed)
- 3) Sloan Community Center (Town Hall)
- 4) Commissioner of Public Lands
- 5) Post Office
- 6) Sanitary Sewer Plant
- 7) Lake & Community Bible Church
- 8) Cemetery
- 9) Elder Care
- 10) Snowshoe Ball Park
- 11) Rainbow Ball Park
- 12) Bahai Faith Church
- 13) Museum (Historical Society)
- 14) Information Booth
- 15) Public Park & Boat Landing – Lake Tomahawk
- 16) Dorothy Lake Landing
- 17) Big Carr Lake Landing & Beach
- 18) Little Carr Lake Landing
- 19) Hodstradt Lake Landing
- 20) Horsehead Lake Landing
- 21) McNaughton Lake Landing
- 22) Bearskin Lake Landing
- 23) Barefoot Park

#### **4.2.8 Libraries, Churches, Cemeteries, and Other Quasi Public Facilities**

There are no libraries located in the Town of Lake Tomahawk. Residents primarily utilize the libraries found in the City of Rhinelander located at 106 N Stevens Street; the Town of Minocqua library located at 415 Menominee Street; or the Town of Three Lakes library located at 6961 West School Street. Town of Lake Tomahawk residents pay for these services through their Oneida County tax dollars which are then dispersed by Oneida County to these three libraries.

There are two churches located in the Town of Lake Tomahawk: the Lake & Community Bible Church, and the Bahai Faith Church. The Member Wilderness Rest Cemetery is located in the town and is managed by the Town of lake Tomahawk.

No short term or long term needs have been identified by the town in the area of quasi-public facilities or services. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the operators of such facilities will continue to plan accordingly for needed improvements.

#### **4.2.9 Post Offices**

There is a post office in Lake Tomahawk which provides mail delivery and post office services. No short term or long term needs have been identified by the town in the area of post offices. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that post offices will continue to plan accordingly for needed improvements.

#### **4.2.10 Civic Organizations and Other Clubs**

There are several civic and other clubs available in the town including the Lions, Legion and Legion Auxiliary, the Snow Fleas, Lake Tomahawk Historical Society and the Horse Head Lake Protection & Rehabilitation District

No short term or long term needs have been identified by the town in the area of civic organizations or other clubs. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the operators of such facilities will continue to plan accordingly for needed improvements.

#### **4.2.11 Parks, Recreation, and Open Space**

The Town of Lake Tomahawk is rich with recreational activities and as such, boasts numerous parks and boat landings. Some of these parks include amenities such as picnic tables, grills, fishing piers, shelters. Many of these parks and boat landings are controlled by the State of Wisconsin or Oneida County. The Town of Lake Tomahawk owns and operates The Town of Lake Tomahawk Boat Landing, Snowshoes Park, Rainbow Park, and Bearfoot Park. Wisconsin Department of Natural Resources owns several locations in the town which are reserved for open hunting. Refer to Map 4-1 for the locations of recreational areas, parks and boat landings within the Town of Lake Tomahawk.

No short term or long term needs have been identified by the town in the area of parks, recreation and open space. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the operators of such facilities will continue to plan accordingly for needed improvements.

#### **4.2.12 Solid Waste Management and Recycling**

The Town of Lake Tomahawk does not provide solid waste management services or recycling services. Residents of the Town of Lake Tomahawk are responsible for their own garbage pick-up and recycling. No short term or long term needs have been identified by the town in the area of solid waste management and recycling. Existing services are anticipated to be adequate to meet the needs of the town over the planning period.

#### **4.2.13 Communication and Power Facilities**

Telephone service is provided to the Town of lake Tomahawk by Frontier Telephone Company. Wisconsin Public Service Corporation provides power provide electric service to the town.

There are no electric substations located in the town. There is a single communication tower located in section 11 of the town.

No short term or long term needs have been identified by the town in the area of communication and power facilities. Existing services and facilities are anticipated to be adequate to meet the needs of the town over the planning period. It is expected that the operators of such facilities will continue to plan accordingly for needed improvements.

#### **4.2.14 Sanitary Sewer Service**

Public sanitary sewer service is available in the northern most portion of the Town of Lake Tomahawk along State Highway 47. Refer to Maps 4-1 and 4-2 for the service areas of public sewer systems. All Town of Lake Tomahawk residents outside of the public sewer service area rely on private onsite wastewater treatment systems for sanitary services. No short term or long term needs have been identified by the town in the area of sanitary sewer service. It is not anticipated that the need for public sanitary sewer service will become an issue for the town over the planning period.

#### **4.2.15 Private Onsite Wastewater Treatment Systems (POWTS)**

Private on-site wastewater treatment systems, or POWTS, are systems that receive domestic quality wastewater and either retain it in a holding tank, or treat it and discharge it into the soil, beneath the ground surface. The Wisconsin Department of Commerce has administrative rules, Comm 83, for building plumbing and non-municipal sewer lines, and for private onsite wastewater treatment systems. Any system with a final discharge exposing treated wastewater upon the ground surface, or discharging directly into surface waters of the state, is subject to DNR regulation. Additionally, certain POWTS are subject to both Department of Commerce and Department of Natural Resources review and regulation.

All Town of Lake Tomahawk residents outside of the public sewer service area rely on POWTS for wastewater service, and Oneida County provides administration of the related codes and ordinances in the town. No short term or long term needs have been identified by the town in the area of POWTS. Existing services provided by Oneida County are anticipated to be adequate to meet the needs of the town over the planning period.

#### **4.2.16 Public Water Supply**

There are no publicly operated water supply facilities located in the town. Residents rely upon private wells for water. No short term or long term needs have been identified by the town in the area of public water. It is not anticipated that the need for public water service will become an issue for the town over the planning period.

#### **4.2.17 Stormwater Management**

There are no storm sewers located in the town. The primary method of stormwater management is through culverts and ditches. No short term or long term needs have been identified by the town in the area of stormwater management. Existing services and facilities are anticipated to be adequate to meet the needs of the town over the planning period.

#### **4.2.18 Health and Child Care Facilities**

A full range of regional medical services are available in the City of Rhinelander through a variety of providers. Medical services are also available in the Town of Minocqua through the Marshfield Clinic. Medical services are also available in the Town of Woodruff through the Howard Young Medical Center. Medical services are also available in the Town of Three Lakes through the Aspires Clinic and the Family Health Clinic.

Maple Tree Day Care, located at 7260 Maple Road, (715) 499-0459, is the only commercial child care facility located in the Town of Lake Tomahawk.

No short term or long term needs have been identified by the town in the area of health and child care facilities. Existing services and facilities are anticipated to be adequate to meet the needs of the town over the planning period.

#### **4.3 Utilities and Community Facilities Goals and Objectives**

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

##### **Goal 1. Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.**

###### ***Objectives***

- 1.a. Monitor the adequacy of public utilities to accommodate anticipated future growth and desired economic development.
- 1.b. Consider the potential impacts of development proposals on the cost and quality of community facilities and services, and balance the need for community growth with the cost of providing services.
- 1.c. Improve the efficiency of the delivery of community services and operation of community facilities.
- 1.d. Ensure that fire and emergency service levels are appropriate for the existing and future needs and demands of the town and its land uses.
- 1.e. Seek increased levels of police and other law enforcement in the town as needed.
- 1.f. Explore opportunities to provide or improve town facilities, equipment, and services cooperatively with neighboring communities.
- 1.g. Develop an effective plan for dealing with solid waste disposal and recycling.

##### **Goal 2. Promote a variety of recreational opportunities within the community.**

###### ***Objectives***

- 2.a. Monitor the adequacy of park and recreational facilities to accommodate existing residents and anticipated future growth.
- 2.b. Maintain and improve existing public access to waterways.
- 2.c. Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.
- 2.d. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with the town's comprehensive plan.
- 2.e. Encourage the prevention & eradication of invasive species.

**Goal 3. Ensure proper disposal of wastewater to protect groundwater and surface water resources.**

***Objectives***

- 3.a. Consider the capacity of the soil to treat wastewater and the potential impacts to groundwater when reviewing a proposed development.
- 3.b. Explore alternative wastewater treatment options (i.e., new technologies, group sanitary systems, public sewer, etc.) where appropriate.

**Goal 4. Ensure that roads, structures, and other improvements are reasonably protected from flooding.**

***Objectives***

- 4.a. Support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.
- 4.b. Consider the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.
- 4.c. Prevent increased runoff from new developments to reduce potential flooding and flood damage.
- 4.d. Encourage the use of stormwater management practices to abate non-point source pollution and address water quality.

**4.4 Utilities and Community Facilities Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies

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that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies: Town Position**

- UCF1 New development shall not be approved unless it is first determined that adequate public facilities and services are currently available, are planned for the future, or are proposed for expansion or improvement as part of the development.
- UCF2 The town shall carefully manage growth and development in order to avoid significant increases in the demand for community services or facilities.
- UFC3 A proportional share of the cost of improvement, extension, or construction of public facilities will be borne by those whose land development and redevelopment actions made such improvement, extension, or construction necessary.
- UFC4 Suitable lands for neighborhood parks should be incorporated into the design of new residential subdivisions.
- UFC5 Target areas for future park sites in the town will include lake frontage.
- UFC6 In locations consistent with the comprehensive plan, the town will support efforts to expand public recreational resources such as parks, trails, waterway access, public hunting and fishing areas, wildlife viewing areas, and the like.
- UFC7 Funding for park land acquisition and improvement shall be budgeted annually.
- UFC8 Trail development projects supported by the town shall have a long term development plan that addresses ongoing maintenance and funding, presents solutions for possible trail use conflicts, and enhances opportunities for interconnected trail networks.
- UFC9 The town shall work with the Sanitary District to coordinate expansion of the district to accommodate development in the designated areas.
- UFC10 Sewer system and other utility assessment policies will encourage compact growth and discourage scattered development.

- UFC11 Substantial capital expenditures (such as the establishment of new facilities or services, or the major expansion or rehabilitation of existing facilities or services) will be supported by an approved Capital Improvement Plan.
- UFC12 The town will increase administrative facility and public building space as growth takes place and need warrants.
- UFC13 The town shall improve emergency service staffing, training, space, and equipment in order to achieve desired response times and increase the quality of service as growth takes place and need warrants.
- UFC14 The town will support efforts of the local school districts to improve educational services and facilities as growth takes place and need warrants.
- UFC15 The town will support and participate in public-private partnerships that connect the workforce development needs of local business and industry with high school and technical school skills training programs.
- UFC16 The town will support efforts to improve local library facilities and services as growth takes place and need warrants.
- UFC17 The town shall improve solid waste management and recycling services as growth takes place and need warrants.
- UFC18 The town shall support the clean-up and reuse of brownfield sites.
- UFC19 Transportation issues that affect the town and neighboring communities shall be jointly discussed and evaluated with that community and with the Oneida County Highway Department and the Wisconsin Department of Transportation, if necessary.
- UFC20 The town will participate in county-initiated efforts to inventory and assess existing and future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities.
- UFC21 Before the purchase of new community facilities or equipment or the reinstatement of service agreements, the community will pursue options for trading, renting, sharing or contracting such items from neighboring jurisdictions.
- UFC22 Opportunities for sharing community staff or contracting out existing staff availability should be pursued should the opportunity arise.
- UFC23 Community facilities that have available capacity should be considered for joint use with neighboring communities or community organizations.

UFC24 The town should consider intergovernmental and other cooperative options before establishing, reinstating, expanding or rehabilitating community facilities, utilities or services.

UFC25 The town should support the consolidation or shared provision of community services, where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized.

**Policies: Town Directive**

UFC26 Commercial and industrial development proposals will provide an assessment of potential impacts to the cost of providing community facilities and services.

UFC27 Development proposals will provide the community with an analysis of the potential outdoor recreation impacts including, but not necessarily limited to, potential impacts to wildlife habitat, surface water, interconnected green space corridors, wetlands, woodlands and other existing vegetation, public access, hunting opportunities, existing and proposed trails, and motorized recreational vehicle (ATV, snowmobile, etc.) use opportunities.

UFC28 New on-site sewage treatment facilities will not be allowed in the Sewer Service Area/Sanitary District.

UFC29 Existing on-site sewage treatment systems shall be connected with sanitary sewer service when it becomes available.

UFC30 Regular inspections of existing on-site sewage treatment systems shall be conducted within the Sewer Service Area/Sanitary District.

**Policies: Development Review Criteria**

UFC31 The owner or applicant of a land division shall meet with the Sanitary District Board if a proposed land division occurs within or in close proximity (guideline 500 feet) to the Sanitary District or the Sewer Service Area.

UFC32 A proposed land division in or near the Sanitary District or the Sewer Service Area shall be reviewed by the Sanitary District engineer to estimate the feasibility and cost of extending sewer service to the land division.

UFC33 A proposed land division in or near the Sanitary District or the Sewer Service Area shall not be approved by the town unless the sewer connection feasibility analysis has been completed and confirmation has been received from the Sanitary District.

UFC34 The cost of a feasibility analysis by the Sanitary District Engineer will be the responsibility of the applicant.

UFC35 New utility systems shall be required to locate in existing rights-of-way whenever possible.

UFC36 New telecommunication antennas and other devices shall be placed on existing towers to the maximum extent possible.

UFC37 Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties.

## **Recommendations**

- ◆ Modify the applicable land division ordinance to require the execution of a development agreement when ever public infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.
- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services.
- ◆ Create and annually update a detailed capital improvement plan that includes all transportation, utility, and other community service capital needs. The plan should prioritize short-term and long-term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available.
- ◆ Determine which lands within the community would enhance the park and open space system based on overall recommendations of the comprehensive plan. Attempt to acquire these lands.
- ◆ Develop a park and open space plan based on the comprehensive planning effort.
- ◆ Develop or update the Sewer Service Area plan based on the results of the comprehensive planning effort.
- ◆ Develop a master stormwater management plan for portions of the community where flooding is a problem or may become a problem as development takes place.
- ◆ Develop an official map to designate planned future rights-of-way for roads and utilities in areas of expected growth.
- ◆ Annually review intergovernmental agreements for their effectiveness and efficiency.
- ◆ Evaluate and provide constructive feedback to Oneida County on services provided to the town.

- ◆ Initiate a cooperative study of intergovernmental opportunities between the town of Lake Tomahawk and the towns of Cassian, Hazlehurst, Newbold, and Woodruff; Oneida County and the State of Wisconsin.
- ◆ Utilize intergovernmental efficiencies to provide needed service and facility improvements.
- ◆ Assess capacity and needs with regard to administrative facilities and services and public buildings every five years.
- ◆ Assess town staffing, equipment, and training levels annually.
- ◆ Evaluate fire protection staffing, training, and equipment needs annually.
- ◆ Support and participate in the organization of apprenticeship, on-the-job training, student touring and visitation, and student work-study programs with local industry, schools, and government.
- ◆ Modify the town land division ordinance to better achieve the preservation of outdoor recreational pursuits.
- ◆ Work with Oneida County to modify county zoning and land division ordinances to achieve the preservation of outdoor recreational pursuits.
- ◆ Require major land divisions, conditional uses, proposed utilities, and other substantial development projects to submit an assessment of potential impacts to outdoor recreational pursuits.
- ◆ Maintain open space and parkland through dedications, acquisitions, zoning, and the adoption of an official map delineating present and planned future parkland sites.
- ◆ Develop an official map to designate planned future parks and trails.

#### 4.5 Utilities and Community Facilities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

##### 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. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets and sidewalk improvements, development of community centers. Federal grant funds are available annually. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. The Wisconsin

Department of Commerce, Bureau of Community Finance should be contacted for further information at: (608) 266-2435, website:

<http://www.commerce.state.wi.us/CD/CD-bcf-cdbg-pf.html>

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

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information at:(608) 266-2435, website:

<http://www.commerce.state.wi.us/CD/CD-bcf-cdbg-pf.html>



## 5 Agricultural, Natural, and Cultural Resources

### 5.1 Agricultural, Natural, and Cultural Resources Plan

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the Town of Lake Tomahawk.

The *Agricultural, Natural, and Cultural Resources* element may be the most important element in the *Town of Lake Tomahawk Year 2030 Comprehensive Plan*. The town's vision statement and many of the issues and opportunities identified by the town during the planning process (refer to the *Issues and Opportunities* element) are related to these resources. The town is concerned with protecting the future of its vistas of open or green spaces, lakes and woodlands; protecting surface water and groundwater and overall, preserving the town's northwoods character.

The town's primary focus is to protect its northwoods character while also allowing for reasonable and well-planned development. Higher density residential development is planned in limited locations while lower density development would be allowed in some of the town's open areas with the use of careful site planning. Key components of the town's approach include promoting conservation and cluster development, establishing a system for site plan review, and maintaining an overall low density of development. Under site planning, the placement of homes and businesses on a particular parcel would be evaluated against the town's natural and agricultural resource protection policies. Many of the same tools that will be used to protect the town's northwoods character will also be used to protect natural and cultural resources.

### 5.2 Agricultural and Natural Resources Inventory

#### 5.2.1 Prime Agricultural Soils

The soils in Oneida County are classified by the United States Department of Agriculture to represent different levels of agricultural use. Class I, II, or III soils are all considered good soils for agricultural production. This classification system is based on criteria of production potential, soil conditions, and other basic production related criteria. All the soils classified as Class I and Class II are identified as prime agricultural soils. Whereas only some of the Class III soils are considered prime agricultural soils and the remaining soil is considered farmland of statewide importance.

The vast majority of the Town of Lake Tomahawk landscape has many steep sloped areas, poor agricultural soils and a poor climate for intensive food crop production. As such, farming is not a major component of the Town of Lake Tomahawk's economy.

## **5.2.2 Forests**

According to the Existing Land Use map (Map 8-1), there are over 20,713 acres of woodlands in the Town of Lake Tomahawk. The primary value of these woodlands as landscape features is tied to outdoor recreation, aesthetics, and environmental benefits. There is economic potential from the standpoint of harvesting pulp or timber, since the town's remaining woodlots are held in County, State and National Forest lands. Many contain residential development or are located in public recreation or wetland areas. Refer to Map 8-2 for the locations of forested lands in the town.

## **5.2.3 Metallic and Non-metallic Mineral Resources**

There are currently no metallic or non-metallic mines in the Town of Lake Tomahawk.

Wisconsin Administrative Code NR 135 requires that all counties adopt and enforce a Nonmetallic Mining Reclamation Ordinance that establishes performance standards for the reclamation of active and future nonmetallic mining sites. It is intended that NR 135 will contribute to environmental protection, stable non-eroding sites, productive end land use, and the potential to enhance habitat and increase land values and tax revenues. Oneida County has a Non-metallic Mining Ordinance as part of its adopted County Zoning and Shoreland Protection Ordinance. The purpose of this ordinance is to establish a local program to ensure the effective reclamation of non-metallic mining sites in Oneida County.

## **5.2.4 Wetlands**

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

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers, and streams cleaner and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies. Groundwater discharge from wetlands is common 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 community that identify wetlands two acres and larger. The wetland inventory map should be consulted whenever development proposals are reviewed in order to identify wetlands and to ensure their protection from development.

There are approximately 3,034 acres of wetlands in the Town of Lake Tomahawk. The general locations of wetlands two acres and larger are shown on Water Features Map 5-1.

### **5.2.5 Floodplains**

There are approximately 1,501 acres of floodplain in the Town of Lake Tomahawk. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in floodplain should be discouraged and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Wisconsin Statute 87.30 requires counties, cities, and villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. The floodplain areas are near most of the wetland areas in the town. The floodplain areas of the Town of Lake Tomahawk are shown on Map 5-1.

### **5.2.6 Watersheds and Drainage**

The Town of Lake Tomahawk is located within three watersheds including the Upper Tomahawk River, the Rhinelander Flowage and the Middle Tomahawk River Watersheds. Flood Hazard Areas are delineated on the Water Features Map 5-1.

