

TOWN OF WABENO COMPREHENSIVE PLAN



Adopted: March 2010

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

TOWN OF WABENO

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Cover Photo: Downtown Wabeno (Source: NCWRPC)

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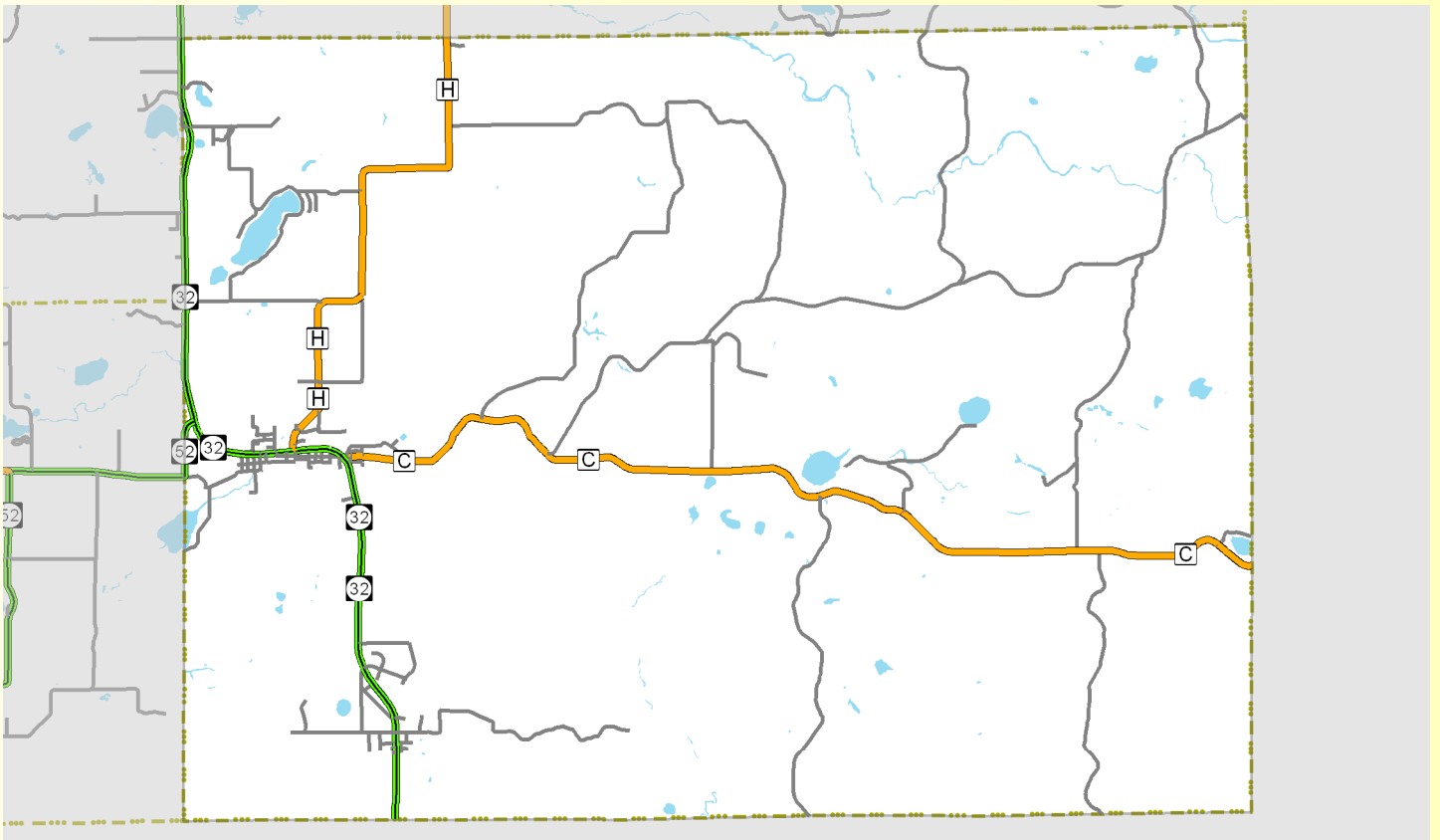
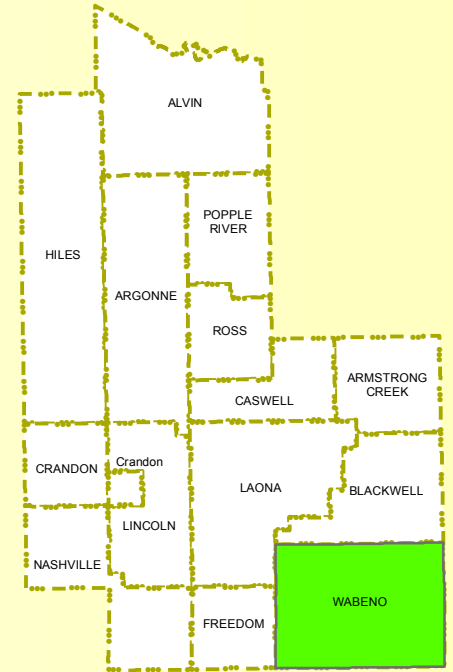
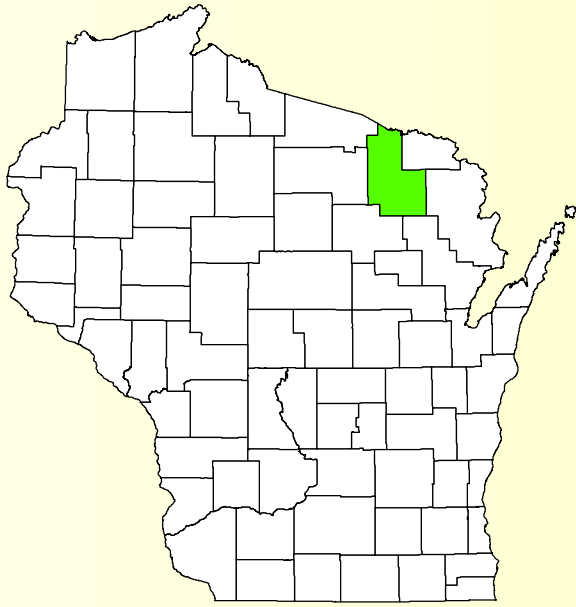
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- A. Public Participation Plan
- B. Plan Adoption Documentation

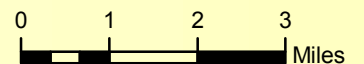
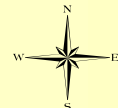


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Source: WI DNR, NCWRPC

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



CHAPTER 1: ISSUES AND OPPORTUNITIES

This chapter, the first of nine chapters of the Town of Wabeno Comprehensive Plan, explores potential issues that may have an effect on the development of the Town over the 20-year planning period of the plan. As required by the state's comprehensive planning law [§66.1001(2)(a) Wis. Stats.], this chapter contains trends and forecasts with jurisdictional comparisons for some basic demographics including: population, households, employment, age, education, and income. Although forecasts should typically cover the 20-year planning period, in some cases, the only acceptable sources had lesser time periods for their forecasts. Official sources are used for data and forecasting, including the WDOA Demographic Service Center, and the U.S. Census Bureau.

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

This chapter closes with a list of issues created by the Town. Goals, objectives, and policies are found at the end of each chapter of this plan, and were developed as a blueprint for the Town to follow when guiding future development over the 20-year plan horizon.

Plans are required to be updated every 10 years, roughly corresponding to the decennial census and fresh community data. This is the minimum amount of time between extensive review and update of issues and related objectives, policies, and goals.

A. BACKGROUND INFORMATION

1. POPULATION TRENDS AND FORECASTS

In 2000, 1,264 people lived in Wabeno, which includes all tribal and non-tribal residents in the Town of Wabeno. Between the 1990 and the 2000 Censuses, the Town of Wabeno's population increased by 24.9%, see TABLE 1. Both the County and the State grew slower than Wabeno, with growth rates of 14.2 and 9.6 percents respectively. Wabeno added 283 people from 1990 to 2005. According to the 2007 population estimate of 1,300 people living in Wabeno, another 36 people were added since the 2000 Census.

TABLE 1 displays the total population for the Town of Wabeno, the neighboring towns, the County, and the State. Although Wabeno has grown faster than the County and the State, towns surrounding Wabeno have grown at very different rates. The Town of Silver Cliff grew the fastest from 1990 to 2005 at an overall

change of 121.6 percent. The slowest rates of growth were recorded in the Town of Blackwell, -13.5%, and the Town of Laona, -1.2% from 1990 to 2005.

**Table 1:
Population Trends**

	1990	2000	Estimate 2005	% Change 1990-00	% Change 2000-05	% Change 1990-05
Town of Wabeno	1,012	1,264	1,295	24.9%	2.5%	28.0%
Town of Blackwell	384	347	332	-9.6%	-4.3%	-13.5%
Town of Silver Cliff, Marinette Co.	259	529	574	104.2%	8.5%	121.6%
Town of Lakewood, Oconto Co.	607	875	929	44.2%	6.2%	53.0%
Town of Townsend, Oconto Co.	715	963	1,053	34.7%	9.3%	47.3%
Town of Freedom	296	376	391	27.0%	4.0%	32.1%
Town of Laona	1,387	1,367	1,371	-1.4%	0.3%	-1.2%
Forest County	8,776	10,024	10,213	14.2%	1.9%	16.4%
Wisconsin	4,891,769	5,363,675	5,580,757	9.6%	4.0%	14.1%

Source: US Census, and WDOA Demographic Services Center

**Table 2:
Population Estimate 2005 and Population Forecasts to 2025**

	Estimate 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Wabeno	1,295	1,343	1,373	1,391	1,408
Town of Blackwell	332	319	305	289	273
Town of Silver Cliff, Marinette Co.	574	632	680	723	760
Town of Lakewood, Oconto Co.	929	1,040	1,114	1,184	1,245
Town of Townsend, Oconto Co.	1,053	1,119	1,188	1,253	1,310
Town of Freedom	391	403	414	421	428
Town of Laona	1,371	1,321	1,292	1,255	1,221
Forest County	10,213	10,350	10,448	10,465	10,482
Wisconsin	5,580,757	5,751,470	5,931,386	6,110,878	6,274,867

Source: WDOA Demographic Services Center

Population projections in TABLE 2 show the Town of Wabeno growing by 8.7 percent over the next 20-year period between 2005-2025. Silver Cliff is projected to have 32.4 percent total growth over the next 20 years. Townsend is projected to have 24.4 percent growth; Lakewood is projected to grow by 34 percent; but Blackwell and Laona have projected declines of 17.8 percent and 10.9 percent respectively from 2005-2025. Forest County is projected to only have a 2.6 percent growth rate, but the State is still projected to grow overall by 12.4% between 2005-2025.

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

2. HOUSEHOLD TRENDS AND FORECASTS

The 1,264 (year 2000) residents of the Town of Wabeno formed 497 households. Total households are projected to increase to 631 by 2025, see TABLE 3. This reflects the population growth projected in TABLE 2. Average household size in Wabeno was 2.54 people in 2000, which is almost even with the 2.50 State average. TABLE 3 reflects an overall trend of fewer people per household, and projected population changes.

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

**Table 3:
Households**

	Total 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Wabeno	497	526	562	591	612	631
Town of Blackwell	45	34	31	32	29	18
Town of Silver Cliff, Marinette Co.	216	244	275	303	328	349
Town of Lakewood, Oconto Co.	399	444	496	546	592	632
Town of Townsend, Oconto Co.	436	480	530	578	623	660
Town of Freedom	158	168	180	190	198	205
Town of Laona	564	568	580	583	579	573
Forest County	4,043	4,206	4,434	4,613	4,729	4,811
Wisconsin	2,084,556	2,190,210	2,303,238	2,406,789	2,506,932	2,592,462

Source: US Census, and WDOA Demographic Services Center

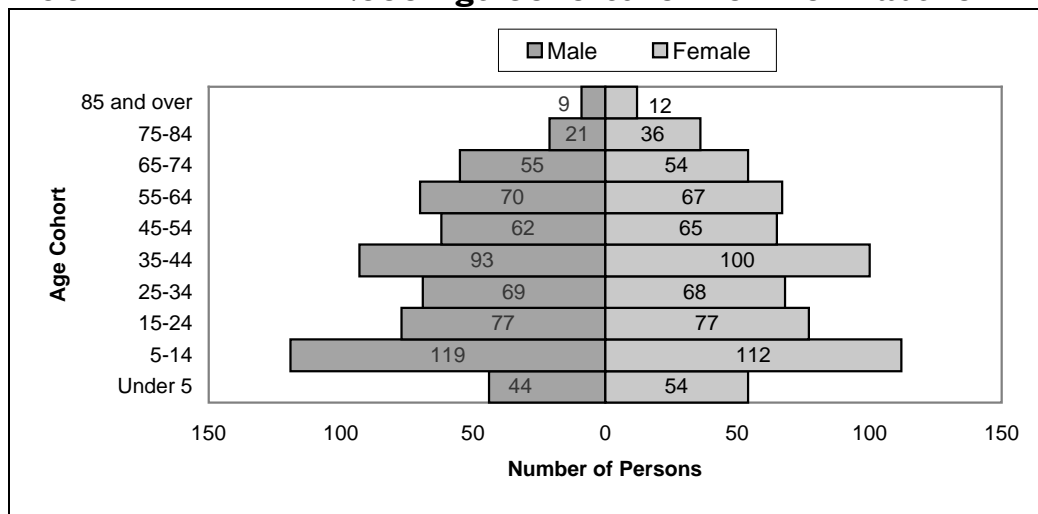
3. AGE DISTRIBUTION

Population distribution by age is important in the planning process. Two age groups are examined here: 1) people 5 to 17 years old, and 2) people 65 years and older. These two age groups are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring from the workforce. TABLE 4 shows each of these groups in 1990 and 2000.

In 1990, the median age of Wabeno's population was 33.5 years. At that time, residents of the County had a much lower median age (35.7 years). Both the Town and the County had populations older than the State (32.9 years) as a whole. The Town of Wabeno had a higher proportion of population (21.8%) in school (5-17 age class) than the County (19.5%), and the State (19.0%). Wabeno's older population (65+ age class) percentage of 17.2 is lower than the County (18.9%), and higher than the State (13.3%).

By 2000, the median age of Wabeno's population had advanced by 2.2 years to 35.7; which is less change than the County (4.2 years) and State (3.1 years). The Town's median age is slightly lower than the State's. Median ages of residents in the surrounding towns vary from a low of 20.6 in Blackwell to a high of 52.6 in Townsend; see TABLE 4. The Town of Wabeno's school age population (5-17 age class) increased to 23.8 percent in 2000. This is a much lower proportion of the population than the County (19.6%), and the State (19.1%); both of which remained about even from 1990 to 2000. Wabeno's older population (65+ age class) percentage of 14.8 is lower than the County, which rose slightly (19.3%), and higher than the State, which stayed almost even (13.1%).

FIGURE 1 2000 Age Cohorts for Town of Wabeno



Source: U.S. Census Bureau

FIGURE 1 is the population pyramid for Wabeno that shows age groups at the time of the 2000 U.S. Census. Wabeno has a relatively even distribution of men and women throughout the age groups. There is a large school age population (5-14 years) in town, but the 15 to 34 age groups are smaller, indicating that residents are leaving town to seek higher education or employment after high school.

**Table 4:
Age Distribution 1990 to 2000**

		Percent of Population				Median Age
		<5	5-17	18-64	65+	
Town of Wabeno	1990	9.2%	21.8%	51.8%	17.2%	33.5
	2000	7.8%	23.8%	53.6%	14.8%	35.7
Town of Blackwell	1990	2.9%	22.7%	56.0%	18.5%	20.6
	2000	2.0%	18.4%	59.4%	20.2%	20.9
Town of Silver Cliff, Marinette Co.	1990	2.3%	16.6%	61.0%	20.1%	43.8
	2000	5.5%	18.0%	60.1%	16.4%	46.4
Town of Lakewood, Oconto Co.	1990	6.3%	14.0%	54.7%	25.0%	45.1
	2000	3.8%	15.0%	53.3%	28.0%	51.0
Town of Townsend, Oconto Co.	1990	4.3%	17.2%	53.1%	25.3%	46.0
	2000	2.3%	14.6%	56.7%	26.4%	52.6
Town of Freedom	1990	9.5%	15.5%	60.8%	14.2%	35.0
	2000	3.7%	16.8%	60.1%	19.4%	47.8
Town of Laona	1990	7.3%	19.5%	53.3%	19.9%	36.9
	2000	6.5%	19.6%	55.1%	18.8%	39.7
Forest County	1990	7.6%	19.5%	54.0%	18.9%	35.7
	2000	5.7%	19.6%	55.4%	19.3%	39.9
Wisconsin	1990	7.4%	19.0%	60.3%	13.3%	32.9
	2000	6.4%	19.1%	61.4%	13.1%	36.0

Source: U.S. Census Bureau

4. EDUCATION LEVELS

The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well being of a community.

In 1990, 70.6% of the Town of Wabeno's population age 25 and over were high school graduates, compared to 64.1% in the County and 78.6% in the State. By 2000, the percentage of high school graduates increased to 82.0% in the Town, and rose significantly in both the County at 78.5% and the State at 85.1%. See TABLE 5 for details.

