



# Town of Land O' Lakes Comprehensive Plan 2020



# *Town of Land O' Lakes, Vilas County Wisconsin*

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# Chapter One

## Demographics

The Town of Land O' Lakes, then known as Stateline back in the 1870's. In 1905 was changed to Town of Donaldson and officially changed to Land O' Lakes in 1948. The Town of Land O' Lakes is located in the north central part of Vilas County, Wisconsin.

The Town is bounded by the Towns of Presque Isle to the west, State of Michigan to the north, Town of Phelps to the east, and the Towns of Plum Lake and Conover to the south. It is one of the fourteen towns in Vilas County. See the [Locational Reference Map](#).

This analysis describes existing demographics and historical trends in the Town of Land O' Lakes and identifies the major demographics impacting Land O' Lakes over the next two to three decades. Both Vilas County and the State of Wisconsin are listed for comparison. This chapter includes subjects such as population, households, age, education, and income.

The data in this chapter, as well as the chapter on housing, mainly utilizes data from the U.S. Census and the American Community Survey (ACS), as well as the Wisconsin Department of Administration (WDOA). The U.S. Census and the American Community Survey are both produced by the U.S. Census Bureau. The Census is a count of the American population released every ten years and the American Community Survey is an estimate of the population and demographic data released on a yearly basis. Data is analyzed for various years from the U.S. Census Bureau for this comprehensive plan, while 2017 data is provided to give a sense of current trends.

The American Community Survey evolved from the long-form of the Census that a random subset of the population used to receive with the Census. In 2010, the U.S. Census Bureau started releasing American Community Survey data for all populations on a yearly basis, including the Town of Land O' Lakes

### Population & Households

#### Historical Trends

The 2018 population totals in the Town of Land O' Lakes from the US Census American Community Survey 5 year estimates is 843. [Figure 1](#) displays the population trends in the Town of Land O' Lakes from 1970 to projected populations in 2040. Population within the Town has increased by 44 % 1970 and 2020. The Town is projected to reach a peak population of 935 residents in the year 2030.

[Table 1.1](#) compares demographic changes in the Town of Land O' Lakes, Vilas County, and Wisconsin for the years 1990, 2000, 2010, and 2018. Demographic changes include population numbers, number of households, and average household size. The Town of Land O' Lakes has experienced a 2.4% percent decrease in population since 2000. From 1990 to 2010 the population of the town increased over 2.6% as seasonal populations retired and moved to their vacation homes. Vilas County has experienced an over a 21% increase in population over the same time.

By contrast, the increase in total households is higher than the increase in population. This is due to a decrease in household size, which reflects the national trend toward more households comprised of singles, couples without children, smaller families, and widows or widowers. The number of households in the Town of Land O' Lakes has increased by nearly 33 percent since 1990. In comparison, Vilas County has increased at a higher pace than the Town (49.6%), while the state as a whole has increased at a similar pace as the town. Population projections from Wisconsin Department of Administration shows the population increasing over the next 10 years by over 5% and then trending down over the next decade.

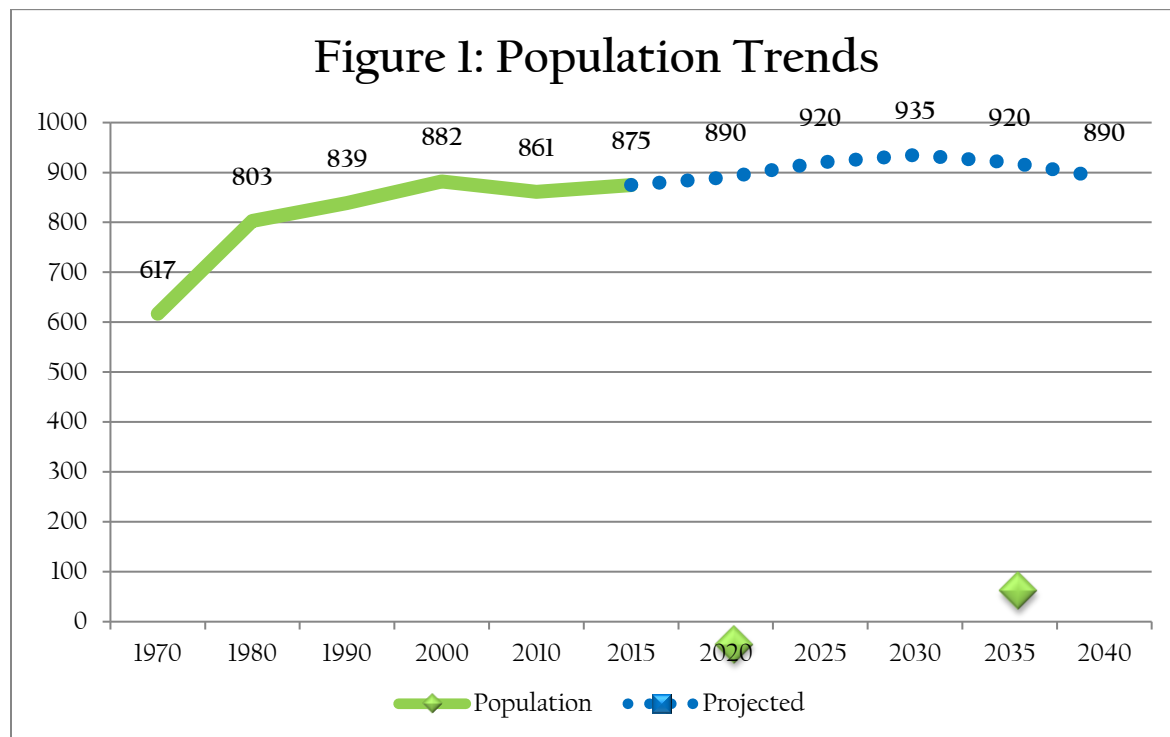


Table 1.1: Demographic Change, 1990 – 2018						
	1990	2000	2010	2018	% Change 2000– 2010	% Change 2010 – 2018
Total Population						
Land O' Lakes	839	882	861	843	-2.4%	-2.1%
Vilas County	17,707	21,033	21,430	21,938	2.0%	2.6%
Wisconsin	4,891,769	5,363,675	5,686,986	5,813,568	6.0%	2.2%
Total Households						
Land O' Lakes	347	412	433	459	5.1%	6.0%
Vilas County	7,294	9,066	9,658	10,914	6.5%	13.0%
Wisconsin	1,822,118	2,084,544	2,279,768	2,343,129	9.4%	2.8%
Average Household Size						
Land O' Lakes	2.42	2.14	1.99	1.84	-7.0%	-7.5%
Vilas County	2.40	2.32	2.22	2.01	-4.3%	-9.5%
Wisconsin	2.61	2.50	2.43	2.48	-2.8%	2.1%

Source: U.S. Census Decennial Censuses 1990-2010 & American Community Survey 5-Year Estimates 2018

## Seasonal Population

Seasonal residents have a major impact on the Town. Visitors and seasonal residents can easily outnumber the local residents during peak times during the summer. In 2017 there were 922 housing units used for seasonal/recreational use in Land O' Lakes. 64% of all the housing units in the Town are for seasonal/recreational use, as shown in [Table 1.2](#).

Seasonal homeowners also contribute expenditures for food and drink, recreation and equipment, auto and home supplies, construction and remodeling, professional and other services. According to the Wisconsin Department of Tourism, there were an estimated \$219 million of total expenditures from seasonal residents in Vilas County in 2017.

	Total Housing Units	Seasonal Housing Units	% Seasonal Housing Units
Land O' Lakes	1,449	922	64%
Vilas County	25,615	14,857	58%
Wisconsin	2,668,692	190,794	7%

Source: American Community Survey 2017 5 year estimates

## Projections

State population projections were completed in 5-year increments between 2015 and 2040, as shown in [Table 1.3](#). According to the Wisconsin Department of Administration (WDOA), the population in the Town of Land O' Lakes will increase by 3.4 percent by 2040. In comparison, Vilas County is projected to increase by 11.5 percent during the same time period. Both the Town of Land O' Lakes and Vilas County are projected to reach peak populations in the year 2030. The WDOA population projections are recognized as Wisconsin's official population projections in accordance with Wisconsin Statutes 16.96. The WDOA uses the Cohort Component Method for projections, which takes into consideration base population, net migration figures, age, sex, and birth/death rates.

Like population, household projections were completed in 5-year increments between 2015 and 2040. Like the population projection, the WDOA household projections are recognized as Wisconsin's official household projections and are based on the historical population trends of individual communities. [Table 1.4](#) includes household projections completed by the WDOA. During this time period, the number of households in Land O' Lakes is projected to increase by over 11% percent, compared to the number of households in Vilas County increasing by 19 percent.

	2010	2015	2020	2025	2030	2035	2040	% Change 2010 to 2040
Land O' Lakes	861	875	890	920	935	920	890	3.4%
County	21,430	21,840	22,535	23,645	24,395	24,305	23,890	11.5%

Source: Wisconsin Department of Administration, Population Projections 2019

	2010	2015	2020	2025	2030	2035	2040	% Change 2010 to 2040
Land O' Lakes	433	450	463	483	495	493	483	11.5%
County	9,658	10,059	10,469	11,069	11,512	11,575	11,517	19.2%

Source: Wisconsin Department of Administration, Household Projections 2019

## Age

In 2018, about 9 percent of the Town's residents were under the age of 18, compared to 17 percent for Vilas County. About 32 percent of the Town's population was over the age of 65 years, compared to 30 percent for Vilas County. The remaining 59 percent of Land O' Lakes residents are between the ages of 18 and 65 – the prime working age.

The number of people aged 65 and older that lived in the community increased from 242 in 2010 to 271 in 2018, an increase of 12 percent. Meanwhile the number of persons under 18 decreased by 39 percent during that same time period from 130 in 2010 to 79 in 2018. Both percentages indicate a steady or slowly aging population in Land O' Lakes.