### **5.2.7 Surface Water Features**

There are approximately 3,329 acres of surface water in the Town of Lake Tomahawk. The most prominent water features are Tomahawk Lake located in the north central portion of the town, Horsehead Lake located in the east central portion of the town, South and North Two Lakes located in the central portion of the town, and Little Tomahawk Lake and Big Carr Lake located in west central portion of the town. According to the WDNR Lake Book, Tomahawk Lake is approximately 3,392 acres and has a maximum depth of 84 feet. Muskie, Northern Pike, Walleye, Large Mouth Bass, Small Mouth Bass and Pan fish are typically the fish species found in the lake. The most prominent local streams include Horsehead Creek and McNaughton Creek. There are many other unnamed and intermittent streams located in the town's valleys and wetland areas.

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# Map 5-1 Water Features

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### **5.2.8 Groundwater Resources**

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

Within Oneida County there are areas that have natural occurring and human influenced well contaminations. As such, the town should work with Oneida County to continually monitor the quality and quantity of groundwater in the town.

### **5.2.9 Environmental Corridors/Sensitive Areas**

Environmental corridors are continuous systems of open space that often include environmentally sensitive lands including woodlands, wetlands and habitat areas, natural and cultural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. Environmental corridors serve multiple functions. Protection and preservation of environmental corridors contribute to water quality through reduction of nonpoint source pollution and protection of natural drainage systems. Environmental corridors can also protect and preserve sensitive natural resource areas, such as wetlands, floodplains, woodlands, steep slopes, native grasslands, prairies, prairie savannas, groundwater recharge areas, and other areas that would impair habitat and surface or groundwater quality if disturbed or developed. The Water Features Map (Map 5-1), delineates wetland and shoreland corridors within the Town of Lake Tomahawk. Wetlands and Shorelands are currently regulated by the State of Wisconsin and Oneida County, which set limitations for building site development in these areas. The Town of Lake Tomahawk does not intend to regulate these areas beyond established Wisconsin State and Oneida County controls.

### **5.2.10 Wildlife Habitat and Recreational Areas**

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. The wetland areas of the Town of Lake Tomahawk are particularly accommodating to many types of waterfowl, such as geese, ducks, herons, egrets, and swans. The Town of Lake Tomahawk is also home to the typical upland animals of northern Wisconsin, including deer, rabbit, fox, raccoon, squirrel, and muskrat.

The Wisconsin Department of Natural Resources identifies State Natural Areas, which are defined as tracts of land in a natural or near natural state and which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. There are two State Natural Areas in the Town of Lake Tomahawk: **Wind Pudding Lake** which can be accessed by taking the intersection of County D and State Highway 47 south of Lake Tomahawk, go west on D 3.4 miles, then southeast on Bluebird Road 1.1 miles, then south on an access road 0.2 mile to a fork in the road.

Take the right fork to the lake. **Two Lakes Pine-Oak Forest** which can be accessed by starting at the intersection of Highway 47 and County D in Lake Tomahawk, go south on 47 0.6 miles, then west and south on County D 3.4 miles, then east on Wil Jo Road 0.3 miles to the west edge of the site. Both of these State of Wisconsin natural areas are located within the Northern Highland-American Legion State Forest, which encompasses a great majority of the Town of Lake Tomahawk.

### **5.2.11 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.

Table 5-1 shows the rare, threatened, and endangered species that may be found in the Town of Lake Tomahawk and/or Oneida County.

Table 5-1  
Rare, Threatened, and Endangered Species, Oneida County

	Wisconsin Status	Taxa
A Predaceous Diving Beetle	SC/N	Beetle
Adder's-tongue	SC	Plant
Alder Thicket	NA	Community
Algae-like Pondweed	THR	Plant
Alpine Cotton-grass	SC	Plant
American Bittern	SC/M	Bird
American Marten	END	Mammal
Arctic Shrew	SC/N	Mammal
Bald Eagle	SC/P	Bird
Bird Rookery	SC	Other
Black Meadowhawk	SC/N	Dragonfly
Black Spruce Swamp	NA	Community
Black Tern	SC/M	Bird
Black-throated Blue Warbler	SC/M	Bird
Blanding's Turtle	THR	Turtle
Boreal Chickadee	SC/M	Bird
Brown Beakrush	SC	Plant
Bullfrog	SC/H	Frog
Cerulean Warbler	THR	Bird
Common Bog Arrow-grass	SC	Plant
Cyrano Darner	SC/N	Dragonfly
Deam's Rockcress	SC	Plant
Dorcas Copper	SC/N	Butterfly
Eastern Floater	SC/H	Mussel
Elktoe	SC/H	Mussel
Emergent Marsh – Wild Rice	NA	Community
Fairy Slipper	THR	Plant
Farwell's Water-milfoil	SC	Plant
Four-toed Salamander	SC/H	Salamande
Frawell's Water-milfoil	SC	Plant
Freija Fritillary	SC/N	Butterfly
Gray Wolf	SC/P	Mammal
Greater Redhorse	THR	Fish
Henry's Elfin	SC/N	Butterfly
Hidden-fruited Bladderwort	SC	Plant
Hooker Orchis	SC	Plant
Lake-Deep, Soft, Seepage	NA	Community
Lake-Deep, Very Soft, Seepage	NA	Community

	Wisconsin Status	Taxa
Lake-Shallow, Soft, Drainage	NA	Community
Lake-Soft Bog	NA	Community
Lakota Crescent	SC/N	Butterfly
Large Roundleaf Orchid	SC	Plant
Large Water-starwort	THR	Plant
Large-flowered Ground-cherry	SC	Plant
Le Conte's Sparrow	SC/M	Bird
Long-eared Owl	SC/M	Bird
Marsh Ragwort	SC	Plant
Marsh Willow-herb	SC	Plant
Mink Frog	SC/H	Frog
Mottled Darner	SC/N	Dragonfly
Muskeg	NA	Community
Northeastern Bladderwort	SC	Plant
Northern Black Currant	SC	Plant
Northern Dry Forest	NA	Community
Northern Dry-mesic Forest	NA	Community
Northern Mesic Forest	NA	Community
Northern Ringneck Snake	SC/H	Snake
Northern Sedge Meadow	NA	Community
Northern Wet Forest	NA	Community
Northern Yellow Lady's-slipper	SC	Plant
Open Bog	NA	Community
Osprey	THR	Bird
Pale Beardtongue	SC	Plant
Pirate Perch	SC/N	Fish
Poor Fen	NA	Community
Purple Bladderwort	SC	Plant
Purple Clematis	SC	Plant
Pygmy Shrew	SC/N	Mammal
Pygmy Snaketail	THR	Dragonfly
Red-disked Alpine	SC/N	Butterfly
Red-shouldered Hawk	THR	Bird
Redside Dace	SC/N	Fish
Robbins' Spikerush	SC	Plant
Round Pigtoe	SC/H	Mussel
Sheathed Sedge	SC	Plant
Showy Lady's-slipper	SC	Plant
Shrub-carr	NA	Community
Sparse-flowered Sedge	SC	Plant
Sparse-flowered Wedge	SC	Plant
Springs and Spring Runs, Soft	NA	Community
Spruce Grouse	THR	Bird

	Wisconsin Status	Taxa
Stream-Slow, Hard, Cold	NA	Community
Stream-Slow, Soft, Warm	NA	Community
Submergent Marsh	NA	Community
Swamp-pink	SC	Plant
Tufted Bulrush	THR	Plant
Vasey's Pondweed	SC	Plant
Water Shrew	SC/N	Mammal
Water-thread Pondweed	SC	Plant
Wood Turtle	THR	Turtle
Woodland Jumping Mouse	SC/N	Mammal
Yellow Rail	THR	Bird

Source: Wisconsin Department of Natural Resources.

### 5.3 Cultural Resources Inventory

Cultural resources include historic places, archeological sites, museums and other community resources, and other places that might be of local cultural significance. Refer to Map 5-6 for the locations of cultural resources in the Town of lake Tomahawk.

#### 5.3.1 State and National Register of Historic Places

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 on 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. Within the town of Lake Tomahawk, two sites are listed on the Wisconsin State Register of Historic Places: The first site titles TOM 2 Site, is a prehistoric camp site of indigenous peoples. The site location is restricted. The second site is the Tomahawk Lake Camp Historic District, located at 8500 Raven Road, and is a collection of ten buildings that served as a medical sanatorium between 1914 and 1941, and built in the Tudor Revival and Bungalow/Craftsman style of architecture.

#### 5.3.2 Wisconsin Architecture & History Inventory

The Wisconsin Architecture & History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. Listed properties convey no special status, rights, or benefits. These sites should be periodically reviewed for possible designation on state or national registers.

According to the AHI, the Town of Lake Tomahawk has several sites on the Wisconsin Architecture & History Inventory. Although limited information is available the sites are identified as follows.

- ◆ Clap Board House located at Fawn Lake Road 1.6 miles west of State Highway 47.
- ◆ Ranger Station in the American Legion State Forest; built in the Astylistic Utilitarian style in 1935.
- ◆ Seventeen buildings within the McNaughton State Camp and Farm Site, Built from 1920 through 1928 in the Craftsman, Front Gabled, Side Gabled and Astylistic Utilitarian Building style.
- ◆ Clapboard House located on Two Lakes Road, 2 miles south of County Highway D.
- ◆ Drop Sided House located at 6020 Lakewood Road, 1.3 miles south of County Highway D, build in the Side Gabled style.
- ◆ Froh’s Hideway Motel, located on Sand Lake Road, 4.5 miles east of US Highway 51. This is a log structure, classified as a Rustic Style.
- ◆ Lake Tomahawk Ranger Station – storage building, located at 7271 Main Street. This is a Clapboard building, constructed in 1944 in the Astylistic Utilitarian style.
- ◆ Lake Tomahawk Ranger Station, located at 7271 Main Street. This Rock-Faced Concrete Block Building was constructed as part of the WPA program in 1935 in the Astylistic Utilitarian style.

### **5.3.3 Community Design**

Community design as a cultural resource helps explain the origins and history of how a given community looks, feels, and functions in the present day. Components of the origin of community design include historic settlement patterns, resource use (like mining, farming, and forestry) in rural areas, the industries and businesses that influenced urban areas, transportation features and traffic flow patterns, natural features like rivers, lakes, and wetlands, and the heritage and values of the people who lived in a community in the past and who live there today. These factors might be expressed through street layout, building architecture, landscaping, preservation of natural features, development density, and other components of development design. The design of a community as seen today might also be influenced by community decisions including the use of zoning and subdivision controls, the establishment of parks and other community facilities, the use of historic preservation, and in some cases, the use of land use planning.

Citizens of the Town of Lake Tomahawk tend to describe the present design of their community as being tied to “northwoods character” or “small town atmosphere.” With a focus on the

positive aspects of community design, the Town of Lake Tomahawk further defines northwoods character to include scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, woodlots, small businesses, and quiet enjoyment of these surroundings.

## 5.4 Agricultural, Natural, and Cultural Resources Goals and Objectives

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

### **Agriculture**

**Goal 1. Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.**

#### *Objectives*

- 1.a. Allow for the opportunity to accommodate creative and unique forms of agriculture.

### **Natural Resources**

**Goal 1. Balance future development with the protection of natural resources.**

#### *Objectives*

- 1.a. Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, and woodlands.
- 1.b. Direct future growth away from wetlands, floodplains, steep slopes, and areas of exposed bedrock.
- 1.c. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP) and conservation easements.
- 1.d. Decrease sources of non-point source water pollution.
- 1.e. Encourage the preservation of natural buffers and building setbacks between intensive land uses and surface water features.

**Goal 2. Preserve open space areas and woodlands for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.**

#### *Objectives*

- 2.a. Manage growth to protect large, interconnected open space corridors.
- 2.b. Manage growth to protect small, isolated open spaces with aesthetic qualities that contribute to community character.

- 2.c. Conserve large contiguous wooded tracts in order to reduce forest fragmentation and maximize woodland interiors.

## **Cultural Resources**

**Goal 1. Preserve rural character as defined by scenic beauty, a variety of landscapes, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.**

### ***Objectives***

- 1.a. Consider the potential impacts of development proposals on those features that the town values as a part of its character and identity.
- 1.b. Discourage rural blight including the accumulation of junk vehicles, poorly maintained properties, and roadside litter.
- 1.c. Encourage efforts that promote the history, culture, and heritage, of the town.

## 5.5 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to the implementation chapter for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies: Town Position**

ANC1 Development proposals in lake areas will demonstrate compliance with the Oneida County Shoreland Zoning Ordinance and Shoreland Protection Manual.

ANC2 Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to forest lands.

- ANC3 Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography.
- ANC4 Planned utilities, service facilities, and roads shall be designed to limit the potential negative impacts to historic and archeological sites.
- ANC5 Wisconsin Department of Natural Resources Best Management Practices will be utilized to the maximum extent possible for activities approved in the community's forests and wetlands.
- ANC6 Solid and hazardous waste handling and disposal sites shall be located and designed to cause no harm to surface water and groundwater. They should be located outside of municipal wellhead protection areas and in areas of low to moderate groundwater contamination risk.

**Policies: Town Directive**

- ANC7 Municipal wellhead protection shall be a priority when reviewing development proposals.
- ANC8 The town will maintain an inventory of historically significant homes, historic sites, archeological sites, and other cultural resources to ensure that these places are accurately identified and to help promote and target preservation and rehabilitation efforts.
- ANC9 All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems.

**Policies: Development Review Criteria**

- ANC10 Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties.
- ANC11 New utility systems shall be required to locate in existing rights-of-way whenever possible.
- ANC12 Planned utilities, service facilities, and roads shall be designed to limit the potential negative impacts to northwoods character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.

- ANC13 Development occurring within or near natural resources will incorporate those resources into the development rather than harm or destroy them.
- ANC14 Development occurring within or near historic and archeological sites will incorporate those resources into the development rather than harm or destroy them.
- ANC15 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts historic and archeological sites.
- ANC16 Development proposals will provide the community with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, steep slopes, woodlands, and other existing vegetation.
- ANC17 Development proposals shall address stormwater management, construction site erosion control, and potential increased risk of flooding.
- ANC18 Development proposals will provide the community with an analysis of the potential cultural resources impacts including, but not necessarily limited to, potential impacts to historic sites, archeological sites, and other cultural resources.
- ANC19 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography.
- ANC20 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to northwoods character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.
- ANC21 Conservation and cluster design will be utilized in proposed major land divisions to minimize the negative impacts to (agriculture/ while accommodating residential development.
- ANC22 Conservation design shall be utilized in proposed major land divisions to minimize the negative impacts to rural character including (natural resources, green space, farmland, woodlands, and scenic beauty) while accommodating residential development.
- ANC23 Conservation design shall be utilized in proposed major land divisions to minimize the negative impacts to historic and archeological sites while accommodating residential development.
- ANC24 New residential development shall be placed on the landscape in a fashion that preserves productive forests, reduces forest fragmentation, and prevents conflicts between land uses.

## Recommendations

- ◆ Work with Oneida County to modify county zoning and land division ordinances to achieve the preservation of forest lands.
  - ◆ Work with Oneida County to modify county zoning and land division ordinances to achieve the protection of natural resources and green space.
  - ◆ Modify County land division ordinance to better achieve the protection of rural character.
  - ◆ Work with Oneida County to modify county zoning and land division ordinances to achieve the protection of rural character.
  - ◆ Modify County land division ordinance to better achieve the protection of cultural resources.
  - ◆ Work with Oneida County to modify county zoning and land division ordinances to achieve the protection of cultural resources.
  - ◆ Create a local historic preservation ordinance that recognizes the historic sites in the town.
  - ◆ Utilize site planning and limits of disturbance regulations to preserve forest lands.
  - ◆ Utilize site planning and limits of disturbance regulations to protect natural resources and green space.
  - ◆ Utilize site planning and limits of disturbance regulations to protect rural character by reducing the visual impacts of development.
  - ◆ Utilize site planning and limits of disturbance regulations to protect cultural resources.
  - ◆ Require all major land divisions to utilize cluster and conservation design for the protection of natural resources and green space.
  - ◆ Require all major land divisions to utilize conservation design on sites where cultural resources are present.
  - ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential natural resources impacts/and multiple site development alternatives as part of the development review process.
  - ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential cultural resources impacts/and multiple site development alternatives as part of the development review process.
-

- ◆ Conduct an inventory of scenic views and viewsheds.
- ◆ Conduct a community character inventory that identifies the unique places and positive characteristics of the community.
- ◆ Conduct a community survey of historical and archeological resources at least once every 20 years.
- ◆ Create a local purchase or transfer of development rights program and apply it to purchase of private property for development.
- ◆ Work with Oneida County to create a county wide purchase or transfer of development rights program.
- ◆ Maintain an up to date inventory of active farms, feedlots, and manure storage facilities.
- ◆ Utilize overlay zoning to protect the natural resources included in all areas.
- ◆ Modify local building codes and applicable land division and zoning ordinances to include improved stormwater management and construction site erosion control requirements.
- ◆ Require all major land divisions to utilize conservation design for the protection of rural character.
- ◆ Maintain the map and database of historic and archeological sites.

## 5.6 Agriculture, Natural, and Cultural Resources Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

### Wisconsin Act 307 – Notification to Nonmetallic Resource Owners

This Act amends portions of the Wisconsin Comprehensive Planning Law to increase communication and notification of local planning with owners of nonmetallic mineral sites. Public participation procedures must now include written procedures describing the methods the local government will use to distribute proposed, alternative, or amended elements of a plan to owners of property, or to persons who have a leasehold interest in property, which may extract nonmetallic mineral resources on the property. This is only required if the comprehensive plan changes the allowable use or intensity of use of the given property. Wisconsin Act 307 also added provisions to the Comprehensive Planning Law detailing that prior to a public hearing written notice shall be provided to property owners or operators with an interest in nonmetallic mineral resources.

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

Whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property the Office of Preservation Planning of the Wisconsin Historical Society can assist. Phone Number: (608) 264-6493

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

### Wisconsin Farmland Preservation Program

The purpose of the program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Contact: County Land Conservation Department, Wisconsin Department of Agriculture, or Oneida County Planning and Development Department.

### Conservation Reserve Program (CRP)

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. Ten year or 15 year contract if planting hardwood trees is required and it is transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.



## 6 Economic Development

### 6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Potential issues and opportunities in the Town of Lake Tomahawk related to economic development include enhancing the community's competitiveness for attracting and retaining businesses, establishing a commercial and industrial development strategy, policies and design standards, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of the Town of Lake Tomahawk and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward. Economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- ◆ Knowing the region's economic function in the global economy
- ◆ Creating a skilled and educated workforce
- ◆ Investing in an infrastructure for innovation
- ◆ Creating a great quality of life
- ◆ Fostering an innovative business climate
- ◆ Increased use of technology and cooperation to increase government efficiency
- ◆ Taking regional governance and collaboration seriously

The Town of Lake Tomahawk's plan for economic development reflects the desire to preserve its northwoods character, forest products, tourist and service-based economy. The town plays a critical role in the agricultural/forest products economy and tourist economy by providing the land base to support efficient forest production and a critical mass of forests to support the array of local agricultural support businesses and institutions. These support businesses and institutions include hardware and retail stores, taverns and eating establishments, food service, implement dealers, equipment suppliers, financial institutions, business consultants, loggers and wood processors, trucking transport and logistical support, educational institutions, and many others. This combination of factors makes forest products, services and tourism basic industries in the local and regional economy, meaning that dollars produced directly by forests and tourism have a multiplier effect benefiting many other related businesses and industries.

Non-farm employment, business development, and other economic opportunities are primarily provided by the surrounding urban areas. The town recognizes that nearly half of its residents are employed in Educational, Health and Social Services and the Retail Trade sectors. While the bulk of these jobs are located outside of the town, the town can serve a critical role in providing quality, affordable places to live, which is a critical component of regional economic development.

As economic development takes place, it is the town's desire to retain its northwoods character and quality of life. A primary concern in this area is that any new business development utilizes high quality building and site design that preserves and enhances the aesthetics and northwoods character of the town. The town's *Economic Development* policies and recommendations provide guidance for creating a system of site and architectural design review for this purpose.