The number of residents in Town who are 25 and older and have four or more years of college has increased in Town from 54 people in 1990 to 77 in 2000. Both the County and State percentages also rose from 1990 to 2000 as shown in Table 5.

**Table 5:
Education Levels**

	Town of Wabeno		Forest County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Less than 9 th Grade	48	25	846	428	294,862	186,125
9-12 Grade / No Diploma	137	112	1,166	1,011	367,210	332,292
High School Diploma	254	347	2,177	2,859	1,147,697	1,201,813
College / No Degree	64	158	658	1,403	515,310	715,664
Associate Degree	72	42	332	322	220,177	260,711
Bachelor Degree	35	56	303	478	375,603	530,268
Graduate/Professional Degree	19	21	126	193	173,367	249,005
Total Persons 25 & Over	629	761	5,608	6,694	3,094,226	3,475,878
Percent high school graduate or higher	70.6%	82.0%	64.1%	78.5%	78.6%	85.1%
Percent with bachelors degree or higher	8.6%	10.1%	7.6%	10%	17.7%	22.4%

Source: U.S. Census Bureau

5. INCOME LEVELS

In 1990, the median household income for the Town was 4.6% lower than the County, and about 82.2% lower than the state. On a per capita basis, the income of Wabeno's residents was 2.2% more than that of the County, and about 55.7% lower than the state in 1990.

Between 1990 and 2000, Town of Wabeno's median household income expanded nearly 133.7%, which kept about even with the County to 2.1% more than the County. On a per capita basis, Wabeno's income grew 97.2%, but continues to trail the state by 26.5%, see TABLE 6.

**Table 6:
Income Levels**

	1990			2000		
	Town of Wabeno	Forest County	State of Wisconsin	Town of Wabeno	Forest County	State of Wisconsin
Median Household Income	\$16,161	\$16,907	\$29,442	\$37,768	\$32,023	\$43,791
Per Capita Income	\$8,525	\$8,339	\$13,276	\$16,809	\$16,451	\$21,271

Source: U.S. Census Bureau

6. EMPLOYMENT CHARACTERISTICS, TRENDS AND FORECASTS

According to the Census, the civilian labor force (population 16 and over) living in the Town of Wabeno was approximately 569 workers in 2000. Of these, 48 were unemployed for an unemployment rate of 8.4%. The unemployment rate for the County was 7.7% in 2000.

The primary occupations of Wabeno residents in the labor force include: *Service*; and *Management, professional and related*; see TABLE 7. The leading industry sector employing Town residents is: Arts, entertainment, recreation, accommodation and food service; employing 139 people; see TABLE 8.

Historically, *manufacturing* has been the strongest industry sector county-wide, with 881 workers in 1990, but declined by 24.1% to employ only 669 people in 2000. *Education, Health and Social Services* has jumped ahead 51.3% as the dominant industry sector in 2000 by employing 755 people county-wide, and about 18% of Wabeno's residents were employed in this sector.

These figures are all based on the number of workers residing in the Town and what they do for employment not where they are actually employed.

Information regarding the number of jobs available in the Town of Wabeno itself is not readily available.

**Table 7:
Occupation of Employed Workers**

	Town of Wabeno		Forest County	
	1990	2000	1990	2000
Management, professional & related	96	111	603	831
Service	86	142	492	855
Sales & office	78	81	600	799
Farming Fishing & Forestry	21	17	274	179
Construction, extraction & maintenance	18	73	252	472
Production, transportation & material moving	104	97	973	908

Source: U.S. Census Bureau

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

Another way to look at future employment is to examine the labor force and unemployment rates. In 1990, the labor force in the Town was 445 people with an unemployment rate of 9.4%. By 2000 the labor force had increased 27.9% to 569 with 8.4% unemployment. The degree to which this available workforce is actually employed is dependant on external economic factors reflected in the unemployment rate.

**Table 8:
Industry Sectors**

	Town of Wabeno		Forest County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	16	32	199	303
Construction	27	42	174	303
Manufacturing	60	63	881	669
Wholesale Trade	8	6	53	57
Retail Trade	92	40	553	402
Transportation, Warehousing & Utilities	46	36	239	256
Information	N/A	8	N/A	49
Finance, Insurance, Real Estate & Leasing	12	5	80	119
Professional, Scientific, Management, Administrative & Waste Mgmt Services	21	14	163	136
Education, Health and Social Services	80	95	499	755
Arts, Entertainment, Recreation, Accommodation and Food Services	4	139	34	527
Public Administration	18	27	205	300
Other Services	19	14	147	168

Source: U.S. Census Bureau

B. ISSUE IDENTIFICATION

1. REVIEW OF DEMOGRAPHIC TRENDS

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

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

- ✓ The Town of Wabeno is currently in a period of increasing population and economic growth.
- ✓ Household formation is driven by the decline in average household size or persons per household, and a growing retirement population.

- ✓ A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care, and schools.
- ✓ Wabeno has a younger population that is lower than surrounding communities and the county.
- ✓ Median household income of Town residents rose from 1990 to 2000, and surpasses the county median by 2.1 percent in 2000.
- ✓ The unemployment rate among Town residents decreased by 1 percentage point from 1990 to 2000.

2. PLANNING ISSUES

A variety of issues have been identified by the citizens, land owners, Plan Commission, and Town Board during the planning process. The issues identifies are:

1. Maintain access to National Forest for recreational use.
2. No land available for additional commercial or industrial development.
3. Tribe may purchase land that becomes available for development. If the Tribe purchases it, then it is removed from paying taxes.

C. GOALS, OBJECTIVES, POLICIES, & PROGRAMS

Each of the following chapters of this comprehensive plan includes a set of goals, objectives and policies, which the Town Board will use to guide the future development of the Town over the next 20 years.

For purposes of this plan, goals, objectives, and policies are defined as follows:

- ✓ **Goals:** Broad statements that express general public priorities about how the Town should approach development issues during the next 20 years. These goals are based on key issues, opportunities and problems that affect the community.
- ✓ **Objectives:** More specific than goals and are usually attainable through planning and implementation activities. Accomplishment of an objective contributes to the fulfillment of a goal.
- ✓ **Policies:** Rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. Decision-makers use policies on a day-to-day basis.

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

CHAPTER 2: NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

This chapter, the second of nine chapters of the Town of Wabeno Comprehensive Plan, is based on the statutory requirement [§66.1001(2)(e) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under §295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

A. PAST PLANS

All planning efforts need to examine relevant previous plans about the community and the surrounding county. Those plans are discussed below:

Forest County Land and Water Resource Management Plan 2006-2011

This Plan provides a framework for local/state/federal conservation program implementation efforts. Implementation of this plan will help protect and improve the valuable water and soil natural resources in Forest County. Some of the plan's recommendations include replacing failing septic systems, reducing pollutants entering the waterways, and protecting and managing the area forests. A copy is available in the Forest County Land Conservation Department.

Forest County Outdoor Recreation Plan 2007-2011

The primary purpose of this recreation plan is to provide continued direction in meeting the current and future recreation needs of the County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs. Adoption of this plan and its subsequent acceptance by the Wisconsin Department of Natural Resources (WisDNR) allows for continued eligibility for financial assistance from the Land and Water Conservation Fund (LAWCON), the Stewardship Fund, and many other federal and state funding programs. Some of the recommendations of this plan include: continued expansion of non-motorized and multiple purpose trails, refurbishing the Otter Springs springhouse, and relocation consideration of the county fairgrounds. A copy is available in the Forest County Forestry Department.

Forest County Forest Comprehensive Land Use Plan 2006-2020

The mission of the County Forest is to manage, conserve and protect the natural resources within the county forest on a sustainable basis for present and future generations. The Plan contains information about forest resource planning, outdoor recreation planning, silvicultural practices, aesthetic management zones, trails and access control, biological communities, and wildlife species that exist within the county forest. A copy is available in the Forest County Forestry Department.

B. WATER RESOURCE INVENTORY

1. SURFACE WATER

Surface water resources support the area's economy by drawing tourists, and providing a good quality of life for residents.

Wabeno is mainly within two watersheds, and parts of two other watersheds. A watershed boundary from the northwestern corner of town down toward the southeastern corner generally splits the town in half. The northeastern half of town lies within the Otter Creek and Rat River watershed, with the northeastern corner lying in the Upper Peshtigo River watershed. The southwestern half of town lies within the Lower Northern Branch Oconto River watershed, with the southeastern corner lying in the Upper Peshtigo River watershed. All of these watersheds drain into Lake Michigan.

Forest County Shoreland Zoning is in effect. Actual shoreland jurisdiction measurements are coordinated through the County Zoning Department. Refer to Natural Resources Map for water bodies in the Town.

Outstanding and Exceptional Resource Waters

Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised.

One area water body is listed as an ORW—Peshtigo River (T35N R16E Sec 2 area). Four water bodies are listed as ERWs—Spencer Creek (T35N R15E Sec 20 area), Knowles Creek (T34N R16E Sec 35 area), Indian Creek (T34N R15E Sec 13 area), and the North Branch Oconto River.

Impaired Waters

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

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

Invasive Aquatic Species

Surface water resources in Forest County are threatened by the introduction of invasive aquatic species. These species out compete native species and degrade habitats possibly by decreasing biodiversity from having less plant and animal species. Trump Lake (T35N R15E Sec 31) has a boat launch in town, and the lake has rusty crayfish (*Orconectes rusticus*). Contact the County Land Conservation Department for public outreach education strategies.

2. WETLANDS

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

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

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

The wetlands shown for the Town of Wabeno were created from the WisDNR Wetlands Inventory. See the Natural Resources Map.

3. FLOODPLAINS

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

The 100-year floodplains were created from the most current FEMA Flood Insurance Rate Maps. See the Natural Resources Map.

4. GROUNDWATER & GEOLOGY

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

The majority of the Town lies within a glacial drift aquifer, which is the major source of ground water in most of the county. Large yields of ground water are available where the thickness of the saturated drift is at least 50 feet. Precambrian crystalline rock underlying the county is not considered a significant source of water. The availability of water from the bedrock is difficult to predict and is probably less than 5 gallons per minute. The glacial drift aquifer above the bedrock is the best source of ground water.

Susceptibility of groundwater to pollutants is defined here as the ease with which a contaminant can be transported from the land surface to the top of the groundwater called the water table. Many materials that overlie the groundwater offer good protection from contaminants that might be transported by infiltrating waters. The amount of protection offered by the overlying material varies, however, depending on the materials. Thus, in some areas, the overlying soil and bedrock materials allow contaminants to reach the groundwater more easily than in other areas of the state. Groundwater contamination susceptibility in Forest County is "most susceptible" based upon

soil characteristics, surficial deposits, depth to water table, depth to bedrock, and type of bedrock.

Many land use activities have the potential to impact the quality of groundwater. A landfill may leach contaminants into the ground that end up contaminating groundwater. Gasoline may leak from an underground storage tank into groundwater. Fertilizers and pesticides can seep into the ground from application on farm fields, golf courses, or lawns. Leaking fluids from cars in junkyards, intentional dumping or accidental spills of paint, used motor oil, or other chemicals on the ground can result in contaminated groundwater.

Well yields within Forest County vary greatly from a few gallons to 1,000 gallons per minute. Groundwater quality in Forest County and the Town of Wabeno is generally good. The aquifer water is principally a calcium magnesium bicarbonate type that is moderately hard or hard. A high content of iron is a problem in many wells, but it is not a health hazard.

Wellhead protection plans are developed to achieve groundwater pollution prevention measures within public water supply wellhead areas. A wellhead protection plan uses public involvement to delineate the wellhead protection area, inventory potential groundwater contamination sources, and manage the wellhead protection area. All new municipal wells are required to have a wellhead protection plan. A wellhead protection ordinance is a zoning ordinance that implements the wellhead protection plan by controlling land uses in the wellhead protection area. The Wabeno Sanitary District has a wellhead protection plan and a wellhead protection ordinance.

C. LAND RESOURCES INVENTORY

1. FORESTS

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

The pre-settlement composition of forestland in the Town of Wabeno was a mix of conifer and deciduous tree species that included white pine, red pine, yellow birch, sugar maple, hemlock, and beech.

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

About 2/3rds of the Town of Wabeno is in the Nicolet National Forest, and is interspersed with blocks of tribal lands.

Wabeno School District has a 40-acre school forest in Town (SE1/4 SW1/4, Sec 16 T34N R15E). A school forest is an outdoor classroom on land owned or controlled by a public or private school, and is used for environmental education and natural resource management, which is registered through the state community forest program.

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

2. METALLIC & NON-METALLIC MINERAL RESOURCES

The Wisconsin Department of Natural Resources estimates that there could be no more than five metallic mineral mines developed in Wisconsin over the next twenty years (1997-2017). This includes the Flambeau Mine now in operation, the Crandon Project now owned by two tribes, the Lynne Project is being reconsidered in 2009, the Bend Project (west of Tomahawk) known but not yet under consideration, and one additional ore body not now known. This estimate is based on the current state of knowledge about the geology of northern Wisconsin and the steps necessary to discover an ore body and the time it takes to complete the regulatory requirements.

There are a number of quarries throughout the Town of Wabeno, as well as a few closed or inactive sites.

3. SOILS & PRODUCTIVE AGRICULTURAL AREAS

According to the *Wisconsin Land Use Databook*, the Town of Wabeno between 1991-1993 was 3.2 percent agricultural, 80.9 percent forested, and 15.6 percent wetlands. The town's total land area is 107.3 square miles. Of the total land area, no land was used for row crops, 1.2 percent was used for foraging, and 2.0 percent was grassland.

In terms of farming trends, the town has lost 0.3 percent of farmland acreage on tax rolls between 1990 and 1997. According to the *Wisconsin Land Use Databook* there were 9 farms, 1 of which were dairy farms in 1997. Prime farmland produces the highest yields with minimal inputs and results in the least damage to the environment, see Natural Resources Map.

4. ENVIRONMENTALLY SENSITIVE AREAS

Environmentally sensitive areas are typically defined by the local jurisdiction and often include many of the areas referred to in this section such as special groundwater protection areas, threatened or endangered species habitat, floodplains, wetlands and other unique or special resources where encroachment or development could have negative consequences. The Town of Wabeno has not established a specific guideline for defining environmentally sensitive areas, however, some potentially sensitive areas are discussed below.

Steep slopes have a slope of 12 percent or greater, and are considered unsuitable for all types of urban development as well as for most types of agricultural uses. Steep slopes were identified from a digital USGS 30-meter digital elevation model (DEM).

Another type of area which might fall under the environmentally sensitive designation is contaminated or potentially contaminated sites in part because they may need special care or monitoring to prevent further environmental degradation or hazard to human life. The WDNR Internet database known as the Bureau of Remediation and Redevelopment Tracking System (BRRTS) lists 21 sites.

The following site was listed as “open,” which means that remediation is ongoing:

- LUST Site: Schroeder Bldg. Const., 1695 3rd St

This site is within one of the source water wells for Wabeno's drinking water.

The following sites were listed as “closed”:

- ERP Site: Huettl, Gerald Property, 2319 CTH H
- LUST Site: Town Recycling Center (formerly: Forest Co. Hwy Dept), Soper Ave
- LUST Site: Adams Garage, 1513 STH 32 S
- LUST Site: Georges Self Services, 4497 N Branch St.
- LUST Site: Schrader Oil Co., 4466 Branch St.
- LUST Site: Dales Mobile Service, 4360 N Branch St.
- LUST Site: Pionetek Bros. Trucking, Hwy 32 N
- LUST Site: Geiter Const., 1774 Ogden Ave.
- LUST Site: Forest Rds 2134 & 2136, Forest Rds 2134 & 2136
- Spill Site: Wabeno Ready Mix, Hwy 52 3/4 mi E of CTH W
- Spill Site: Hogan Enterprises, Inc., 1449 Hwy 32 S

ERP sites are sites other than LUSTs that have contaminated soil and/or groundwater.

LUST site has contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances.

Spills are a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment.

All these sites were remediated to DNR standards, and are ready for use.

5. RARE SPECIES & NATURAL COMMUNITIES

The Town of Wabeno has 55 sections with occurrences of endangered resources (rare, threatened, or endangered species of plants & animals, and high-quality natural communities) as identified in the Wisconsin Natural Heritage Inventory.

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

State natural areas were acquired to protect the state's natural diversity, provide sites for research and environmental education, and serve as benchmarks for assessing and guiding use of other lands in the state. Natural areas are defined as tracts of land or water, which have native biotic communities, unique natural features, or significant geological or archeological sites. These sites do not have much facility development, though there may be a designated trail on the site.

McCaslin Mountain, State Natural Area #307 is a 408-acre natural area located in the southeast corner of Wabeno. McCaslin Mountain is a four-mile long quartzite hill with a local relief of more 200 feet. The hill's shallow soils, numerous rock outcrops, and shaded quartzite cliffs are unusual in this region where most such features are buried under glacial till. The site supports a high quality northern mesic forest of red oak with beech, sugar maple, basswood, aspen, and some white oak. The shrub layer is dominated by beaked hazelnut and maple-leaved viburnum while Pennsylvania sedge, big-leaved aster, and wild sarsaparilla dominated the groundlayer. McCaslin Mountain is important habitat for the cerulean warbler (*Dendroica cerulea*) a state threatened species that requires large stands of tall trees for nesting.