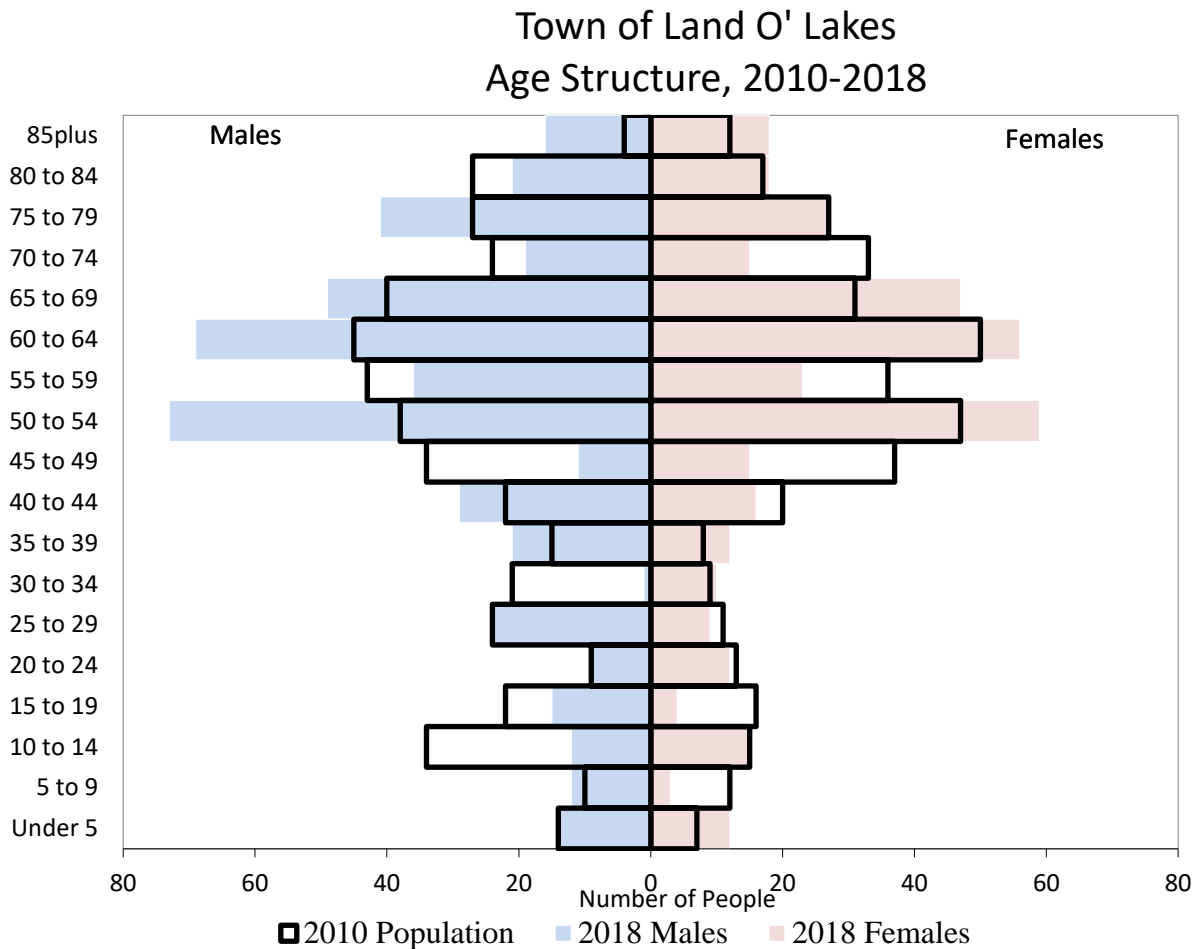
The estimated median age in Land O' Lakes in 2018 was 58.3, which is older than the median age in Vilas County (54.1) and significantly older than in Wisconsin (39.3), as shown in [Table 1.5](#). Since 2000, median age in Land O' Lakes has increased by almost 20 percent, a higher rate than Vilas County (18%) This trend seems to be decreasing during time period between 2010 and 2018, as Land O' Lakes's 6.8 percent increase in median age during this time.

	2000	2010	2018	% Change 2000-2010	% Change 2010-2018
Land O' Lakes	48.6	54.6	58.3	12.4%	6.8%
Vilas County	45.8	50.7	54.1	10.7%	6.7%
Wisconsin	36.0	38.5	39.3	6.9%	2.1%

Source: U.S. Census, American Community Survey 2018 5-Year Estimates



Figure 2 shows the population age distribution broken down into age categories or cohorts for the Town of Land O' Lakes in 2010 and 2017. Figure 2 illustrates a more “top heavy” population for the Town of Land O' Lakes, with a large percentage of Town residents falling between the ages of 50 and 74.



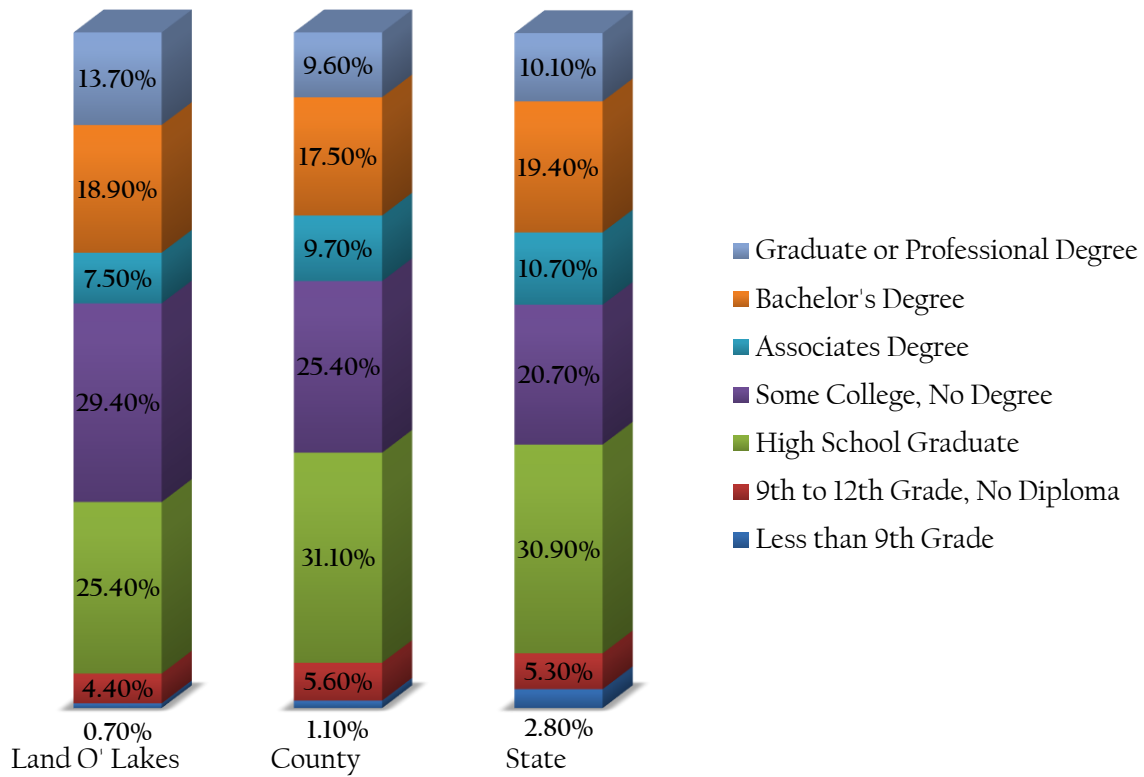
### Race & Ethnicity

According to the 2013-2018 American Community Survey (ACS) 5-Year Estimates, 96.7 percent of the population in Land O' Lakes is White, about the same proportion as it was in 2000 and 2010. About 2.7 percent identified as “Two or More Races”. About 0.6 percent identified as “American Indian

### Education & Income Levels

Educational attainment in the Town has increased since 2000. The percentage of population 25 and older with a high school education increased from 88.4 percent in 2000 to 95 percent in 2018. The percentage of those with a bachelor’s degree or higher has increased from 20.9 percent in 2000 to 32.7 percent in 2018. These increases were in line with those experienced in Vilas County. The proportion of people with less than a high school education in the Town is slightly lower than the county and the state. Figure 3 and Table 1.5 show more detail on educational attainment.

Figure 3: Educational Attainment, Age 25 and Older, 2018



Educational Attainment	Town of Land O' Lakes			Vilas County			Wisconsin		
	2000	2010	2018	2000	2010	2018	2000	2010	2018
% high school graduate or higher	88.4%	93.9%	95.0%	85.4%	91.7%	93.3%	85.1%	90.2%	91.9%
% Bachelor's degree or higher	20.9%	34.7%	32.7%	17.6%	25.0%	27.1%	22.4%	26.4%	29.5%

Source: U.S. Decennial Censuses 2000 & 2010; ACS 2018 5-Year Estimates

Table 1.6 shows median household income for the Town of Land O' Lakes. The median household income for Town of Land O' Lakes households was \$45,189 in 2018, up from \$29,792 in 2000. However, after adjusting for inflation, real median household income increased by about \$2,330 Vilas County and Wisconsin both experienced a decline in median household income when adjusted for inflation. The median household income of \$45,189 is higher than Vilas County with a median of \$44,285 but, lower than the state at \$59,208.

Minor Civil Division	2000	2000*	2018	Adj. Net Change*	% Change*
Town of Land O' Lakes	\$29,792	\$42,859	\$45,189	\$2,330	5.4%
Vilas County	\$33,759	\$48,566	\$44,285	-\$4,281	-8.8%
Wisconsin	\$43,791	\$62,999	\$59,208	-\$3,791	-6.0%

Source: U.S. Decennial Census 2000, ACS 2018 5-Year Estimates & NCWRPC 2018

\*Adjusted for inflation in 2018 dollars.

## Retirement Sector

The large percentage of retirees living within Land O' Lakes contributes personal income in the form of transfer payments such as retirement fund income, social security and others. In Vilas County, transfer payments account for more of the personal income of residents than proprietor income. Transfer payments as a percentage of total income are significantly higher in Vilas County than in Wisconsin and the nation, while net earnings from employment and proprietor income as percentages of total income are significantly lower in Vilas County than in Wisconsin and the nation.

## Poverty

In 2017, 5.7 percent of the Town's population was under the Federal Poverty Line (FPL). This is much lower than the county (14.7%), state (12.7%), and national (15.1%) averages. Poverty rates within the Town of Land O' Lakes increased in 2010 to 8.8% and then went back down to only 5.7 percent of Town residents were under the FPL in 2017. Comparisons of poverty rates can be found in [Table 1.8](#).

Minor Civil Division	2000 Poverty Rate (%)	2010 Poverty Rate (%)	2017 Poverty Rate (%)
Town of Land O' Lakes	5.5%	8.8%	5.7%
Vilas County	8.0%	11.9%	14.7%
Wisconsin	8.7%	11.6%	12.7%

Source: U.S. Census, ACS 2017 5-Year Estimates

## Employment Characteristics

According to the 2013-2017 ACS, the 308 members of the Land O' Lakes labor force had median earnings of \$25,640, while the mean earnings of full-time, year-round workers were \$44,688.

Between 2000 and 2018, the number of employed residents within the Town of Land O' Lakes decreased from 391 employed residents in 2000 to 308 employed residents in 2018. [Table 1.9](#) compares the number of employees and trends of employment among residents in the Town of Land O' Lakes with those in Vilas County and Wisconsin.

	2000	2010	2018	% Change 2000-2018	% Change 2010-2018
Land O' Lakes	391	438	308	-21.2%	-29.71%
Vilas County	9,268	9,764	9907	6.9%	1.5%
Wisconsin	2,734,925	2,869,310	2,910,339	6.4%	1.4%

Source: U.S. Census, ACS 2018 5-Year Estimates

Table 1.10 shows the breakdown of occupations by sector of the employed population in the Town of Land O' Lakes in 2017. The *Educational services, and health care and social assistance* industry accounted for over 21 percent of jobs held by Town of Land O' Lakes residents, the most of any industry.