## 6.2 Economic Characteristics

### 6.2.1 Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, Oneida County has had a high concentration of employment in the manufacturing and agricultural/forestry 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 the aging of the population and is reflective of the trends witnessed in the Town of Lake Tomahawk, Oneida County and the State of Wisconsin.

Table 6-1 displays the number and percent of employed persons by industry group in the Town of Lake Tomahawk and Oneida County for 2000.

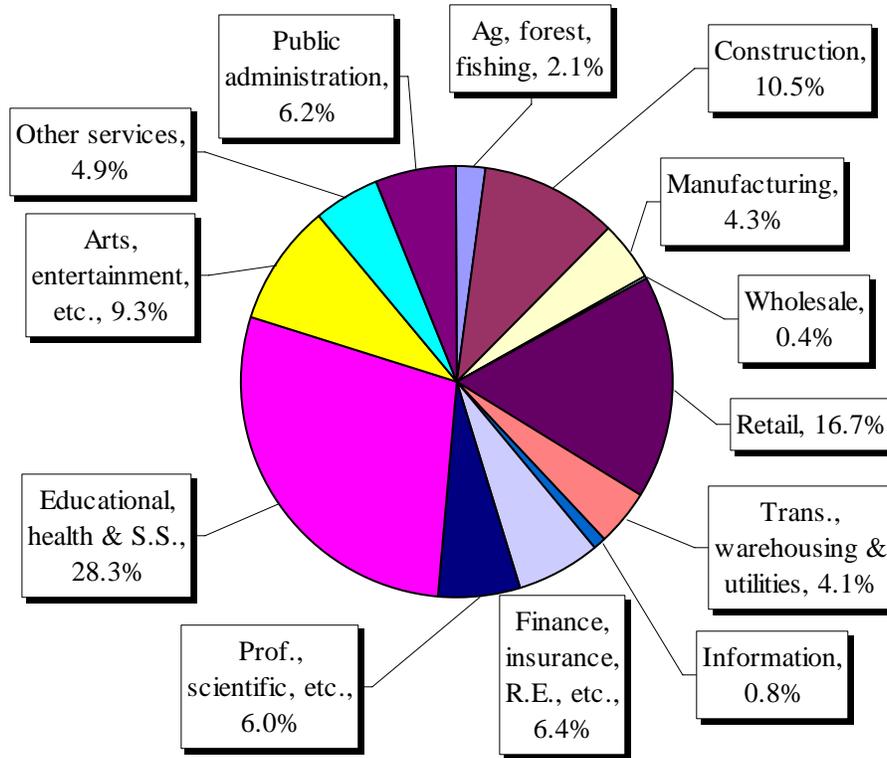
Table 6-1  
Employment by Industrial Sector, Town of Lake Tomahawk  
and Oneida County, 2000

Industry	Town of Lake Tomahawk		Oneida County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	11	2.1%	526	3.1%
Construction	54	10.5%	1,455	8.5%
Manufacturing	22	4.3%	2,080	12.1%
Wholesale trade	2	0.4%	425	2.5%
Retail trade	86	16.7%	2,815	16.4%
Transportation and warehousing, and utilities	21	4.1%	689	4.0%
Information	4	0.8%	434	2.5%
Finance, insurance, real estate, and rental and leasing	33	6.4%	636	3.7%
Professional, scientific, management, administrative, and waste management services	31	6.0%	898	5.2%
Educational, health and social services	146	28.3%	3,953	23.0%
Arts, entertainment, recreation, accommodation and food services	48	9.3%	1,694	9.8%
Other services (except public administration)	25	4.9%	733	4.3%
Public administration	32	6.2%	861	5.0%
<b>Total</b>	<b>515</b>	<b>100.0%</b>	<b>17,199</b>	<b>100.0%</b>

Source: U.S. Bureau of the Census, 2000 (STF-3).

The Educational, Health and Social Services sector supplied the most jobs (28.3%) and Retail Trade provided the second most jobs (16.7%) in the Town of Lake Tomahawk. The greatest percentage of employment for the county was also in the Educational, Health and Social Services sector (23.0%), followed by Retail Trade (16.4%). The Manufacturing sector provided 12.1% of the employment by industry in the county. However, in the Town of Lake Tomahawk this sector only claims 4.3% of employment. Therefore, manufacturing could represent a potential growth sector for the Town of Lake Tomahawk. Figure 6-1 also displays employment by industry for the Town of Lake Tomahawk in 2000.

Figure 6-1  
 Employment by Industry, Town of Lake Tomahawk, 2000



Source: U.S. Bureau of the Census, 2000 (STF-3).

### 6.2.2 Employment by Occupation

The previous section, Employment by Industry, described employment by the type of business, industry, or sector of commerce. What people do, or what their occupation is within those sectors, can also reveal factors that influence incomes and overall employment. Table 6-2 displays the number and percent of employed persons by occupation in the Town of Lake Tomahawk and Oneida County for 2000.

Table 6-2  
Employment by Occupation, Town of Lake Tomahawk  
and Oneida County, 2000

Occupation	Town of Lake Tomahawk		Oneida County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	167	32.4%	5,117	29.8%
Service occupations	103	20.0%	2,747	16.0%
Sales and office occupations	121	23.5%	4,465	26.0%
Farming, fishing, and forestry occupations	0	0.0%	268	1.6%
Construction, extraction, and maintenance occupations	83	16.1%	1,998	11.6%
Production, transportation, and material moving occupations	41	8.0%	2,604	15.1%
<b>Total</b>	<b>515</b>	<b>100.0%</b>	<b>17,199</b>	<b>100.0%</b>

Source: U.S. Bureau of the Census, 2000 (STF-3).

Management, Professional, and Related Occupations accounted for 32.4% of the employment by occupation in the Town of Lake Tomahawk. The occupation with the greatest percentage of employment in Oneida County was also in Management, Professional, and Related Occupations, accounting for 29.8% of total employment. In the Town of Lake Tomahawk, Sales and Office Occupations contained the second greatest percentage with 23.5% of employment by occupation for the town. The county had 26% of its residents employed in the Sales and Office Occupations. A likely cause of the town's higher concentration on Management, Professional, and Related Occupations is the amount of lake homes and the town's quaint northwoods character. The Town of Lake Tomahawk's higher housing costs tend to attract those in management and professional occupations. This is also supported by the town's median household income which is higher in comparison with the county as a whole.

### 6.2.3 Income

Table 6-3 displays the 1999 household income and median household income for the Town of Lake Tomahawk and Oneida County as reported by the 2000 Census.

Table 6-3  
Household Income, Town of Lake Tomahawk  
and Oneida County, 1999

	Town of Lake Tomahawk		Oneida County	
	Number	% of Total	Number	% of Total
Less than \$10,000	26	5.7%	1,322	8.6%
\$10,000 to \$14,999	27	5.9%	1,170	7.6%
\$15,000 to \$24,999	72	15.8%	2,342	15.3%
\$25,000 to \$34,999	67	14.7%	2,336	15.2%
\$35,000 to 49,999	145	31.8%	2,834	18.5%
\$50,000 to \$74,999	66	14.5%	3,080	20.1%
\$75,000 to \$99,999	33	7.2%	1,257	8.2%
\$100,000 to \$149,999	11	2.4%	619	4.0%
\$150,000 or More	9	2.0%	372	2.4%
<b>Total</b>	<b>456</b>	<b>100.0%</b>	<b>15,332</b>	<b>100.0%</b>
<b>Median Household Income</b>	<b>\$38,065</b>		<b>\$37,619</b>	

Source: U.S. Bureau of the Census, 2000 (STF-3).

The highest percentage (31.8%) of residents in the Town of Lake Tomahawk had a household income between \$35,000 to \$49,999. This percentage is significantly above Oneida County's percentage for the same income. The next largest percentage (15.8%) of household income for Lake Tomahawk was \$15,000 to \$24,999. Approximately 2.4% of the households in the town had a household income of \$100,000 or greater; this is slightly lower than the county's rate of 4%. The median household income for the Town of Lake Tomahawk was \$38,065. The median income for Oneida County was lower at \$37,619.

#### **6.2.4 Educational Attainment**

Table 6-4 indicates the education levels for the Town of Lake Tomahawk and Oneida County.

Table 6-4  
Educational Attainment, Town of Lake Tomahawk  
and Oneida County, 2000

Attainment Level	Town of Lake Tomahawk		Oneida County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	42	4.9%	1,160	4.4%
9th grade to 12th grade, no diploma	87	10.1%	2,791	10.6%
High school graduate (includes equivalency)	344	40.0%	9,648	36.5%
Some college, no degree	157	18.2%	5,733	21.7%
Associate degree	68	7.9%	1,837	6.9%
Bachelor's degree	112	13.0%	3,444	13.0%
Graduate or professional degree	51	5.9%	1,836	6.9%
<b>Total Persons 25 and over</b>	<b>861</b>	<b>100.0%</b>	<b>26,449</b>	<b>100.0%</b>

Source: U.S. Bureau of the Census, 2000 (STF-3).

Approximately 40% of Lake Tomahawk residents have attained a high school level education, comparable to the 36.5% in Oneida County with the same education level. The second largest percentage (18.2%) of education attainment in the Town of Lake Tomahawk is some college, no degree. The Town of Lake Tomahawk has 13% of its residents obtaining a bachelor's degree, which is identical to the County's percentage of 13%.

### 6.3 Employment Forecast

An important feature of determining the economic health and future of Oneida County and its communities is to determine the amounts and types of jobs currently available as well as to make predictions. Oneida County has unique economic features as well as similarities to the region in which it is located. The county not only has ties locally, but statewide and nationwide. Trends that occur in the United State or internationally affect the State of Wisconsin and eventually trickle down to local level economies.

In November of 2003, the Wisconsin Department of Workforce Development (WDWD) released a report titled *Wisconsin Projections 2000-2010: Employment in Industries and Occupations*, which examined jobs in over 70 industries and 750 occupations. Many of the projections and estimates provided in the report will affect the local and county economies.

Overall, the number of jobs in Wisconsin is expected to grow by 9.6%. While employment in Wisconsin's manufacturing sector has shrunk in the past few years, this sector is anticipated to gain back some of the jobs lost since 2000. The manufacturing industries projected to add the most jobs are lumber and wood products, furniture and fixtures, and food and kindred products.

The manufacturing industries expected to lose the most jobs are industrial machinery and equipment, primary metal, and electronic and other electrical equipment.

The services sector will be the job growth leader, spurred on by the aging of Wisconsin's population, technological innovations in health services and computer services, and continued outsourcing of business functions. Over 70% of the new jobs in the services sector will be in health, business, educational, or social services. Another sector expected to add numerous jobs is retail trade. This increase is expected due to population and tourism growth, and the likelihood that people will continue to prepare fewer meals at home.

## 6.4 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Town of Lake Tomahawk and its economy provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. The economic strengths and weaknesses of the town are as follows:

### 6.4.1 Strengths

- ◆ Great quality of life
- ◆ Natural resources
- ◆ Tourism
- ◆ Fresh water and air
- ◆ Abundant wildlife
- ◆ Recreational activities (boating, fishing and skiing)
- ◆ Low crime rate
- ◆ Low housing costs
- ◆ Location on highway 47 between Lake Tomahawk and Minocqua
- ◆ Town has a "Blank Slate" to start with
- ◆ Small town atmosphere
- ◆ Sewer system with capacity
- ◆ Active service groups – Lions, clubs, fire department, etc.
- ◆ A volunteer community (esprit de corps)
- ◆ Access to educational opportunities - U.W. Extension and technical college
- ◆ Low taxes
- ◆ Good road system

### 6.4.2 Weaknesses

- ◆ Low wages
- ◆ Lack of lodging
- ◆ Lack of a conference center
- ◆ Lack of public transportation
- ◆ Shrinking population
- ◆ Downtown appearance (sidewalks, streets, curb and gutter)

- ◆ Inter-city street conditions (Iris St. and Lily St.)
- ◆ Lack of design standards (building appearances)
- ◆ Lack of cohesion between downtown businesses
- ◆ Invasive species (water and forest)
- ◆ Need more amenities/activities for youth
- ◆ Short-term fuel prices

## 6.5 Desired Business and Industry

Similar to most communities, the Town of Lake Tomahawk would welcome most economic opportunities that do not sacrifice community's northwoods character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies, and more specifically with the following. Desired types of business and industry in the Town of Lake Tomahawk include, but are not necessarily limited to:

- ◆ Business and industry that retain the northwoods character of the community.
- ◆ Business and industry that utilize high quality and attractive building and landscape design.
- ◆ Home-based businesses that blend in with residential land use and do not harm the surrounding neighborhood or northwoods character.
- ◆ Business and industry that fill a unique niche in the town and complement the northwoods nature.
- ◆ Business and industry that capitalize on community strengths.
- ◆ Business and industry that do not exacerbate community weaknesses.

## 6.6 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the Future Land Use map (Map 8-3) for the Town of Lake Tomahawk. It is the town's desire that most future business development be directed to areas designated as Commercial or Industrial on the Future Land Use map. This includes undeveloped acreage of the town along State Highway 47, which is anticipated to be adequate to meet the demand for such land uses over the course of the planning period. For further detail on the supply and demand of commercial and industrial land, refer to Section 8.5 of the *Land Use* element.

### 6.6.1 Environmentally Contaminated Sites for Commercial or Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) encourage the clean-up and use of environmentally contaminated sites for commercial and industrial use. The WDNR has created the Bureau for Remediation and Redevelopment Tracking System (BRRTS) which identifies environmentally contaminated sites for communities in Wisconsin.

According to the BRRTS database, there are 37 environmentally contaminated sites in Oneida County which are in need of further clean-up or where clean-up is in process. In the Town of Lake Tomahawk only two sites were identified. Both sites are identified as leaking underground

storage tank and are in the process of remediation. For more information on the BRRTS database visit the WDNR web-site under the Remediation and Redevelopment Program.

## 6.7 Economic Development Goals and Objectives

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

### **Goal 1. Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.**

- 1.a. Maintain and support agriculture, tourism, and related support services as strong components of the local economy.
- 1.b. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
- 1.c. Encourage efforts that distinguish and promote features unique to the town.
- 1.d. Support business retention, expansion, and recruitment efforts that are consistent with the town's comprehensive plan.
- 1.e. Support local employment of area citizens.

## 6.8 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines. The town's policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies: Town Position**

- ED1 The community shall support new business development efforts that are consistent with the comprehensive plan.
- ED2 The community will pursue economic development efforts which strengthen and diversify the existing economic base before pursuing time consuming, and often expensive, business recruitment efforts.
- ED3 The community should pursue the development of a more detailed plan for land use, infrastructure, and economic development along the Highway 47 and Highway D corridor.

### **Policies: Town Directive**

- ED4 The community will work with the Oneida County Economic Development Corporation as a resource to achieve its economic development goals and objectives.
- ED5 The community will encourage economic development efforts through public-private partnerships such as revolving loan funds, town TIF districts, etc.
- ED6 The community will maintain prime commercial and industrial lands adequate to encourage the desired types and amounts of such development.
- ED7 The community will actively pursue increased participation in the local Chamber of Commerce and the Oneida County Economic Development Corporation.
- ED8 The community shall regularly evaluate for their applicability to the community economic development related grants, programs, and tax incentives.

### **Policies: Development Review Criteria**

- ED9 Commercial and industrial development proposals will provide an assessment of potential impacts to economic health and markets including interactions with the existing local and regional economy, community service impacts, job creation, job retention, and worker income.
- ED10 New commercial and industrial development will employ site and building designs that include:
- ◆ Attractive signage and building architecture;
  - ◆ Shared highway access points;
  - ◆ Screened parking and loading areas;
  - ◆ Screened mechanicals;
  - ◆ Landscaping;
  - ◆ Lighting that does not spill over to adjacent properties;
  - ◆ Efficient traffic and pedestrian flow.

ED11 Large, bulky, box-like commercial structures shall be avoided.

ED12 Commercial and industrial development proposals will provide an assessment of potential impacts to the cost of providing community facilities and services.

### **Recommendations**

- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to economic health and markets as part of the development review process. The assessment includes, as applicable, interactions with the existing local and regional economy, community service impacts, job creation, job retention, and worker income.
- ◆ Establish a relationship with local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force.
- ◆ The development of economic area plans will be pursued within the planning period for land use, infrastructure, and economic development along the Highway 47 and Highway D corridor. Consider the possible extension of municipal utilities into growth areas if appropriate.
- ◆ Identify lands on the zoning map and the preferred land use map of the comprehensive plan adequate to attract new business and job growth.
- ◆ Require major land divisions and other substantial development projects) to submit an assessment of potential impacts to the cost of providing community facilities and services.
- ◆ Establish requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments.
- ◆ Create a site design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics.
- ◆ Work with Oneida County to modify county zoning and land division ordinances to implement the town's site and building design policies.

## 6.9 Economic Development Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

### University of Wisconsin Extension – Oneida County

The purpose of the Community Resource Development Program (CRD), within the Oneida County UW-Extension, is to strengthen the ability of citizens, community and business leaders, and local government officials to identify and resolve crucial community needs and issues in three broad, interrelated areas--communities, natural resources, and economic development. For more information contact the Oneida County Extension office at (715) 365-2750.

### Oneida County Economic Development Revolving Loan Program

The Oneida County Economic Development Corporation operates a revolving loan program for local businesses and industry. The Revolving Loan Fund program provides low-interest loans for proposed projects that will create new jobs, help businesses maintain or expand existing operations, and advance the county's economic development goals and objectives. The Fund is intended to provide financial incentive for business and industries to invest in their own growth by providing "leverage". The funds, therefore, are meant to serve an important, secondary role to the private financing available. For further information contact the Oneida County Economic Development Corporation at (715) 369-9110, website: <http://www.ocedc.org>

### Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (community) which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Department of Commerce, Deb Clements, Area Development Manager at 715-344-1381.

### USDA, Wisconsin Rural Development Programs

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. For more information contact Wisconsin Rural Development, 4949 Kirschling Ct., Stevens Point, WI 54481, Phone: (715)345-7615, website: <http://www.rurdev.usda.gov/wi/index.htm>



## 7 Intergovernmental Cooperation

### 7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance to fire protection service districts Oneida County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Lake Tomahawk, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory.

The Town of Lake Tomahawk's plan for intergovernmental cooperation is to continue to communicate with neighboring units of government and to continue to utilize cooperative relationships for the provision of community facilities and services. Since the town provides few services directly to its residents, the continued use of cooperative solutions will be essential in achieving its overall strategy of providing high quality services while managing the tax burden on town property owners. The town plans to maintain its existing intergovernmental agreements and to regularly evaluate their effectiveness.

The town maintains working relationships with a variety of other units of government. The town's relationship with the City of Rhinelander, the Towns of Woodruff and Minocqua are generally good and has not been complicated by boundary issues. Annexation by the city or other surrounding municipalities has not been a concern. In addition, the town's relationship with Oneida County has been generally collaborative, as the County administers land use controls within the town's boundary. Implementation of the town's plan depends, in large part, on Oneida County, so the town will continue to work toward improving this relationship.

### 7.2 Inventory of Existing Intergovernmental Agreements

The following intergovernmental agreements apply to the town.

- ◆ The town maintains a mutual aid agreement for fire protection with a number of surrounding municipalities including: the Towns of Bo-Di-Lac, Cassian, Crescent, Hazelhurst, Little Rice, Minocqua, Monico, Newbold, Nokomis, Pelican, Pine Lake, the City of Rhinelander, the Towns of Schoepke, Stella, Sugar Camp, Three Lakes, Tomahawk, Willow Region and Woodruff Fire Departments.
- ◆ Oneida County maintains a mutual aid agreement for the provision of emergency services (rescue and first responders) through an agreement with the town.

- ◆ Oneida County Planning and Zoning provides assistance to the town for review of major land development and staff reports as necessary due to the town's participation in county zoning.
- ◆ The town maintains informal agreements with neighboring towns for shared road plowing and maintenance. These agreements are with the Towns of Hazelhurst and Newbold.
- ◆ Oneida County provides dispatch and police protection services through an agreement with the town.
- ◆ Oneida County provides administration of the towns State Voter Registration System (SVRS) through an agreement with the town.