The Wisconsin Land Legacy Report 2006-2056, compiled by the WDNR, is a comprehensive inventory of the special places that will be critical to meet future conservation and outdoor recreation needs for the next fifty years. The report focused on identifying what areas of our state or regionally significant green infrastructure remains to be protected. The Chequamegon-Nicolet National Forest is a Land Legacy Area summarized below with 5 stars representing the highest level for that category:

CN Chequamegon-Nicolet
National Forest

Size	Large	Protection Remaining	Limited
Protection Initiated	Substantial	Conservation Significance	☆☆☆☆☆
		Recreation Potential	☆☆☆☆☆

6. HISTORICAL & CULTURAL RESOURCES

There are many original downtown buildings, but there has been no historical examination of these structures for inclusion into a registry.

Minertown is proposed to be listed on the Wisconsin and National Registers of Historic Places. Here is a description of how Minertown was established:

"Word was received here of the death at Eugene, Ore., of W.E. Miner, 73, pioneer forest county lumberman. For years he conducted extensive logging and sawmill operations in northern Wisconsin. He established the village of Minertown, Wisconsin now known as Carter. Miner became a resident of Oregon in 1920."

Source: WHS, and the Eau Claire Newspaper, May 15th, 1933

A few buildings in the Town appear on the Wisconsin Architectural History Inventory, including:

- Chicago and Northwestern Land Office ca. 1897 (currently the library, 4556 W Branch St); and
- Grand Plank Hotel ca. 1904 (4559 N Branch St);

7. NATURAL, AGRICULTURAL & CULTURAL RESOURCES PROGRAMS

Natural, agricultural, and cultural resource programs available to the town are identified below. The following list is not all-inclusive. For specific program information, the agency or group that offers the program should be contacted.

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

County Conservation Aids: Funds are available to carry out programs for fish or wildlife management projects as per §23.09 (12), Wis. Stats. and NR 50, Wis. Adm. Code. Projects related to providing improved fish or wildlife habitat or projects related to hunter/angler facilities are eligible. Projects that enhance

fish and wildlife habitat or fishing and hunting facilities have priority. Contact the WDNR for further information.

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

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

Endangered Resources Program: The WDNR's Endangered Resources staff provides expertise and advice on endangered resources. They manage the Natural Heritage Inventory Program (NHI), which is used to determine the existence and location of native plant and animal communities and Endangered or Threatened Species of Special Concern. The NHI helps identify and prioritize areas suitable for State Natural Area (SNA) designation, provides information needed for feasibility studies and master plans, and maintains the list of endangered and threatened species. All management activities conducted by Wildlife Management and Forestry staff must be reviewed to determine the impact on NHI-designated species. A permit for the incidental take of an Endangered or Threatened species is required under the State Endangered Species Law. The Endangered Resources Program oversees the permit process, reviews applications and makes permit decisions. Funding for the Endangered Species Program comes from a number of sources, including tax checkoff revenue, license plates, general program revenues (GPR), gaming revenue, Natural Heritage Inventory chargebacks, wild rice permits, general gifts and Pittman Robertson grants.

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

Forest Management Program:

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

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

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

Nonpoint Source Pollution Abatement Program: This WDNR program is currently undergoing restructuring and being gradually replaced by short-term grants that will address specific projects rather than focusing on entire watersheds. The goal of this voluntary program is to improve and protect the water quality of surface waters and groundwater within the watershed. Landowners are encouraged to control nonpoint pollution on their properties through cost sharing of Best Management Practices. This program will be replaced by Targeted Runoff Management projects (TRM). These are projects that are more specific in nature and may last up to three years. They are scored on a competitive basis, based on the amount of pollutant control they

will achieve and the degree of impairment of the location. One nonpoint source coordinator is located in the Rhinelander WDNR Service Center. This coordinator administers and oversees the priority watershed program and will also assist with the TRM grants. The coordinator also provides nonpoint source pollution advice to counties that are implementing their land and water plans.

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

Stewardship Grants for Nonprofit Conservation Organizations:

Nonprofit conservation organizations are eligible to obtain funding for the acquisition of land or easements for conservation purposes and restoration of wildlife habitat. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, protection of rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail, and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. All projects must be in a WDNR approved outdoor recreation plan. Contact the WDNR or NCWRPC for further information.

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

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

Wetlands Reserve Program (WRP): The purpose of the WRP is to restore wetlands previously altered for agricultural use. The goal of the WRP is to restore wetland and wildlife habitats. Lands that have been owned for at least one year and can be restored to wetland conditions are eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contract pays 75% cost share only. Permanent or 30-year easements are recorded with a property deed, however 10-year contracts are not. Public access is not required. Contact the USDA Natural Resources Conservation Service for further information.

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

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

D. GOALS, OBJECTIVES & POLICIES

Goals:

1. Preserve, enhance, and promote the sustainable use of forest resources.
2. Preserve and protect the unique natural resources of the Town that are key elements of the "Northwoods" character, which include wetlands, groundwater, and forests.
3. Conserve economically productive areas, including farmland, forests and recreational areas.
4. Preserve, protect, and enhance shoreland in the Town.
5. Preserve scenic, cultural, historic, archaeological and recreational sites.

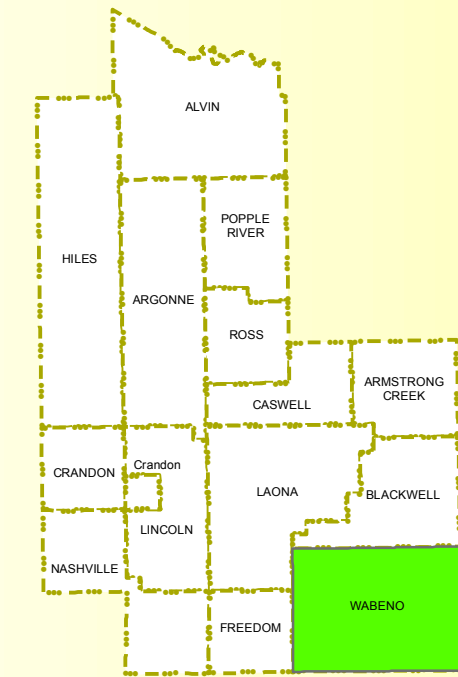
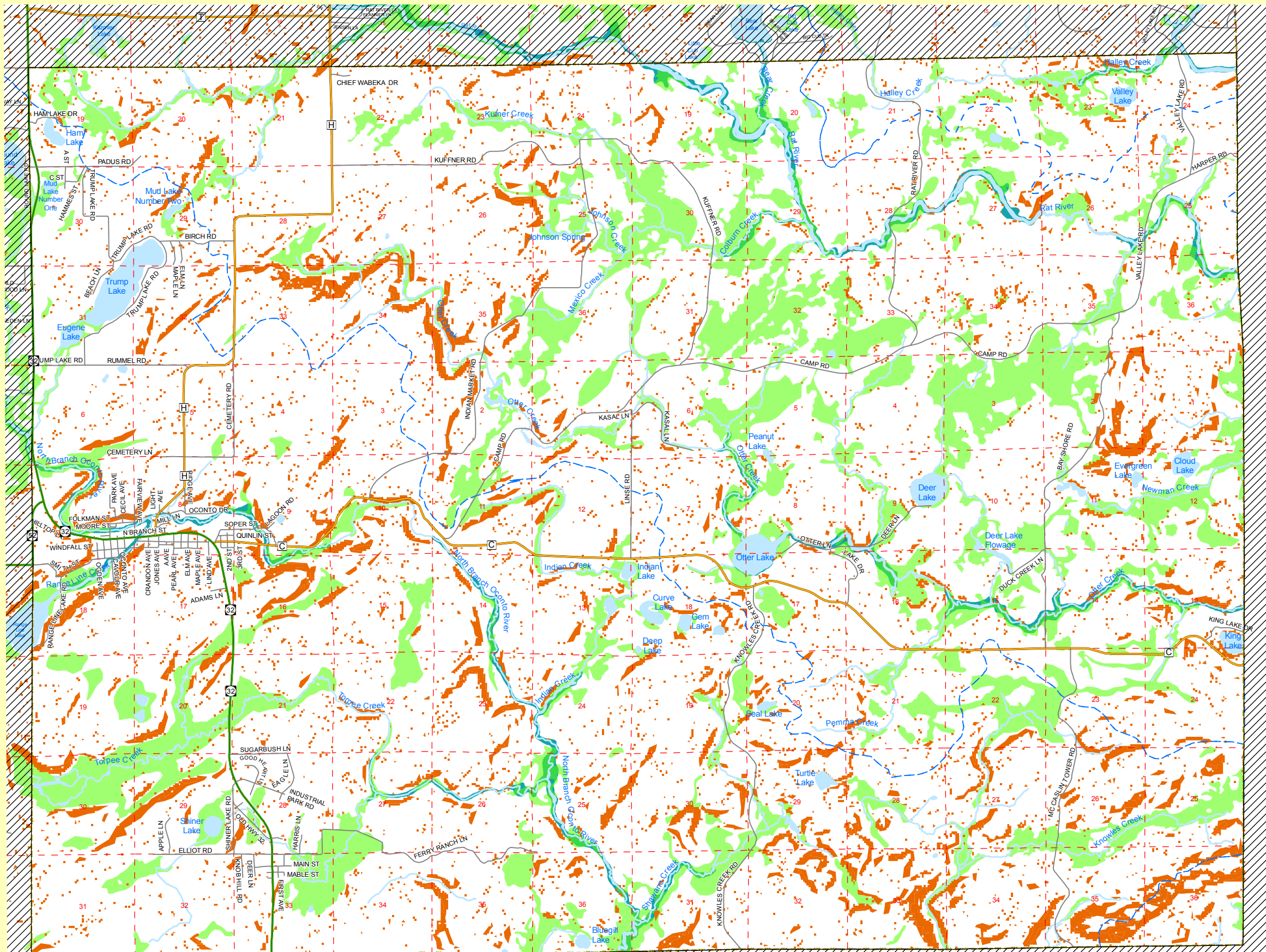
Objectives:

1. Promote sustainable forestry practices on both private and public lands to maximize residual stand quality and promote regeneration of tree species appropriate for the area.
2. Promote healthy and protected forest ecosystems to serve a multitude of ecological roles that include habitat for animal and plant species, and water quality protection.
3. Work in partnership with the Chequamegon-Nicolet National Forest to ensure the ecological, economic, and social benefits of forests for the citizens of Wisconsin now and into the future.
4. Work in partnership with the Wisconsin Department of Natural Resources to ensure the ecological, economic, and social benefits of forests on Managed Forest Law lands.
5. Prevent new development in the Town from negatively impacting natural resources.
6. Preserve wetlands and floodplains to minimize flooding, filter runoff, and provide wildlife habitat.
7. Protect working forests from residential development pressure that would limit active forest management and recreational uses.
8. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.

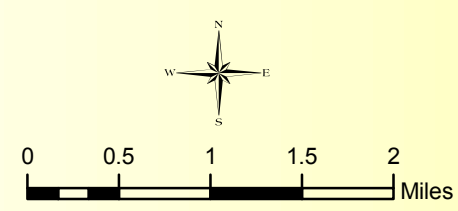
9. Minimize impacts to the Town's natural resources from metallic or non-metallic mining.

Policies:

1. Make residents, developers, and potential landowners aware of active forest management activities and other aspects of living in a forest.
2. Discourage the draining or filling of wetlands.
3. Discourage development on steep slopes.
4. Work with Forest County Zoning to enforce existing regulations of septic systems to protect groundwater quality.
5. Encourage landowners to develop forest management plans and enroll in the Managed Forest Law (MFL) program.
6. Review development proposals so they do not deteriorate the historical and cultural resources of the Town.
7. Expansion of existing non-metallic mining operations or development of new sites may be allowed.
8. Preserve shorelands where critical natural habitats, floodways, historic sites, old growth forests, scenic open spaces, steep slopes, or wetlands are present.
9. Protect the water quality in lakes and streams through zoning, land division regulations, and performance standards to prevent pollution from erosion during and after construction.
10. Direct new development of all kinds to areas designated on the Future Land Use Map.
11. Participate on Chequamegon-Nicolet National Forest (CNNF) Resource Advisory Committees (RAC).



- Legend**
- Minor Civil Divisions
 - - - Section Lines
 - == US Highway
 - == State Highways
 - == County Highways
 - Local Roads
 - Water
 - Steep Slopes
 - Wetlands
 - Watershed Boundaries
 - Flood Plain



Source: WI DNR, NCWRPC, FEMA

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

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**CHAPTER 3:
HOUSING**

This housing chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to provide an adequate housing supply that meets existing and forecasted housing demand. As required by the state's comprehensive planning law [§66.1001(2)(b) Wis. Stats.], this chapter provides a basic housing stock assessment and identifies policies and programs that promote the development of housing for all residents of the Town including a range of choices that meet the needs of persons of all income levels, age groups and special needs; that promotes the availability of land for low-income housing; and that maintains the existing housing stock.

A. HOUSING STOCK ASSESSMENT

1. AGE CHARACTERISTICS

TABLE 9 indicates the age of the housing stock in the Town of Wabeno area that is based on the year the structures were built as reported in the 2000 Census. About 33 percent of Wabeno's housing units were built before 1940. Steady construction in the 1970s and 1980s created 10% of the existing housing in each of those decades, and about 20% of houses in town were built in the 1990s. Many surrounding towns had a housing boom in the 1970s, and again in the 1990s.

TABLE 9	Year Structure Built, 2000					
	1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-2000
Town of Wabeno	282	129	56	95	92	193
Town of Laona	186	190	78	160	85	134
Town of Blackwell	21	38	8	8	22	25
Town of Silver Cliff, Marquette Co.	41	148	141	266	170	205
Town of Lakewood, Oconto Co.	90	211	176	276	162	255
Town of Townsend, Oconto Co.	73	270	272	297	211	317
Town of Freedom	44	110	73	66	39	109
Forest County	1,524	1,608	820	1,425	994	1,951
Wisconsin	543,164	470,862	276,188	391,349	249,789	389,792

Source: U.S. Census Bureau

2. OCCUPANCY CHARACTERISTICS

TABLE 10 breaks down the occupancy status of housing units in the Town of Wabeno. About 35% of the homes in Wabeno are seasonally used, which is no surprise since this area is known as Up North to visitors statewide. Wabeno and Laona have the lowest percentage of vacant housing. Most surrounding towns have over 60% vacant housing, most of which is used seasonally.

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units	
					Seasonal (Part of Vacant Units)
Town of Wabeno	845	378	119	348	296
Town of Laona	850	437	127	286	225
Town of Blackwell	116	36	9	71	64
Town of Silver Cliff, Marinette Co.	963	206	10	747	737
Town of Lakewood, Oconto Co.	1,183	346	53	784	630
Town of Townsend, Oconto Co.	1,450	409	27	1,014	934
Town of Freedom	435	144	14	277	266
Forest County	8,322	3,188	855	4,279	3,856
Wisconsin	2,321,144	1,426,361	658,183	236,600	142,313

Source: U.S. Census Bureau

3. STRUCTURAL CHARACTERISTICS

The vast majority of housing units in the Town of Wabeno are single-family homes (79.8%); see TABLE 11. Both Wabeno and Laona have a higher percentage (~7%) of multiple-unit housing than surrounding towns. Mobile homes are about 20% of the housing in many of the surrounding towns.

Orchard Ridge Apartments is for family housing. The building contains 16 units; 12 units with 2-bedrooms, and 4 units with 3-bedrooms. USDA—Rural Development constructed this building on Maple Ave in downtown Wabeno.

Wabeno Heights Apartments is for elderly housing. The building contains 20 units; 14 units with 1-bedroom, and 6 units with 2-bedrooms. USDA—Rural Development constructed this building in the 1970s on the west end of downtown Wabeno.

TABLE 11

Housing Units by Structural Type, 2000

	Single-family	%	Multi-family	%	Mobile Home	%	Other	%	Total
Town of Wabeno	676	79.8	63	7.4	102	12.0	6	0.7	847
Town of Laona	695	83.5	59	7.1	67	8.0	12	1.4	833
Town of Blackwell	90	73.8	2	1.6	28	23.0	2	1.6	122
Town of Silver Cliff, Marinette Co.	771	79.4	--	--	200	20.6	--	--	971
Town of Lakewood, Oconto Co.	933	79.7	18	1.5	217	18.5	2	0.2	1,170
Town of Townsend, Oconto Co.	1,112	77.3	2	0.1	322	22.4	4	0.3	1,440
Town of Freedom	381	86.4	8	1.8	52	11.8	--	--	441
Forest County	6,807	81.8	392	4.7	1,055	12.7	68	0.8	8,322

Source: U.S. Census Bureau

4. VALUE CHARACTERISTICS

The year 2000 median value of housing stock in the Town of Wabeno is below Forest County's median. See TABLE 12 for more details. Over 80% of Wabeno house values are less than \$100,000; which is similar for Laona.