	Land O' Lakes	Vilas County	Wisconsin
Agriculture, Forestry, fishing and hunting, and mining	2.9%	2.6%	2.4%
Construction	14.6%	10.9%	5.5%
Manufacturing	6.2%	4.7%	18.4%
Wholesale trade	0.0%	1.9%	2.7%
Retail trade	4.2%	13.7%	11.3%
Transportation and warehousing, and utilities	5.5%	4.8%	4.4%
Information	2.3%	2.1%	1.6%
Finance and insurance, and real estate and rental and leasing	10.1%	4.6%	6.1%
Professional, scientific, and management, and administrative and waste management services	11.7%	8.8%	8.3%
Educational services, and health care and social assistance	21.8%	17.0%	23.2%
Arts, entertainment, and recreation, and accommodation and food services	16.2%	18.7%	8.7%
Other services, except public administration	1.3%	5.7%	4.1%
Public administration	3.2%	4.5%	3.5%

Source: U.S. Census, ACS 2017 5-Year Estimates



## Demographic Trends

- The Town of Land O' Lakes has experienced an increase in population from 1970 to 2000. Population is projected to continue to stable with little growth between 2015 and 2040.
- Total households size in the Town have steadily decreased since 1990. From 2.42 to 1.96 a 12.6% decreased
- Median household income has increased in Land O' Lakes from 2000 to 2018 while the county and the state have decreased.
- Educational attainment has grown at similar rates in the county and the state, but the percentage of Land O' Lakes residents with higher educational attainment is higher than both the county and the state.

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## Chapter Two

# Natural, Agricultural, and Cultural Resources

This chapter describes local land and water conditions in detail as well as agricultural resources and cultural heritage. It is important to consider the patterns and interrelations of natural resources on a broader scale because they do not follow geo-political boundaries. In addition, many of the programs for protecting or mitigating impacts to natural resources are administrated at the County, State, or Federal level. Thus an overview of recent county-wide natural resource planning efforts is described below, followed by a description of local natural resource conditions. Of particular interest are geographic areas of the landscape encompassing valued natural resource features grouped below by resource type, including soil and biological resources.

### Previous Plans and Studies

In the last decade, several plans were prepared by the County specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision making regarding resource management and protection.

#### [Vilas County Land and Water Resource Management Plan, 2015-2024](#)

*This plan outlines a comprehensive strategy for the implementation of soil and water conservation in Vilas County from 2015 to 2024. The County Land and Water Conservation Department, in partnership with the NCWRPC, identified the following goals for Vilas County's natural resource protection efforts:*

- *Goal 1: Increase the publics' level of natural resource knowledge and stewardship*
- *Goal 2: Protect aquatic and terrestrial environments from non-point source pollutants*
- *Goal 3: Protect aquatic, terrestrial, and wetland ecosystems from invasive species*
- *Goal 4: Organize sites of concern within watersheds, wetlands, lakes, and forests*
- *Goal 5: Attend to state and local conservation funding and policy issues*

#### [Vilas County Farmland Preservation Plan, 2015](#)

*The Vilas County Farmland Preservation Plan is required under Chapter 90 of Wisconsin Statutes. The Plan's Purpose is to guide and manage farmland preservation and agricultural production capacity from 2015 to 2030. The plan identifies portions of the county as designated farmland preservation areas and existing farmland preservation areas.*

- *Farmland Preservation Areas are also located throughout the Town.*

## Vilas County Forestry Plan

The Vilas County Forestry Plan, updated in 2017, is a management guide for the Vilas County Forest and is updated every decade. The mission of the plan is to manage and protect natural resources on a sustainable basis for ecological, economic, educational, and research needs of present and future residents throughout Vilas County.

## USGS Protecting Wisconsin's Groundwater through Comprehensive Planning

In a joint effort by the Wisconsin Department of Natural Resources (DNR), the University of Wisconsin System, and the United States Geological Survey, a website was made available with data and information on geology, general hydrology, and groundwater quantity and quality. The website was developed to aid government officials in their comprehensive plans, including this plan.

The most recent data available for Vilas County was public in 2007. The full Vilas County report can be found at their website: [https://wi.water.usgs.gov/gwcomp/find/vilas/index\\_full.html](https://wi.water.usgs.gov/gwcomp/find/vilas/index_full.html).

## Natural Resources Inventory

Examining the natural environment is essential to the planning process. For instance, soils, topography and geology can pose limitations to certain types of developments, while an inventory of surface water resources, vegetation types, environmentally significant areas, and historical features identifies those resources and areas which should be protected from over-development. This section of the plan identifies both the water and land resources of the town.

## Land Resources

The Town is located in the northcentral portion of Vilas County. The Town is bounded by the Towns of Presque Isle to the west, State of Michigan to the north, Town of Phelps to the east, and the Towns of Plum Lake and Conover to the south. The nearest cities are: Eagle River located 18 miles to the south and Rhinelander approximately 41 miles southwest. The Town of Land O' Lakes covers about 54,595 acres of land.

## Topography and Geology

The Town is located just north of the Northern Highland physiographic region of Wisconsin, which has some of the highest elevations in the state. Elevations range from approximately 1840 feet above sea level to about 1,640 feet, indicating that relief in the area is low.

The landscape in the Town of Land O' Lakes includes outwash plain, characterized by a rolling or hilly topography with many enclosed basins and depressions. In scattered areas of this plain, sand flats are present, while end moraines and drumlins are scattered throughout. Previous glacial melt is directly related to the amount and location of surface water. The primary drainage system includes the Town's numerous rivers and creeks, including the Land O' Lakes River, Plum Creek, and Lost Creek.





According to the Soil Survey of Vilas County, the secondary drainage system is rather poorly defined, and includes the Town's numerous lakes which drain into the river systems through shallow, crooked drainageways. Glacial meltwater was unable to establish a system of deeper channels in the glacial topography of the area. In addition, many of the lakes do not have any outlets.

The geology of the Town includes both stratified and unstratified glacial drift, which were developed primarily during the various stages of glaciation during the last ice age. Stratified drift consists of outwash and ice-contact deposits, which were laid down by meltwater during glacial stagnation. Stratified drift is located primarily in portions of the southern, northwestern, and central areas of the Town. Unstratified drift consisting of ground moraine is located generally in the central, western and eastern portions of Town. Ground moraine is composed of unsorted sandy clay till which was laid down directly by ice. The thickness of glacial drift, or the depth to bedrock, generally ranges from 0-240 feet, and tends to be thinnest in areas of ground moraine.

The bedrock geology in the Town is characterized by igneous and metamorphic rocks which are part of the Canadian Shield. More specifically, these rocks include Gneiss from the Archean age located in the southwest, and rocks from the Early Proterozoic age including metasedimentary rocks which comprise the majority of the Town, iron formations scattered throughout, and metavolcanic rocks in the northern region. The bedrock generally slopes to the south.

## 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 Land O' Lakes was a mix of conifer and deciduous tree species that included hemlock, sugar maple, yellow birch, jack pine, scrub (Hill's oak), beech, with white pine, and red pine throughout.

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.

The Town of Land O' Lakes contains parts of the Northern Highland State Forest, which covers a large portion of Vilas County.

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.

### Soils & Productive Agricultural Areas

Soil is composed of varying proportions of sand, gravel, silt, clay and organic material. The soils in the Town primarily result from glacial till, glacial outwash, or glacial lacustrine deposits, and a few formed from organic material.

A detailed study of all the soils in Vilas County was developed by the U.S. Department of Agriculture, Soil Conservation Service. As part of that study, soils were identified in terms of both generalized soil associations, or predominant soil patterns, and specific detailed soils.

There is no presence of agricultural lands within the Town of Land O' Lakes.

### Metallic & Non-Metallic Mineral Resources

There are no active metallic mines in the Town, nor are there any known deposits. There are a number of non-metallic mining sites located within the Town. All are shown on the [Natural Resources Map](#).

### Environmentally Remediated Areas

The Bureau for Remediation and Redevelopment Tracking System (BRRTS) is an inventory of every known contaminated site, such as oil or chemical spill, in the state of Wisconsin. These sites are otherwise known as Brownfields. Contaminated sites are not uncommon as all communities with commercial and industrial development have the potential for air emissions, groundwater contamination, soil spills, and surface water contamination. Contaminated sites originate when a property is used for such activities as a gas station, industrial processing facility, a landfill, or laundry mat. There are two listed open sites on the BRRT currently in the Town of Land O' Lakes.

These properties create many problems for communities, including potential harm to human health and the environment; reduced tax revenue and economic growth, neighborhood deterioration and blight; and attraction of illegal activity, including vandalism and dumping. Brownfield investigation, cleanup and redevelopment can reduce many of these problems. Communities gain by recycling land infrastructure for new businesses and employment, housing, parks, athletics fields and other local needs. Additionally, residential property values near remediated sites increase anywhere between 4.9% and 32.2%.

Because of the importance of brownfield redevelopment, the Wisconsin State Legislature created liability exemptions enacted in the Land Recycling Law of 1994 and subsequent legislation. Some of these exemptions include: environmental liability exemptions for local governments, lenders, representatives and for property owners affected by contamination migrating from other properties as well as for voluntary party liability exemptions for owners, operators, purchasers, businesses, governments and others who voluntarily clean up contaminated property. More information about liability exemptions can be found at [dnr.wi.gov/topic/brownfields](http://dnr.wi.gov/topic/brownfields).

A number government entities offer monetary and technical assistance to municipalities large and small, including the Wisconsin DNR and DOA, WEDC, the U.S. EPA, and HUD. Grants can be used for a number of stages in the cleanup process and are often used simultaneously. Grants are available for initial site investigation and assessment, acquisition of property, underground storage tank removal, environmental cleanup, and redevelopment of property among other activities.

### Rare Species & Natural Communities

Wisconsin's National Heritage Inventory Program (NHI) is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features throughout the State. The program's database, on the Wisconsin DNR website, identifies species and natural communities that are currently tracked by the NHI. As of April 2019, NHI tracked 11 species or communities in the Town of Land O' Lakes. Four are animals or insects: A Water Scavenger, Beetle, Muskeg, Common Antler Lichen, Olive-sided Flycatcher. Six are communities: Ephemeral Pond, Lake-Shallow, Soft Seepage, Northern Mesic Forest, Northern Wet Forest, Open Bog,

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.

### Water Resources

Similar to the rest of Vilas County, the Town of Land O' Lakes contains numerous natural surface water features, including rivers, streams, lakes and wetlands. Many have remained in a fairly pristine state and others are in need of focused efforts to improve water quality.

This section discusses the characteristics of the major surface water features located within the Town.

### Watersheds

A watershed is an area of land in which water drains to a common point. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas and typically range in size from 100 to 300 square miles. River basins encompass several watersheds. There are 32 river basins in Wisconsin, which range in size from 500 to over 5,000 square miles.

Land O' Lakes is part of several watersheds. The north-east to central portion of the Town is located in the Presque Isle River watershed, the southwest part of Town lies within the Manitowish River watershed, and the eastern 1/3<sup>rd</sup> lies in the Tamarack Pioneer River. The subcontinental surface-water

divide determines where surface water will drain. All streams south of the subcontinental surface-water divide flow into the Mississippi River. The Presque Isle River watershed is north of the subcontinental surface-water divide, so these waters will flow into Lake Superior.