## 7.3 Analysis of Intergovernmental Relationships

### 7.3.1 Sitting and Building Public Facilities

The Town of Lake Tomahawk does not currently share any public facilities with other governmental units. Likewise no plans exists to jointly site any public facility with another governmental unit.

### 7.3.2 Sharing Public Services

In addition to the arrangements described in Section 7.2, the Oneida County Highway Department maintains the county highway system, a public service all county citizens utilize. The Oneida County Highway Department also installs driveway culverts and road name signs for those towns that choose to pay for such an additional service.

The Oneida County Sheriff's Department provides police protection to the Town of Lake Tomahawk, as well as most other municipalities in the county.

### 7.3.3 Region

The Town of Lake Tomahawk is located in the north-central region of the State of Wisconsin. The town is located in the north-central portion of Oneida County, is sparsely populated and regionally isolated. However, the town's relationship with the region can be improved as there is a regional entity, the North Central Wisconsin Regional Planning Commission, with which the town may become involved. Oneida County is a member of the North Central Wisconsin Regional Planning Commission. Furthermore, the town desires to enhance its relationship with the Oneida County Economic Development Corporation which can also provide the town with greater regional influence.

### 7.3.4 State

The Town of Lake Tomahawk's relationship with the State of Wisconsin mainly involves state aids for local roads and the administering of various state mandates to towns.

**7.3.5 School Districts**

The Town of Lake Tomahawk is served by two school districts. Partnership between the town and local schools are limited, but there are opportunities for the use of school athletic facilities that are open for use by community members.

**7.3.6 Adjacent Local Governments**

The Town of Lake Tomahawk generally has good relationships with adjacent local governments. The town is involved in a variety of cooperative agreements in the areas of fire protection, road maintenance, and administrative services. Potential for conflict with surrounding municipalities is considered to be minimal at this time, and the cooperative relationship with the surrounding Fire Departments bolsters this relationship. Annexation potential for the surrounding municipalities into Lake Tomahawk is very limited, as sewer services are not available on the town’s borders. Extraterritorial jurisdiction does not extend into the town.

Now that the Town of Lake Tomahawk has completed its updated comprehensive plan, it should work to integrate its plan with that of the county and neighboring towns. Potential land use conflicts along town boundaries should be discussed. The potential density of residential development, possible conflict with agricultural/forested use and maintaining the town’s northwoods character maybe key areas of concern. Where potential conflicts exist, towns should work to establish buffer areas between areas of concentrated residential development and areas of intensive agriculture.

**7.4 Intergovernmental Opportunities, Conflicts, and Resolutions**

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

**7.4.1 Opportunities**

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously	Oneida County Town of Cassian Town of Hazelhurst Town of Minocqua Town of Newbold Town of Pine lake Town of Woodruff
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Oneida County

Opportunity	Potential Cooperating Units of Government
♦ Utilize a coordinated process to update and amend the comprehensive plan	Oneida County Town of Cassian Town of Hazelhurst Town of Minocqua Town of Newbold Town of Pine lake Town of Woodruff
♦ Work with the school district to anticipate future growth, facility, and busing needs	M-H-L.T. Joint District #1 Lakeland Union High School District
♦ Share the use of school district recreational and athletic facilities	M-H-L.T. Joint District #1 Lakeland Union High School District Town of Hazelhurst Town of Minocqua Town of Newbold Town of Pine lake Town of Woodruff
♦ Share excess space at the town hall	Town of Cassian Town of Hazelhurst Town of Minocqua Town of Newbold Town of Pine lake Town of Woodruff
♦ Share excess space at the town garage	Town of Cassian Town of Hazelhurst Town of Minocqua Town of Newbold Town of Pine lake Town of Woodruff City of Rhinelander
♦ Share community staff	Oneida County Town of Cassian Town of Hazelhurst Town of Minocqua Town of Newbold Town of Pine lake Town of Woodruff City of Rhinelander
♦ Share office equipment	Oneida County Town of Cassian Town of Hazelhurst Town of Minocqua Town of Newbold Town of Pine lake Town of Woodruff

Opportunity	Potential Cooperating Units of Government
♦ Share construction and maintenance equipment	Oneida County Town of Cassian Town of Hazelhurst Town of Minocqua Town of Newbold Town of Pine lake Town of Woodruff City of Rhinelander
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Oneida County Town of Cassian Town of Hazelhurst Town of Minocqua Town of Newbold Town of Pine lake Town of Woodruff City of Rhinelander
♦ Reduce conflict over boundary issues through cooperative planning	Oneida County Town of Cassian Town of Hazelhurst Town of Minocqua Town of Newbold Town of Pine lake Town of Woodruff
♦ Improve the attractiveness of community entrance points	Oneida County State of Wisconsin

#### 7.4.2 Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Concern over local control of land use issues vs. Oneida County control.	<p>Adopt a local comprehensive plan</p> <p>Maintain solid communication with Oneida County on land use issues asking them to adopt zoning and land division processes as demarcated in the Comprehensive Plan.</p> <p>Take responsibility to develop, update, and administer local land use ordinances and programs.</p> <p>Provide ample opportunities for public involvement during land use planning and ordinance development efforts</p>

Potential Conflict	Process to Resolve
♦ Residential development planned adjacent to Forested areas across a town boundary	Distribution of plans and plan amendments to adjacent and overlapping governments  Establishment of local Plan Commissions in every Oneida County community - joint community Plan Commission meetings  Create an Oneida County Advisory Committee with representation from every Oneida County community
♦ Vastly different zoning and land division regulations from one town to the next	Distribution of plans and plan amendments to adjacent and overlapping governments  After plan adoption, develop a cooperative process to develop revisions to the county zoning and land division ordinances  Create an Oneida County Advisory Committee with representation from every Oneida County community
♦ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas	Establishment of local Plan Commissions in every Oneida County community - joint community Plan Commission meetings  Develop a cooperative process to strengthen the county zoning and land division ordinances  Cooperative design review ordinance development and administration
♦ Concern over poor communication between the town and the school districts	Distribution of plans and plan amendments to adjacent and overlapping governments

## 7.5 Intergovernmental Cooperation Goals and Objectives

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

### **Goal 1. Foster the growth of mutually beneficial intergovernmental relations with other units of government.**

#### ***Objectives***

- 1.a. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.

- 1.b. Work with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.
- 1.c. Pursue opportunities for cooperative agreements with neighboring communities regarding annexation, expansion of public facilities, and sharing of services.
- 1.d. Seek mutually beneficial opportunities for joint equipment and facility ownership with neighboring communities.

## 7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies: Town Position**

- IC1 Transportation issues that affect the town and neighboring communities will be jointly discussed and evaluated with that community and with the Oneida County Highway Department and the Wisconsin Department of Transportation, if necessary.
- IC2 Educational efforts regarding planning, land use regulation, implementation, or resource management will be discussed as a joint effort with neighboring communities.
- IC3 The town will participate in county-initiated efforts to inventory and assess existing future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities.

- IC4 Opportunities for sharing community staff or contracting out existing staff availability will be pursued should the opportunity arise.
- IC5 The town will consider intergovernmental and other cooperative options before establishing, reinstating, expanding or rehabilitating community facilities, utilities or services.
- IC6 The town shall support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized.
- IC7 The town will work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.
- IC8 A joint planning area will be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps for the purposes of pursuing a cooperative boundary agreement with towns surrounding the Town of Lake Tomahawk.
- IC9 The town will work to maintain ongoing communication and positive relationships with neighboring communities, school districts, Oneida County, state and federal agencies, and other overlapping units of government such as the sanitary district.
- IC10 Neighboring communities and districts should be invited to future meetings in which amendments or updates to the comprehensive plan are made or discussed.

**Policies: Town Directive**

- IC11 Before the purchase of new community facilities or equipment or the reinstatement of service agreements, the town will pursue options for trading, renting, sharing or contracting such items from neighboring jurisdictions.
- IC12 Community facilities that have available capacity will be considered for joint use with neighboring communities or community organizations.

**Policies: Development Review Criteria**

- IC13 Wellhead protection shall be a priority when reviewing development proposals.

**Recommendations**

- ◆ Annually review intergovernmental agreements for their effectiveness and efficiency.
- ◆ Evaluate and provide constructive feedback to Oneida County on services provided to the town.

- ◆ Pursue a cooperative boundary agreement with towns surrounding the Town of Lake Tomahawk.
- ◆ Meet at least annually with neighboring communities to facilitate intergovernmental cooperation and communication.

## 7.7 Intergovernmental Cooperation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

### UW-Extension Local Government Center

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center supports the programming of county-based Extension faculty. A variety of resources regarding intergovernmental cooperation are available through the Local Government Center located at: 229 Lowell Center, 610 Langdon Street, Madison, WI 53703, Phone: (608) 262-9960, Website: <http://lgc.uwex.edu>

### 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 towns and to improve town government. In 2002 WTA celebrated its 55th year of service to town governments and the state's 1.6 million town residents. 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. For further information contact WTA located at: W7686 County Road MMM, Shawano, WI 54166-6086, Phone: (715) 526-3157, website: <http://www.wisctowns.com>



## 8 Land Use

### 8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.

Regardless of what form the land use plan takes and how many and what type of land use and development policies are included, adoption of this or any other land use plan is intended to:

- ◆ Help property owners and the Plan Commission and Town Board make sound decisions concerning specific land use and development proposals that might otherwise be incompatible with or result in undesirable impacts on the character and quality of life for other surrounding properties and/or residents;
- ◆ Provide the Plan Commission, Town Board, property owners, and residents a clearer vision of the Town's future by establishing both general and specific goals, policies, and regulations concerning the type, amount and general location of agricultural, residential, commercial and industrial land uses and development that would be allowed to occur and develop in the town;
- ◆ Aid the Plan Commission and Town Board in making decisions concerning the type, extent and location of potential improvements to those public facilities and services that may be necessary in the town; including roads, drainage facilities, parks, solid waste collection and emergency services, etc.;
- ◆ Establish the legal framework necessary to adopt the type and extent of zoning, land division, and other development ordinances and regulations necessary to achieve the Town's goals and policies concerning land use and development.

This chapter of the comprehensive plan includes local information for both existing and planned land use, land supply and demand trends and projections, an assessment of existing and potential land use conflicts, and a discussion of redevelopment opportunities.

### 8.2 Vision of the Future and Goal of the Land Use Plan

As indicated above, one of the primary purposes behind developing a land use plan is to generally, but clearly, define what the Town wants to be or become over time and establish a basic set of development objectives and policies that will help achieve that "vision".

At one of their earlier meetings, the Plan Commission discussed a variety of development issues and concerns including past, present, and potential population and development patterns and trends affecting the Town. The Commission concluded that the Town of Lake Tomahawk should strive to maintain its Northwoods Character with an overall goal that the use and development of all land, water, and air in the Town be conducted in a manner that:

- ◆ Provides all residents and owners of property in the town with a safe, convenient, attractive, high quality, and cost effective environment to live and work;
- ◆ Meets the social and economic needs of our residents within the town and in combination with the use and development of land in surrounding communities and municipalities in the most practical, economical, and efficient means available;
- ◆ Reflects a wise and appropriate distribution of different land uses throughout the town and, where necessary, includes adequate separation and buffering between potentially incompatible land uses and activities;
- ◆ Reflects the fundamental importance of and extensive benefits that result from the protection of forests, open space and unique land features to the long term stability of the local and regional economy; and, natural resources, northwoods character, and overall quality of life; and
- ◆ Is sensitive to and coordinated with the protection, preservation, and enhancement of the town's natural resources, open spaces, scenic vistas, forested landscapes, and northwoods lifestyle throughout the town.

### 8.3 Existing Land Use

Land use is a means of broadly classifying different types of activities relating to how land is used. The type, location, density, and geographic extent of developed and undeveloped lands influence community character, quality of life, public service needs (e.g., roads, utilities, parks, emergency services), tax base, and availability of jobs throughout the town.

While not perfectly square, the Town of Lake Tomahawk is a typical six mile square (or 36 square mile) town including approximately 25,233.6 acres of land. The town's pattern of existing land use has been primarily influenced by the locations of lakes, forests, wetlands, public lands, scenic vistas, major transportation corridors, and the surrounding incorporated communities. The influence of glacial activity has produced the pattern of woodlands interspersed with lakes and wetlands characteristic of this region of north-central Wisconsin. Within the rolling topography, lakes and wetlands are found in the valleys, while the upland areas supply some of the most productive forestland in the state. Most development in Lake Tomahawk is found along its transportation corridors including State Highway 47 & County Highway D. Small clusters of more concentrated development are found along the town's northern edge and surrounding the predominate lakes in the town. The town is also influenced by the communities of Rhinelander, Minocqua, Woodruff and Hazelhurst located just beyond the town's boundaries.

The town is largely undeveloped with over 82% of the town being wooded, with the Northern Highland American Legion State Forest and Oneida County Forest comprising most of that total. Surface water is the second largest land use with 13.2% of the total. Comparing the land ownership patterns to the types and location of developed land use, it becomes very clear as to how the town developed –nearly 95% of the town is either wooded or surface water and nearly 73% is either publically owned or is surface water. Wetlands comprise a significant portion of the landscape as well with 3,034 acres in the town, with much of that area located within lands under public ownership. Other undeveloped land uses include surface water (lakes and streams) and designated public outdoor recreation areas. These resource lands form critical components of the town’s economic base – Services, Retail Trade and Outdoor Recreation.

Developed features account for only 3.6% of the town’s existing land use. Clusters of developed land uses are found mainly in the northern quadrant along State Highway 47 and the County Highway D corridor. Most development is located in residential clusters surrounding the predominate lakes in the town, and along the road network. A cluster of commercial use is present along State Highway 47 and the County Highway D corridor which serves as the town’s “downtown area”, along with the McNaughton State Correctional Facility along Little Tomahawk Lake. Developed land uses are scattered throughout the town with small clusters of more concentrated development in a few locations, mainly along roads.

Single-family residential is the predominant developed land use at 676 acres. Map 8-1 shows the types and location of land uses. The Wisconsin Department of Revenue Bureau of Equalization 2007 Assessment Report shows 1,182 acres of land residentially assessed for taxation purposes. The two residential land use numbers are provided for comparison as there is no parcel data for the Town of Lake Tomahawk at the time of this report. Map 8-1 was produced from aerial photography interpretation and was not correlated with actual parcels, which the assessment process is. The conclusion of this issue is the actual acreage of residential acreage lies somewhere between the acreage provided in Table 8-1 and the 2007 assessment data from the Department of Revenue.

Growth and development in recent years have been limited and consisted mainly of residential uses. New homes on isolated parcels have been the most common form of residential development, and multiple lot subdivision plats are rare occurrences. This is due to the fact that much of the town’s land is state owned forest and unavailable for development.

The existing land uses in the Town of Lake Tomahawk are shown on Map 8-1, with Table 8-1 listing the existing land acreages in the town.

Table 8-1  
Existing Land Use, Town of Lake Tomahawk, 2007

Land Use	Acres	% of Total
Agriculture	149	0.59%
Commercial	38	0.15%
Open Lands	131	0.52%
Outdoor Recreation	4	0.02%
Residential	661	2.62%
Transportation	652	2.59%
Water	3,438	13.63%
Woodlands	20,160	79.90%
Grand Total	25,233	100.00%

(\*) Note: Commercial lands include commercial, industrial, and manufacturing. Source: North-Central Regional Planning Commission; Wisconsin Department of Revenue, Bureau of Equalization, 2007; Foth Infrastructure & Environment, LLC.

#### 8.4 Land Ownership and Management

Land ownership and management is comprised of several components that significantly affect land use. The type of land ownership (public, private, land trust, etc.) has a direct impact on how property is managed and how lands may be used in the future. Public ownership of land in Lake Tomahawk consists of municipal, county, and state owned lands. As land management takes place under both private and public ownership, resource management programs may prescribe certain requirements and limitations that affect how lands may be used in the future. There are also voluntary land and resource management protection programs like the Forest Crop Management Program that indicate how a private tract of property will be, or is intended to be managed. Table 8-2 below shows land ownership and management in the Town of Lake Tomahawk.

Understanding land ownership and management patterns provides a link to a host of voluntary and non-regulatory plan implementation tools. Valued community features and resources can be protected for future generations not only through regulatory approaches like zoning and land division ordinances, but also through public ownership or forest management programs. Due to the unusually high amount of public land in the town, the long term development pattern is nearly set, with infill development within the remaining privately held properties. The main question to the town's long term land management strategy is how to manage the density of development within the 26.8% of the town that is not publically held. Lake Tomahawk will be best positioned to achieve its desired future when land use, land management, and land regulation are working in concert.

Table 8-2  
Land Ownership and Management

Ownership Classification	Acres	Percent of Total
American Legion State Forest*	13,135.9	52.0%
County Forest	1,820.4	7.2%
Surface Water	3,329.7	13.2%
Roads	192.3	1.5%
Total of Public Ownership	18,478.3	73.2%
Land in Private Ownership	6,755.4	26.8%
Total	25,233.7	100.0%

Source: North-Central Regional Planning Commission; Oneida County; Foth Infrastructure & Environment, LLC. \*Note: 11.6 acres of islands included in the state total.

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Map 8-1 Existing Land Use

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# Map 8-2 Land Ownership and Management

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## 8.5 Projected Supply and Demand of Land Uses

The following table (Table 8-3), displays estimates for the total acreage that will be utilized by residential, commercial, institutional, and resource land uses for five year increments through 2030. These future land use demand estimates are largely dependent on population and housing projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The linear housing unit projection provides the projected number of new residential units for the residential land demand projection. Refer to the *Population and Housing* element for more details on housing projections. The residential land use demand projection then assumes that development will take place at the residential lot sizes identified by the future land use plan (found in Section 8.6). The plan assumes an average lot size of two acres for most residential development; therefore each projected housing unit will occupy an additional two acres of the town.

The housing projection was comprised of two projections, one at nine new homes per year and one at 11 additional homes per year (please refer to the *Population and Housing* element for more details on housing projections). To quantify the projection for this estimate, the residential land use demand projection assumes 10 new homes per year and will take place at the residential lot sizes identified by the preferred land use plan (found in Section 8.6). For sake of methodology, this plan assumes one-half of the development will occur on-water at one acre lots and the other 50% of new residential growth will occur off-water at no more than two acres per lot. Therefore, each projected housing unit will occupy an additional 1.5 acres of the town.

Projected demand for commercial land use assumes that the ratio of the town's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections rely on the WDOA/Applied Population Laboratory population projection. Refer to the *Population and Housing* element for more details on population projections. Due to the very small amount of land use dedicated to commercial uses now, it is not anticipated the demand for designated commercial lands will be a significant issue for the town, and the Future Land Use Map has more than enough area designated for potential commercial uses than the projections indicate. It should be noted that the industrial land use demand projection is included in the commercial projection.

Due to the minimal amount of other land uses in the town, such as institutional, industrial, manufacturing, etc, the projected conversion of land can only be reasonably forecasted for residential and commercial uses as shown in Table 8-3. Agriculture, woodlands, and other open land are the existing land uses that can be converted to other uses will experience conversions to residential uses. The conversions will typically occur from wooded acreage lands near existing roads and along lakeshore areas. Many of the lakeshore areas will experience redevelopment from cottage properties to primary residential property as part of the seasonal home conversion trend discussed previously. The amount of lands consumed in each five year increment is based on the average amount of land use demand for each of the developed uses over the 30 year

period. In other words, a total of 15 acres per year is projected to be consumed by residential uses, and less than an acre per year for commercial, industrial, and institutional development.

Table 8-3  
Projected Land Use Demand (acres)  
Town of Lake Tomahawk 2007-2037

Year	Residential	Commercial/Population Ratio (in total acres)	Commercial/Housing Unit Ratio (in total acres)
2007	676.4	37.8	37.8
2010	826.4	41.7	41.7
2020	977.0	49.6	45.7
2030	1,126.4	57.5	49.6

<sup>1</sup>Residential includes residential, multi-family, mobile home parks, farmsteads, and group quarters and elder care.