TABLE 12

Housing Values, 2000

	<\$50,000	\$50,000 to 99,999	\$100,000 to 149,999	\$150,000 to 199,999	\$200,000 to 299,999	\$300,000 and up	Median Value
Town of Wabeno	31.1%	50.9%	11.1%	5.2%	1.7%	--	\$63,800
Town of Laona	29.4%	49.9%	10.7%	6.5%	3.0%	0.6%	\$67,200
Town of Blackwell	57.1%	28.6%	14.3%	--	--	--	\$45,000
Town of Silver Cliff, Marinette Co.	34.7%	38.0%	14.9%	8.3%	4.1%	--	\$65,700
Town of Lakewood, Oconto Co.	10.2%	38.9%	21.7%	12.4%	12.4%	4.4%	\$101,500
Town of Townsend, Oconto Co.	15.0%	38.5%	22.3%	15.4%	6.6%	2.2%	\$95,900
Town of Freedom	11.6%	47.7%	22.1%	12.8%	4.7%	1.2%	\$91,100
Forest County	22.9%	48.3%	16.3%	6.3%	5.4%	0.7%	\$77,400
Wisconsin	6.5%	35.4%	30.6%	15.5%	8.5%	3.5%	\$112,200

Source: U.S. Census Bureau

B. PROGRAMS

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

North East Wisconsin Community Action Program (NEWCAP) is a non-profit organization headquartered in Oconto, but with a branch in Crandon. NEWCAP administers the Section 8 (housing voucher) program for the County, as well as WHEAP (energy assistance), and a weatherization program that performs roughly thirty energy-efficiency improvement projects for qualified homeowners every year in Forest County. NEWCAP also administers a homeownership and rehabilitation revolving loan program. Zero percent down-payment loans are available. The loans are repaid when the property is sold and the money can be loaned out again. Loans are also made for rehabilitation projects. NEWCAP has recently been accredited by HUD to provide foreclosure counseling, as well.

Community Development Block Grants (CDBG) can be used to provide affordable housing. Rural communities and non-urban counties can receive grants through the Department of Administration, Division of Housing & Intergovernmental Relations (DHIR) if their requests conform to the State Consolidated Housing Plan. States set their own standards for awarding CDBG funding, but are required to award at least 70 percent of these funds for activities that will benefit low-and-moderate-income persons. Communities are allowed great latitude in how CDBG funds can be used, including land acquisition, housing rehabilitation, and in certain circumstances new construction, direct assistance to homeowners such as down-payment assistance or revolving loan funds for first-time buyers, concentrated building code enforcement, and planning and administrative expenses. There is a range of programs that can be utilized in the form of CDBG grants to foster affordable housing.

Multi-Family Housing Rentals: The USDA Rural Development Department subsidizes over 15,000 section 515 rural multi-family apartment complexes throughout the 50 states, Puerto Rico, the Virgin Islands and Guam. Properties are classified as Elderly or Family and provide unit sizes from studio to 4 bedroom. The properties are serviced by approved Management Agencies who provide required annual tenant certification processing for their residents. There are 9 rental properties developed under this program in Crandon, Laona, and Wabeno.

Housing Repair and Rehabilitation Grant: This program is administered by the Rural Housing Service of the USDA Rural Development Department. Seniors aged 62 and older may obtain a grant for rehabilitating their home provided

they are below 50% of the area median income and are unable to procure affordable credit elsewhere.

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

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

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

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

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

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

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

VA Home Loans: These loans, administered by the U.S. Department of Veterans Affairs, are often made without any down payment at all, and frequently offer lower interest rates than ordinarily available with other kinds of loans. These loans may be used for purchase or construction up to \$240,000.

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

C. GOALS, OBJECTIVES & POLICIES

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

Goals:

1. Promote housing development that provides a variety of housing choices for residents of all income levels, age groups, and people with special needs.
2. Promote the availability of land for the development or redevelopment of low- and moderate-income housing.
3. Promote maintenance and rehabilitation of existing housing as appropriate.

Objectives:

1. Direct residential development to areas designated on the Future Land Use Map.
2. Discourage residential development in agricultural or silvicultural areas except for related use (i.e.: farm families or workers).

Policies:

1. Provide adequate areas for residential development on the Future Land Use Map.
2. Promote housing programs that assist residents with maintaining or rehabilitating existing housing units.
3. Encourage residential developers to provide a variety of housing types for all income and age groups.

CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

This is the fourth of nine chapters of the Town of Wabeno Comprehensive Plan. It is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to guide future development of utilities and community facilities. As required by the state's comprehensive planning law [§66.1001(2)(d) Wis. Stats.], this element inventories existing public utilities and community facilities and assesses future needs for such services including those beyond the control of the Town located outside the community and/or under another jurisdiction.

A. INVENTORY & ANALYSIS OF EXISTING FACILITIES

1. WATER AND WASTEWATER FACILITIES

The Town of Wabeno has a public water supply system and sanitary sewer service that cover downtown Wabeno. The Tribe maintains a public water supply and sanitary sewer service in part of Carter. The remainder of town relies on individual private wells and private on-site septic systems.

Both municipal wells serving the downtown have wellhead protection ordinances to protect the recharge areas from pollution.

Wabeno operates two wells. Well #1 was constructed in 1971, and has a capacity of 349 gallons per minute. Well #2 was constructed in 1993, and has a capacity of 530 gallons per minute.

The primary water distribution system is comprised of 8" and 6" cast iron pipe.

The existing wastewater treatment facility is a system of 2 aerated ponds or lagoons that went into operation in 1972, and was designed to serve a population of about 800 people. There are about 450 people (Census 2000) living in houses connected to the system. The treatment facility discharges treated effluent to the groundwater of the North Branch Oconto River drainage basin through absorption lagoons.

2. STORM SEWERS

The majority of the storm sewer system was constructed in 1972. Catch basins on the system are old and in need of upgrade.

3. SOLID WASTE DISPOSAL AND RECYCLING FACILITIES

Wabeno maintains a waste & recycling transfer site that is located on Soper St.

4. POWER, FUEL, AND TELECOMMUNICATIONS FACILITIES

Electrical service is provided by Wisconsin Public Service Corporation. Liquid petroleum (LP gas) is available for home and business delivery from several vendors. Natural gas service is available throughout Town.

Telephone service is provided by CenturyTel, and Charter Communications. DSL broadband telecommunication service exists within much of Wabeno. Cable television service is provided by Packerland.

5. PARKS, RECREATION, AND OTHER YOUTH FACILITIES

The Town of Wabeno maintains the following parks **in bold**:

Wabeno Neighborhood Park is a 4 acre park located in downtown with tennis courts, 2 pavilions, an island, playground, restrooms, and basketball court.

Firefighter's Grounds – located in downtown has a variety of expo buildings, restrooms, and informal camping area.

Trump Lake Park – located north of downtown on Trump Lake Road, has a boat launch, picnic area, and restrooms.

Trump Lake Beach – located on Trump Lake Road is separate from Trump Lake Park, has a swimming beach, restrooms, and picnic area.

Potawatomi Park on CTH H is maintained by the Tribe.

Wabeno Elementary School in downtown Wabeno has a playground that is used by the whole community during non-school hours.

Wabeno High School, also located in downtown, has a baseball/softball field, football field, restrooms, shelter, ice skating area, and sledding hill.

Wabeno School Forest is a 40 acre parcel southeast of downtown used by high school classes for environmental education.

The Nicolet State Trail is a walking and bicycling trail that generally follows STH 32 on an abandoned railroad bed through downtown, and connects downtown to the Wabeno School Forest, about 1 mile southeast of downtown.

Nicolet Country Club, located in Laona on USH 8, includes an 18-hole golf course, driving range, practice green, putting green and professionally stocked pro-shop.

Nicolet National Forest has several boat landings within Wabeno, along with the following two trails:

- Quartz Hill Trail—This trail has two sections (on both sides of STH 32)
- Knowles Creek Interpretive Trail—This is a 1/3-mile interpretive trail that follows the north shore of North Creek impoundment.

In addition to designated trails, all logging roads and undesignated/unmarked trails within the Nicolet National Forest are open to non-motorized public use unless otherwise posted.

The Nicolet Technical College, located in Rhinelander, serves the town. Wabeno Public Library is located on the west end of downtown Wabeno.

The Wabeno area has approximately 4 regulated child care providers: 1 family child care centers, and 3 group child care centers.

Potawatomi Bingo Northern Lights Casino is located along STH 32, halfway between downtown Wabeno and Carter. Bingo, slots, a restaurant, gas station, and a hotel are all part of this facility.

See Community Facilities Map for the location of all of these facilities.

6. EMERGENCY AND MEDICAL SERVICES

Police protection in the Town of Wabeno is provided by the Wabeno police department, and the Forest County Sheriff's Department.

The Wisconsin State Patrol, located in Wausau, has statewide jurisdiction on all public roads but operates mainly on State and U.S. highways as a matter of general practice to enforce traffic and criminal laws, and help motorists in need. They also help local law enforcement by reconstructing traffic accidents; inspecting trucks, school buses, and ambulances; and helping local agencies with natural disasters and civil disturbances.

The Wabeno Volunteer Fire Department station, next to the Town Hall in downtown Wabeno, cooperates with the Forest Service and the DNR to cover the Town for fire service. All land north of CTH C is cooperatively covered with the Forest Service, and all land south of CTH C is cooperatively covered with the DNR. All tribal lands are covered by these cooperative agreements for fire service too. Downtown Wabeno in the water district currently holds an ISO rating of 6 for fire response, with the rest of town having an ISO rating of 9. An ISO rating of 1 represents the best protection and 10 represents an essentially unprotected community.

Rescue service is contracted with the United Area Rescue Squad, Inc., which also covers tribal lands in Wabeno.

The nearest medical facility is Aspirus Langlade Hospital in Antigo, which provides 24-hour emergency service and critical care.

Nicolet Medical Center in Lakewood is the closest clinic for Wabeno residents.

7. OTHER GOVERNMENT FACILITIES

The local road system is the most significant public facility maintained by the Town and is covered in the Transportation Element.

The town hall, town garage, and fire department are located next to each other in downtown Wabeno. There is a meeting room in the town hall that is available for Town residents to use and includes a kitchen and restrooms.

Three cemeteries and a winter mausoleum are located north of downtown: a Catholic cemetery, a Lutheran cemetery, and Forest Hill Cemetery (maintained by the Town) on Cemetery Road, and Cemetery Lane. Lakeview Cemetery, which is maintained by the Town, is on the south side of Elliot Road in Carter.

There is a U.S. Post Office across the highway from the Wabeno Public Library in downtown.

The Forest County Potawatomi has a governmental building in the Carter area that is home to the Forestry Department, Utilities Department, and the Natural Resources Department for the Potawatomi Community. Programs such as forest management, nonpoint source pollution, fisheries management, and drinking water are all administered for Tribal properties from departments in Carter.

B. PROGRAMS

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

The efficient utilization of these resources is one of the basic principles of comprehensive planning. Already in-place infrastructure is a public asset that

must be safeguarded for the future, both to conserve and protect environmental values and to maximize the benefits of economic growth. Development that bypasses or ignores existing infrastructure resources is wasteful of the public investment that they represent. Development patterns that require the extension of utilities and the expansion of public facilities while existing facilities go unused at other locations is probably not the best use of scarce public resources.

Both the state and federal governments offer programs that assist communities with the development of critical infrastructure and facilities. These programs are listed in more detail in the Economic Development Element of this plan.

C. GOALS, OBJECTIVES & POLICIES

Goals:

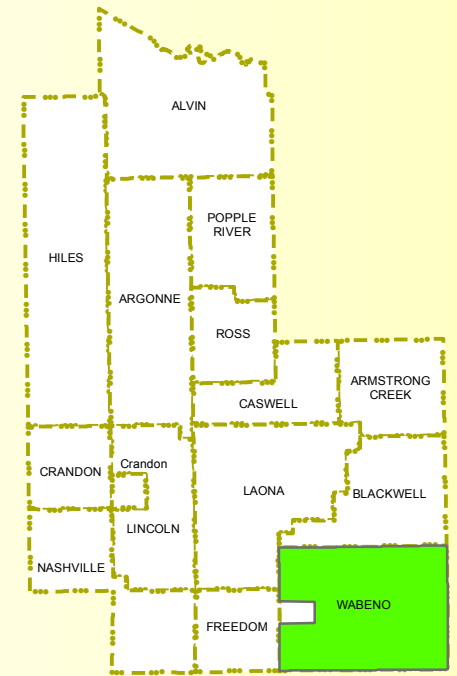
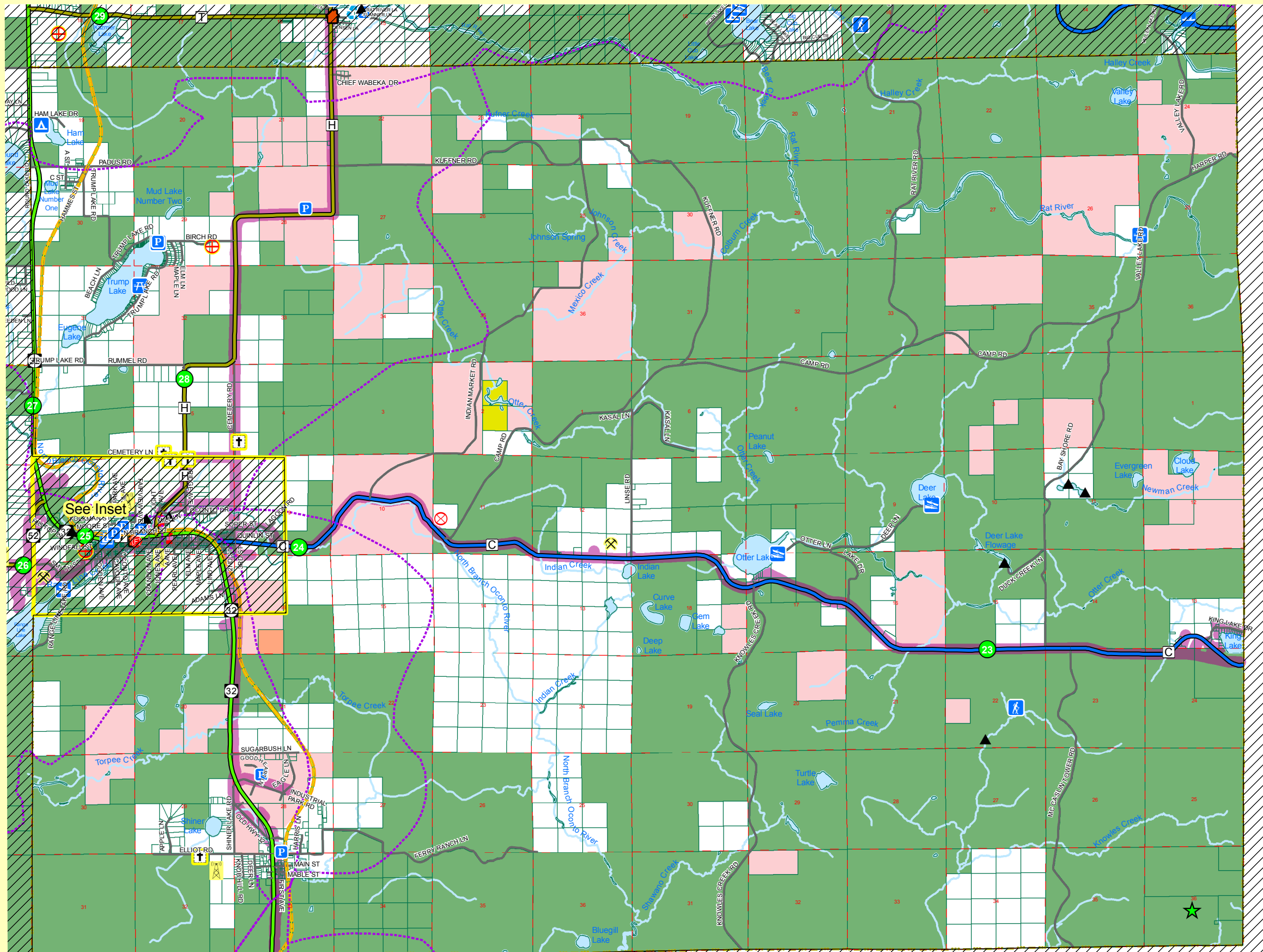
1. Provide adequate public services (roads, fire, and rescue) to meet existing and future market demand for residential, commercial, and industrial uses.
2. Consider cost effectiveness of future development proposals in covering required services, utilities and community facilities.

Objectives:

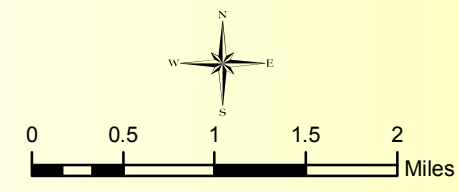
1. Consider the potential impacts of development proposals on groundwater quality and quantity.
2. Explore opportunities to develop integrated, multi-use trail systems and recreational facilities.
3. Educate residents on the proper maintenance of septic systems and the benefits of recycling.
4. Share equipment and services across Town boundaries, where possible.

Policies:

1. Work with adjoining towns, the county, the state, and individual landowners to address known water quality issues.
2. The feasibility of wastewater collection and treatment systems on water quality should be considered by major developments.
3. Develop and maintain a Capital Improvements Plan for major equipment purchases.
4. Make information available to residents on the proper maintenance of septic systems and on recycling.