### Surface Water

According to the Soil Survey, Vilas County ranks second in the state in total acreage of surface water with 96,321 acres, of which approximately 98 percent is lakes and the remaining 2 percent is rivers and streams. Overall the County ranks first in the state in total number of lakes with 1,327. The Town of Land O' Lakes contains 8,465 acres of surface water, and has 98 named lakes and 68 unnamed lakes which account for 8.7 percent of the County's total lakes. Within the Town, surface water accounts for about 13.4 percent of the Town's total acreage.

### Lakes

The Town of Land O' Lakes contains 98 named lakes within the Town, eighteen of which are described below. Within the area, the lakes are of glacial origin: some formed in broad, deep depressions in the drainage system while others are in depressions in the glacial drift. The following provides additional information about lakes that are 100 acres and larger in size within the Town of Land O' Lakes.



- **Big Lake – 780 acres – 168 acres in Michigan**

Big Lake is a 780 acre lake located in Vilas County. It has a maximum depth of 30 feet. Visitors have access to the lake from a public boat landing. Fish include Musky, Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike and Walleye. The lake's water is moderately clear.

- **Big Portage Lake – 586 acres**

Big Portage Lake is a 586 acre lake located in Vilas County. It has a maximum depth of 40 feet. Visitors have access to the lake from a public boat landing. Fish include Panfish, Largemouth Bass, Smallmouth Bass and Walleye. The lake's water clarity is very clear.



### **Black Oak lake - 564 acres**

Black Oak Lake is a 564 acre lake located in Vilas County. It has a maximum depth of 85 feet. Visitors have access to the lake from a public boat landing. Fish include Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike, Trout and Walleye. The lake's water clarity is very clear.



- **Cochran Lake – 133 acres**

Cochran Lake is a 133 acre lake located in Vilas County. It has a maximum depth of 12 feet. Fish include Panfish, Largemouth Bass, Northern Pike and Walleye. The lake's water clarity is low.

- **Forest Lake – 468 acres**

Forest Lake is a 468 acre lake located in Vilas County. It has a maximum depth of 60 feet. Visitors have access to the lake from a public boat landing. Fish include Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike and Walleye. The lake's water clarity is very clear.

- **Helen Lake – 102 acres**

Helen Lake is a 102 acre lake located in Vilas County. It has a maximum depth of 19 feet. Fish include Musky, Panfish, Largemouth Bass, Northern Pike and Walleye. The lake's water is moderately clear.

- **High Lake – 741 – 212 acres in Town of Boulder Junction**

High Lake is a 741 acre lake located in Vilas County. It has a maximum depth of 36 feet. Visitors have access to the lake from a public boat landing. Fish include Musky, Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike and Walleye. The lake's water is moderately clear.

- **Jute Lake – 191 acres**

Jute Lake is a 191 acre lake located in Vilas County. It has a maximum depth of 23 feet. Visitors have access to the lake from a public boat landing. Fish include Musky, Panfish, Largemouth Bass and Smallmouth Bass. The lake's water is moderately clear.

- **Lac Du Lune – 442 acres**

Lac du Lune is a 442 acre lake located in Vilas County. It has a maximum depth of 68 feet. Visitors have access to the lake from a public boat landing. Fish include Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike and Trout. The lake's water clarity is very clear.

- **Landing Lake – 203 acres**

Landing Lake is a 203 acre lake located in Vilas County. It has a maximum depth of 23 feet. Fish include Panfish, Largemouth Bass and Northern Pike. The lake's water is moderately clear.

- **Little Portage Lake – 160 acres**

Little Portage Lake is a 160 acre lake located in Vilas County. It has a maximum depth of 11 feet. Fish include Musky, Panfish, Largemouth Bass and Northern Pike. The lake's water clarity is low.

- **Mamie Lake – 337 acres - 4 acres in Michigan**

Mamie Lake is a 337 acre lake located in Vilas County. It has a maximum depth of 15 feet. Visitors have access to the lake from a public boat landing. Fish include Musky, Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike and Walleye. The lake's water clarity is low.

- **Mill Lake – 125 - 2 acres in Michigan**

Mill Lake is a 125 acre lake located in Vilas County. It has a maximum depth of 8 feet. Fish include Panfish, Largemouth Bass and Northern Pike. The lake's water clarity is low.

- **Palmer Lake – 644 acres**

Palmer Lake is a 644 acre lake located in Vilas County. It has a maximum depth of 13 feet. Visitors have access to the lake from a public boat landing. Fish include Musky, Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike and Walleye. The lake's water clarity is low.

- **Sanborn Lake – 243 acres**

Sanborn Lake is a 243 acre lake located in Vilas County. It has a maximum depth of 13 feet. Fish include Panfish, Largemouth Bass and Northern Pike. The lake's water is moderately clear.

- **Spring Lake – 207 acres**

Spring Lake is a 207 acre lake located in Vilas County. It has a maximum depth of 12 feet. Fish include Panfish, Largemouth Bass, Northern Pike and Walleye. The lake's water clarity is low.

- **Tenderfoot Lake – 453 acres - 69 acres in Michigan**

Tenderfoot Lake is a 453 acre lake located in Vilas County. It has a maximum depth of 33 feet. Fish include Musky, Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike and Walleye. The lake's water is moderately clear.

- **West Bay Lake –417 acres - 248 acres in Michigan**

West Bay Lake is a 417 acre lake located in Vilas County. It has a maximum depth of 31 feet. Fish include Musky, Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike and Walleye. The lake's water clarity is low.

## Rivers

The Wisconsin River, Tamarack Creek, Spring Creek, Siphon Creek, Salsich Creek, Portage Creek, Pickerel Creek, Mill Creek, Johnson Creek, Inkpot Creek, Helen Creek, Hatchery Creek, Garland Creek, East Fork Tamarack Creek, Crystal Creek and Ontonagon River are the river systems that flow through the Town of Land O' Lakes. Details of some of the rivers within the Town are listed below.

- **Crystal Creek**

Crystal Creek, in the Tamarack Pioneer River Watershed, is a 0.30 mile river that falls in Vilas County. This river is managed for fishing and swimming and is currently not considered impaired.

- **East Fork Tamarack Creek**

East Fork Tamarack Creek, in the Tamarack Pioneer River Watershed, is a 2.10 mile river that falls in Vilas County. This river is a Class I Trout Water under the Fisheries Program. This river is managed for fishing and swimming and is currently not considered impaired.

- **Hatchery Creek**

Hatchery Creek, in the Tamarack Pioneer River Watershed, is a 2.53 mile river that falls in Vilas County. This river is managed for fishing and swimming and is currently not considered impaired.

- **Helen Creek**

Helen Creek, in the Presque Isle River Watershed, is a 5.26 mile river that falls in Vilas County. This river is managed for fishing and swimming and is currently not considered impaired.

- **Johnson Creek**

Johnson Creek, in the Manitowish River Watershed, is a 3.91 mile river that falls in Vilas County. This river is managed for fishing and swimming and is currently not considered impaired.

- **Mill Creek**

Mill Creek, in the Tamarack Pioneer River Watershed, is a 2.91 mile river that falls in Vilas County. This river is managed for fishing and swimming and is currently not considered impaired.

- **Pickerel Creek**

Pickerel Creek, in the Tamarack Pioneer River Watershed, is a 4.22 mile river that falls in Vilas County. This river is managed for fishing and swimming and is currently not considered impaired.

- **Portage Creek**

Portage Creek, in the Tamarack Pioneer River Watershed, is a 4.42 mile river that falls in Vilas County. This river is a Class III Trout Water under the Fisheries Program. This river is managed for fishing and swimming and is currently not considered impaired.

- **Wisconsin River**

The Wisconsin River has been and continues to be an important economic resource throughout the state. The river's power and energy have been harnessed for use in a variety of different industries including the papermaking industry. This industry in particular has a long history of contributing pollution to the river. The impacts of this industry included frequent fish kills, unpalatable fish flesh, and massive populations of bacteria, fungi, and protozoans. Although a combination of distance from the industrial waste sources and upstream impoundments partially spared Lake Wisconsin and the Lower Wisconsin River from the impacts of the pulp and paper mill industry, this segment of the river has been impacted by the papermaking industry.

### Outstanding and Exceptional Resource Waters

The Wisconsin DNR classifies major surface water resources. These classifications allow water bodies of particular importance to be identified because of their unique resource values and water quality. Two classes which are represented by surface waters in the Town of Land O' Lakes include Outstanding Resource Waters (ORW) which have the highest quality water and fisheries in the state and are therefore deserving of special protection, and Exceptional Resource Waters (ERW) which have excellent water quality and valued fisheries but receive or may receive water discharges.

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.

Black Oak Lake, Siphon Creek, Tamarack Creek, Wisconsin River are the only waterbodies within the Town of Land O' Lakes that is currently listed as an Outstanding Resource Water or as an Exceptional Resource Water.

## 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.

Currently there are no waterbody in the Town of Land O’ Lakes not meeting the standards set under the U.S. Clean Water Act, Section 303(d).

## Invasive Aquatic Species

Surface water resources in Vilas 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. Contact the County Land and Water Conservation Department for public outreach education strategies Lake Districts and Associations continue to work with the DNR and property owners to manage invasive aquatic species on the lakes in the Town of Land O’ Lakes.

## 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.

There are over 11,700 acres of wetlands within the Town of Land O’ Lakes. These areas should be protected and development should be encouraged away from these environmentally sensitive areas.

## 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.

## Groundwater

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.

Most groundwater in Vilas County is obtained from sand and gravel aquifers. Wells are drilled 20 to 200 feet deep to yield 5 to 50 gallons per minute, but yields of 200 gallons per minute are possible. Shallow wells in these deposits are subject to pollution.

Groundwater quality in Vilas County and the Town of Land O' Lakes is generally good. Local differences in quality are the result of the composition, solubility, and surface of the soil and rock through which the water moves, and the length of time that the water is in contact with these materials. The main constituents in the water are calcium, magnesium, and bicarbonate ions. Mainly in the moraines, the water is hard. A high content of iron is a problem in many wells, but it is not a health hazard.

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.

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.



## Historical & Cultural Resources

A cultural resource is a broad term that can encompass many aspects of heritage. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to American Indians or other cultural groups. Cultural resources are those elements that signify heritage and help to evoke the sense of place that makes an area distinctive. Cultural resources include buildings; sites and landscape that help communities retain their sense of identity in an increasingly homogenized society.

### Community History

History's first known inhabitants of this area were Native Americans, particularly the Lac Vieux Desert band of Lake Superior Chippewa also known as the Ojibwe. They were hunter-gatherers, fisherman and agriculturalists. The vast water trading routes of the Great Lakes, the Wisconsin and Mississippi Rivers, led to the modern development of Northern Wisconsin and Upper Michigan.

In 1842, the Ojibwe ceded their lands to the United States Government. Two of these deeded parcels eventually were used to establish the Town of Stateline (parcels of 27 and 59 acres, for a total of 86 acres). The Town of Land O' Lakes was originally part of Lincoln County in 1882. In 1885, it became part of Oneida County and in 1893, it was included in Vilas County.