<sup>2</sup>Commercial includes commercial, industrial, mines and quarries.

Residential formulas equate to 10 homes per year at 1.5 acres per home.

Commercial formula based on ratio of commercial land use to 2000 population with linear projection used as forecast numbers.

Table 8-4  
Land Supply and Demand Comparison (acres), Town of Lake  
Tomahawk

	Residential	Commercial
Existing Land Use	676.4	37.8
Year 2030 Land Use Projection <sup>1</sup> (Demand)	1,126.4	57.5
Preferred Land Use <sup>2</sup> (Supply)	4,632	633

<sup>1</sup>Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

<sup>2</sup>Residential includes lands planned for Lakeshore Residential and Wooded Residential land use classifications. Commercial includes Mixed Use and Restricted Mixed Use land use classifications

The Town of Lake Tomahawk has planned for a sufficient supply of land based on projected demand. About four times the projected residential demand is supplied by the Lakeshore Residential and Wooded Residential future land use classifications. The planned supply of commercial land is more than adequate to meet the projected demand for both industrial and commercial land use over the planning period.

As a rule of thumb, a community should plan for about twice the projected demand for a given developed land use. This provides some flexibility in meeting the anticipated demand. The town's map of future land use accomplishes this.

## 8.6 Future Land Use Plan

The future land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the future land use plan in community decision making, it is important to keep the following characteristics in mind.

- ◆ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- ◆ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- ◆ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ◆ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- ◆ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the future land use plan include the Future Land Use Map (Map 8-3) and the Future Land Use Classifications. These components work together with the *Implementation* element to provide policy guidance for decision makers in the town.

The Town of Lake Tomahawk plan for future land use is intended to protect forest, water and scenic vista resources, other natural resources, and northwoods character for future generations

while also allowing reasonable opportunities for land development. Of highest priority is the protection of the town's economic base which is tied to the availability of forested areas, water resources, scenic vistas and creating harmony between these resources and properly located residential & commercial development. The town will accomplish this by managing the use of lands and the density of residential development. Many locations in the town will allow for limited development to take place, but the density and placement of development will be planned in order to preserve valued features of the landscape.

The future land use plan was shaped by both objective data and local opinion. Public participation in the form of citizen-led Plan Commission meetings, a public survey and public informational meetings were utilized to significantly impact the outcome. The town considered the locations of natural resources, productive soils, roads, current land use patterns, land ownership patterns, state and county forests, and other objective factors to consider the suitability of lands for various future land uses. The objective data were further mixed with local knowledge and public opinion to produce a draft map that was reviewed by the public. Changes to the draft plan requested by the town citizens were evaluated by the Plan Commission, and the Town Board, and any accepted changes were incorporated into the plan.

The town's desire to protect water resources, natural resources, and northwoods character is reflected in that most of the town's landscape is designated with the Forestry classification.

The Town of Lake Tomahawk has very little land available for development due to most of the town's land-base being designated as State and County Forest. Where developable land is available, access to sanitary sewer services and where the possibility exists of purchasing state lands, was a primary focus of the development of the Future Land Use Map – specifically, the Restricted Mixed Use classification. It is the intent of this classification to recognize existing residential uses and to allow for future residential and commercial development with the use of careful site planning.

Areas planned for primarily developed land uses include the Lakeshore Residential classifications. It is the town's intent that the most intensive future development of these types be directed to such areas. If intensive developed uses are proposed outside of these areas, then the town should either make decisions and recommendations against such development, or first consider an amendment before its comprehensive plan before supporting such development.

The STH 47 Mixed Use classification is intended to provide for areas of commercial, business, and residential development concentrated primarily along the STH 47 & CTH D corridor. Business uses should be a mix of highway business (auto dependent), tourist related ventures, community service and local contractor shops. The STH 47 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 town shall require that commercial development along the highway be planned and reviewed for the aesthetic impact to both the highway corridor and adjacent properties.

Map 8-3 Year 2030 Future Land Use

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## 8.7 Future Land Use Classifications

The following seven Future Land Use Classifications broadly identify the desired future condition of lands defined within the class boundary. These classifications have been utilized to develop the Year 2030 Preferred Land Use Map which represents the desired arrangement of preferred land use for the Town of Lake Tomahawk 20 years into the future. These descriptions give meaning to the map by describing the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the community mapped under a particular classification. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

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 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. Preferred land use classifications are:

- ◆ Lakeshore Residential (Yellow)
- ◆ Wooded Residential (Brown)
- ◆ Rural Residential (Tan)
- ◆ Forestry (Dark Green)
- ◆ STH 47 Mixed Use (Light Red)
- ◆ Government/Institutional (Purple)
- ◆ Parks and Recreation (Light Green)
- ◆ Natural Features (Blue X-Hatch)
- ◆ Restricted Mixed Use (Pink)

### **Lakeshore Residential (Yellow)**

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

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

In response to the environmental quality issue, the town is proposing a 3-tier lakes classification system to address residential density along the lakeshore. The proposal will need to be

coordinated with Oneida County as the related issues of administration and enforcement are primary to the success of the recommendation. The town is recommending larger minimum lot sizes and frontage requirements than Oneida County. The situation is very similar to the path taken by the Town of Newbold in Oneida County, which should be used as reference.

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

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

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

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

## **Policies and Recommendations**

- ◆ Propose, discuss and coordinate the proposed Lakes Classification system with Oneida County. Also coordinate with Town of Newbold.
  - ◆ Support the existing town and county regulations that affect lakeshore development.
-

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

### **Wooded Residential (Brown)**

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

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

## **Policies and Recommendations**

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

### **Rural Residential (Tan)**

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

## **Policies and Recommendations**

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

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

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

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

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

The proposed 40-acre lot size will steer new residential development to areas that are already served by public utilities such as roads and utilities, and also direct development to areas planned for such uses as designated on the preferred land use plan.

### **Policies and Recommendations**

- ◆ Establish a 40-acre minimum lot size (1 recreational use per fractional 40 acres base density standard equivalent) for development in Forestry areas. Realizing that most "40 acre parcels" are not exactly 40 acres, a fractional 40 acre parcel is defined as any parcel 35 acres or greater under single ownership.

- ◆ Encourage development to occur in a manner that maintains the environmental quality and rural appearance of the area.
- ◆ In most instances, new road construction should be discouraged.
- ◆ As with the other classifications, the town should establish a land division ordinance to tie conformity of the land use plan to new land divisions.
- ◆ Private landowners in the town should be encouraged to participate in the Managed Forest Law program, or engage in some other form of formalized forest management practices, to ensure the preservation and health of the town's woodlands which define its "northwoods" character. There are numerous benefits which result from properly managing woodlands, including:
  - ▶ Protection against overcutting.
  - ▶ Low regular property tax (MFL).
  - ▶ Protection against annual property tax hikes (MFL).
  - ▶ Technical assistance for private forest lands (MFL).
  - ▶ Predictable property tax (MFL).
  - ▶ Long term forestry investment.
  - ▶ Encourages woodland expansion.
  - ▶ Preserves and manages wildlife habitat.
  - ▶ Preserves "Northwoods" character.

### **STH 47 Mixed Use (Light Red)**

This classification is intended to provide for areas of commercial, business, and residential development concentrated primarily along the STH 47 & CTH D corridor. Business uses should be a mix of highway business (auto dependent), tourist related ventures, community service and local contractor shops. The areas that have been identified for this classification are consistent with existing land uses, and the area zoning allows for commercial and residential development. In addition, providing specific areas for commercial development will help to avoid conflicts between residential development and scattered commercial ventures throughout the town.

In most cases with commercial development in the northwoods, or any development for that matter that can potentially impact the character of an area, initial reaction is often negative. The intent of this classification is to allow for commercial uses while addressing community character and development review issues that can harmonize the reactions to commercial development. The STH 47 corridor is the town's "main street", and potential future uses and development processes should be coordinated to address both what is being proposed and how the development will impact the community. The plan supports sensitive and low-impact development along the STH 47 & CTH D corridor, and suggests that commercially designated areas be required to assess cluster development options as part of the development review. The STH 47 & CTH D corridor also has existing Wisconsin Department of Transportation access restrictions along the highway frontage. Most development can be accommodated under existing regulations. However, the town shall require that commercial development along the highway be planned and reviewed for the aesthetic impact to both the highway corridor and adjacent properties. Detailed site plans will help the town determine development conditions and will

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allow for public communication on the typical questions associated with development proposals that draw public concern.

Also, the town does not have an improved industrial site location. Therefore, no areas have been targeted for industrial development. Light industrial uses could be accommodated within the STH 47 & CTH D Mixed Use classification. However, if such an opportunity does arise, the conditions of approval would need to clearly specify site plan requirements that would address waste disposal, noise, traffic impacts, aesthetics, and landscaping provisions to name a few. The potential development should also be subject to Planned Unit Development regulations to allow the town and the public an opportunity to review and negotiate conditions of approval.

### **Policies and Recommendations**

- ◆ The Preferred Land Use Plan map identifies targeted areas along STH 47 & CTH D and north to Bluebird Road. Future commercial development should take place within these areas.
- ◆ Commercial development should be concentrated in order to create a compact development pattern.
- ◆ A linear or “strip” development pattern should be avoided by encouraging cluster infill and internal road access.
- ◆ Prior to the approval of any rezoning for commercial development, for larger-scale developments, the applicant should submit a plot plan that can demonstrate that the site has sufficient and usable space for principal and accessory structures, storage areas and parking, and allows for proper vehicular circulation to and within the site. In addition, town officials should consider attractiveness or physical appearances, maintenance, ingress/egress, safety, traffic, waste management and impacts on neighboring land uses.
- ◆ The town should meet with business and property owners to assess potential development of community-based guidelines and standards to improve aesthetics of the downtown area.
- ◆ Add a Planned Unit Development (P.U.D.) provision to the town zoning code that requires and reviews a site plan and that addresses related development issues as discussed in the above narrative.
- ◆ Assess the impact on community services as related to the service requirements of the proposed development, potentially including sanitary services and water.

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

This classification is designed to accommodate the current location and potential future expansion of government/institutional development, community churches, and related public services and uses. The existing government and institutional land uses within the town are adequate for the next several years. However, as the town grows during the 20-year planning

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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 M-H-L.T. and Lakeland Union High School Districts to anticipate and coordinate growth and expansion needs.

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

The Parks and Recreation classification is intended to accommodate the uses related to public and private recreation and recreational businesses. In terms of outdoor recreation, given the fact that Lake Tomahawk is a rural town within driving distance of a city, many active recreational user demands are satisfied through accommodations provided through the School District and the adjacent communities. The town does have one ball park that offers limited field activity.

However, the town has not identified specific areas for additional park developments. The town will maintain its current parks, but does not have plans for expansion or purchase of additional acreage or facilities. The opportunity does exist to expand the current trail system, although there are no plans or funds for additional parks or trails in the town budget. Overall, the town trail expansion could be coordinated with road reconstruction in the form of widened shoulders, or could be coordinated with new developments as they occur. In any event, the town needs to address the outdoor recreation opportunity as it relates to demand of the local population and desire for expanded facilities.

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

In general, it should be recognized that the Town of Lake Tomahawk 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 Oneida 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 Lake Tomahawk comprehensive planning process.

This classification is also intended to provide for areas previously designated as or currently utilized as, resorts and/or recreation areas. The planning process discovered that the few remaining resorts, or the lands held for that purpose, were rezoned to single-family residential during a county-driven process a decade prior.

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

### **Policies and Recommendations**

- ◆ Work with Oneida County, private clubs, and the state of Wisconsin to improve existing boat launch facilities when necessary and evaluate future needs for public access to the lakes.
- ◆ Support expansion of multi-use trail development in the town and the town's connection to adjacent communities.
- ◆ Recreational facilities should locate adjacent to or near the developed areas of the town.
- ◆ Work with developers and encourage the development of conservation/cluster subdivisions in areas identified in this plan in order to develop an interconnected network of community greenways that link neighborhoods and other nodes of development.
- ◆ Existing resorts or areas designated for such uses should be classified as such on the preferred land use map in accordance with proper review and procedure by the Plan Commission, the Town Board, and Oneida County.
- ◆ New resort developments or modifications and improvements to existing resorts should be developed in such a way as to minimize their aesthetic and other impacts on adjacent properties and the waterway itself.
- ◆ Suggest the county add a Planned Unit Development (P.U.D.) provision to the county zoning code that requires and reviews a site plan and that addresses related resort development issues as discussed in the above narrative.
- ◆ Assess the impact on community services as related to the service requirements of the proposed development.

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

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

### **Restricted Mixed Use (Pink)**

This classification is intended to provide for areas of single family residential and tourism related business. The area will be located along Tomahawk Lake beginning at the far northeast corner of State Highway 47 and following Lake Tomahawk west all the way to, and including, the McNaughton Correctional Facility. The area will also encompass sections of County Highway D, north to Bluebird Road. The area identified for this classification is consistent with existing land uses, and the area zoning allows for commercial and residential development. Business uses should be hotel/motel, conference center, restaurant, marina or other tourism supporting or tourism related businesses and ventures.

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. Therefore, all business related development will be designed to have minimal impact on existing residential use, including sufficient buffers to limit noise, light, and traffic. Properties within this 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. The potential development should also be subject to Planned Unit Development regulations to allow the town and the public an opportunity to review and negotiate conditions of approval. This district shall also follow general restrictions outlined for developments elsewhere in the land use plan.

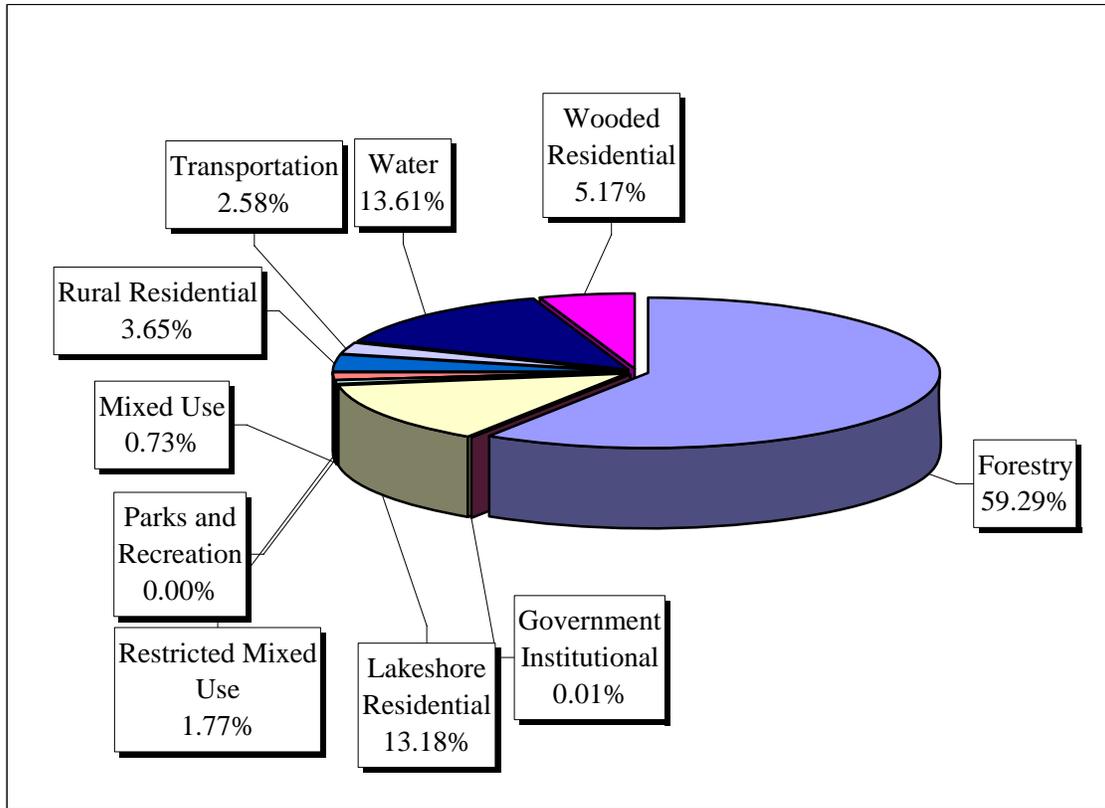
### **Policies and Recommendations**

- ◆ The Preferred Land Use Plan map identifies targeted areas starting in the northeast corner of town and extending west to the current McNaughton Correctional center site.
- ◆ Condominium and/or Time Share developments will not be allowed in this district.
- ◆ Industrial developments will not be allowed in this district.
- ◆ A linear or “strip” development pattern should be avoided by encouraging cluster infill and internal road access.

- ◆ Prior to the approval of any development, the applicant should submit a plot plan that can demonstrate that the site has sufficient and usable space for principal and accessory structures, storage areas and parking, and allows for proper vehicular circulation to and within the site. In addition, town officials should consider attractiveness or physical appearances, maintenance, ingress/egress, safety, traffic, waste management and impacts on neighboring land uses.
- ◆ The town should meet with business and property owners to assess potential development of community-based guidelines and standards to develop aesthetic guidelines for this area.
- ◆ The town should coordinate the Restricted Mixed Use classification provisions with Oneida County to assess potential impact and administration impacts to review of land divisions and subdivision approval.
- ◆ The town should coordinate the Restricted Mixed Use classification provisions with Oneida County to assess potential impact and administration impacts to the county Zoning Code and Site Plan Review criteria.
- ◆ Assess the impact on community services as related to the service requirements of the proposed development, including sanitary services, water, parks, fire and street maintenance.
- ◆ 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. 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.

Figure 8-2 and Table 8-5 display the distribution of each Future Land Use Classification as shown on the Future Land Use Map.

Figure 8-2  
 Future Land Use, Town of Lake Tomahawk, 2007



Source: Town of Lake Tomahawk, 2007.

Table 8-5  
 Future Land Use, Town of Lake Tomahawk, 2007

Land Use	Acres	% of Total
Forestry	14,969	59.29%
Government Institutional	3	0.01%
Lakeshore Residential	3,328	13.18%
Mixed Use	185	0.73%
Parks and Recreation	0	0.00%
Restricted Mixed Use	448	1.77%
Rural Residential	923	3.65%
Transportation	652	2.58%
Water	3,437	13.61%
Wooded Residential	1,304	5.17%
<b>Grand Total</b>	<b>25,248</b>	<b>100.00%</b>

Source: Town of Lake Tomahawk, 2007.

## 8.8 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Lake Tomahawk. While the planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

### 8.8.1 Existing Land Use Conflicts

- ◆ Pressure to convert small, seasonal cabins to large, year-round residents.
- ◆ Lack of site design standards for new residential or commercial developments
- ◆ Lack of property and building maintenance
- ◆ Dilapidated mobile homes
- ◆ Lack of control over zoning or land division ordinances
- ◆ Lack of screening or buffering between incompatible uses
- ◆ Improving aesthetics of “downtown area”

### 8.8.2 Potential Land Use Conflicts

- ◆ Continuing pressure for increased residential development with a simultaneous lack of available developable land
- ◆ Pressure to develop condominiums/multiple story buildings on the lakefronts – loss of scenic vistas
- ◆ Managing commercial development along State Highway 47
- ◆ Siting of telecommunication towers
- ◆ Siting of wind energy towers
- ◆ Siting of solid or hazardous waste handling facilities
- ◆ Poorly designed or unattractive residential and commercial development
- ◆ Lack of building and site design standards for industrial developments
- ◆ The over-consumption of open space lands by large lot developments/subdivisions
- ◆ The loss of northwoods character in some locations

## 8.9 Opportunities for Redevelopment

Redevelopment of land in the Town of Lake Tomahawk is already occurring. Growth pressure created by the relocation of “Baby Boomers” to Lake Tomahawk has witnessed the conversion of many small, seasonal cabins to large, year-round residents. This trend is expected to continue. Another issue impacting this trend is the lack of developable land, as most of the town is comprised of the Northern Highland American Legion State Forest. There are also large tracts of Oneida County Forest and private lands designated as forest crop. The highly desirable northwoods environment of the Town of Lake Tomahawk, with its abundant forests, lakes and open scenic vistas, is attracting many new residents to the community and converting seasonal residents to full-time residents. This growth pressure is exasperated by the lack of developable land. As such, significant pressure is placed upon redevelopment in the town for residential use, primarily in lake-frontage areas. Therefore, in every instance where development is considered

in the *Town of Lake Tomahawk Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Plan components that support the preservation of northwoods character encourage redevelopment. Redevelopment is an alternative to the consumption of open vistas and green space by new development. Plan components that support the use of existing infrastructure encourage redevelopment. Redevelopment is a method of maximizing the use of existing roads and other town services. Opportunities for redevelopment are addressed in several of the goals, objectives, and policies of this plan.