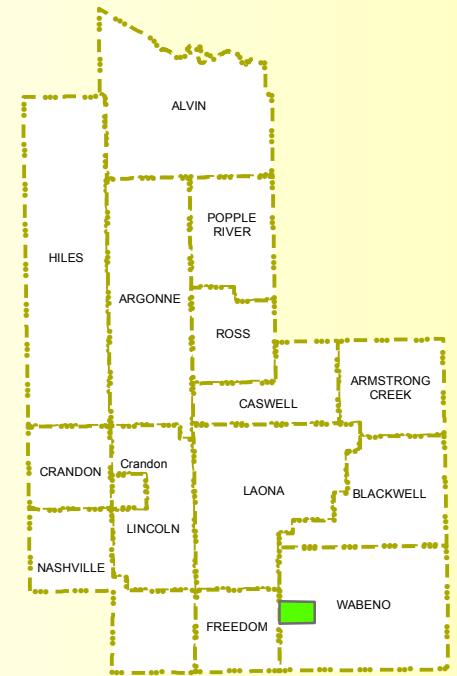
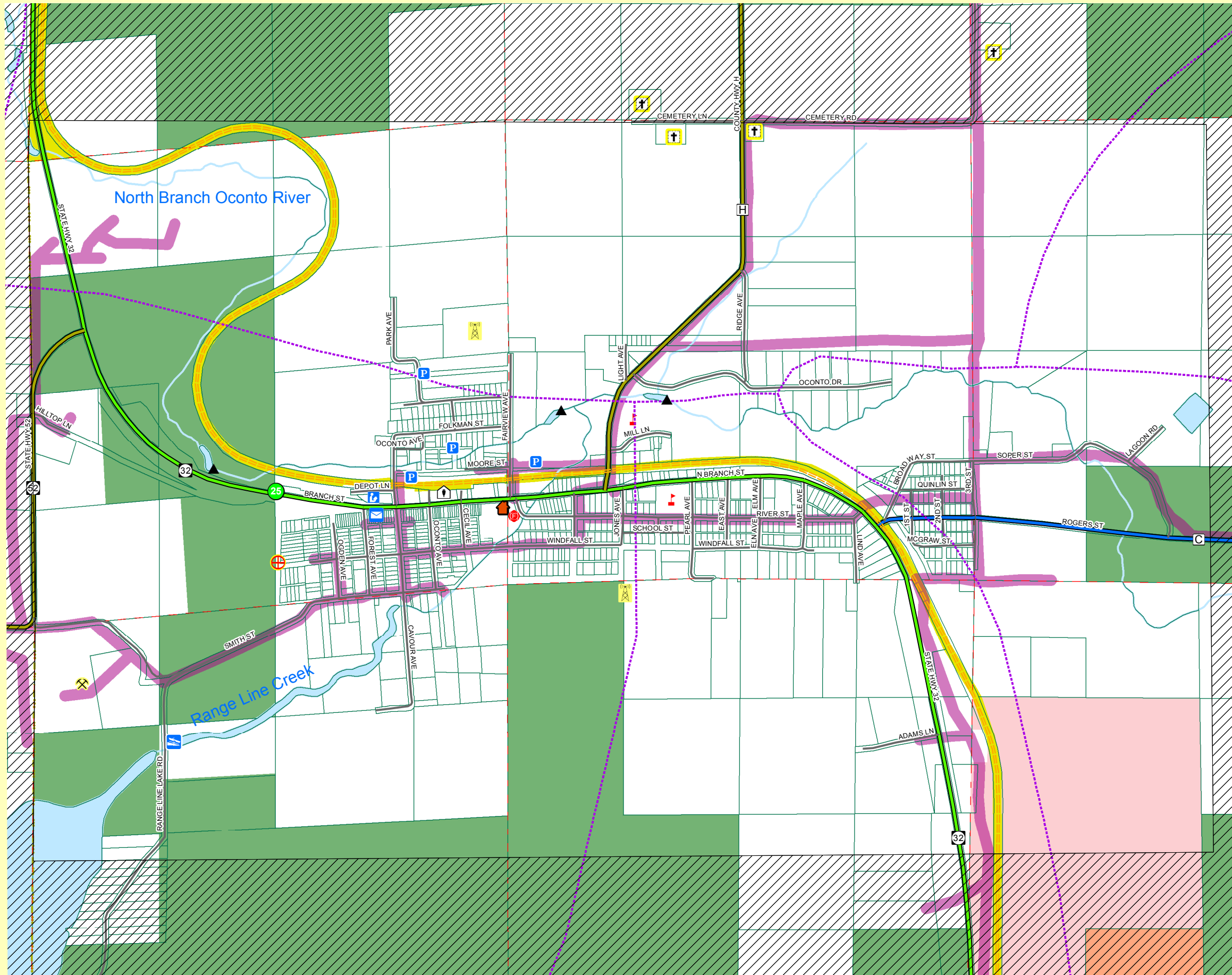
- Legend**
- Minor Civil Divisions
 - - - Section Lines
 - Parcels
 - Minor Arterial
 - Major Collector
 - Minor Collector
 - Local Roads
 - Hiking / Biking Trail
 - Snowmobile Trails
 - Primary 144 Service
 - Water
 - ▲ Dams
 - Communication Towers
 - Traffic Counts *
 - P Park
 - Picnic Area
 - Canoe Access
 - Boat Launch
 - Campgrounds
 - Trail Head
 - Nicolet National Forest
 - State of Wisconsin
 - Tribal Lands
 - School Forest
 - ⊗ Abandoned Landfill
 - ⊕ Abandoned Non-Metallic Mines
 - † Cemetery
 - Ⓜ Fire Station
 - 📖 Library
 - 🏛️ Museum
 - ⚡ Non-Metallic Mines
 - 📬 Post Office
 - ♻️ Recycling Center
 - 🎓 School
 - 🏠 Town Hall



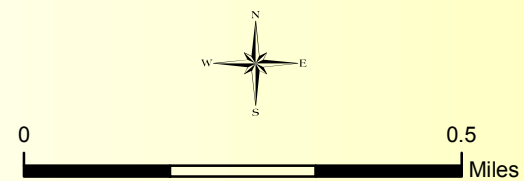
Source: WI DNR, NCWRPC, ATC
 * See table for traffic counts
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.

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North Central Wisconsin Regional Planning Commission

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- Legend**
- Minor Civil Divisions
 - Section Lines
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 - Water
 - Dams
 - Communication Towers
 - Traffic Counts *
 - Park
 - Boat Launch
 - Nicolet National Forest
 - State of Wisconsin
 - Tribal Lands
 - School Forest
 - Abandoned Non-Metallic Mines
 - Cemetery
 - Fire Station
 - Library
 - Museum
 - Non-Metallic Mines
 - Post Office
 - School
 - Town Hall



Source: WI DNR, NCWRPC, ATC
 * See table for traffic counts
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CHAPTER 5: TRANSPORTATION

This chapter, the fifth of nine chapters of the Town of Wabeno Comprehensive Plan, is based on the statutory requirement [§66.1001(2)(c) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. This element compares the Town's objectives, policies, goals and programs to state and regional transportation plans. The element also identifies highways within the Town by function and incorporates state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the Town of Wabeno.

A. REVIEW OF STATE & REGIONAL TRANSPORTATION PLANS & PROGRAMS

This section contains a review of state and regional transportation plans and how they affect the Town of Wabeno.

Corridors 2020

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

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

TransLinks 21

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

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

Connections 2030

Connections 2030 will be a 25-year statewide multi-modal transportation plan that is policy-based. The policies will be tied to “tiers” of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, WisDOT may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan. This plan will not conflict with the Town of Wabeno Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21. Recommendations will be presented in "multimodal corridors." The Town of Wabeno is not in a corridor, but there is one corridor (North Country – USH 8) in Forest County.

State Trails Network Plan

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

Segment 2—Forest Co. to Michigan (Nicolet Trail) The DNR has partially acquired the Nicolet State Trail corridor from Gillett to Wabeno. The rest of the rail corridor in Forest Co., from Cavour to Wabeno, remains largely DOT-owned, with portions used by the Lumberjack Train in Laona by term agreement.

Regional Comprehensive Plan

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

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

B. TRANSPORTATION MODE INVENTORY

1. HIGHWAYS AND TRUCKING

a. Functional and Jurisdictional Identification

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

In addition to these main classifications, a road or segment of road may hold a variety of other designations including federal forest road, rustic road, emergency route, truck route, etc. Truck routes are discussed at the end of this section, under Trucking.

The highway system within the Town of Wabeno is a network of federal, state and county highways together with various local roads, see the Community Facilities Map. The jurisdictional breakdown is shown in TABLE 13. State Highway 32 is a Minor Arterial. CTH H is a Major Collector. CTH C is a Minor Collector. The remainder of roads within the Town are classified as "Local."

JURISDICTION	FUNCTIONAL CLASSIFICATION			TOTALS
	ARTERIAL	COLLECTOR	LOCAL	
State*	7.76			7.76
County		17.77		17.77
Town			72.82	72.82
TOTALS	7.76	17.77	72.82	98.35

Source: WisDOT & NCWRPC.

* WisDOT has jurisdiction over interstate and federal highways.

State Highway (STH) 32 is the main street in downtown Wabeno. According to WisDOT, which records average daily traffic volumes (number of vehicles) for major state roadways, traffic on STH 32 within the Town has increased about 7% between 1994 and 2003. Site 25 shows that travel in the downtown increased 41.8% over the same period, probably because this downtown road is used to travel north toward Crandon and Rhinelander, and also to travel west toward Antigo on STH 52. See Table 14 for specific traffic counts.

County Highways (CTH) C, and H serve the Town of Wabeno. CTH C connects most of the local roads within Wabeno to downtown, and CTH H connects Blackwell with downtown Wabeno. County highways serve rural land uses and distribute local traffic to the regional arterial system. They serve an important role in linking the area's forestry resources to the major highways and urban centers.

Town roads are an important component of the county-wide transportation system, because they serve local development, as well as the forestry areas. A particular issue of concern with Town roads is that of seasonal weight limits. In Wabeno, a 5-ton limit applies to all Town roads during seasonal break-up.

WisDOT does some traffic counts on local and County roads classified as collectors. Traffic at Sites 25, 26, & 27 all show travel patterns at a major transportation junction for Wabeno. Traffic headed to or coming from Crandon increased 7.4% (Site 27). Traffic headed to or coming from Antigo increased 44.3% (Site 26). Wabeno traffic heading toward Crandon and Antigo increased 41.8% (Site 25).

TABLE 14		Traffic Counts	
Count Site*	1994	2003	# and % Change 1994-2003
Site 23	150	170	20 / 13.3%
Site 24	430	360	-70 / -16.3%
Site 25	2,680**	3,800	1,120 / 41.8%
Site 27	2,700	2,900	200 / 7.4%
Site 26	970	1,400	430 / 44.3%
Site 28	310	370	60 / 19.4%

Source: Wisconsin Highway Traffic Volume, Department of Transportation & NCWRPC

* Each traffic count site is described on the next page.

** 1991 Traffic Count

Site 23: CTH C, west of McCaslin Tower Rd.

Site 24: CTH C, about 1-mile east of downtown.

Site 25: STH 32, just west of Cavour Ave in downtown.

Site 26: STH 52, just west of STH 32.

Site 27: STH 32, just south of Trump Lake Road.

Site 28: CTH H, just south of Rummel Rd.

TABLE 15 Rural Highway Functional Classification System

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

Source: WisDOT

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

The current classification system used in Wisconsin consists of five classifications divided into urban and rural categories. Functional classifications are used to determine eligibility for federal aid. For purposes of functional classification, federal regulations define urban as places of 5,000 or more population, so the rural classifications apply throughout the Town. TABLE 15 summarizes the rural functional classification system.

b. Trucking

State Highway 32 is a restricted truck route, as designated by WisDOT; which means that only 48-foot trailers or smaller are allowed without double bottoms.

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

A number of private trucking companies are available in Wabeno, Laona, and Crandon.

2. TRANSIT AND TRANSPORTATION FACILITIES FOR THE DISABLED

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

There is no intercity bus service within Forest County or any surrounding counties.

3. BICYCLE AND WALKING

All roads are available for bicycle and pedestrian travel. Sidewalks create the primary pedestrian network. Sidewalks exist in downtown Wabeno. Issues of most concern to pedestrians are missing sidewalk sections, broken or uneven sections, and intersections without curb ramps. Roads that do not have sidewalks may not provide much gravel shoulder to walk on outside of the traffic lanes.

Wabeno contains portions of the Nicolet State Trail that generally parallels STH 32. In section A of this chapter under State Trails Network Plan on page 2 is a brief description of any potential Nicolet Trail expansion.

The Nicolet National Forest has two non-motorized trails:

- Quartz Hill Trail—This trail has two sections (on both sides of STH 32)
- Knowles Creek Interpretive Trail—This is a 1/3-mile interpretive trail that follows the north shore of North Creek impoundment.

In addition to designated trails, all logging roads and undesignated/unmarked trails within the Nicolet National Forest are open to non-motorized public use unless otherwise posted.

See the Utilities & Transportation Map for the trail locations.

4. RAILROADS

There is no local access to rail service in Wabeno. Shipments needing rail service would have to be trucked to nearby cities with rail access such as Crandon, or Rhinelander.

5. AIR TRANSPORTATION

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

There were about 42,340 total aviation operations (take-offs and landings) in 2000. WisDOT projections show total aviation operations increasing at RHI to 44,040 by 2010, and 45,740 by 2020; an 8 percent increase from 2000.

The Crandon Municipal Airport (Y55) in Nashville is a basic utility (BU-A) airport that is designed to accommodate aircraft of less than 6,000 pounds gross weight, with approach speeds below 91 knots and wingspans of less than 49 feet. Such aircraft are typically single-engine piston.

6. WATER TRANSPORTATION

There are five boat landing within the Nicolet National Forest in Wabeno that are generally used for recreational enjoyment. No water trails have been designated at this time. No harbors or ports exist within Forest County.

7. RECREATIONAL VEHICLE TRANSPORTATION

ATVs are allowed on all downtown roads 1-block off of the Nicolet Trail, which also allows ATVs. In winter, the Nicolet Trails allows snowmobiles. Many of the rural town roads east of downtown allow ATVs.

C. PROGRAMS

Below is a listing of programs that may be of assistance to the Town with regard to the development of the local transportation system. The Wisconsin Department of Transportation is the primary provider of programs to assist local transportation systems. A wide variety of programs are available to serve the gamut of jurisdictions from county down to the smallest town. The programs most likely to be utilized by rural towns such as Wabeno include:

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

More information on these programs can be obtained by contacting the WisDOT region office in Rhinelander or on the Internet at <http://www.dot.wisconsin.gov/localgov/>.

D. GOAL, OBJECTIVES, AND POLICIES

Goals:

1. Support and maintain a safe and efficient Town road system.
2. Provide an integrated, efficient, and economical transportation system that affords mobility, convenience and safety to meet the needs of all citizens, including disabled citizens.

Objectives:

1. Avoid allowing land uses that generate heavy traffic on local roads that have not been constructed or upgraded for such use.
2. Town roads must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplows, while still maintaining road aesthetics.

Policies:

1. Update street signage to improve visibility for all Town residents.
2. Space roadway access along the existing Town road network to increase safety and better preserve capacity.
3. Consider connecting adjacent properties with road connections when reviewing development plans and proposals, then add those connections to the official Town map if those connections are Town roads.
4. Support snowmobile and ATV trails within the Town by continuing to provide access to local businesses.
5. Promote use of specialized transit to Town residents.
6. Promote WisDOT's Tourist Oriented Directional Sign (TODS) Program to provide signs on state highways for qualifying tourist-related businesses, services or activities that are not on state highways.

CHAPTER 6: ECONOMIC DEVELOPMENT

This is the sixth chapter of the nine chapter Town of Wabeno Comprehensive Plan. It is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the Town. As required by the state's comprehensive planning law [§66.1001(2)(f) Wis. Stats.], this chapter analyzes the labor force and economic base, ensures designation of adequate sites for business and industry, evaluates potentially contaminated sites for reuse, and identifies applicable county, regional and state economic development programs.

A. ECONOMIC ANALYSIS OF LOCAL CONDITIONS

1. LABOR FORCE

According to the Census, the civilian labor force (population 16 and over) living in the Town of Wabeno was approximately 569 workers in 2000. Of these, 48 were unemployed for an unemployment rate of 8.4%. The unemployment rate for the County was 7.7% in 2000. Wabeno's 1990 unemployment rate was 9.4%. The current Forest County unemployment rate is about 6.7% (2007).

2. ECONOMIC BASE ANALYSIS

Geographically, the land within the Town is overwhelmingly dedicated to the forestry sector. Over 80% of the land in the Town of Wabeno is woodland. See the Agricultural, Natural and Cultural Resources and Land Use chapters of this plan for more on the forest cover of the community.

There were several occupations that gained Wabeno residents from 1990 to 2000 as shown in TABLE 16. The number of residents in the *Production, transportation & material moving* declined 6.7%, the same rate as the county, but *Sales & office* occupation only gained 3.8%, compared to a 33.2% gain at the county level. The *Construction, extraction & maintenance* occupation and the *Service* occupation both gained about 55 people each. Forest County figures generally followed the same trends as Town figures in TABLE 16.