The origins of the town go back to the 1870's when the Rudolf Otto Mill was built. It was succeeded by the Mason-Donaldson mill formed in 1905 just west of the Town of Land O' Lakes. That mill burned in 1908. It was decided not to rebuild, and the town moved east to its present site under the name Stateline, since it rested squarely on the line separating Wisconsin from the Upper Peninsula of Michigan.

From the turn of the century, while timber harvesting remained a strong influence, tourism began to make its presence felt. The tourism industry was not completely new to the area however. In addition to the 1884 Thomas Resort on Lac Vieux Desert, Bent's Camp began functioning as a tourist camp in 1896, eventually becoming one of the first resorts on the Cisco Chain.

The Community Building, later known as the old Land O' Lakes Town Hall was built in 1927. This building was demolished in 2001 and the Town Hall offices were moved to the old Land O' Lakes grade school. The grade school had been built in 1931 on property adjacent to the Community Building.

The King's Gateway Inn, the King's Gateway Hotel, the Gateway Golf Course, the Gateway Airport, Ski Chalet, and Riding Stables came into existence in the late 1930s. Ely Memorial Church was built in 1939, St. Albert Catholic Church in 1949, Hope Lutheran Church in 1959, and the Land O' Lakes Bible Church in 1969-70.

Originally the Town of Land O' Lakes developed along a north/south line following the railroad tracks which led from Eagle River, through Watersmeet, MI., and beyond. Thus, the Town's original historic district lies in several old homes and buildings located on a north/south line following the abandoned railroad bed, which bisects the Town. With the decline in the timber industry, followed by the decline in railroading, and with highways carrying more of the tourist traffic, the downtown area of Land O' Lakes began to grow in an east/west manner along Highway B.



With the environmental attractiveness of the surrounding area as a retirement community, Land O' Lakes will continue to attract a mature population. The building of a community library in the early 1990's along with current enlargement of that facility, the establishment of a community museum, and the organization of a planning and beautification committee, and the consolidation of the Conover and Land O' Lakes schools in 1997 and the opening of the new Land O' Lakes grade school housing grades K through 5, indicate the value the town places on itself and on its history.

Trading, mining, timber, tourism, and, finally, second home development, characterized the evolution of this beautiful wilderness. Compared to its beginnings in modern history as a mill town, Land O' Lakes has diversified to become the community it is today.

## Resources

The identification of existing historical structures and cultural areas are in important consideration in all Town planning efforts, as these features help to define a community's physical look and character.

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

- Gateway Ski Lodge, currently used as the Northern Waters Museum (located at: T43N R10E Sec 35);
- Tourist Information Office (T43N R10E Sec 35);
- King's Gateway Lodge (T43N R10E Sec 35);
- Bent's Resort, contains 11 structures, on Helen Creek Road; and
- Tamarack RRS – Garage #168 (T42N R9E SE SW).

## Natural, Agricultural, and Cultural Resources Programs

There are a variety of programs available to the Town related to natural, agricultural, and cultural resources. Some of these 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.

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.

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 (LWCF), and the recycling fund, and program revenue funds.

## Other Programs

### **Stewardship Incentive Program (SIP)**

The purpose of the Stewardship Incentive Program is to assist landowners in more actively managing, protecting, and enhancing their forest lands and related resources through cost-sharing. The program aims to keep forest lands productive and healthy for both present and future owners, and to increase the economic and environmental benefits of these lands. Private landowners may enroll 10 to 1,000 acres of woodland in the program, and must maintain a 10-year contractual commitment.

Nine general categories of management practices are eligible for cost-sharing under SIP, including forestry management plan development, tree planting, forest improvement, windbreaks and hedgerows, soil and water protection, riparian and wetland protection, fisheries habitat enhancement, wildlife habitat enhancement, and forest recreation enhancement. Sixty-five percent of the actual cost of each practice is covered, with maximum limits as established by the WDNR. The practices available in individual counties may vary. Public access is not required. This program is administered by the WDNR, USDA Farm Service Agency (FSA), and County Land Conservation Departments.

### **Forestry Incentive Program (FIP)**

The Natural Resources Conservation Service (NRCS) administers the Forestry Incentive Program, in association with the WDNR, which was initiated to provide cost-sharing to private landowners for implementing forestry management practices. Landowners with 10 or more acres are eligible to enroll in the program, and agree to maintain the practices for an estimated life span. The development of a management plan is required which establishes the practices to be performed including tree planting, site preparation for natural regeneration, timber stand improvement, etc. Public access on the property is not required.

### **Wetlands Reserve Program**

The Wetlands Reserve Program (WRP) is a voluntary program which was established to restore wetlands on lands which were previously altered for agricultural use. The program is administered by the USDA Natural Resource Conservation Service in consultation with the Farm Service Agency and other federal agencies.

Land is eligible for enrollment in the WRP if the landowner has owned that land for at least one year, and the land is restorable and suitable for wildlife benefits. Landowners may choose to restore wetlands with a permanent or 30-year easement, or enter into a cost-share restoration agreement with the USDA. If a

permanent easement is established, the landowner will receive payment up to the agricultural value of the land and 100% of the wetland restoration costs. The 30-year easement payment is just 75% of what would be provided for a permanent easement on the same site, and 75% of the restoration costs. Voluntary cost-share restoration agreements are generally for a minimum of 10 years, and 75% of the cost of restoring the land to wetlands is provided. In all instances, landowners continue to control access to their land.

### **Wildlife Habitat Incentives Program (WHIP)**

The Wildlife Habitat Incentives Program (WHIP) is a voluntary program for private landowners who wish to establish or improve wildlife habitat on their land, with a primary emphasis on re-establishing declining species and habitats. Both technical assistance and cost sharing are provided to help develop, maintain, and/or improve fish and wildlife habitat through management practices. Lands which are eligible for program participation include woodlots, agricultural and non-agricultural land, pastures, and streambanks which are generally at least 5 acres. Landowners are required to prepare and implement a wildlife habitat development plan which includes cost-share eligible practices to be conducted including fencing, seeding, limited tree planting, instream structures, burning, etc. Up to 75% of costs are reimbursed, generally not to exceed \$10,000; other organizations may provide the remaining 25% of the cost-share or provide expertise to help complete a project. The normal contract duration is 10 years at a minimum to maintain wildlife habitat. Public access is not required under this program. The program is administered by the Natural Resources Conservation Service.



## Goals & Objectives

### *Goals:*

1. Preserve and protect the unique natural resources of the Town that are key elements of the "Northwoods" character, which include lakes, rivers, wetlands, groundwater, and forests.
2. Protect commercially viable forest and recreational areas.
3. Preserve, protect, and enhance shoreland in the Town.
4. Preserve scenic, cultural, historic, archaeological and recreational sites.
5. Achieve a harmonious appearance in the downtown business district which is sensitive to the existing architectural, landscaping, historic tradition and styles of the Northwoods. Use of wood, native stone, and landscaping with native plants is should be encouraged
6. Provide residents, developers, and potential landowners with information about the benefits of active forest management activities and other aspects of living in a forest.

### *Objectives:*

1. Encourage new development in the Town to positively impact natural resources.
2. Protect working forests from residential development pressure that would limit active forest management and recreational uses.
3. Work with Vilas County to enforce existing regulations of septic systems to protect groundwater quality.
4. Owners of commercially viable forest land, in areas zoned as forestry, are encouraged to enrolled in one or more of the forest management incentive programs to further protect working forests from residential development pressure.
5. Review development proposals for their potential adverse impact to historical and cultural resources of the Town. Work with developers and the State Historical Preservation Officer
6. Protect water quality in lakes and streams through zoning, the subdivision ordinance and best management practices to prevent non-point source pollutants during and after construction.
7. To protect lakes and their adjacent shorelands participate in Vilas County Town Lakes Committee and Wisconsin Lakes Association.

8. Review and update, as needed, Town ordinances which are designed to mitigate offensive or nuisance noise, signage, and lighting within the town.
9. Minimize impacts to the Town's natural resources from metallic or non-metallic mining.

# Chapter Three

## Housing

Housing characteristics and trends are important components of comprehensive planning. The physical location of housing can determine the need of many public facilities and services. Furthermore, understanding dynamics in the market likely to affect housing development in the future provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of residential development. Understanding the factors affecting people's ability to meet their own housing needs provides a basis for reinforcing community ties, fostering economic development and environmental sustainability and improving the quality of life.

### Previous Plans and Studies

#### [Wisconsin State Consolidated Housing Plan](#)

*The Consolidated Housing Plan is required by the U.S. Department of Housing and Urban Development \*(HUD) in the application process required of the states in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants and Housing Opportunities for Persons with AIDS (HOPWA)*

*“The Consolidated Plan provides the Framework for a planning process used by states and localities to identify housing, homeless, community, and economic development needs and resources and to tailor a strategic plan for meeting those needs.”*

#### [Regional Livability Plan, 2015](#)

*The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission (NCWRPC), addresses issues of livability in the areas of housing, transportation, economic development and land use. The RLP identifies a number of issues affecting community livability related to housing:*

- *Aging Population*
- *Smaller household sizes*
- *Lack of Housing Options*
- *Increase in Housing Costs related to incomes*

#### [Vilas County Comprehensive Plan, 2009](#)

*The Vilas County Comprehensive Plan was prepared by the County's Land Use Planning Committee and Zoning & Planning Committee, with assistance from the NCWRPC. The plan closely examines the state of housing throughout Vilas County, examining housing issues and qualities such as age of housing units, housing value, housing types, seasonal housing, and general housing characteristics. The identified goal in the Vilas County Comprehensive Plan as pertains to housing is as follows:*

- Provide opportunities for a broad range of housing choices that will meet the needs of all residents while maintaining the predominantly rural forested and lakeshore residential character of Vilas County.

## Housing Assessment

### Structural Characteristics

The majority of housing units in the Town of Land O’ Lakes and the surrounding towns are single-family homes (1 unit-detached), 89.6% as shown in [Table 3.1](#) and [3.2](#). Multiple unit housing accounts for 7.8% of the Town’s housing stock while mobile homes account for 3.7%. The “5 or more” housing unit buildings in town may be group residences, or could be apartment buildings. Town of Land O’ Lakes has 28 housing units in buildings that have at least 5 of these units together in the same building.