- ◆ Objectives: H2a and LU1e
- ◆ Policies: H1, H2, H4, LU11 and LU12

## 8.10 Land Use Goals and Objectives

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

### ***Goal 1. Plan for land use in order to achieve the town's desired future.***

#### ***Objectives***

- 1.a. Establish future land use classifications and assign them to areas of the town in order to increase compatibility between existing land uses and avoid future land use conflicts.
- 1.b. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.
- 1.c. Seek a pattern of land use that will preserve productive and active agricultural areas and resources.
- 1.d. Seek a pattern of land use that will preserve natural areas and resources.
- 1.e. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- 1.f. Utilize the existing road network to accommodate most future development.
- 1.g. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the community, and that are suited to the specific location in which the development is proposed.
- 1.h. In order to protect property values and encourage quality design, consider establishing design review guidelines for the layout and appearance of buildings, signage, parking lots, landscaping, etc., for proposed intensive land uses such as commercial, industrial, institutional, or multi-family development.

## 8.11 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies: Town Position**

- LU1 Scattered residential development should be prevented throughout the community.
- LU2 Sewer system and other utility assessment policies will encourage compact growth and discourage scattered development.
- LU3 New residential development shall be placed on the landscape in a fashion that preserves productive forestland, reduces forest fragmentation, and prevents conflicts between land uses.
- LU4 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography.
- LU5 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.
- LU6 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to historic and archeological sites.

- LU7 Development occurring within or near natural and cultural resources shall incorporate those resources into the development rather than harm or destroy them.
- LU8 Lots or building sites in a conservation/cluster design development will be no larger than necessary to accommodate the residential structures, driveway, desired yards, and utilities such as an on-site sewage treatment system.
- LU9 Industrial development should be steered to neighboring cities and villages capable of providing sewer and water service.
- LU10 Large, bulky, box-like commercial structures shall be avoided.
- LU11 The existing road network and existing public facilities and services will be utilized to accommodate new development to the maximum extent possible.
- LU12 The town should make infrastructure investments in existing residential areas to maintain property values, encourage in-fill development, and encourage rehabilitation of existing homes.
- LU13 New development near school facilities shall be limited to land uses that do not pose threats to public health or safety, produce little noise, generate minimal traffic, and are consistent with the applicable area development plan.
- LU14 Solid or hazardous waste disposal, transfer, or handling facilities shall be located in areas where conflicts with existing or planned land uses can be minimized or mitigated.
- LU15 Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties.

**Policies: Town Directive**

- LU16 New residential development will only be allowed in planned growth areas as identified by the following preferred land use classifications: Lakeshore Residential, Wooded Residential, Rural Residential, Forestry, STH47 Mixed Use, and Restricted Mixed Use.
  - LU17 Conservation/cluster design shall be utilized in proposed major land divisions to minimize the negative impacts to agriculture, natural resources, and cultural resources while accommodating residential development.
  - LU18 Commercial and industrial development will be directed to areas where existing public facilities and services are adequate to support growth, are planned for expansion, or will be provided concurrent with development.
  - LU19 In order to save on development costs and allow maximum flexibility in meeting developer needs, subdividing of industrial parks will not take place until developments
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are approved that are compliant with the community's conceptual industrial park plan or master layout.

LU20 The town will work cooperatively with the neighboring municipalities to address land use, building and site design, and development density in areas along the municipality's boundary, along highway corridors, and at community entrance points.

LU21 A joint planning area should be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps.

### **Policies: Development Review Criteria**

LU22 As part of the review of major subdivisions, developers shall submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties.

LU23 Home based business shall maintain the following characteristics:

- ◆ They are conducted in a zoning district where such use is allowed;
- ◆ They are a secondary use of a primarily residential property;
- ◆ They have little to no outward appearance or negative impact on the surrounding neighborhood;
- ◆ They are conducted entirely within the primary residential structure or in a detached accessory structure that is consistent in character with the residential use of the property and the surrounding neighborhood;
- ◆ There are no more than 3 employees that are not immediate family members.

LU24 At such time that a home based business takes on the characteristics of a primary commercial or industrial use, it shall be discontinued or rezoned appropriately to reflect a commercial or industrial use.

LU25 Proposed conditional uses shall meet the following criteria in order to gain town approval:

- ◆ Complies with the requirements of the applicable zoning district
- ◆ Use and density are consistent with the intent, purpose, and policies of the applicable preferred land use classification
- ◆ Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts
- ◆ Does not diminish property values in the surrounding neighborhood
- ◆ Provides assurance of continuing maintenance

LU26 The design of new commercial development will employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses in order to avoid the proliferation of new commercial strips.

- LU27 New commercial and industrial development will employ site and building designs that include:
- ◆ Attractive signage and building architecture;
  - ◆ Shared highway access points;
  - ◆ Screened parking and loading areas;
  - ◆ Screened mechanicals;
  - ◆ Landscaping;
  - ◆ Lighting that does not spill over to adjacent properties;
  - ◆ Efficient traffic and pedestrian flow.
- LU28 Planned utilities, service facilities, and roads shall be designed to limit the potential negative impacts to northwoods character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings.
- LU29 New utility systems shall be required to locate in existing rights-of-way whenever possible.
- LU30 The establishment of new or expansion of existing animal agriculture operations that result in farms with more than 500 animal units shall not be allowed.
- LU31 Development proposals will provide the community with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development.
- LU32 Utilize the Forestry Preferred Land Use Classification to identify existing and planned extraction sites.
- LU33 The Town permits properly conducted non-metallic mineral extraction operations. Owners of property in areas designated as Intensive Use Overlay relative existing or planned extraction sites (or known concentrations of extractable non-metallic minerals) should expect that they will be subject to conditions arising from such operations. Conditions may include, but are not limited to exposure to: heavy truck traffic; noise; lights; fumes; dust; machinery operations; and blasting. The conditions described may occur as a result of extraction operations that are in conformance with accepted customs, standards, laws and regulations. Residents in and adjacent to Intensive Use Overlay areas should be prepared to accept such conditions as a normal and necessary aspect of living in a rural area.
- LU34 Conditional use permits for mineral extraction operations shall include restrictions for hours of operation that limit extraction, maintenance, and repair activities to a maximum of 8:00 a.m. to 6:00 p.m. Monday through Friday.

- LU35 Conditional use permits for mineral extraction operations shall not permit extraction operations or the operation of equipment within 2,000 feet of existing residences.
- LU36 Conditional use permits for mineral extraction operations shall not permit extraction areas within 300 feet of the edge of a town right-of-way.
- LU37 Conditional use permits for mineral extraction operations shall include provisions for adequate screening of the site in order to help control noise and views.
- LU38 Conditional use permits for extraction operations will include a time limit for completion of the project not to exceed 5 years.
- LU39 The open area of a permitted extraction operation will not exceed 10 acres.
- LU40 Conditional use permits for mineral extraction operations shall allow for inspection of the site by county officials as well as the town chairperson and his or her agents in or order to ensure continuing compliance with the conditional use permit.
- LU38 Conditional use permits for mineral extraction operations shall include a plan for site reclamation and the posting of financial assurance to ensure proper reclamation.
- LU40 Solid or hazardous waste disposal, transfer, or handling facilities shall be located outside of municipal well protection zones and areas of high groundwater contamination risk, and designed to protect surface water and groundwater quality.
- LU41 Proposed telecommunication, wind energy, and other utility towers shall address potential impacts on surrounding residential properties, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security.
- LU42 At a minimum, the following characteristics shall be used to define a cluster design development:
- ◆ Residential lots or building sites are concentrated and grouped.
  - ◆ There are residual lands that are reserved for green space or future development.
  - ◆ The lot size is reduced from what is normally required.
  - ◆ Within a cluster group, the lots or building sites are directly adjacent to each other.
- LU43 At a minimum, the following characteristics shall be used to define a conservation design development:
- ◆ Residential lots or building sites are concentrated and grouped.
  - ◆ There are residual lands that are preserved as green space for the purpose of protecting valued community features such as agriculture, natural resources, or cultural resources.
  - ◆ The lot size is reduced from what is normally required.
  - ◆ Within a cluster group, the lots or building sites are directly adjacent to each other.

LU44 Residential subdivisions and non-residential development proposals shall be designed to include:

- ◆ A safe and efficient system of internal circulation for vehicles and pedestrians;
- ◆ Safe and efficient external collector streets where appropriate;
- ◆ Safe and efficient connections to arterial roads and highways where applicable;
- ◆ Sidewalks, bicycle paths, or trails where appropriate;
- ◆ Connectivity of the street network with adjacent developments;
- ◆ Cul-de-sacs or dead-ends, only where connections to other streets are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development.

LU45 Commercial development will be directed to the STH 47 Mixed Use and Restricted Mixed Use areas as designated on the Preferred Land Use Map.

LU46 Industrial development will be directed to the STH 47 Mixed Use area as designated on the Preferred Land Use Map.

LU47 Commercial and industrial highway corridor development will be located in existing sewer service areas.

### **Recommendations**

- ◆ Work with Oneida County to modify county zoning and land division ordinances to better achieve the management and limitation of growth and rural land consumption.
- ◆ Pursue the creation of new zoning districts and a revised zoning map that will implement the town's preferred development densities as established in the comprehensive plan.
- ◆ Create a local purchase or transfer of development rights program.
- ◆ Work with Oneida County to create a county wide purchase or transfer of development rights program.
- ◆ Work with Oneida County to modify county zoning and land division ordinances to implement the town's site planning requirements and establish limits of disturbance regulations.
- ◆ Create a utility tower ordinance to implement the town's site planning policies.
- ◆ Create a utility accommodation ordinance to encourage the shared use of existing rights-of-way.
- ◆ Allow development to take place in woodland preservation areas through the use of cluster/conservation design.

- ◆ Work with Oneida County to modify county zoning and land division ordinances to better achieve the town's desired development pattern.
- ◆ Utilize site planning and limits of disturbance regulations to cluster developed areas and reduce land consumption.
- ◆ Require all major land divisions to utilize (cluster/conservation) design.
- ◆ Work with Oneida County to modify county zoning and land division ordinances to discourage scattered development and rural land consumption.
- ◆ Pursue the creation of new zoning districts and a revised zoning map that will implement the town's preferred development densities as established in the comprehensive plan.
- ◆ Establish requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments.
- ◆ Create a local purchase or transfer of development rights program that guides growth to planned communities.
- ◆ In existing neighborhoods, invest in sidewalks, street repair, tree and flower planting, neighborhood park development, etc to encourage further concentration of development.
- ◆ Work with Oneida County to modify county zoning and land division ordinances to better manage potentially conflicting land uses.
- ◆ Create a site design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics.
- ◆ Work with Oneida County to modify the applicable zoning map and district regulations to prevent non-residential uses from locating outside of areas planned for STH 47 Mixed Use Preferred Land Use Classification.
- ◆ Create a town ordinance, or work with Oneida County to develop an ordinance, that bans nuclear waste and toxic waste storage within the boundaries of the Town of Lake Tomahawk.
- ◆ Create a town policy, or work with Oneida County to develop a policy, that requires all property owners within a three mile radius to be notified, in writing - by mail, of any proposed changes in land use or zoning.

## 8.12 Land Use Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

### Office of Land Information Services (OLIS), Wisconsin Department of Administration

OLIS provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about OLIS visit its web-site via the WDOA web-site at: [www.doa.state.wi.us](http://www.doa.state.wi.us).

### UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at [www.uwsp.edu/cnr/landcenter/](http://www.uwsp.edu/cnr/landcenter/).

### Wisconsin Farmland Preservation Program

The purpose of the program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Landowner must own 35 acres or more, and produce gross farm profits of \$6,000 in the previous year. Public access is not required. Contact: County Land Conservation Department, Wisconsin Department of Agriculture, or Dodge County Planning and Development Department.

### Conservation Reserve Program (CRP)

Purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. Ten year or 15 year contract if planting hardwood trees is required and it is transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

## 9 Implementation

### 9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Lake Tomahawk's comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for local decision making be found in each planning element, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element. Recommended actions have been identified in the following areas:

- ◆ Plan Adoption and Update Actions
- ◆ Intergovernmental Cooperation Actions
- ◆ Ordinance Development and Update Actions
- ◆ Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the Timing component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

#### 9.1.1 Plan Adoption and Update Actions

##### Priority (Short-Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan, first by the Plan Commission, then by the Town Board (*Implementation* element)  
Responsible Party: Plan Commission  
Timing: August 2009
2. Task: Hold a public hearing on the Recommended Draft of the comprehensive plan.  
Responsible Party: Joint Plan Commission and Town Board  
Timing: September 2009
3. Task: Adopt the comprehensive plan by ordinance (*Implementation* element)  
Responsible Party: Town Board  
Timing: October 2009

##### Periodic Actions

1. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element)  
Responsible Party: Plan Commission

Timing: Annually

2. Task: Conduct a comprehensive plan update (*Implementation* element)  
Responsible Party: Plan Commission, Town Board  
Timing: Every 10 years (Note: The results of the 2010 Census will be available in the summer of 2011. The Town may wish to update the plan accordingly at that time.)

### **9.1.2 Intergovernmental Cooperation Actions**

#### Periodic Actions

1. Task: Meet with Oneida County to review the Comprehensive Plan and primary recommendations to ensure efficient administration between the Commission, Town and County (in accordance with 9.2.2 and 9.2.3).  
Responsible Party: Plan Commission, Town Board  
Timing: As part of adoption process.
2. Task: Review intergovernmental agreements for their effectiveness and efficiency (*Intergovernmental Cooperation* element)  
Responsible Party: Plan Commission, Town Board  
Timing: Annually
3. Task: Evaluate and provide constructive feedback to Oneida County on services provided to the town (*Intergovernmental Cooperation* element)  
Responsible Party: Plan Commission, Town Board  
Timing: Annually

### **9.1.3 Ordinance Development and Update Actions**

#### Priority (Short-Term) Actions

1. Task: Work with Oneida County Planning & Zoning to pursue the creation of new zoning districts and a revised zoning map that will implement the town's preferred development densities as established in the comprehensive plan. (*Land Use* element).  
Responsible Party: Plan Commission, Town Board  
Timing: Within one year
2. Task: Work with Oneida County Planning & Zoning to update applicable land division ordinances that will implement the town's preferred development densities as established in the comprehensive plan. (*Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Land Use* element).  
Responsible Party: Plan Commission, Town Board  
Timing: Within one year.

3. Task: Work with Oneida County to modify county zoning and land division ordinances to implement the town's site planning requirements and establish limits of disturbance regulations. (*Land Use* element).  
Responsible Party: Plan Commission, Town Board  
Timing: Within two years
4. Task: Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer. (*Transportation* element).  
Responsible Party: Plan Commission, Town Board  
Timing: Within three years
5. Task: Modify the town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway. (*Transportation* element)  
Responsible Party: Plan Commission, Town Board  
Timing: Within three years

#### Medium Term Actions

1. Task: Create and annually update a detailed capital improvement plan that includes all transportation, utility, and other community service capital needs. The plan should prioritize short-term and long-term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available. (*Utilities and Community Facilities* element)  
Responsible Party: Plan Commission, Town Board  
Timing: Within five years
2. Task: Create area development plans for planned growth areas such as business parks, TIF districts, highway commercial corridors, etc. Consider the transportation infrastructure needed to support planned growth. If possible, specify an area of the town where detailed planning is recommended. (*Housing and Economic Development* elements)  
Responsible Party: Plan Commission, Town Board  
Timing: Within five to seven years
3. Task: Work locally or with Oneida County to create a local, or county wide, purchase or transfer of development rights program (*Land Use* element)  
Responsible Party: Plan Commission, Town Board  
Timing: Within five to seven years

## Long Term Actions

1. Task: Work with Oneida County during County code (such as zoning, subdivision ordinances) modifications to help leverage Town plan recommendations where applicable. As an example, require all major land divisions to utilize cluster and/or conservation design for the protection of natural resources and green space.  
Responsible Party: Plan Commission, Town Board  
Timing: Within ten years or as needed/available.

### **9.1.4 Strategic Planning Actions**

#### Priority (Short-Term) Actions

1. Task: Create a town policy, or work with Oneida County where available, that requires all property owners within a 3 mile radius to be notified, in writing - by mail, of any proposed changes in land use or zoning. (*Land Use* element)  
Responsible Party: Plan Commission & Town Board  
Timing: Within six months
2. Task: The Town of Lake Tomahawk currently has several problems related to solid waste disposal. The Town Board should establish a structure by which to identify solid waste disposal problems and potential solutions for consideration.  
Responsible Party: Town Board  
Timing: Within one year.

#### Periodic Actions

1. Task: Pursue intergovernmental cooperation with other jurisdictions. Meet with the surrounding communities and the county to discuss the plan; what and how the town intends to do its business. (*Intergovernmental Cooperation* element)  
Responsible Party: Plan Commission and Town Board.  
Timing: Ongoing
2. Task: Assess the availability of developable residential land (*Housing* element)  
Responsible Party: Plan Commission  
Timing: Annually
3. Task: Assess capacity and needs with regard to administrative facilities and services and public buildings (*Utilities and Community Facilities* element)  
Responsible Party: Town Board  
Timing: Every five years
4. Task: Conduct a community survey of historical and archeological resources (*Agricultural, Natural, and Cultural Resources* element)  
Responsible Party: Plan Commission  
Timing: Every 20 years

5. Task: Pursue funding for transportation facilities in accordance with the Capital Improvement Plan (*Transportation* element)  
Responsible Party: Town Board  
Timing: Ongoing

## 9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in affect in the Town of Lake Tomahawk and summarizes recommended changes to each of these ordinance types.

### 9.2.1 Town Ordinances

#### Current Status

The Town of Lake Tomahawk does not administer land use regulations (Zoning or Land Division Ordinances) they are administered by Oneida County. However, the *Town of Lake Tomahawk Year 2030 Comprehensive Plan* does call for significant recommended changes to how zoning and land use regulations should be administered in the future. See Sections 9.2.2 and 9.2.3. The Town of Lake Tomahawk does not have a Code of Ordinances; the Town administers a number of local ordinances some of which are listed below:

- ◆ Building Construction Ordinance
- ◆ Moving of Building Ordinance
- ◆ Mobile Home Ordinance
- ◆ Parks and Recreation Ordinance
- ◆ Nuisances Ordinances
- ◆ Streets, Sidewalks and Public Grounds Ordinance

The Town of Lake Tomahawk ordinances are available on the town's web site:

[www.laketomahawkwi.org](http://www.laketomahawkwi.org)

#### Recommended Changes

- ◆ Create a standard development agreement related to the provision of new roads or development (typically associated with subdivision development) that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.
- ◆ Create a set of town road construction specifications to include modern requirements for road base, surfacing, and drainage construction.
- ◆ Incorporate existing and potential new ordinances into a consolidated Code of Ordinances.

### 9.2.2 Zoning

#### Current Status

The Town of Lake Tomahawk is covered by the Oneida County Zoning and Shoreland Protection Ordinance. The Oneida County Shoreland Protection Ordinance provides a comprehensive set of zoning regulations including designation of allowed and conditional uses, building bulk, density, and intensity requirements, performance standards, and specific use regulations. Shoreland, wetland, and floodplain zoning regulations are part of this ordinance and also apply to the town. Map 9-1 displays the town's zoning districts under the Oneida County ordinance as of May 2007.