TABLE 17 shows that 135 more people work in the *Arts, Entertainment, Recreation, Accommodation and Food Services* industry in 2000 than in 1990. This corresponds with the Northern Lights Bingo & Casino, and Indian Springs Lodge opening near Carter in 1994. The *Retail Trade* industry in Wabeno has followed a steep decline that is also visible at the county level. Wabeno

residents employed in the *Manufacturing* industry were able to hold their employment from 1990 to 2000, but at the county level it declined 24%.

TABLE 16 Occupation of Employed Workers 1990–2000

	Town of Wabeno		Forest County	
	1990	2000	1990	2000
Management, professional & related	96	111	603	831
Service	86	142	492	855
Sales & office	78	81	600	799
Farming Fishing & Forestry	21	17	274	179
Construction, extraction & maintenance	18	73	252	472
Production, transportation & material moving	104	97	973	908

Source: U.S. Census Bureau

TABLE 17 Industry Sectors 1990–2000

	Town of Wabeno		Forest County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	16	32	199	303
Construction	27	42	174	303
Manufacturing	60	63	881	669
Wholesale Trade	8	6	53	57
Retail Trade	92	40	553	402
Transportation, Warehousing & Utilities	46	36	239	256
Information	N/A	8	N/A	49
Finance, Insurance, Real Estate & Leasing	12	5	80	119
Professional, Scientific, Management, Administrative & Waste Mgmt Services	21	14	163	136
Education, Health and Social Services	80	95	499	755
Arts, Entertainment, Recreation, Accommodation and Food Services	4	139	34	527
Public Administration	18	27	205	168
Other Services	19	14	147	300

Source: U.S. Census Bureau

These figures in TABLES 16 & 17 are all based on the number of workers residing in the Town and what they do for employment not where they are actually employed. Information regarding the number of jobs available in the Town of Wabeno itself is not readily available.

Commuting patterns provide one way to estimate the number of jobs within a community. The 2000 commuting data shows a total of 689 workers traveling to the Town of Wabeno for work. The majority (40%) of these actually represent

residents of Wabeno working at jobs within Wabeno. The others travel to jobs within Wabeno from other Forest County communities (30%), Oconto County (19%), Langlade County (5%), Marinette County (3%), and other locations (4%).

3. ASSESSMENT OF LOCAL CONDITIONS

Based on the silvicultural nature of the community, the Town supports the development of forestry and forest-related business. The forested nature of the Town, along with its water resources, also lends itself to tourism and recreation based industries, which the Town is in favor of as well. Beyond that, the Town has no specific preference for categories or types of business desired.

The Town has a number of strengths that may be helpful in attracting or retaining business and industry: main state highway, and a forestry recreational and natural resource base.

Some weaknesses in attracting or retaining business and industry include: limited 3-phase power (high-voltage lines), limited hi-speed internet (fiber optic lines), and a lack of workforce for medium-to large employers.

There may become a lack of workforce, because Forest County's average age the average age was 43.2 years in 2000. By 2020 it is anticipated that the average age of county residents will be 46.3 years, and by 2030 it will be 49 years.

Many sections of land in town are owned by the Forest Service as part of the Nicolet National Forest. These public lands limit the area available for development.

There are about 20 sites that were environmentally contaminated and are now cleaned up to DNR standards. Review all the sites, located in the Natural Resources Chapter of this plan, to identify if any sites (brownfields) are available for redevelopment, or if they are at existing businesses.

B. PROGRAMS

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

Local:

Tax Increment Financing: In 2004, the WI State Legislature enacted changes to the state's Tax Increment Financing statutes. One significant change involved allowing townships to establish tax increment districts for specified economic development projects. Tax Increment Financing has been employed

by numerous communities throughout the state to promote redevelopment in blighted areas and finance new industrial development.

Regional:

North Central Wisconsin Development Corporation: The North Central Wisconsin Development Corporation (NCWDC) manages two revolving loan funds designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. The fund is targeted to businesses in the ten county region.

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

State:

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

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

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

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

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

Federal:

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

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

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

C. GOALS, OBJECTIVES, & POLICIES

Although the Town of Wabeno has not, historically, played a role in economic development, it supports efforts to stabilize and expand the economic base and employment opportunity for its residents and the community as a whole.

Goals:

1. Increase forest health.
2. Encourage a variety of economic opportunities.
3. Promote the stabilization of the current economic base.

Objectives:

1. Plan for the expansion of current forest based industries and business, and the possibility of recruiting new forest based industries and businesses.
2. Promote sustainable forestry practices on both private and public lands to maximize residual stand quality and promote abundant regeneration of a range of tree species.
3. Promote healthy and protected forest ecosystems to serve a multitude of ecological roles that include habitat for animal and plant species, and water quality protection.
4. Work in partnership with the Chequamegon-Nicolet National Forest to ensure the ecological, economic, and social benefits of forests for the citizens of Wisconsin now and into the future.
5. Work in partnership with the Wisconsin Department of Natural Resources to ensure the ecological, economic, and social benefits of forests on Managed Forest Law lands.
6. Encourage new retail, commercial & industrial development to locate adjacent to county or state highways.
7. Discourage industrial development from negatively impacting environmental resources or adjoining property values.
8. Encourage businesses that are compatible with a rural setting.
9. Review costs and benefits of a proposed development project prior to approval.

Policies:

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
2. Support efforts to promote economic development within the county.
3. Commercial and industrial development should be directed to designated planned areas consistent with the Future Land Use Map.
4. Intensive industrial uses should be steered to areas that have the service capability to support that development.

5. Promote Managed Forest Law (MFL) tree farms to exist on all private forest lands within Town.
6. Designate enough land for commercial and industrial development on the Future Land Use Map.
7. Participate on Chequamegon-Nicolet National Forest (CNNF) Resource Advisory Committees (RAC).
8. Encourage efforts to develop enterprises in and adjacent to the community, such as working with schools, colleges, and training programs to recruit and retain workers within the community.
9. Explore development of a business park.
10. Advertise available commercial and industrial sites and buildings online at Location One Information Source (LOIS) from the Wisconsin Department of Commerce.
11. Promote creation of sustainable buildings (possibly *Leadership in Energy and Environmental Design (LEED)* certified), and refurbishment of existing buildings.
12. Promote WisDOT's Tourist Oriented Directional Sign (TODS) Program to provide signs on state highways for qualifying tourist-related businesses, services or activities that are not on state highways.

**CHAPTER 7:
LAND USE**

This is the seventh of nine chapters of the Town of Wabeno Comprehensive Plan. This chapter is based on the statutory requirement [§66.1001(2)(h) Wis. Stats.] for a "compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property". This chapter reviews existing land uses, trends, programs, and future land use.

A. EXISTING LAND USE INVENTORY

Current land use activity (see Existing Land Use Map) in the Town is characterized mainly by large blocks of federal forestland, and significant blocks of tribal forest and agricultural lands. Residential development generally exists within downtown Wabeno and in Carter

Table 18 presents the current breakdown of land use types within the Town in 2009. The majority of the Town is woodlands that cover about 66,300 acres or 96% of the Town. Water covers about 1% of the Town. The next most significant land use types are: *agricultural*, which covers about 1% of the Town with 727.5 acres; *residential* covers less than 1% of the Town with 311 acres; and the road network

Table 18: EXISTING LAND USE, 2009 Town of Wabeno		
Land Use	Acres	Percent
Agriculture	727.5	1.05
Commercial	92.1	0.13
Government/Institution	32.2	0.05
Industrial	80.1	0.12
Open Land	156.3	0.23
Outdoor Recreation	17.0	0.02
Residential	610.9	0.88
Transportation	493.1	0.71
Water	804.3	1.16
Woodlands	66,296.6	95.65
Total	69,310.1	100%

Source: NCWRPC

(*transportation*) also covering less than 1% of the Town with 493 acres. The other land uses combined use less than 1% of the total land area.

B. LAND USE TRENDS

1. LAND SUPPLY

As shown by the existing land use inventory in Table 18, the majority of the Town is forestland that is maintained as part of the Nicolet National Forest, which cannot be taken out of forestry for development purposes. Much of the remaining undeveloped area is privately owned forestlands and tribal lands, with some agricultural and open lands.

Even under a rapid growth scenario, the supply of land in the Town of Wabeno is more than sufficient to accommodate projected demand over the next 20 years for all use categories, which are described below in Land Demand.

2. LAND DEMAND

Residential:

The overall Town resident demand for housing land in the Town of Wabeno results from a projected increase of 69 households (2010–2025). This does not account for seasonal home development. TABLE 18 shows projected residential land demand based on household projections for the Town and a half-acre average lot size. Although some of the development will occur on larger or smaller parcels, this is more difficult to predict, and our projection becomes a conservative scenario. Thus, an average of 11.5 acres of residential land is expected to be added in the Town every 5 years to accommodate anticipated population growth by the year 2030.

About 55 of the 69 new housing units will probably be built as single-family houses, since 80% of all housing stock in Town is single-family dwellings, as shown in the Housing chapter. About 8 (12%) of the 69 new housing units may exist as mobile homes.

Seasonal use of the housing in Wabeno comprises of about 35% of all the housing units. Although existing seasonal homes are being converted to full-time permanent residences, it is assumed for planning purposes that new seasonal units will retain the same percentage of housing in Wabeno (35%) over the lifespan of this plan. Therefore, an additional 24 seasonal homes are projected to be built from 2000 through 2025. These units would consume an average of about 4 acres every five years.

Industrial, and Commercial:

Commercial and industrial development is subject to market forces and difficult to predict. In 1994 the casino and hotel opened in Carter. On land near the casino, the Tribe may add additional commercial development in the future. The Tribe has municipal water and sewer in Carter. Besides the casino in Carter, there has not been an increase in commercial, or industrial development in the Town over the last two decades. Therefore, maintaining the current level of commercial, and industrial land is projected to continue through 2030.

Existing non-metallic mines (gravel pits) in Wabeno have a number of years remaining. Therefore, no projected increase in the land area for mines exists. Table 19 shows the projected commercial, and industrial land uses in 5-year increments.

Agricultural:

Agricultural land in Wabeno that is actively farmed has declined since 1990. The *Wisconsin Land Use Databook, 1999*, lists 2,600 acres of agriculture in 1990, with a slight decrease to 2,592 acres in 1997. An NCWRPC GIS analysis in Table 18 shows that there were 728 acres of agricultural land in 2009, with an additional 156 acres listed as open lands. These 156 acres may once have been agricultural lands, which are now fallow. Since there was a 72% decline in agricultural land from 1990 to 2009, there is no projected increase in agricultural land through 2030. Table 19 shows the projected agricultural land uses in 5-year increments. See the Natural Resources chapter in this Plan for more agricultural statistics.

	2010	2015	2020	2025	2030*
Residential Acreage	611	626.5	642	657.5	673
Commercial Acreage	93	93	93	93	93
Industrial Acreage	81	81	81	81	81
Agricultural Acreage	728	728	728	728	728

Source: NCWRPC

*Extension of 2000-2025 trend.

3. LAND PRICES

Overall equalized land values in the Town have increased about 130 percent over the last eight years; however, not all categories of land increased. These are prices for land only in each category. *Agricultural* land dropped in value, because *Agricultural Forest* land was removed from this category in 2004. *Residential* property values increased by about 154 percent, while land classifies as *Other* decreased by about 89 percent. The value of *undeveloped* land, which was formerly called "swamp and waste," has declined in value. See Table 20, Equalized Land Values, below.

Type of Property	2000	2008	% Change
Residential	8,598,000	21,850,100	154.1
Commercial	203,400	540,900	165.9
Manufacturing	31,500	104,800	232.7
Agricultural	151,400	105,000	-30.6
Undeveloped	274,400	234,300	-14.6
Ag. Forest	---	366,800	---
Forest	3,803,400	6,788,700	78.5
Other	39,600	74,800	88.9
Total Value	13,101,700	30,065,400	129.5

Source: WI DOR, 2000 & 2008

4. OPPORTUNITIES FOR REDEVELOPMENT

There are no properties in the Town that had environmental contamination on them, so there is no redevelopment opportunity related to those properties. See the Natural, Agricultural, and Cultural Resources chapter for more details.

Many businesses in downtown Wabeno are in buildings that may need upgrading to improve customer comfort, and energy efficiency to improve the owner's bottom lines. Downtown revitalization differs from redevelopment since the focus is not on reuse, but more towards upgrading and appearance. There may be opportunities to make facade improvements, and energy efficiency upgrades to heating & air conditioning systems, building insulation, and exterior & interior lighting.

Quarries have approved reclamation plans on file with the county as part of the permitting process. The existing quarries within the Town have a number of years of life left. Abandoned non-metallic mines were closed before reclamation regulations existed; and the Town sees no need for redevelopment of those areas beyond continuing to allow them to revert to nature.

5. EXISTING AND POTENTIAL LAND USE CONFLICTS

This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers, and public information components. The following issues were identified during the planning process:

1. There is limited available land for development, because the Nicolet National Forest completely surrounds downtown Wabeno. The Town and private individuals both own land that may be as beneficial to the Forest Service as similar parcels that are limiting development in downtown. An exchange of land may be possible between the Town and the Forest Service to provide additional developable land contiguous to downtown Wabeno.
2. The Wabeno School District is selling the downtown ball field. Town government needs land for expansion, but also recognizes that limited land exists in downtown for development.
3. Commercial development may occur around the casino in Carter rather than in downtown Wabeno. Tribal sewer and water exist, but any development would need Tribal approval, and lands would come out of the tax base.

C. PROGRAMS

A number of different programs directly and indirectly affect land use within the Town. The principle land use programs include the Forest County Zoning and Land Division ordinances. The Town of Wabeno also has a number of other ordinances contained within its municipal code. Official mapping authority is available but not widely used. See the Implementation Chapter of this Plan for more on these ordinances.

D. FUTURE LAND USE 2010-2030

The Future Land Use map represents the long-term land use recommendations for all lands in the Town. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate future development of the Town. Subdivision, zoning, and official map decisions must be consistent (§66.1001(3) WI Stats.) with this map.

Town of Wabeno Plan Commission members participated in a mapping exercise with NCWRPC staff to identify the desired future land uses by using the Land Use Map Classifications as described below. Town Plan Commission members used their broad knowledge of the Town to draw shapes on an existing land use map that was created from a 2005 airphoto. The goal was to produce a Future Land Use Map for residents to review that will guide the Town's growth through 2030. See the Future Land Use map.

Existing & Future Land Use Map Classifications:

Land use classifications group land uses that are compatible and provide for the separation of conflicting uses. Not all classifications are used on both maps. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide. Subdivision, zoning, and official map decisions must be consistent (§66.1001(3) WI Stats.) with the Future Land Use Map.

The Existing Land Use Map shows what existed in 2009. The Future Land Use Map is intended for use as a guide when making land use and zoning decisions from the time this Plan is adopted through 2030.

1. Agriculture

Lands that are managed to produce crops or raise livestock.

2. Commercial

Identifies areas that sell goods or services to the general public; such as gas stations, stores, restaurants, professional services, hotels, campgrounds, and

car dealerships. Higher density residential development is also allowed here, along with some storage facilities.

3. Governmental/Institutional

Identifies areas where the main purpose of use is for public good facilities, for example: utilities, community non-profit facilities, schools, churches, and governmental buildings.

4. Industrial

Identifies areas that produce goods or services for distribution to commercial outlets, for example: manufacturers and wholesale distributors. Any uses that directly relate to trucking or mining operations are also located in industrial areas.

5. Open Lands

Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, steep slopes of 12 percent or greater. This area could include endangered species habitat or other significant features or areas identified by the Town, including cultural area.

6. Outdoor Recreation

Land that is or could become parks or trails. Ball fields, outdoor amphitheaters, and waysides are all included in this designation.

7. Residential

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

8. Rural Residential

Identifies areas that are recommended for less dense residential development, consisting of larger minimum lot sizes than the Residential category. This Rural Residential area will also allow a mixture of residential uses, and provide a transition from more dense development to the rural natural areas.

9. Transportation

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the town, including airports and rail facilities. This classification also includes trails with a permanent right-of-way, like rails-to-trails facilities.

10. Woodlands

Areas of land that are covered with trees and hardly any grass. Single family houses, and hunting shacks may exist in this area on large lots. DNR wetlands that contain many trees, and campgrounds may also exist in this area.

11. Mixed Use

Areas of land that may be used for industrial and/or residential purposes. This land classification only applies to a parcel of land in Wabeno that is on the west end of the downtown area, as mapped on Map 5 – Town of Wabeno Inset.

E. GOALS, OBJECTIVES, AND POLICIES

To address competing development concerns, a natural resource based land management set of goals, objectives, and policies was created.

GOAL 1: Maintain orderly planned growth for the health, safety, and general welfare of Town residents, and makes efficient use of existing tax dollars.

Objectives

- 1. The Town will maintain a long-range Comprehensive Plan as a guide for future land use and zoning decisions.
- 2. All industrial development proposals will be addressed on a case-by-case basis.
- 3. Encourage commercial and dense residential development to exist on land that is served by municipal sewer and water.

Policies:

- 1. Permit new development based upon consideration of this Plan, as well as other Town, County, and State plans and regulations.
- 2. Commercial development in downtown Wabeno will continue to extend in a strip along the major highway.
- 3. Provide adequate infrastructure (i.e. roads, sewer, & water) and public services (ie. fire and rescue) and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses compatible in Wabeno.
- 4. Promote the redevelopment of land within downtown Wabeno.