Municipality	1- Detached	1- Attached	2	3 or 4	5 or more	Mobile Home	Other	Total
Town of Land O’ Lakes	1,299	5	26	0	28	91	0	1449
Town of Plum Lake	828	0	0	0	6	31	0	865
Town of Conover	1494	19	0	0	0	40	0	1,553
Town of Phelps	1,525	8	21	2	42	121	0	1,719
Boulder Junction	1,289	0	12	0	33	49	0	1,383
Presque Isle	1,478	2	0	0	0	27	0	1,507
Vilas County	22,543	198	807	187	731	1,116	33	25,615

Source: American Community Survey 5 year estimates 2017

Municipality	1- Detached	1-Attached	2	3 or 4	5 or more	Mobile Home	Other
Town of Land O’ Lakes	89.6%	0.3%	1.8%	0.0%	1.9%	6.3%	0.0%
Town of Plum Lake	95.7%	0.0%	0.0%	0.0%	0.7%	3.6%	0.0%
Town of Conover	96.2%	1.2%	0.0%	0.0%	0.0%	2.6%	0.5%
Town of Phelps	88.7%	0.5%	1.2%	0.1%	2.4%	7.0%	0.0%
Boulder Junction	93.2%	0.0%	0.9%	0.0%	2.4%	3.5%	0.0%
Presque Isle	98.1%	0.1%	0.0%	0.0%	0.0%	1.8%	0.0%
Vilas County	88.0%	0.8%	3.2%	0.7%	2.9%	4.4%	0.1%

Source: American Community Survey 5 year estimates, 2017



## Age Characteristics

The age of a community’s housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1940’s for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the later part of the previous century and the first decade of the millennium are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Vilas County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Table 3.3 & 3.4 indicates the age of the housing stock in the Town of Land O’ Lakes area that is based on the year the structures were built as reported in the 2013-2017 American Community Survey. Housing in the Town of Land O’ Lakes saw the greatest increase from 2000-2009, with an additional 234 housing units being added to the Town’s housing stock during this time. About 32 percent of buildings in the Town of Land O’ Lakes were built after 1990, right in line with the percentage of homes built after 1990 in Vilas County, and other neighboring communities shown in the table. Data shows that about 45 percent of buildings in the Town were built before 1970. Data also shows that in Land O’ Lakes, about 15 percent of homes were built before 1940, which is a higher percentage than in Vilas County.

Table 3.3: Year Structure Built									
	1939 or earlier	1940 to 1949	1950 to 1959	1960 to 1969	1970 to 1979	1980 to 1989	1990 to 1999	2000 to 2009	2010 or later
Town of Land O’ Lakes	225	155	152	126	158	171	202	234	26
Town of Plum Lake	146	133	80	31	113	89	98	158	17
Town of Conover	148	80	169	133	223	226	225	328	21
Town of Phelps	371	129	86	148	289	116	290	252	38
Boulder Junction	196	129	160	166	259	148	187	120	18
Presque Isle	106	108	97	112	237	209	245	370	23
Vilas County	2,750	1,700	2,205	2,235	4,711	3,397	3,991	4,009	320

Source: American Community Survey 5 year estimates, 2017

	1939 or earlier	1940 to 1949	1950 to 1959	1960 to 1969	1970 to 1979	1980 to 1989	1990 to 1999	2000 to 2009	2010 or later
Town of Land O' Lakes	15.5%	10.7%	10.5%	8.7%	10.9%	11.8%	13.9%	16.1%	1.8%
Town of Plum Lake	16.9%	15.4%	9.2%	3.6%	13.1%	10.3%	11.3%	18.3%	2.0%
Town of Conover	9.5%	5.2%	10.9%	8.6%	14.4%	14.6%	14.5%	21.1%	1.4%
Town of Phelps	21.6%	7.5%	5.0%	8.6%	16.8%	6.7%	16.9%	14.7%	2.2%
Boulder Junction	14.2%	9.3%	11.6%	12.0%	18.7%	10.7%	13.5%	8.7%	1.3%
Presque Isle	7.0%	7.2%	6.4%	7.4%	15.7%	13.9%	16.3%	24.6%	1.5%
Vilas County	10.9%	6.7%	8.7%	8.8%	18.6%	13.4%	15.8%	15.8%	1.3%

Source: American Community Survey 5 year estimates, 2017

### Occupancy Characteristics

Table 3.5 breaks down the occupancy status of housing units in the Town of Land O' Lakes. Over 70 percent of homes in Land O' Lakes are vacant units which is no surprise since this area is known as "Northwoods" to visitors statewide and there are many seasonal housing units. 30 percent of the housing units were occupied year round. Of those occupied houses, 352 were owner-occupied, while 82 were renter-occupied.

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units
Town of Land O' Lakes	1,449	24.3%	5.7%	70.0%
Town of Plum Lake	865	29.9%	3.9%	66.1%
Town of Conover	1553	36.6%	3.1%	60.3%
Town of Phelps	1719	25.0%	5.8%	69.3%
Boulder Junction	1383	29.1%	6.0%	64.9%
Presque Isle	1507	19.7%	1.3%	79.0%
Vilas County	25,615	32.1%	9.9%	58.0%
Wisconsin	2,668,692	58.4%	28.8%	12.7%

Source: American Community Survey 5 year estimates, 2017

## Seasonal Housing

Of the 1,449 housing units in the Town in 2017 922 were classified as seasonal housing units. Seasonal housing units account almost (64%) of all housing units within the Town, as shown in [Table 3.6](#). This compares to 51 percent of housing units in Vilas County being classified as seasonal, and 7 percent for the state. The percentage of seasonal homes in Land O' Lakes is 13% higher than seasonal homes in Vilas County.

Table 3.6: Percentage of Seasonal Housing			
	Total Housing Units	Seasonal Housing Units	% Seasonal Housing Units
Town of Land O' Lakes	1,449	922	63.6%
Town of Plum Lake	865	478	55.3%
Town of Conover	1553	860	55.4%
Town of Phelps	1719	962	56.0%
Boulder Junction	1383	769	55.6%
Presque Isle	1507	1102	73.1%
Vilas County	25,615	12,924	50.5%
Wisconsin	2,668,692	190,794	7.1%

Source: American Community Survey 5 year estimates, 2017

## Value Characteristics

In 2017, median value of housing stock in the Town of Land O' Lakes is above the median housing stock value in Vilas County. [Table 3.7](#) displays median home values for the Town of Land O' Lakes as well as the surrounding towns. About 17 percent of homes in the Town of Land O' Lakes have house values below \$100,000. Nearly one-third of all homes (31%) in the Town of Land O' Lakes have house values over \$300,000, similar to the percentage in Vilas County (29%).

**Table 3.7: Housing Values Owner Occupied**

	< \$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 Land O' Lakes	8.5%	8.5%	9.9%	19.3%	22.7%	31.0%	\$218,600
Town of Plum Lake	2.7%	6.6%	28.6%	8.9%	30.5%	22.8%	\$214,700
Town of Conover	0.9%	10.6%	10.7%	18.1%	24.3%	35.4%	\$231,300
Town of Phelps	3.3%	19.8%	12.8%	18.6%	22.4%	23.1%	\$181,900
Boulder Junction	4.5%	3.7%	17.9%	9.9%	21.8%	42.2%	\$246,300
Presque Isle	2.4%	6.1%	9.4%	7.7%	20.9%	53.5%	\$326,900
Vilas County	5.3%	11.1%	16.91%	15.16%	22.2%	29.4%	\$206,500
Wisconsin	5.5%	14.1%	21.3%	20.3%	22.5%	16.4%	\$169,300

Source: American Community Survey 5 year estimates, 2017

## Housing 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:

Community Development Block Grants (CDBG) are administered by the Department of Administration, Division of Housing & Intergovernmental Relations (DHIR). 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.

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.

North East Wisconsin Community Action Program (NEWCAP) is a non-profit organization serving twelve counties providing assistance in the area of housing, emergency services, and employment & training among others. In Vilas County the agency provides housing assistance for the Section 8 - housing voucher program and homebuyer and rehabilitation program.

## Goals & Objectives

### *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 programs which assist residents in maintaining or rehabilitating existing housing units.

### *Objectives:*

1. Direct residential development to areas designated on its Future Land Use Map and discourage residential development in agricultural or silvicultural areas except for related uses (i.e.: farm family or worker).
2. Maintain and rehabilitate the existing housing stock as appropriate.
3. Maintain adequate areas for residential development on the Town's Future Land Use Map.

# Chapter Four

## Utilities & Community Facilities

### Background

This chapter describes the existing facilities available in the Town and surrounding area. A variety of utilities and community facilities are addressed. A detailed map that displays the information is included as the [Utilities & Community Facilities Map](#).

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.

### Previous Plans and Studies

#### [Vilas County All Hazards Mitigation Plan, 2019](#)

*This plan examines general conditions, including an inventory of utilities, community facilities, and emergency services throughout Vilas County. Risk assessment is at the heart of the all-hazards mitigation program. In order to mitigate the risks, it is necessary to assess their relative importance. The report looks at a series of mostly weather-related disasters; how they have affected the County in the past and how future instances are likely to affect the County and how local government should respond to such occurrences.*

*The report concludes with suggested mitigation measures that might be taken by local governments to reduce the risk from identified hazards. Counties and incorporated municipalities are required to adopt such plans with updates every five years.*

#### [Vilas County Outdoor Recreation Plan \(CORP\), 2019 -2023](#)

*The primary purpose of the CORP is to provide continued direction in meeting the current and future recreation needs of Vilas County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs.*

*Proposed recreational projects listed in the plan within the Town of Land O' Lakes include ice mat addition to the ice rink for longer skating months.*



## Inventory

Utilities and community facilities provided by the Town of Land O' Lakes or by other public or private entities are inventoried and evaluated in this section. Some discussion of their present condition and adequacy to meet the current and future needs of the Town is also included. See the [Utilities and Community Facilities Map](#).

### Water and Wastewater Facilities

The Town operates a sanitary district within the Town. There are 2 town wells that provide water within the sanitary district.

Water is also provided via private water wells throughout the Town. Groundwater is the source of all of these private water systems.

Wastewater is also handled by private on-site septic systems that discharge to underground drainage fields and may include: conventional (underground), mound, pressure distribution, at-grade, holding tank, or sand filter systems. Wisconsin Administrative Code regulates these on-site wastewater treatment systems.

### Solid Waste Disposal and Recycling Facilities

Refuse collection service is not provided to town residents by the town. Refuse collection service is available from private company for a fee. There is a transfer station located within the Town that is available to residents for recycling and garbage drop off purposes. The garbage and recyclables drop off site is located at the end of Town Garage Rd. Fees for other materials that are not recyclable are listed on the town website.

### Power and Telecommunications Facilities

Electrical services and natural gas services are provided by Wisconsin Public Service and Wisconsin Electric Power Company (We Energies). Frontier Communications provides basic telephone service. ChoiceTel provides fiber internet service to about 40% of the town with advertised speeds of up to 100 Mbps. Frontier Communication, SonicNet provides broadband internet services within the Town with advertised download speeds of up to 35 Mbps. Various cellular telecommunication service providers have coverage in the Town and outlying area.

### Park and Open Space Facilities

*Land O' Lakes Memorial Park* – This 20 acre park is centrally located east of Chippewa Road. It includes the Curt Sparks Pavilion that has 19 picnic tables, a kitchen, and bathrooms. The Grubel Ball Field has concession stands, scoreboards, and bleachers. The Rev. Fred I. Babcock Kiddie Park has children's slide, swings, train, and merry-go-round. Tennis courts and horseshoe pits also exist in the park.

*Storybook Garden* – Walk into a world where children can bring various storybooks to life. A great opportunity to share a magical experience with your children, grandchildren, or kids of any age. Located in Memorial Park.

*Black Oak Lake Park* – This ½ acre park is located five miles west of town on Hwy B. The facility includes a swimming beach, boat landing, picnic tables, drinking water, and restrooms meeting ADA standards. This park also has an accessible, paved pathway.