Zoning will continue to be a key tool for implementing the *Town of Lake Tomahawk Year 2030 Comprehensive Plan*. In order to implement its zoning recommendations, the town will either need to work with Oneida County to revise and update the county zoning ordinance, or the town will need to develop its own zoning ordinance. If the town elects to develop its own ordinance, consideration should be given to the many procedural steps that must be taken to accomplish this. The town should also be aware that such regulations would be in addition to, and must be more restrictive than, the county zoning ordinance.

Whether the town elects to work with the county or to develop its own ordinance, the applicable zoning regulations should be modified toward the goal of better managing land use and protecting the town's northwoods character and natural resources. Specifically, this plan recommends:

#### Recommended Changes

- ◆ Creating provisions for assessing the impacts of large development proposals.
- ◆ Requiring the submittal of area development plans by commercial and industrial developments and major subdivisions.
- ◆ Establishing limits of disturbance requirements to implement the town's site planning policies.
- ◆ Modify town ordinances or work with Oneida County to modify county ordinances in order to implement the town's site planning policies. It is the town's intent that every development site be reviewed by the Plan Commission for compliance with the town's site planning policies.

It is important to the Town of Lake Tomahawk that future development proposals are reviewed for potential negative impacts to the community. Specifically, the town is concerned with the potential impacts of development on road damage, traffic, and the cost of providing community facilities and services. The town's intent is to ensure fairness in this process, as the depth of analysis required will be appropriate for the intensity of the proposed development. These requirements should be reasonable and adjustable to a variety of common land uses.

Refer to *Land Division Regulations* in this section for discussion of the town's recommendations relative to site planning and area development planning.

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## **Town Zoning Ordinance vs. County Zoning Ordinance: Options, Advantages and Disadvantages**

The Town of Lake Tomahawk is under the jurisdiction of the Oneida County Zoning Ordinance. Some of the recommendations contained within this plan require a much more detailed site plan review and notification requirements than would be required under the Oneida County Zoning Ordinance. In order to remedy this discrepancy, it is recommended that the town and county coordinate their review procedures relative site plan review process in accordance with the Action Plan. In 2001, Oneida County comprehensively revised the county zoning ordinance and the Town of Lake Tomahawk voted to stay within the jurisdiction of county zoning. That stated the town can use zoning as a primary implementation tool even though the town has planned for uses that have variance to the county zoning districts. The town and county have options to mitigate the differences, including:

- Option 1** Propose new Oneida County zoning districts and/or modifications to the existing district descriptions that builds conformity between the plan and zoning.

The town would need to petition the county for zoning ordinance amendments that would affect the entire county.

### **Advantages**

1. Other towns may be in support of similar modifications and could provide political support for the changes.
2. If approved, the town would be able to create a better match between the zoning districts and preferred land uses, therefore reducing the administrative burden.
3. County staff would continue to administer zoning.

### **Disadvantages**

1. Changes may affect the entire county and may not be politically supported by the County Zoning Committee, Zoning staff, or County Board.
2. More zoning districts may make the existing county ordinance more complex and difficult to administer.
3. A major challenge facing the County will be to integrate the desires of various towns to best address the issue of regulating mixed use development that would conform to a local comprehensive plan.

4. The time frame involved may cause a lapse in regulation. Town will have a land use plan done and the county zoning districts may not change within a timeframe that is workable for the town.

**Option 2** Propose unique town zoning as an appendix to the Oneida County zoning ordinance.

The town could petition to have the town's zoning district descriptions and related text and map stand alone as an appendix to the County Zoning Ordinance. The county could still administer the town's zoning, but the zoning could be quite different from the countywide zoning provisions.

#### **Advantages**

1. The town could propose their own unique zoning districts, permitted uses and conditional uses that will better achieve the "desired future conditions" of the preferred land uses. The county could still administer this as a more or less stand-alone zoning ordinance for the town.

#### **Disadvantages**

1. Creating unique zoning districts and map for a single town may not be politically supported by the county. Other municipalities may wish to do the same thing, creating a wide diversity of zoning provisions to try to interpret and administer.
2. The county zoning ordinance would become even more complex. Administration could be very difficult and time consuming for the zoning staff.

**Option 3** Establish a town zoning ordinance including town administration and enforcement.

The town could draft their own zoning ordinance. This would require County Board approval to establish. Also the County Board would have "veto" power over future amendments to the town's ordinance.

#### **Advantages**

1. This option would provide for the greatest amount of "local control" over zoning decisions.
2. The zoning districts and other ordinance provisions could be tailor made to best achieve the desired future conditions in each land use management area. Administration of this option could be achieved in a variety of ways. An alternative to total town administration could involve 66.30 intergovernmental

agreements to contract with the county or an adjacent town for zoning administration and enforcement.

### **Disadvantages**

1. This would be a more expensive option, as it would require funding zoning administration and enforcement (including legal expenses) at the local level instead of the county.
2. The town would likely need to hire at least a part time zoning administrator, and would need to establish a Board of Appeals.
3. The option requires County Board approval to establish and allow future changes. There still would be some areas of overlap between the county and town ordinances for environmental features such as shoreland and floodplain areas.

**Option 4** Proceed with pursuing a combination of Option 1 with Options 2 and/or 3.

The administration and the enforcement need to be primary in the discussions relative to zoning, as the primary issue will be the effectiveness of the implementing action and how much it costs the town and county to enforce.

## **9.2.3 Land Division Regulations**

### Current Status

The Town is under the jurisdiction of the Oneida County Subdivision Ordinance. At a minimum, it is recommended that the town work with the county to incorporate standards and a review procedure to deal with conformance to the town plan during the review of land divisions. Overall, a land division ordinance is a planning tool to set minimum standards dealing with how, when, and if rural lands will be divided and developed. Properly administered subdivision regulations can be more useful in achieving planning goals than zoning ordinances.

The impact of land division (subdivision) regulations is more permanent than zoning. Once land is divided into lots and streets are laid out, development patterns are set. Subdivision control ordinances often give a community its only opportunity to ensure that new development are properly designed.

Provisions to allow for cluster or conservation subdivisions are not included in the Oneida County Subdivision Ordinance. Therefore, the division of larger parcels to smaller parcels for the purpose of sale or transfer of ownership is certainly an issue in the Town of Lake Tomahawk. To address that issue, the preferred land use classifications all have different densities.

Section 236 of the Wisconsin Statutes regulates the division of land into lots for the purpose of sale or building development. Towns can adopt their own subdivision ordinances without county approval. In order to exercise this power a town needs to have four things: a. village powers, b. land use plan-stating goals and objectives, c. planning committee/commission, d. an ordinance. If there is a conflict between a county and town land division ordinance, the proposed subdivision must comply with the most restrictive standard (Wisc. Stat. 236.13 (4)).

# Map 9-1 Existing Zoning

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The land division ordinance is related to the zoning ordinance in that the zoning ordinance regulates the type (use) of development that takes place on a parcel and the land division ordinance regulates how the parcel is created and made ready for development. It must be stressed that a land division ordinance is not zoning in that it does not regulate permitted or conditional uses and/or setbacks.

Most importantly, the land division ordinance helps implement the land use plan. A basis of the approval of a land division is its conformance or consistency with a local land use plan via density of the preferred land use classes. The land division ordinance may be the most effective method to implement proposed lot sizes that may differ from the zoning district that enforces the land use. The county may be reluctant to deal with large lots on a county wide basis. Hence, the administration as well as enforcement may need to be done by the Town of Lake Tomahawk.

In order to administer a land division ordinance, the town must appoint a Planning Commission to review and approve division requests. Although it is ideal that land division codes and zoning codes (e.g., County zoning) be consistent with each other, there is no hierarchy of land use controls. Zoning does not take priority over the subdivision process or vice versa. Development approval must often proceed on two tracks: zoning approval and subdivision approval. In addition, the line between zoning and the regulation of subdivisions is not always clear. For example, both zoning and subdivision regulations address issues of lot size.<sup>1</sup>

A town land division code can provide the town the means to review and regulate new divisions of land to ensure consistency with the vision, goals, objectives, land protection criteria, and other recommendations of an adopted *Town of Lake Tomahawk Year 2030 Comprehensive Plan*. It can also allow or provide for review of divisions of land exempt from County subdivision requirements. For example, the division of a piece of property into less than five parcels or greater than 10 acres are generally not reviewed under the County code.

A town land division ordinance would require administration and enforcement by the town. Therefore, local control of divisions of land would require town funding. It also adds a layer of government involved in regulating proposals for land divisions.

The alternative to a town land division code is to approach the County to amend the County land division code to ensure that new divisions of land are consistent with the town plan. Other towns may be in support of similar modifications and could provide political support for the changes. However, changes would affect the entire County and may not be politically supported by the County. In addition, any amendments may not be totally satisfactory to the town, since the County must balance its own abilities to administer the code and also the needs of other local governments.

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<sup>1</sup> Source: Guide to Community Planning in Wisconsin, 1999, Department of Urban & Regional Planning University of Wisconsin-Madison/Extension, authored by Brian Ohm.

Whether the town elects to work with the county or to develop its own ordinance, the applicable land division regulations should be modified toward the goal of better managing land use and protecting the town's northwoods character and natural resources.

#### Technical Recommendations

- ◆ The *Town of Lake Tomahawk Year 2030 Comprehensive Plan* has many actionable items that require the work of the Plan Commission (or special sub-committee of the Town Board) which is knowledgeable of land use issues. The knowledge gained by the town's Plan Commission over the last eighteen months is a valuable tool for the town to leverage.
- ◆ As discussed previously, a standard development agreement should be created that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.
- ◆ Work with Oneida County to require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services.

#### **9.2.4 Site Plan and Design Review Regulations**

Planned Unit Developments typically are conditional uses applied to developments that are larger in scale or are used by a community to allow review of development proposals prior to any approvals for use or zoning. Plans for the proposed development should show the location, size, and proposed use of all structures and land included in the areas involved in the development. Individual drainage and landscaping plans are also typically provided as part of the review. Plans may provide for a combination of uses, including single family, multi-family, and commercial uses provided the plans indicate that:

1. The overall density of the project, defined as the number of living units per acre, does not exceed the regulations for the areas in which the development is located.
2. Streets, sidewalks, trails etc will be provided to adequately serve the development.
3. Adequate sewage and water facilities will be provided.
4. The development will be compatible with the surrounding land uses.
5. Adequate safeguards will be taken to ensure that parks and recreation areas are addressed.
6. Matters of potential concern such as signage, lighting, noise, and landscaping are addressed as part of the development review.

The town has discussed this issue in regard to the preferred land use map. It is recommended the town consider using provisions in the (county) zoning code or town land division regulations when adopting Planned Unit Development provisions. The application of site plan regulations may be most effective in the STH 47 Mixed Use and Restricted Mixed Use classifications due to the potential uses and conflicts that may occur. The uses of PUD language in the ordinance will allow the town to address matters of public concern and negotiate development conditions based on community values under the direction of the plan intent.

#### Current Status

The Town of Lake Tomahawk does not administer local site plan or design review ordinances. The Oneida County Zoning and Shoreland Protection Ordinance and Subdivision Ordinance apply to the town and include very limited site plan and design standards.

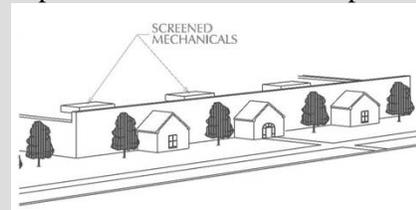
#### Recommended Changes

The town desires to establish requirements for site plan and design review approval of proposed commercial, industrial, and multi-family residential developments. This will be implemented through working to modify existing Oneida County land use ordinances or development of a Town of Lake Tomahawk site and architectural design review ordinance that protects and enhances the visual quality of the town. Either way, the ordinance will establish the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Large, bulky, box-like commercial structures should be avoided. As the town begins to develop these standards, **public input should be sought on the desired characteristics of such development.** Specifically, new commercial, industrial, and multi-family residential development should employ site and building designs that include:

- ◆ Attractive signage and building architecture
- ◆ Shared highway access points
- ◆ Screened parking and loading areas
- ◆ Screened mechanicals
- ◆ Landscaping, including trees that break up large parking lots

#### Site Plan and Architectural Design Review

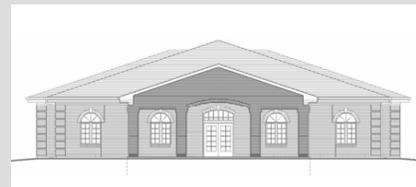
Standards and guidelines should be graphically depicted to clearly express the intent. For example...



- ◆ Avoiding a “boxy” look
- ◆ Screening mechanicals



- ◆ Use of monument signs



- ◆ Definition of the building entrance
- ◆ Preferred building forms or styles

- ♦ Lighting that does not spill over to adjacent properties
- ♦ Efficient traffic and pedestrian flow

### **9.2.5 Official Map Regulations**

#### Current Status

The Town of Lake Tomahawk does have an official map.

#### Recommended Changes

In addition to use of the official town map, other tools such as site planning and area development planning to manage the location of new development and prevent the obstruction of planned future road connections should also be employed when making land use decisions.

### **9.2.6 Sign Regulations**

#### Current Status

The Town of Lake Tomahawk does not administer local sign regulations. The Oneida County Zoning and Shoreland Protection Ordinance applies to the town and includes sign regulations.

#### Recommended Changes

The review of signs should be incorporated into the town's requirements for site plan and design review. No other recommendations related to sign regulations have been identified by the town at this time.

### **9.2.7 Erosion Control and Stormwater Management**

#### Current Status

The Town of Lake Tomahawk does not administer local erosion control or stormwater management regulations. The Oneida County Zoning and Shoreland Protection Ordinance applies to the town and includes Control of Surface Water Runoff. The Oneida County General Zoning and Shoreland Zoning Ordinance also have provisions that apply to erosion control and stormwater management within the shoreland zone, which covers the majority of development in the town.

#### Recommended Changes

No changes to existing erosion control and stormwater management regulations are being recommended by the town at this time.

### **9.2.8 Historic Preservation**

#### Current Status

The Town of Lake Tomahawk does not administer local historic preservation ordinances. Oneida County ordinances do not reference provisions to promote the use and preservation of historic sites, structures, landmarks, and districts within the county. Wisconsin Statute 60.64 provides the Town Board, in the exercise of police and zoning powers, for the purpose of promoting the health, safety and general welfare of the community and of the state, may

regulate any place, structure or object with a special character, historic interest, aesthetic interest or other significant value for the purpose of preservation. The town should consider the adoption of a historic preservation ordinance to protect historic structures within the town.

#### Recommended Changes

No changes to existing historic preservation measures are being recommended by the town at this time.

### **9.2.9 Building, Housing, and Mechanical Codes**

#### Current Status

Town ordinance Chapter 162 (Building Construction) establishes requirements and procedures for licensing and management of accessory structures. The ordinance requires that property owners in the Town of Lake Tomahawk applying for permits for an accessory structure shall be required at the same time to take out an accompanying two-year permit to place a principal structure (main residence) on the same piece of property. The ordinance also establishes the position of Building Inspector for the Town of Lake Tomahawk. It requires inspection of building for compliance with the ordinance.

Town ordinance Chapter 257 (Mobile Homes) establishes requirements relative to the placement of mobile homes outside of mobile home parks. It establishes set back requirements for mobile homes on a Town road, prohibits privies, and requires a foundation of cement or cinder block. It also establishes requirements for the placement of mobile homes within the town.

The State of Wisconsin Uniform Dwelling Code must be followed for the construction and inspection of all one and two-family dwellings. Local communities have several options for administration and enforcement of this code. The Town of Lake Tomahawk has elected to work with the state Department of Commerce to administer the Uniform Dwelling Code. Home builders must contact the Department of Commerce directly for plan review and inspections.

The Oneida County Zoning and Shoreland Protection Ordinance does not reference these building codes.

#### Recommended Changes

No specific changes are recommended at this time, but the town's Mobile Home Ordinance should be periodically reviewed for consistency with the applicable statutes. The terminology for describing and defining mobile homes and mobile home parks has changed over time. The town should monitor the scope of its ordinance and ensure that statutory authorization for such regulations is maintained.

### **9.2.10 Sanitary Codes**

#### Current Status

The Town of Lake Tomahawk does not administer local sanitary codes. Oneida County administers the sanitary code. The town does have within its northern boundary a sanitary district – the Lake Tomahawk Sanitary District #1, which provides sanitary sewer services. The Lake Tomahawk Sanitary District #1 does not provide water service. Residents rely upon private wells for water. The Lake Tomahawk Sanitary District #1 is administered by a separate and independent Board of Directors.

#### Recommended Changes

No changes to existing sanitary codes are being recommended by the town at this time. However, this Plan does call for the town to purchase developable land adjacent to the sanitary district boundaries. Therefore, the town will need to work with the Sanitary District to coordinate expansion of the district to accommodate development in the designated areas.

### **9.2.11 Driveway and Access Controls**

#### Current Status

Town ordinance Chapter 325 (Town of Lake Tomahawk Streets, Sidewalks and Public Grounds Ordinance) requires a town permit to construct or modify driveways that access public roads. The Oneida County Zoning and Shoreland Protection Ordinance also applies to the town and contains driveway provisions.

#### Recommended Changes

No changes to existing town or county driveway and access controls are being recommended by the town at this time.

### **9.3 Non-Regulatory Land Use Management Tools**

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood planning, or road improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting).

The *Town of Lake Tomahawk Year 2030 Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ◆ Utilize postcards to residents to promote important meetings in the town (*Issues and Opportunities* element)
- ◆ Annually assess the availability of land for residential development (*Housing* element)
- ◆ Pursue funding for transportation facilities (*Transportation* element)
- ◆ Update the five-year road improvement plan (*Transportation* element)
- ◆ Assess capacity and needs with regard to administrative facilities and services and public buildings (*Utilities and Community Facilities* element)
- ◆ Conduct a community survey of historical and archeological resources (*Agricultural, Natural, and Cultural Resources* element)

- ◆ Review intergovernmental agreements for their effectiveness and efficiency (*Intergovernmental Cooperation* element)
- ◆ Create a local or county wide purchase or transfer of development rights program (*Land Use* element)
- ◆ Review and update the comprehensive plan (*Implementation* element)

## 9.4 Comprehensive Plan Amendments and Updates

### 9.4.1 Adoption and Amendments

The Town of Lake Tomahawk should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), 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 laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the town's comprehensive plan must comply with the following steps:

- ◆ **Public Participation Procedures.** The established public participation procedures must be followed and must 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 comments.
- ◆ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to an existing plan 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, and refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan. The Town Board should review the recommendation and approve the "Recommended Draft" as ready for distribution and public review.
- ◆ **Recommended Draft Distribution.** One copy of the comprehensive plan or 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, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the town; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the town is located; (f) the public library that serves the area in which the town is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the Town

Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.

- ◆ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The town is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.
- ◆ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the Town Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

## 9.4.2 Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The 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 modified language.

## 9.5 Integration and Consistency of Planning Elements

### 9.5.1 Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by the Town of Lake Tomahawk in the light of overall implementation strategies. The following implementation strategies are available for consideration.