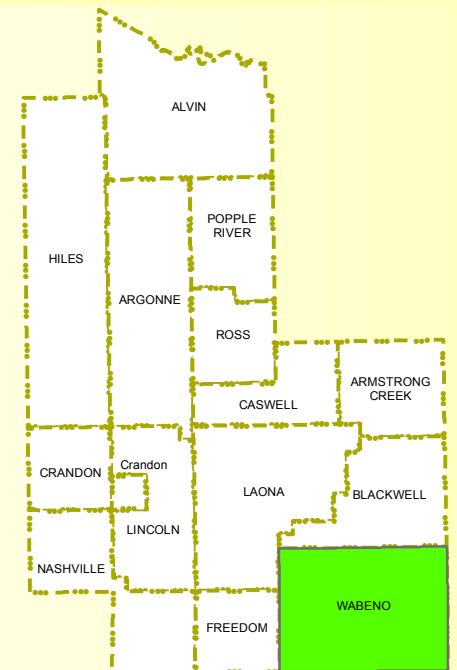
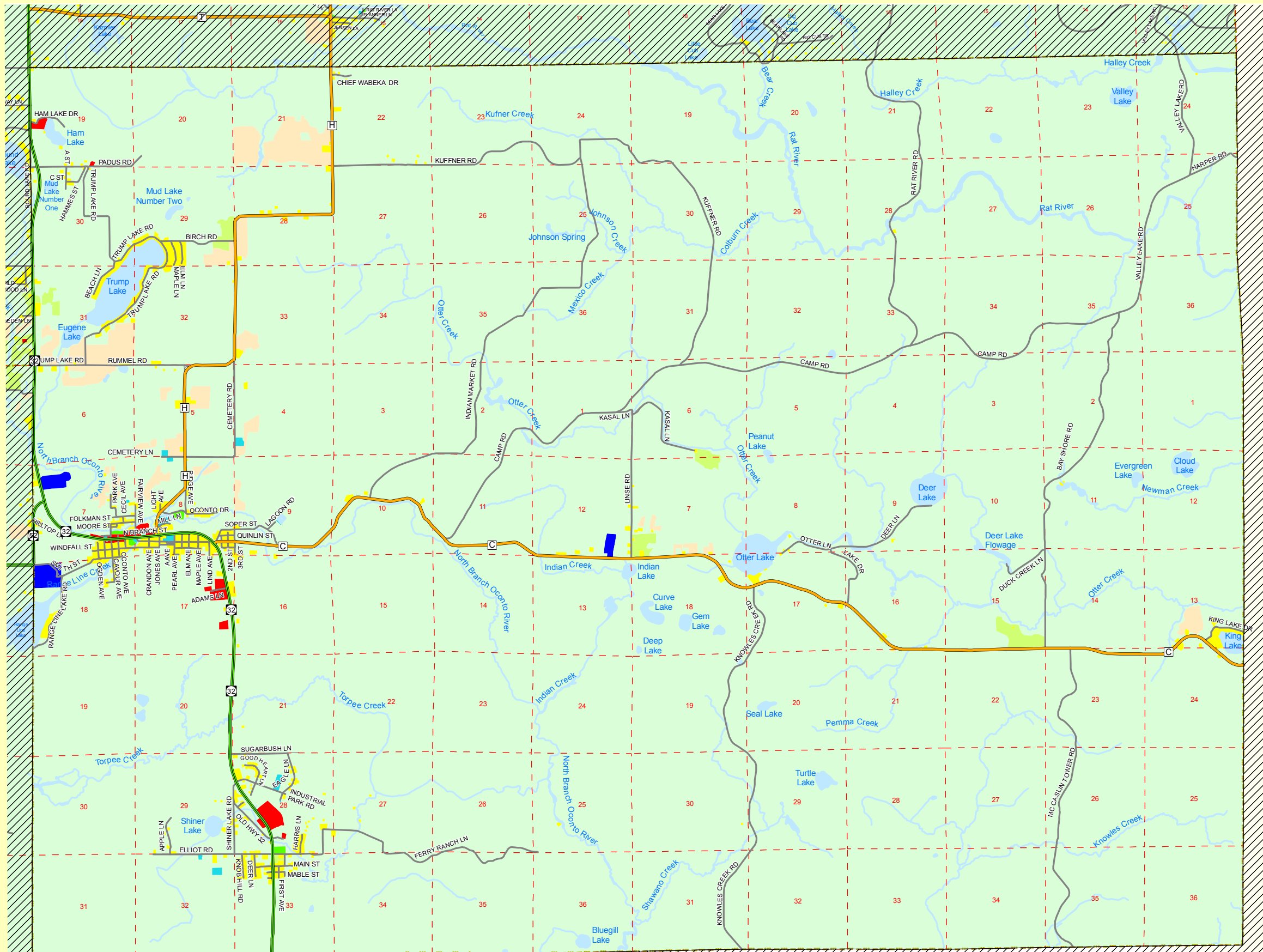
GOAL 2: Promote and regulate rural development outside of the downtown to retain the rural character of the Town and minimize degrading groundwater or air quality.

Objectives:

1. Restrict new development due to flood hazard, steep slopes, potential groundwater contamination of municipal wells, highway access problems, or incompatibility with neighboring uses, etc.
2. Maintain minimum lot sizes for new development through the Town's land division and zoning ordinances to preserve the Town's rural character and to protect surface and groundwater resources from the impacts of higher density development.

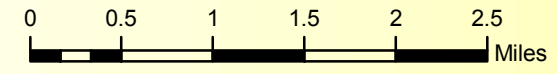
Policies:

1. All rural residential development should be set back from the roads and buffered by either natural vegetation or evergreen plantings.
2. Use-buffer areas may be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. rural residential type development should be planned as a buffer between single-family and forestry or agricultural. Landscape buffers should also be used, especially where use-buffers are unfeasible.
3. Require that timber harvests appear like natural disturbances, with a jagged harvest pattern and vegetative screen between the harvest area and major through roads.
4. Continue to allow current and new residential development along waterbodies.
5. Encourage development proposal site designs to preserve or enhance the rustic and rural nature of the community.
6. Industrial development will be limited to the industrial area on the Future Land Use map, and non-metallic mines will be conditionally allowed in forested areas on the future land use plan map.
7. Inform potential industrial developers about the 'Class I' air designation.



Legend

- Minor Civil Divisions
- Section Lines
- US Highway
- State Highways
- County Highways
- Local Roads
- Railroad
- Agriculture
- Commercial
- Governmental
- Industrial
- Grassland
- Outdoor Recreation
- Residential
- Transportation
- Water
- Woodlands



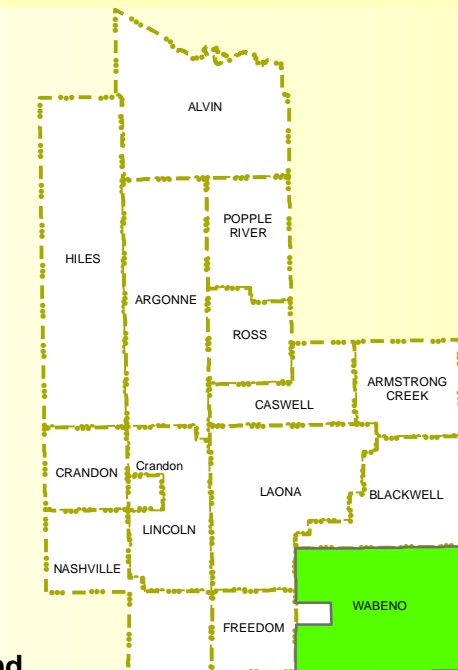
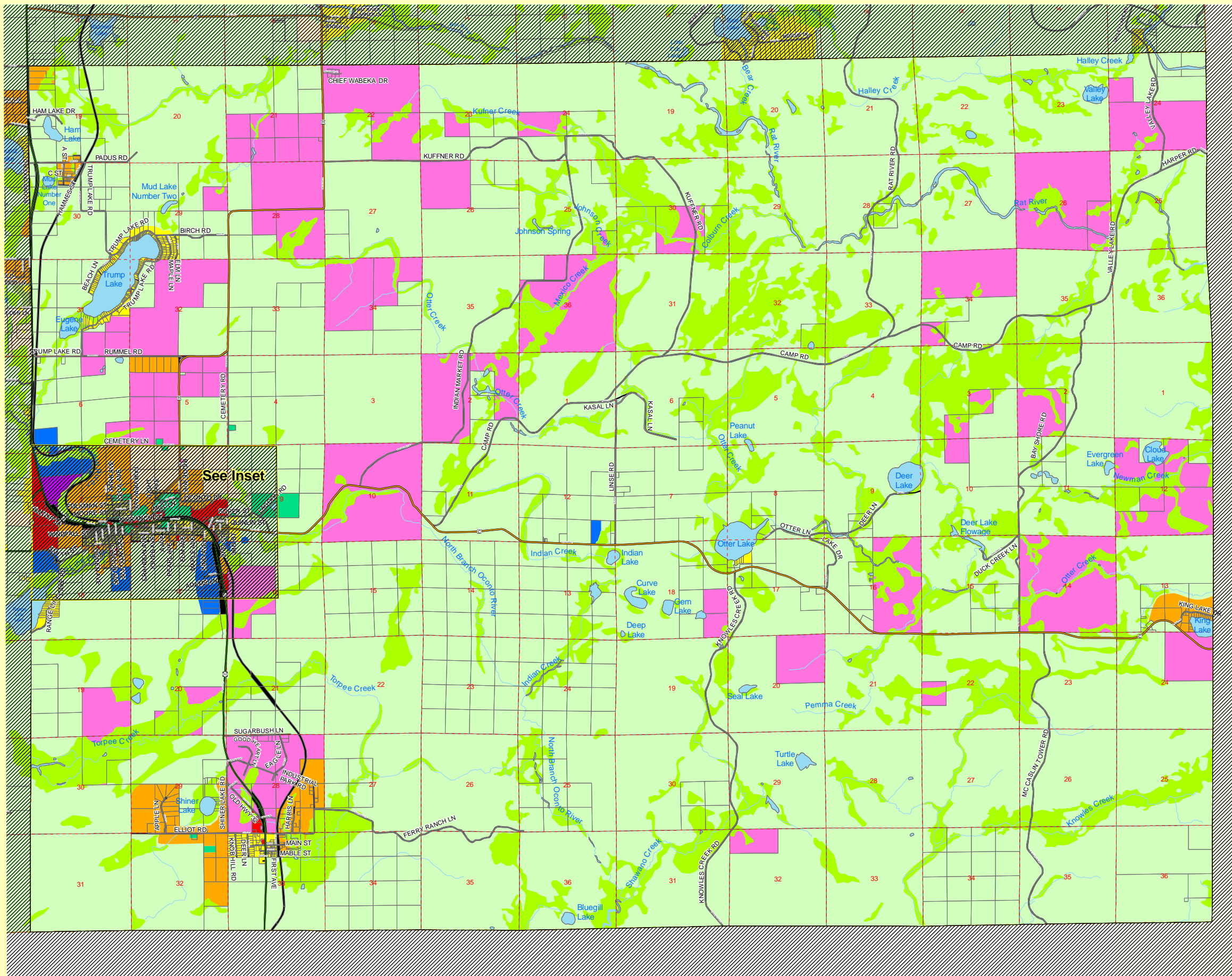
Source: WI DNR, NCWRPC, 2005 Airphoto Interpretation

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

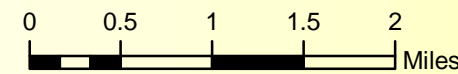


Prepared By:
**North Central
 Wisconsin Regional
 Planning Commission**

210 McClellan St., Suite 210, Wausau, WI 54403
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org



- Legend**
- Minor Civil Divisions
 - - - Section Lines
 - == State Highways
 - == County Highways
 - Local Roads
 - ▭ Parcels
 - Wetlands
 - Water
 - Agricultural Areas
 - Commercial
 - Forestry Areas
 - Governmental/Public/Institutional
 - Industrial
 - Mixed Use
 - Preservation and Open Space
 - Outdoor Recreation
 - Residential
 - Rural Residential
 - Transportation
 - Tribal

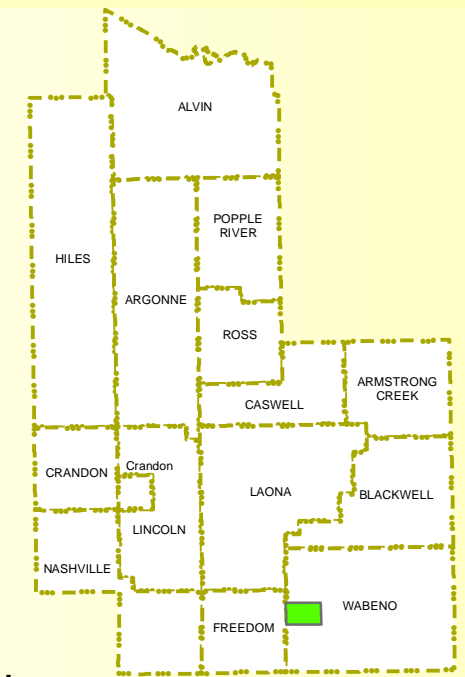
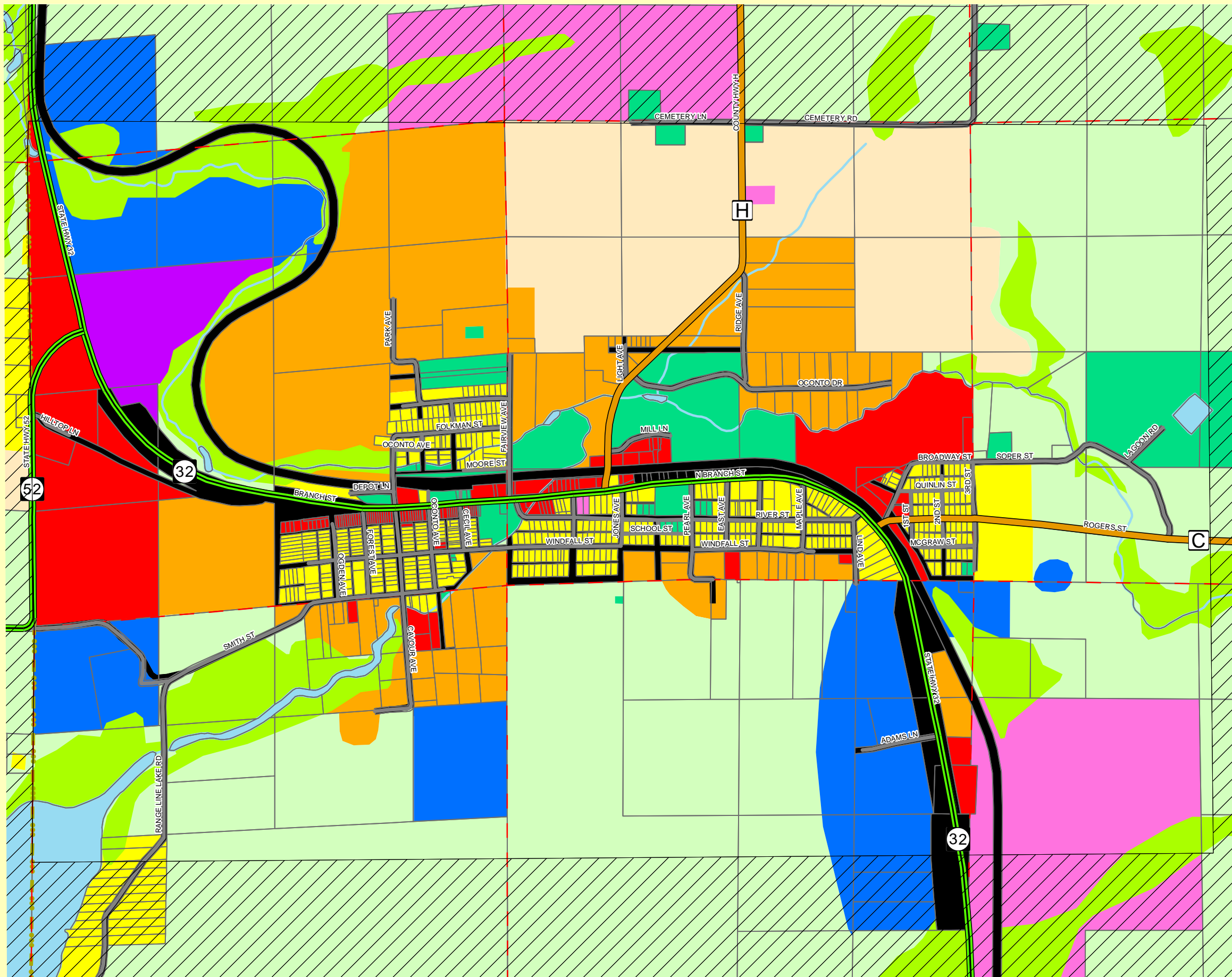


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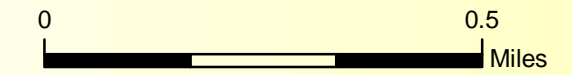
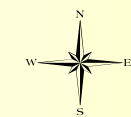
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CHAPTER 8: INTERGOVERNMENTAL COOPERATION

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

A. ASSESSMENT OF INTERGOVERNMENTAL RELATIONSHIPS, PLANS AND AGREEMENTS

1. SCHOOL DISTRICT

The Town of Wabeno is in the School District of Wabeno.