*Snowflake Ice Rink* – This enclosed ice rink is located behind the Town Hall and is open in the winter months for the perfect skating experience. Includes a warming house, rest rooms, observation deck, and Wi-Fi to play your favorite music.

*Bicycle Routes and Trails* - A 12-mile compacted surface bicycle trail which connects the Watersmeet Town Park and the Ottawa National Forest Visitors Center to the town of Land O' Lakes is best suited for hybrid or mountain bikes. From the intersection of US Highway 45 and County Road B the bicycle route continues to the west as a paved route extending to Deer Farm Road. A 22 mile road bike route which begins at the intersection of County B and County S and ends in Eagle River. And other information about routes

### *Boat Landings*

The town also maintains boat landings at Black Oak Lake, Forest Lake, Palmer Lake, Big Lake, and Big Portage Lake.

### *Public Shooting Range*

The Shooting Range, located west of town adjacent to Cemetery Road, has a rifle range, pistol and shotgun ranges, targets, benches and shelter.

### *State Wayside*

The wayside provides attractive picnicking and relaxation areas for travelers and are maintained by the Wisconsin Department of Transportation. Located on USH 45 at Wisconsin River.

## Education

The Town of Land O' Lakes is part of the Northland Pines School District, which is based in Eagle River. The school district serves the Towns of Conover, Cloverland, Land O' Lakes, Lincoln, Plum Lake, Washington, and the City of Eagle River in Vilas County, as well as a small portion of the Town of Newbold in Oneida County. The school district covers 474 square miles and has an enrollment of approximately 1,400 students. The school district includes four buildings. There are 3 traditional elementary schools, 1 middle schools, and 1 high schools in the district. There are also 3 charter schools, 1 high school, 1 middle school, and 1 Montessori Learning center.

## Protective Services

### **Law Enforcement:**

The Vilas County Sheriff's Office provides protection in the Town of Land O' Lakes. They patrol all county roads and respond to 911 calls. In addition, the Wisconsin State Patrol has statewide jurisdiction on all public roads. The Vilas County Sheriff's Office is based in the City of Eagle River.

## Fire:

Fire & rescue service for the Town is provided by the Land O' Lakes Fire Department.

## Ambulance/First Responders:

The Town of Land O' Lakes currently has Emergency Medical Responders (EMR), Emergency Medical Technicians (EMT), and one Paramedic on staff to provide service to the town.

## Medical Services

The nearest hospitals are Ascension Eagle River Hospital in Eagle River, Ascension Saint Mary's Hospital in Rhinelander, Aspirus Iron River Hospital in Iron River Michigan and Howard Young Medical Center in Woodruff. The Ascension Eagle River Hospital is a critical access hospital, and is for shorter-term care and acutely ill patients. Ascension Saint Mary's Hospital in Rhinelander is used for long term care. The Marshfield Clinic Hospital in Minocqua is scheduled to open in spring of 2020.

There are no assisted living homes located within the Town, but there are several located in close proximity to the Town. The nearest nursing home are Rennes Health and Rehab Center in Rhinelander. Avanti Health and Rehabilitation Center in Minocqua, and Friendly Village Nursing and Rehab Center in Rhinelander.

## Child Care

According to the Wisconsin Department of Health and Human Services the Town of Land O' Lakes has one regulated child care providers. The nearest other regulated childcare provider is located in Town of Woodruff.

## Cemeteries

There is one cemetery located within the Town. The cemetery is located off County Highway B on Cemetery Road. The cemetery is owned by the Oak Hill Cemetery Association and is about 6 acres in size.

Minimum acreage requirements exist for cemeteries established on or after November 1, 1991 unless the cemetery is owned by a religious association, or the Town enacts an ordinance allowing new cemeteries of less than 20 acres to be constructed.

## Libraries

The Town of Land O' Lakes has a library located within the Town on County Highway B and E Duck Lake Rd. The library has access to the internet, copier and printing services, and meeting rooms available to the public. The Land O' Lakes library is part of the Northern Waters Library Service.

## Government Facilities

The Land O' Lakes offices is located in on County Highway B just west of downtown in an old converted school house. The town garage is located south of County Highway B on Town Garage Road.

## Goal & Objectives

### **Goal:**

1. Provide adequate infrastructure and public services to meet existing and future market demand for residential, commercial and industrial uses.
2. Continue development and improvement of facilities and infrastructure to meet existing and future demand for outdoor recreation activities.
3. Develop and maintain a Capital Improvements Plan for major equipment purchases

### **Objectives:**

1. Share equipment and services across Town boundaries, whenever possible.
2. Consider the potential impacts of development proposals on groundwater quality and quantity.
3. Encourage the development and expansion of broad band Internet and cell phone service
4. Develop an industrial site with sewer, water and 3-phase power
5. Continue providing waste collection and recycling services at the Town transfer site.
6. Continue to provide ambulance, volunteer fire, and first responder services to residents.

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# Chapter Five

## Transportation

### Background

The transportation system includes all state, county, and local roads. The local transportation network is an important factor in the safe movement of people and goods, as well as in the physical development of the Town. There is no transit, passenger rail, or water transportation service within the Town's jurisdiction.

### Previous Plans and Studies

#### Regional Livability Plan, 2015

*The 2015 Regional Livability Plan (RLP), prepared by NCWRPC, addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies three major transportation issues*

- *Modes of Transportation to Work: The Region's workforce is extremely dependent on the automobile. In 2012, over 80 percent of the Region's workforce drove alone to work on a daily basis. Another ten percent carpooled, leaving less than ten percent for the non-automobile methods such as walking, biking, and using transit. The average commute time in Vilas County was 19.6 minutes.*
- *Age of Drivers in the Region – The Region is seeing a change in the number of licensed drivers by age groups. Between 2004 and 2013, the Region saw a 20 percent decrease in the number of drivers 17 and age 19. During the same years, the Region had a 20 percent increase in drivers over age 65. These changes mean communities increasingly need multimodal options for those who are either unable or choose not to drive.*
- *Transportation Costs – It is expensive to maintain the transportation infrastructure in the Region. The current reliance on fuel tax and registration fees is inadequate, unstable, and may soon be outmoded. The inability to fund improvements, and maintenance on transportation infrastructure will impact the ability to transport goods and provide safe, reliable, and efficient roads.*

*Additionally, transportation accounts for a large portion of the average household's budget, and is greatly affected by housing location. Many low income and fixed income families are unable to afford the cost of owning and maintaining vehicles, thereby limiting employment opportunities.*

#### Connections 2030

*This is WisDOT's latest long-range, statewide, multimodal transportation plan. It identifies a series of system-level priority corridors that are critical to Wisconsin's travel patterns and the State economy.*



### [North Central Wisconsin Regional Bicycle & Pedestrian Plan, 2018](#)

*This 2018 plan is a regional effort to improve bicycling and walking across communities in north central Wisconsin. The plan, written by NCWRPC, assess existing conditions related to bicycling and walking, identifying other potential trail and route user groups, identifying routes and describing policies and programs to assist local governments in improving bicycling and walking to promote connectivity between communities and destinations throughout the Region.*

*The Regional Plan recommends an off-road bicycle route running along STH 70 to west connecting to the existing off-road trail to enhance the bicycle corridor between St. Germain and Woodruff.*

### [Vilas County Countywide Bike/Ped Route & Trail Plan, 2011](#)

*The Vilas Area Silent Sports Association (VASSA), in conjunction with the local area trail groups around Vilas County and assistance from NCWRPC, prepared this plan to establish a fresh blueprint for its efforts and the efforts of other agencies and organizations with intersecting trails and routes within Vilas County. The Trails and routes recommended within this plan would connect people to destinations.*

*The Plan recommends an off-road bicycle route running along STH 70 (as echoed in the Regional Plan prepared by NCWRPC). There is also an existing off-road trail that runs north and south along County Highway C.*

### [Vilas County Shared Use Trail Study, 2018](#)

*The Vilas County Shared Use Trail Study was conducted after shared interest among different trail-user groups in potential routes within Vilas County. The goal of the Vilas County Shared Use Trail Study is to: “Assist government entities, route & trail interest groups and individual trail users within Vilas County in working together to plan, develop and maintain a comprehensive and sustainable route and trail network for diverse outdoor recreation”. Existing and proposed routes for five different trail-uses are identified as part of this study.*

## [Road Network](#)

The road system in the Town of Land O’ Lakes plays a key role in development by providing both access to land and serving to move people and goods through the area. The interrelationships between land use and the road system make it necessary for the development of each to be balanced with the other. Types and intensities of land-uses have a direct relationship to the traffic on roadways that serve those land-uses. Intensely developed land often generates high volumes of traffic. If this traffic is not planned for, safety can be seriously impaired for both local and through traffic flows.

The Town of Land O’ Lakes road network consists 3.55 miles of federal/state highway, 23.50 miles of county highway, and 84.15 miles of local roads.

### [Jurisdictional and Functional Classification](#)

Public roadways are generally classified by two different systems, the jurisdictional and functional. 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. The jurisdictional breakdown is shown in

**Table 5.1.** All road mileage totals listed under the jurisdiction of the Town are submitted to WisDOT for local road funding.

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

- **Principal Arterials** – The principal function is to provide the most efficient movement for relatively large volumes of traffic at increased speeds. Movement to and from other road facilities is limited to controlled interchanges. Regional movement of traffic contributes an increasing portion of the traffic counts.
- **Minor Arterials** – The principal function is to provide efficient traffic movement for larger volumes of traffic. Little or no direct access is strived for with non-local destinations comprising a major portion of the traffic.
- **Major Collectors** – The principal function is to provide an intermediary link between efficient movement of arterials and accessibility of local roadways. They serve to funnel or collect traffic from local roadways to arterials. More efficiency of movement is strived for in favor of accessibility.
- **Minor Collectors** – The principal function is to provide traffic with access to and from property. It is the grass roots classification where accessibility for vehicles and pedestrians is emphasized and efficiency of movement is secondary.
- **Local Roads** – provide direct access to residential, commercial, and industrial developments.

Using the roadway classifications, the Town of Land O’ Lakes has the service of one major arterial (US Highway 45), two major collectors (County Highways B and S), and six minor collectors (Old B Road, Spring Creek Road, Thousand Island Lake Road, Tower Lake Road, Indian Lake Road, and N Forest Lake Road).

As part of their jurisdictional ownership and responsibilities, the Town conducts maintenance, including snowplowing, on all town roads located within the Town.

Jurisdiction	Arterial	Collector	Local	Totals
Federal/State	3.55	0.00	0.00	3.55
County	0.00	23.50	0.00	23.50
Town	0.00	9.79	74.36	84.15
Totals	3.55	33.29	74.36	106.58

*Source: WisDOT & NCWRPC*

In addition to these main classifications, a road or segment of road may hold a number of other designations, such as forest road, rustic road, emergency or evacuation route, truck route, bike route, etc. Based on GIS information from Vilas County Mapping and Town verification of road mileage there is about 48 miles of private and other roads in the transportation system of the town.