#### Housing

1. Create a range of housing options
2. New duplexes/multi-family housing will only be allowed in sewered areas
3. Create a variety of housing types in the community
4. Consider adaptive conversion of outmoded buildings to viable new housing.
5. Evaluate preparedness to meet changing housing needs
6. Elderly/assisted living housing will be pursued
7. Lot size, land use controls & fees should be considered with impacts to affordable housing
8. Zoning ordinance and map shall identify district for mobile homes
9. Manufactured homes should feature designs similar to “site-built” homes
10. Mobile homes shall meet the following criteria:
  - ◆ Placed on a foundation;
  - ◆ Anchored to the foundation;

- ◆ Skirted to provide a finished appearance between the building and foundation;
  - ◆ Pitched, shingled or metal roof;
  - ◆ Sided with conventional house siding or simulated wood;
  - ◆ Compliant with HUD regulations and built after June 14, 1976.
11. Housing shall be maintained at a low density and located to preserve northwoods character and atmosphere of the town

**Transportation**

1. Build all roads to town standards as a condition of approval for new development
2. Developers shall bear the cost of constructing new roads to town standards
3. Jointly discuss transportation issues with neighboring communities and Oneida County
4. Development proposals shall be designed to include:
  - ◆ A safe and efficient system of internal circulation for vehicles and pedestrians;
  - ◆ Safe and efficient external collector streets where appropriate;
  - ◆ Safe and efficient connections to arterial roads and highways where applicable
5. Develop and maintain a road improvement plan and identify potential funding sources
6. Develop a plan for land use, infrastructure, and economic development along the Highway 47 and D corridor
7. Consider bike and ped. needs when new roads are proposed or for roadway improvements
8. Development proposals should be designed to include:
  - ◆ Trails or sidewalks where applicable;
  - ◆ Bicycle routes where appropriate
9. Highway corridor development will be directed to planned commercial and industrial clusters or nodes
10. New intersections will align directly opposite each other to form a single intersection
11. Development proposals will be designed to include:
  - ◆ A safe and efficient system of internal circulation for vehicles and pedestrians;
  - ◆ Safe and efficient external collector streets where appropriate;

- ◆ Safe and efficient connections to arterial roads and highways where applicable;
  - ◆ Connectivity of the street network with adjacent developments;
  - ◆ Cul-de-sacs or dead-ends, only where connections to other streets are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development
12. Street design standards that provide intersection design features, signal phasing, and roadway width that enhance the safety
  13. Development proposals shall provide the community with an analysis of the potential transportation impacts
  14. Use existing roads, public facilities and services to accommodate new development
  15. New access points to local roads shall meet town standards for:
    - ◆ Minimum distance between access points;
    - ◆ Maximum number of access points per parcel;
    - ◆ Minimum site distance
    - ◆ Minimum driveway surface width and construction materials;
    - ◆ Minimum clearance width and height;
    - ◆ Minimum turnaround areas for longer driveways
  16. Developers shall submit plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties
  17. Design of new commercial and industrial development will avoid proliferation of new commercial strips

**Utilities and Community Facilities**

1. Development proposals shall determine that adequate public facilities and services are currently available, are planned for the future, or are proposed for expansion or improvement
2. Manage growth to avoid significant increases in community services or facilities
3. The cost of improvement, extension, or construction of public facilities will be borne by the developer
4. Parks should be incorporated into the design of new residential subdivisions
5. Target areas for future park sites in the town will include lake frontage

6. Support efforts to expand parks, trails, waterway access, public hunting and fishing areas, and wildlife viewing areas
7. Funding for park land acquisition and improvement shall be budgeted annually
8. Create a long term development plan for trails
9. Work with the Sanitary District to coordinate expansion of the district to accommodate development in the designated areas
10. Create policies that will encourage compact growth and discourage scattered development
11. Capital expenditures will be supported by an approved Capital Improvement Plan
12. Increase administrative facility and public building space as growth takes place
13. Improve emergency service staffing, training, space, and equipment to achieve desired response times and quality of service as growth takes place and need warrants
14. Support efforts of the local school districts to improve educational services and facilities
15. Participate in public-private partnerships that connect the workforce development needs of local business and industry with high school and technical school skills training programs
16. Support efforts to improve local library facilities and services as growth takes place
17. Improve solid waste management and recycling services as growth takes place
18. Support the clean-up/reuse of brownfield sites
19. Jointly discuss transportation issues with surrounding communities and Oneida County
20. Participate in efforts to inventory future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency
21. Pursue options for trading, renting, sharing or contracting from neighboring jurisdictions
22. Opportunities for sharing community staff or contracting out existing staff should be pursued should the opportunity arise
23. Community facilities that have available capacity should be jointly used with neighboring communities or organizations
24. Consider cooperative options before establishing, reinstating, expanding or rehabilitating community facilities, utilities or services
25. Support the consolidation or shared provision of community services
26. Development proposals will provide an assessment of potential impacts to the cost of providing community facilities and services
27. Development proposals will provide an analysis of outdoor recreation impacts
28. New on-site sewage treatment facilities will not be allowed in the sewerred areas
29. Existing on-site sewage treatment systems shall be connected with sanitary sewer service when it becomes available
30. Regular inspections of existing on-site sewage treatment systems shall be conducted within the Sewer Service Area/Sanitary District
31. The applicant of a land division shall meet with the Sanitary District Board if a proposed land division occurs within or in close proximity (guideline 500 feet) to the Sewer Service Area
32. Land divisions in or near the Sewer Service Area shall be reviewed by the Sanitary District engineer to estimate the feasibility and cost of extending sewer service to the land division
33. A land division in or near the Sewer Service Area shall not be approved unless the sewer connection feasibility analysis has been completed
34. Cost of feasibility analysis by the Sanitary District Engineer will be the responsibility of the applicant
35. New utility systems shall be required to locate in existing rights-of-way whenever possible
36. New telecommunication antennas and other devices shall be placed on existing towers to the maximum extent possible
37. Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties

**Agricultural, Natural, and Cultural Resources**

1. New developments will comply with Oneida County Shoreland Zoning Ordinance and Shoreland Protection Manual
2. Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to forest lands, natural

- resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography
3. Planned utilities, service facilities, and roads shall be designed to limit the potential negative impacts to historic and archeological sites
  4. Wisconsin DNR Best Management Practices will be utilized for activities approved in the community's forests and wetlands
  5. Solid and hazardous waste handling and disposal sites shall be located and designed to cause no harm to surface water and groundwater. They should be located outside of municipal wellhead protection areas and in areas of low to moderate groundwater contamination risk
  6. Municipal wellhead protection shall be a priority when reviewing development proposals
  7. Maintain an inventory of historically significant homes, historic sites, archeological sites, and other cultural resources to target preservation and rehabilitation efforts
  8. All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement private wells and on-site wastewater treatment systems
  9. Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties
  10. New utility systems shall be required to locate in existing rights-of-way whenever possible
  11. Planned utilities, service facilities, and roads shall be designed to limit the potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings
  12. Development occurring within or near natural resources will incorporate those resources into the development
  13. Development near historic and archeological sites will incorporate those resources into the development rather than harm or destroy them

14. New development shall be placed on the landscape in a fashion that minimizes potential negative impacts historic sites
15. Development proposals will provide an analysis of the potential natural resources impacts
16. Development proposals shall address stormwater management, erosion control, and potential increased risk of flooding
17. Development proposals will provide an analysis of the potential cultural resources impacts
18. Development shall be placed on the landscape in a fashion that minimizes potential impacts to natural resources
19. Development shall be placed on the landscape in a fashion that minimizes impacts to rural character
20. Conservation and cluster design will be utilized in proposed major land divisions
21. Conservation design shall be utilized to minimize the negative impacts to rural character, historic and archeological sites
22. Residential development shall be placed on the landscape in a fashion that preserves productive forests, reduces forest fragmentation, and prevents conflicts between land uses

#### **Economic Development**

1. Support new business efforts that are consistent with the comprehensive plan
2. Pursue economic developments which strengthen and diversify the existing economic base before pursuing time consuming, and often expensive, business recruitment efforts
3. Pursue the development of a more detailed plan for land use, infrastructure, and economic development along the Highway 47 and Highway D corridor
4. Work with the OCEDC to achieve its economic development goals and objectives
5. Encourage economic development efforts through public-private partnerships
6. Maintain prime commercial and industrial lands adequate to encourage the desired types and amounts of such development
7. Pursue participation in the local Chamber of Commerce and the OCEDC
8. The community shall evaluate community economic development related grants, programs, and tax incentives for applicability

9. Commercial and industrial development proposals will provide an assessment of potential impacts to economic health
10. New commercial and industrial development will employ site and building designs that include:
  - ◆ Attractive signage and building architecture;
  - ◆ Shared highway access points;
  - ◆ Screened parking and loading areas;
  - ◆ Screened mechanicals;
  - ◆ Landscaping;
  - ◆ Lighting that does not spill over to adjacent properties;
  - ◆ Efficient traffic and pedestrian flow
11. Large, bulky, box-like commercial structures shall be avoided
12. Commercial and industrial development proposals will provide an assessment of potential impacts to the cost of providing community facilities and services

#### **Intergovernmental Cooperation**

1. Jointly discuss transportation issues with surrounding communities and Oneida County
2. Educational efforts regarding planning, land use regulation, implementation, or resource management will be discussed as a joint effort with neighboring communities
3. Participate in efforts to inventory and assess existing future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities
4. Opportunities for sharing community staff or contracting out existing staff availability will be pursued should the opportunity arise
5. Consider cooperative options before establishing, reinstating, expanding or rehabilitating community facilities, utilities or services
6. Support the consolidation or sharing community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized
7. Work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts
8. A joint planning area will be developed with neighboring communities in areas where there is common interest, potential for

- conflicts, or where regulatory authority overlaps for the purposes of pursuing a cooperative boundary agreement with towns surrounding the Town of Lake Tomahawk
9. Work to maintain positive relationships with neighboring communities, school districts, Oneida County, state and federal agencies, and other overlapping units of government such as the sanitary district
  10. Neighboring communities and districts should be invited to future meetings in which amendments or updates to the comprehensive plan are made or discussed.
  11. Before the purchase of new community facilities or equipment or the reinstatement of service agreements, pursue options for trading, renting, sharing or contracting such items from neighboring jurisdictions
  12. Community facilities that have available capacity will be considered for joint use with neighboring communities or organizations.
  13. Wellhead protection shall be a priority when reviewing development proposals.

#### **Land Use**

1. Scattered residential development should be prevented throughout the community
2. Sewer system and other utility assessment policies will encourage compact growth and discourage scattered development
3. New residential development shall be placed on the landscape in a fashion that preserves productive forestland, reduces forest fragmentation, and prevents conflicts between land uses
4. New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources, northwoods character and historic and archeological sites
5. Development occurring within or near natural and cultural resources shall incorporate those resources into the development
6. Lots or building sites in a conservation/cluster design development will be no larger than necessary to accommodate the residential structures, driveway, desired yards, and utilities such as an on-site sewage treatment system
7. Industrial development should be steered to neighboring cities and villages capable of providing sewer and water service

8. Large, bulky, box-like commercial structures shall be avoided
9. The existing road network and existing public facilities and services will be utilized to accommodate new development to the maximum extent possible
10. Make infrastructure investments in existing residential areas to maintain property values, encourage in-fill development, and encourage rehabilitation of existing homes
11. New development near school facilities shall be limited to land uses that do not pose threats to public health or safety
12. Solid or hazardous waste disposal, transfer, or handling facilities shall be located in areas where conflicts with existing or planned land uses can be minimized or mitigated
13. Solid or hazardous waste disposal, transfer, or handling facilities shall be located outside of municipal well protection zones and areas of high groundwater contamination risk, and designed to protect surface water and groundwater quality
14. Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties
15. Proposed telecommunication, wind energy, and other utility towers shall address potential impacts on surrounding residential properties, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security
16. New residential development will only be allowed in planned growth areas as identified by the following preferred land use classifications: Lakeshore Residential, Wooded Residential, Rural Residential, Forestry, STH47 Mixed Use, and Restricted Mixed Use.
17. Conservation/cluster design shall be utilized in proposed major land divisions to minimize the negative impacts to agriculture, natural resources, and cultural resources while accommodating residential development
18. Commercial and industrial development will be directed to areas where existing public facilities and services are adequate to support growth, are planned for expansion, or will be provided concurrent with development
19. Subdividing of industrial parks will not take place until developments are approved that are compliant with the community's conceptual industrial park plan or master layout
20. Work cooperatively with the neighboring municipalities to address land use, building and site design, and development density in areas along the municipality's boundary, along highway corridors, and at community entrance points
21. A joint planning area should be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps
22. As part of the review of major subdivisions, developers shall submit plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties
23. Home based business shall maintain the following characteristics:
  - ◆ They are conducted in a zoning district where such use is allowed;
  - ◆ They are a secondary use of a primarily residential property;
  - ◆ They have little to no outward appearance or negative impact on the surrounding neighborhood;
  - ◆ They are conducted entirely within the primary residential structure or in a detached accessory structure that is consistent in character with the residential use of the property and the surrounding neighborhood;
  - ◆ There are no more than 3 employees that are not immediate family members.
24. At such time that a home based business takes on the characteristics of a primary commercial or industrial use, it shall be discontinued or rezoned appropriately to reflect a commercial or industrial use
25. Proposed conditional uses shall meet the following criteria in order to gain town approval:
  - ◆ Complies with the requirements of the applicable zoning district
  - ◆ Use and density are consistent with the intent, purpose, and policies of the applicable preferred land use classification
  - ◆ Use and site design are compatible with adjacent uses in terms of

- aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts
- ◆ Does not diminish property values in the surrounding neighborhood
  - ◆ Provides assurance of continuing maintenance
26. The design of new commercial development will avoid the proliferation of new commercial strips
  27. New commercial and industrial development will employ site and building designs that include:
    - ◆ Attractive signage and building architecture;
    - ◆ Shared highway access points;
    - ◆ Screened parking and loading areas;
    - ◆ Screened mechanicals;
    - ◆ Landscaping;
    - ◆ Lighting that does not spill over to adjacent properties;
    - ◆ Efficient traffic and pedestrian flow.
  28. Planned utilities, service facilities, and roads shall be designed to limit the potential negative impacts to northwoods character
  29. New utility systems shall be required to locate in existing rights-of-way whenever possible
  30. New or expansion of existing animal agriculture operations that result in farms with more than 500 animal units shall not be allowed
  31. Development proposals will provide the community with an analysis of the potential transportation impacts
  32. Utilize the Forestry Preferred Land Use Classification to identify existing and planned extraction sites
  33. The Town permits properly conducted non-metallic mineral extraction operations. Owners of property in areas designated as Intensive Use Overlay relative existing or planned extraction sites should expect that they will be subject to conditions arising from such operations. Conditions may include, but are not limited to exposure to: heavy truck traffic; noise; lights; fumes; dust; machinery operations; and blasting. Residents in and adjacent to Intensive Use Overlay areas should be prepared to accept such conditions as a normal and necessary aspect of living in a rural area
  34. Conditional use permits for mineral extraction operations shall include
    - restrictions for hours of operation that limit extraction, maintenance, and repair activities to a maximum of 8:00 a.m. to 6:00 p.m. Monday through Friday; shall not permit extraction operations or the operation of equipment within 2,000 feet of existing residences; shall not permit extraction areas within 300 feet of the edge of a town right-of-way; shall include provisions for adequate screening of the site in order to help control noise and views; will include a time limit for completion of the project not to exceed 5 years; the open area of a permitted extraction operation will not exceed 10 acres; shall allow for inspection of the site by county officials as well as the town chairperson and his or her agents in or order to ensure continuing compliance with the conditional use permit; shall include a plan for site reclamation and the posting of financial assurance to ensure proper reclamation
  35. The following characteristics shall be used to define a cluster design development:
    - ◆ Residential lots or building sites are concentrated and grouped.
    - ◆ There are residual lands that are reserved for green space or future development.
    - ◆ The lot size is reduced from what is normally required.
    - ◆ Within a cluster group, the lots or building sites are directly adjacent to each other.
  36. The following characteristics shall be used to define a conservation design development:
    - ◆ Residential lots or building sites are concentrated and grouped.
    - ◆ There are residual lands that are preserved as green space for the purpose of protecting valued community features such as agriculture, natural resources, or cultural resources.
    - ◆ The lot size is reduced from what is normally required.
    - ◆ Within a cluster group, the lots or building sites are directly adjacent to each other.
  37. Residential subdivisions and non-residential development proposals shall be designed to include:

- ◆ A safe and efficient system of internal circulation for vehicles and pedestrians;
  - ◆ Safe and efficient external collector streets where appropriate;
  - ◆ Safe and efficient connections to arterial roads and highways where applicable;
  - ◆ Sidewalks, bicycle paths, or trails where appropriate;
  - ◆ Connectivity of the street network with adjacent developments;
  - ◆ Cul-de-sacs or dead-ends, only where connections to other streets are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development.
38. Commercial development will be directed to the STH 47 Mixed Use and Restricted Mixed Use areas as designated on the Preferred Land Use Map
39. Industrial development will be directed to the STH 47 Mixed Use area as designated on the Preferred Land Use Map.

These overall strategies are grouped by element, but are associated with policies and recommendations in multiple elements. 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 Lake Tomahawk 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.

The Town of Lake Tomahawk selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the town’s highest priorities for implementation, and areas where the town is willing to take direct implementation responsibility. The following strategies were selected and utilized to develop this plan:

- ◆ H2: New duplexes and multi-family housing development will only be allowed in areas served by public sewer and where consistent with the comprehensive plan.
- ◆ H10: Set performance standards for mobile/manufactured homes and mobile home parks
- ◆ T5: A three-year road improvement plan shall be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources.
- ◆ T7: Consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made.
- ◆ T5: Development proposals shall provide the community with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development.
- ◆ UCF9: Work with the Sanitary District to coordinate expansion of the district to accommodate development in the designated areas.
- ◆ UCF10: Encourage compact growth and discourage scattered development.
- ◆ UCF20: Create efficiencies in the cost of providing services and facilities (control taxes)
- ◆ ANC2: Preserve forest lands
- ◆ ANC3: Preserve natural resources
- ◆ ANC9: Preserve and protect ground water resources

- ◆ ANC10: Create standards for towers
- ◆ ANC20: Preserve northwoods character
- ◆ ED3: Create a detailed plan for land use, infrastructure, and economic development along the Highway 47 and Highway D corridor.
- ◆ ED10: Establish site design standards for new commercial and industrial development
- ◆ IC3: Create intergovernmental efficiencies for providing services and facilities
- ◆ LU1: Preserve the existing landscape by limiting growth
- ◆ LU5: Preserve valued features of the landscape through site planning
- ◆ LU17: Conservation/cluster design will be utilized for new developments
- ◆ LU27: Create a system of development review that manages the location and design of non-residential development

The strategies that were not selected by the town may still be of importance, but were not identified as top priorities or areas where direct action by the town was deemed appropriate.

### **9.5.2 Planning Element Consistency**

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Town of Lake Tomahawk Year 2030 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 reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are statements of community values, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the town should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, area development plan, etc.). The process used to develop any further detailed plans should be consistent with this *Town of Lake Tomahawk Year 2030 Comprehensive Plan*.

### **9.6 Measurement of Plan Progress**

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan, policies and recommendations, which are found in each plan element.

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town of Lake Tomahawk has established a Transportation element policy that states, “*Roads that provide access to multiple improved properties shall be built to town standards as a condition of approval for new development.*” To determine whether the policy is achieving the community’s intention a “measure” must be established. In the case of this policy, the measure can be formulated by identifying the proportion of roads serving multiple improved properties that are built to town standards and by assessing how that has changed since the plan’s adoption. Each policy statement should be reviewed periodically to determine the plan’s effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to “measure” progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

## 9.7 Implementation Goals and Objectives

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

### **Goal 1. Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.**

#### ***Objectives***

- 1.a. Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.
- 1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the town’s comprehensive plan.

### **Goal 2. Balance appropriate land use regulations and individual property rights with community interests and goals.**

#### ***Objectives***

- 2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- 2.b. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

## 9.8 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

### **Policies: Town Position**

- I1 Existing and/or future land use regulations should be fair and treat landowners with equality.
- I2 Land use policies and implementation tools must be clear and readily understood by town residents.

### **Policies: Town Directive**

- I3 The town should maintain the comprehensive plan as an effective tool for the guidance of town governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements.
- I4 Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.

### **Recommendations**

- ◆ Monitor the updates to the Oneida County Comprehensive Plan and encourage the incorporation of the Town of Lake Tomahawk Comprehensive Plan relative to policies, recommendations, and implementation strategies.

- ◆ Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action.
- ◆ Review the comprehensive plan annually (in conjunction with the town budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes.
- ◆ Conduct a comprehensive plan update at least every 10 years as required by Ch. 66.1001, Wisconsin Statutes. All components of the plan should be reviewed for applicability and validity.

# Appendix