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

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

2. SURROUNDING TOWNS

The Town of Wabeno is bordered (refer to Map 1) by the towns of Blackwell, Laona, and Freedom in Forest County; Townsend and Lakewood in Oconto County; and Silver Cliff in Marinette County.

Wabeno has mutual aid relationships with the surrounding towns.

3. FOREST COUNTY

Forest County directly and indirectly provides a number of services to Wabeno residents.

The County Highway Department maintains and plows the County, state and federal highways within the Town. The County Sheriff provides protective services through periodic patrols. The Sheriff also manages the 911-dispatch center, not only for police protection, but also for ambulance/EMS response. The Forestry Department maintains a county park and forest system for the

use and enjoyment of all residents including the Town of Wabeno. The County also provides land records and land & water conservation services.

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

4. NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

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

5. WISCONSIN TOWNS ASSOCIATION

The Wisconsin Towns Association (WTA) is a statewide, voluntary, non-profit and non-partisan association of member town and village governments in the State of Wisconsin controlled by its Board of Directors. WTA's twin purposes are to (1) support local control of government and to (2) protect the interest of towns. In furtherance of those goals WTA provides three types of services for its members: legislative lobbying efforts, educational programs, and legal information.

6. STATE AND FEDERAL GOVERNMENT

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

The Wabeno Volunteer Fire Department cooperates with the Forest Service and the DNR to cover the Town for fire service. All land north of CTH C is cooperatively covered with the Forest Service, and all land south of CTH C is cooperatively covered with the DNR. All tribal lands are covered by these cooperative agreements for fire service too.

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

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

7. FOREST COUNTY POTAWATOMI COMMUNITY

Parts of the Forest County Potawatomi tribal lands lie within the Town of Wabeno. The Potawatomi Northern Lights Casino in Carter is on tribal lands in the Town of Wabeno. The Town has a good working relationship with the Tribe. The Town and Tribe frequently partner on road projects, grants, etc.

B. EXISTING OR POTENTIAL INTERGOVERNMENTAL CONFLICTS

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

- ✓ Nicolet National Forest land limits the amount of private land available for development.
- ✓ County Zoning process needs better cooperation between Town and Zoning Committee.
- ✓ Reduction in available timber from USFS because of new land designation (wilderness, road less areas etc.) within the Township.
- ✓ Timber sale litigation has a negative impact on the raw material supply for the timber industry and also reduces the USFS PILT and 25% shared revenue available to the local communities and schools, because this litigation is always directed at preserving the forest from harvest.
- ✓ Reduction in available tax paying land, because of inclusions into Federal Trust status.

The Town of Wabeno acknowledges the Forest County Potawatomi Community may transfer fee lands into Federal Trust status. When fee

lands are placed into Federal Trust status, the Town of Wabeno's jurisdiction and taxing ability over the transferred land diminishes, similar to when a city or village annexes town land."

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

- ✓ Potential sale of the school district's ball field in downtown Wabeno.

The process for resolving these conflicts will in part be a continuation of past practices as new mechanisms evolve. The Town will continue to meet with surrounding towns when significant issues of mutual concern arise.

C. PROGRAMS

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

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

Municipal Revenue Sharing: Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement may be invalidated after the minimum 10 year period.

Incorporation: Wisconsin Statutes, 66.0201 – Incorporation of villages and cities; purpose and definitions, and 66.0211 – Incorporation referendum procedure, regulate the process of creating new villages and cities from Town

territory. Wisconsin Statute, 66.0207 – Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- ✓ Minimum standards of homogeneity and compactness, and the presence of a "well developed community center."
- ✓ Minimum density and assessed valuation standards for territory beyond the core.
- ✓ A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially.
- ✓ An analysis of the adequacy of government services compared to those available from neighboring jurisdictions.
- ✓ An analysis of the impact incorporation of a portion of the Town would have on the remainder, financially or otherwise.
- ✓ An analysis of the impact the incorporation would have on the area.

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

D. GOALS, OBJECTIVES, AND POLICIES

Goal

- Seek mutually beneficial cooperation with all levels of government.

Objectives

1. Consider ways to share services with neighboring towns, the County, and the Tribal Governments to provide more efficient service or public utilities.
2. Continue communication and cooperation with the Forest County Potawatomi Community regarding governmental matters of mutual

concern (i.e.: water treatment, schools, roads, professional services that are housed in Carter, etc.).

Policies

1. Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient service or public utilities.
2. Work with Forest County on the development of countywide planning efforts.
3. Identify alternative solutions to existing or potential land use, administration or policy conflicts that may hinder intergovernmental cooperation.

CHAPTER 9: IMPLEMENTATION

This last chapter (#9 of 9) of the Town of Wabeno Comprehensive Plan is based on the statutory requirement [§66.1001(2)(i) Wis. Stats.] for a compilation of programs and specific actions to implement the objectives, polices, plans and programs contained in the previous chapters. This chapter includes a process for updating the plan, which is required every 10 years at a minimum.

A. RECOMMENDATIONS TO IMPLEMENT COMPREHENSIVE PLAN

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

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

RECOMMENDATION 1: PLAN COMMISSION

Once the Plan is approved, then it is important for the Town Board to use it as a guide for decisions that affect development in the Town.

The Town of Wabeno Plan Commission is to measure the Town's progress toward achieving the Plan on an annual basis and make a full review and update of the Plan every 10 years (see: "C – Plan Review & Update" below).

Work with the Forest County Zoning Committee to establish a notification procedure of the Wabeno Plan Commission with any zoning change petitions. This notification could be a standard form used to record Town Plan Commission zoning recommendations to the Town Board and Town Board zoning recommendations to the County. On the form would be reasons for the recommendation, and each member's vote on the matter. The completed form would be attached to the original zoning petition and a copy retained for the Town Plan Commission records.

Wabeno Plan Commission shall review zoning and subdivision applications and make formal recommendations to the Town Board to forward to the County Zoning Committee. The Wabeno Comprehensive Plan is an important consideration in this process. Wisconsin's Comprehensive Planning Law requires that a local government's land use related decisions and actions be consistent with that local government's comprehensive plan.

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

RECOMMENDATION 2: PLAN IMPLEMENTATION TOOLS

Primary plan implementation tools include the Forest County Zoning and Land Division ordinances. These ordinances provide the underlying regulatory framework that supports many of the Plan's policies.

a. Land Division Ordinance

Land or subdivision regulations relate to the way in which land is divided from a section of land (640 acres) for additional people to own and develop. A community can control the subdivision of land by requiring a developer to meet certain conditions in exchange for the privilege of recording a plat. While imposing conditions restricts the use of private property, the cumulative effect of land subdivision on the health, safety, and welfare of a community is so great as to justify public control of the process.

Of all the land use control devices available, subdivision regulation has probably the greatest potential. When compared with zoning, a well-administered subdivision control is more useful in achieving planning goals and its influence is far more lasting. Once land is divided into lots and streets are laid out, development patterns are established. Subdivision regulations can ensure that those development patterns are consistent with community standards. Subdivision regulations can also ensure the adequacy of existing and planned public facilities such as schools, wastewater treatment systems, water supply, to handle new growth. Finally, subdivision regulation can help ensure the creation and preservation of adequate land records.

There is some overlap between zoning and subdivision codes in terms of standards. Both ordinances, for example, can set lot sizes. Both can deal with the suitability of land for development. Implementing important plan techniques such as rural cluster development often requires use of the zoning ordinance and the subdivision ordinance.

Forest County has a land division ordinance (Subdivision Ordinance, Forest County, Wisconsin). It applies to all unincorporated land within Forest County uniformly with limited exceptions.

b. Zoning

Zoning is the major tool used to regulate land uses and implement a comprehensive plan. The zoning ordinance regulates the use of property to advance the public health, safety, and welfare. It has been used throughout the United States and in Wisconsin since the 1920's.

A zoning ordinance creates different use zones or districts within a community. Each district has a list of permitted uses, which are uses that are desirable in a district. Each district may also contain a list of special uses, sometimes called special exceptions or conditional uses, which are allowed under certain circumstances, and require review by a local body to be allowed. All other uses are prohibited.

Zoning regulations are adopted by local ordinance and consist of two basic things, a map and related text. The zoning map displays where the zoning district boundaries are, and the text describes what can be done in each type of district. The Future Land Use map and zoning are similar but they are not the same. Land use categories on the Future Land Use map are more general, while zoning is much more detailed. Zoning is the legal tool to regulate specific land uses. Since the land use categories on the Future Land Use map are generalized it is possible that more than one zoning district would correspond to each of the categories on the Future Land Use map.

Zoning should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should “drive” the development of specific zoning ordinance provisions including district descriptions, permitted uses, conditional uses and the zoning map. This consistency has been important in upholding legal challenges in the Courts. After the planning process is complete, then updating the zoning ordinance is critical, so that it incorporates the goals, objectives, and policies of the comprehensive plan.

County Shoreland Zoning

All counties administer a zoning ordinance that regulates land uses in shoreland and floodplain areas of unincorporated land, which is required under Wisconsin law. This ordinance supersedes any town ordinance, unless the town ordinance is more restrictive. The shoreland zone is land located within 1,000 feet of the ordinary high water mark of a lake, pond, or flowage; or within 300 feet of the ordinary high water mark of a river or stream; or to the landward side of the floodplain, whichever distance is greater.

County Zoning

Forest County has had a general zoning ordinance in place since 1987. Four towns, including Wabeno, are covered under this ordinance.

Zoning should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should “drive” the development of specific zoning ordinance provisions. This consistency has been important in upholding legal challenges in the Courts. Therefore, following the planning process it is critical to update the zoning ordinance map for Wabeno to incorporate the findings of the Wabeno Comprehensive Plan.

Town Zoning

The Town could draft and administer its own zoning ordinance. This would require continuation of village powers, and County Board approval. Also, the County Board would continue to have “veto” power over future amendments to the Town’s ordinance [§60.62(2), Wis. Stats.]. The advantages of this option include providing the greatest amount of local control over zoning decisions. The zoning districts and other ordinance provisions could be tailored to best achieve the desired future conditions in each land use area. Administration of this option could be achieved in a variety of ways. The Town could fund its own administration. The County and Town could jointly administer this ordinance by having a Town zoning administrator that is also a County deputy zoning administrator. Another alternative could involve §66.30, Wis. Stats., intergovernmental agreements to contract with the County or an adjacent town for zoning administration and enforcement.

The obvious disadvantage would be cost. Creating town enforced zoning would be a more expensive option, as it would require funding zoning administration and enforcement (including legal expenses) at the local level instead of at the county level. The Town would likely need to hire at least a part time zoning administrator, and would need to establish a Board of Appeals. Any revision to the zoning ordinance would require County Board approval. There still would be some areas of overlap between the County and Town ordinances for shoreland and floodplain areas.

RECOMMENDATION 3: INTERGOVERNMENTAL COOPERATION

The Town of Wabeno cooperates with neighboring communities and other units of government to minimize intergovernmental conflict. Continued cooperation will ensure that the goals, objectives, and policies of this plan are fully realized. Key recommendations include the following:

- ✓ Work with Forest County to incorporate the Town of Wabeno Comprehensive Plan into a Forest County Comprehensive Plan and to complete a plan for the entire county.
- ✓ Continue to build on the initial framework established in the Intergovernmental Cooperation Chapter of this Plan.

RECOMMENDATION 4: INFORMATION AND EDUCATION

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

B. PLAN CONSISTENCY BETWEEN CHAPTERS

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

Whenever a goal, objective, or policy is changed, then a review of all other goals, objectives, and policies shall be reviewed to determine if others need revision also.

C. PLAN REVIEW AND UPDATE

An annual review is to be completed by the Plan Commission, comparing how each land use decision made during the year measured up to the goals and policies of the Plan. If a pattern of land use decisions inconsistent with the goals and policies of this Plan is found, the following options are to be considered:

- ✓ Appropriate adjustments should be made to bring decision-making back in line with Plan goals and policies
- ✓ The goals and policies themselves should be reviewed to ensure they are still relevant and worthwhile
- ✓ Possible changes to existing implementation tools such as the zoning or land division ordinance should be considered to ensure the ordinances properly support land use decision-making and plan implementation.
- ✓ New implementation tools should be considered to gain more control over land use decisions.

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

D. PLAN AMENDMENT PROCEDURE

Amendments to this Plan may include minor changes to plan text or maps or major changes resulting from periodic review. Frequent changes to accommodate specific development proposals should be avoided. The Comprehensive Planning Law (§66.1001 Wis. Stats.) requires that the same process used to adopt the Plan will also be used to amend it, specifically:

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

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

If an amendment is approved by resolution to the Town Board, then the Town Clerk publishes a 30-day Class 1 notice announcing a Town Board public hearing on the proposed changes. At the same time, the Town Clerk also mails this notice to all owners and operators of mines within the Town.

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

Any approved changes are sent to:

- The school district, and technical college district that serve the Town;
- All adjacent town clerks;
- All adjacent county clerks;
- The local library;
- North Central Wisconsin Regional Planning Commission; and
- WDOA, Division of Intergovernmental Relations, Comprehensive Planning Program.

ATTACHMENT A
PUBLIC PARTICIPATION PLAN

**Town of Wabeno
Public Participation Plan
2008**

I. Background

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

The creation of the Public Participation Plan is a task required in meeting the requirements of Wisconsin's Comprehensive Planning Legislation (1999 Wisconsin Act 9 and its technical revisions). As the planning process develops, it should be expected that deviations from the plan may occur.

II. Objectives

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

- That the residents become fully aware of the importance of participating in the development of the Comprehensive Plan.
- That the public participation process be designed to engage all aspects of the Town.
- That the public have opportunities to provide their input to the Plan Commission and Town Board.
- That the public have access to all technical information and any analyses performed throughout the planning process.
- That there is input from the broadest range of perspectives and interests in the community possible.
- That input is elicited through a variety of means (electronic, printed, and oral) in such a way that it may be carefully considered and responded to.
- That this process of public involvement strengthens the sense of community.

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

III. Techniques

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

1. All meetings for the planning process will be posted and open to the public.
2. NCWRPC newsletter will be used to inform persons of the planning process and solicit input.
3. Meeting summaries and/or handouts will be placed on file for review. The public library will be provided all materials as well.
4. The draft plan will be available via the NCWRPC website.
5. The local school will be provided information about the plan.
6. Other efforts as identified along the way.

Town of Wabeno
Public Participation Plan
2008

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

Resolution 1-2009
For Adoption of a Public Participation Plan

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

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

Whereas. It is necessary for the Town of Wabeno to approve a process to involve the public in the planning process; and

Now, Therefore, be it Resolved, that the Town of Wabeno does approve and authorize the Public Participation Plan as presented.

Adopted on the 13th day of January 2009

Attest:

Marrette J. Tucker: Town Clerk

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

Attest: 
Nancy Schuhart: Town Chair

ATTACHMENT B
PLAN ADOPTION DOCUMENTATION

STATE OF WISCONSIN
Town of Wabeno
Forest County

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

Adoption of the Town of Wabeno Comprehensive Plan.


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

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

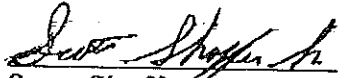
The vote of the town plan commission in regard to this resolution shall be recorded by the clerk of the town plan commission in the official minutes of the Town of Wabeno Plan Commission.

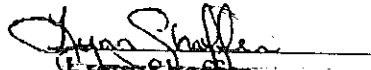
The town clerk shall properly post or publish this resolution as required under s. 60.80, Wis. Stats.


Adopted this 18th day of January 2010.

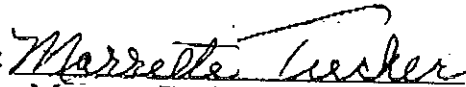

Nancy Schuhart

Audri Rousseau


Scott Shaffer


Lynn Shaffer


Dean Schmidt

Attest: 
Marrette Tucker- clerk

Sent 1-19 8:15 AM

RECEIVED

MAR 15 2010

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

State of Wisconsin
Town of Wabeno, Forest County

SECTION I – TITLE/PURPOSE

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

SECTION II – AUTHORITY

The town board of the Town of Wabeno has authority under its village powers under s.60.22, Wis. stats., its power to appoint a town plan commission under ss. 60.62 (4) and 62.23(1), Wis. Stats., and under s.66.101(4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Wabeno must be in compliance with s 66.1001 (4) (c), Wis. stats. in order for the town board to adopt this ordinance.

SECTION III- ADOPTION OF ORDINANCE

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

SECTION IV- PUBLIC PARTICIPATION

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

SECTION V- TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Wabeno, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the town board the adoption of the Town of Wabeno Comprehensive Plan, which contains all of the elements specified in s. 66.101 (2), Wis. Stats.

SECTION VI-PUBLIC HEARING

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

SECTION VII- ADOPTION OF TOWN COMPREHENSIVE PLAN

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

SECTION VIII- SEVERABILITY

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

SECTION IX- EFFECTIVE DATE

This ordinance is effective on publication or posting.

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

Adopted this 9th day of March 2010.


Nancy Schuhart-Chair


Paul Ehlinger-Supervisor


Dennis Kopecky-Supervisor

Attest: 
Marrette Tucker-Clerk