## Pavement Conditions

WisDOT requires all local units of government to submit road condition rating data every two years as part of the Wisconsin Information System for Local Roads (WISLR). The Pavement Surface Evaluation and Rating (PASER) program and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. Towns can use this information to develop better road budgets and keep track of roads that are in need of repair. A summary of pavement conditions in the Town of Land O' Lakes can be found in [Table 5.2](#) (note: Road Mileage Total Disparities are due to a difference in WISLR's inventories of the Town's functional classifications and road ratings). Roads exhibiting a surface condition rating at or below "Fair" must be examined to determine what type of reconstruction or strengthening is necessary.

Roads that display a surface rating of "Good" or better will only require minimal preventative maintenance to promote safe travel conditions. Road conditions within the Town have remained stable over the last 5 years, as about 30.5% of roads rate as "Poor" or "Very Poor" and about 69.5% of roads rate as "Fair" or better.

Surface Type	Miles
Unimproved	10.25
Sealcoat or Gravel Road	39.39
Asphalt	35.50
Surface Condition Rating	Miles
Very Poor	8.20
Poor	17.82
Fair	15.49
Good	23.88
Very Good	7.72
Excellent	12.03
Total	85.15

Source: WisDOT, 2019

## Traffic and Safety

Annual average daily traffic (AADT) counts are measured and calculated on selected high traffic roads and highways every three-, six-, or ten years (depending upon functional classification) by the Wisconsin Department of Transportation (WisDOT). Monitoring these counts provides a way to gauge how traffic volume is changing in the Town of Land O' Lakes.

There are several traffic count sites located throughout the Town, with two located along U.S. Highway 45, and four along County Highway B. The [Transportation Map](#) identifies the site locations with the most current count information for all sites. Most traffic levels throughout the Town have decreased between 2007 and 2019.

The interrelationships between land use and the road system make it necessary for the development of each to be balanced with the other. Types and intensities of land-uses have a direct relationship to the traffic on roadways that serve those land uses. Intensely developed lands often generate high volumes of traffic. If this traffic is not planned for, safety can be seriously impaired for both local and through traffic flows.

Traffic generated and attracted by any new land-use can increase the volume throughout the highway system and increase congestion on the roadway system keeping property from reaching its full potential value. Even without the creation of new access points, changes in land-uses can alter the capacity of the roadway because more, and possibly different, kinds of vehicles than before, enter, leave, and add to the traffic flow. Uncontrolled division of land tends to affect highways by intensifying the use of abutting lands, which impairs safety and impedes traffic movements.

As development continues and land use changes, the budgeted expense for maintaining the road system must be increased. More traffic requires more maintenance and expansion of the local road system. The entire road system in the Town of Land O' Lakes is also open by state law to pedestrian and bicycle travel, although some traffic volumes may make such travel unsafe. Where unsafe conditions are identified implement necessary changes to improve public safety.

### Evacuation Routes

The town should meet with the Vilas County Sherriff's and Emergency Management Offices to discuss a plan for evacuation of residents and visitors in the town. Areas of high population concentration like the downtown business district, the elementary school, public boat landings, resorts and campgrounds and other high density developments should have plans for efficient evacuations in times of emergencies.

## Other Modes of Transportation

### Airports

Air passenger services available to Town of Land O' Lakes residents at these facilities in City of Eagle River, Land O' Lakes, Boulder Junction, and City of Rhinelander. The two nearest commercial airline travel is available at the Rhinelander – Oneida County Airport and Gogebic – Iron County Airport in Ironwood Michigan.

The (King's) Land O' Lakes Municipal Airport is located in the town. This airport provides general aviation and has no scheduled flights or charter services. The airport is designed to accommodate virtually all small general aviation aircraft. Typically, these aircraft are used for business or for personal use. Total aviation operations (take-offs and landings) at King's Land O' Lakes Airport are projected to remain stable around 8,400 per year through 2020.

The Boulder Junction Airport is located approximately 25 miles west of Land O' Lakes. This facility provides facilities for private air transportation. Turf landing strips suitable for small aircraft.

The Eagle River Union Airport is located approximately 20 miles south of Land O' Lakes. This facility provides charter services, and facilities for private and corporate air transportation. There is also a heliport located at the airport that is used for emergency related flights.

The Rhinelander –Oneida County Airport is located approximately 47 miles south of Land O' Lakes. The Airport in Rhinelander is the closest airport to Land O' Lakes with regular scheduled passenger service. This airport is an air carrier / air cargo airport, which is designed to accommodate virtually all aircraft.

Gogebic – Iron County Airport is located 61 miles to the west. Of Land O' Lakes. Scheduled passenger service is provided to Chicago (ORD) and Minneapolis (MSP) airports by Air Choice One. Fueling and hangers are available at this airport.

### [ATV/UTV](#)

All-terrain and utility terrain vehicles are becoming increasingly popular. More and more communities are allowing these vehicles on local roadways. The Town Board has the authority to open its roads to these vehicles. A town can designate some or all of its roads. Signage is critical to informing the public which roads are open or closed. In considering this issue the town can examine cost, safety and other impacts to the town. Roads designated as an ATV route are signed where allowed. The Town Board enacted an ordinance enabling the establishment of ATV and UTV routes in the town, and to regulate the operations of ATVs and UTVs in the town.

### [Bicycling / Hiking](#)

Land O' Lakes offers an extensive system of paved and compacted trails that provide bikers and hikers the opportunity to access and explore our incredible Northwoods landscape. The *Wilderness Lakes Trail System* contains 72 miles of trail that connect Land O' Lakes and the upper peninsula of Michigan.

The *Great Headwaters Trails Foundation* is an organization based in eastern Vilas County. Their mission is to develop and support a system of family-friendly community bicycling and walking trails connecting the towns and serving the residents of and visitors to eastern Vilas County. This includes their goal of building 40 miles of biking and walking trails in eastern Vilas County, the headwaters of the Wisconsin River. The *Great Headwaters Trails System* will connect the towns of Land O' Lakes, Conover, Phelps and Eagle River and beyond to the Three Eagles Trail, Heart of Vilas Trail and Wilderness Lakes Trail. A grand vision — a connecting system of over 110 miles of trails.

Additionally, all roads except freeways are available for bicycle and pedestrian travel. The Bicycle Federation of Wisconsin along with WisDOT has determined what the bicycling conditions are on all county and state highways. Under current conditions several segments of County Highway B are considered to have the Best Conditions for bicycling, including the segments west of Spring Creek Road and the far eastern segment that intersects with US Highway 45. County Highway S is currently considered to have the Best Conditions for bicycling as well. US Highway 45 is Undesirable for bicycling due to high volumes of traffic.

### [Bus/Transit](#)

Northwoods Transit Connections (NTC) provides transportation opportunities to residents of Oneida and Vilas Counties. There are three different routes that serve the two counties, with the Eagle Eye Phelps Route running to the Town of Land O' Lakes. The route runs through Conover, City of Eagle River, and Phelps.



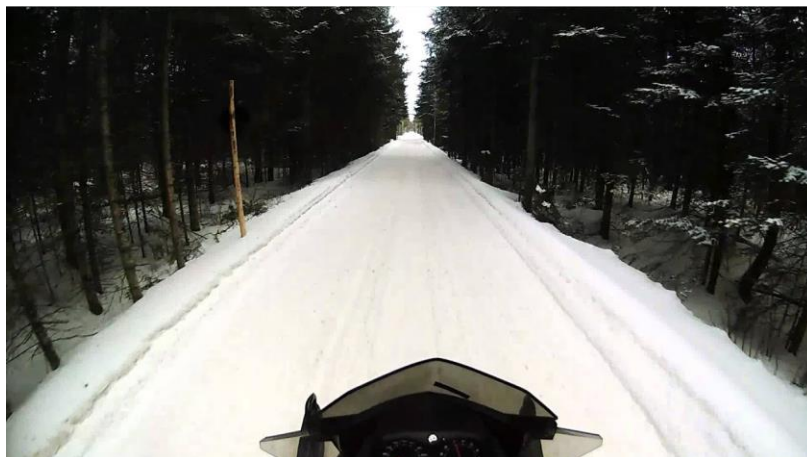
The Aging and Disability Resource Center (ADRC) of Vilas County provides a Volunteer Transportation Program for any citizen of Vilas County. Any older adult (60 and older) and/or handicapped people (any age) are eligible. Letters are sent out at the end of each month requesting a donation for the number of miles the passenger was transported. Donations are not required for further service. Reservations are needed one day in advance for this door-to-door service that is provided on weekdays and weekends upon request.

### [Rail](#)

There is no rail service in close proximity to the Town of Land O' Lakes. Shipments via rail would have to be trucked from nearby cities with rail access.

### [Snowmobile](#)

Snowmobiling has been organized in Vilas County for over 50 years. As a result, the system is well established and completely interconnected. There is very little new route planning, and the system is in more of a "maintenance mode"; annually dealing with reroutes around landowner changes or issues that crop up. There are over 623 miles of snowmobile trails throughout Vilas County with approximately 46 miles of trails within the Town of Land O' Lakes, which are maintained by volunteers and members of the Land O' Lakes Frosty Snowmobile Club.





## Goals & Objectives

### **Goals:**

1. Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety to meet the needs of all citizens, including disabled citizens.
2. Support and maintain a safe and efficient Town road system.
3. Support the development and expansion of an efficient and attractive trail system – both motorized and non-motorized – to meet current and future demand for transportation and outdoor recreation uses.
4. Seek close cooperation with the county and the state on projects that affect the Town's transportation system.

### **Objectives:**

1. Develop measures to avoid heavy traffic, or which require heavy traffic generators to repair and upgrade local roads that have not been constructed or upgraded for such use.
2. Identify the need for future road locations, extensions or connections when reviewing development plans and proposals.
3. Maintain and reconstruct Town roads to preserve scenic, and aesthetic "Northwoods" setting while maintaining safety and mobility.
4. Continue overseeing the operation of the Town Airport and cooperate with other communities. Support new expansion, facilities, and services consistent with changing demand or service level needs.
5. Promote the development of multi-use trails, trail linkages, and wide shoulders on roads as part of new developments or road projects.
6. Provide ample coordinated and cohesive parking opportunities in the downtown business district, especially for vehicles pulling boats and trailers.
7. Provide ample coordinated and cohesive parking opportunities in the downtown business district, especially for vehicles pulling boats and trailers.
8. Update and maintain street signage to improve visibility for all Town residents.
9. Design all Town roads to accommodate access requirements for emergency vehicles as well as school busses and snowplows.



# Chapter Six

## Economic Development

### Background

The condition of the local economy directly influences local growth and development, and therefore must be considered when planning for a community's future. Employment patterns and economic trends generally occur on a regional scale. Residents of one community often work in another. Similarly, changes in a major industry can impact jobs and growth far beyond the community where the business is physically located.

It is therefore important to understand a local community's economy in light of its regional context. The following section provides an overview of the greater Eagle River area economy in terms of key economic sectors and the regional labor force. Included is a more specific description of employment trends and commuter patterns into and out from the Town of Land O' Lakes. Potential economic development opportunities and/or issues regarding the local economy are also identified

Data in this chapter comes from a variety of sources, including Economic Modeling Specialists International (EMSI), which uses the Quarterly Census of Employment and Wages (QCEW) as its source data; directly from the QCEW; the ACS; and Longitudinal Employer-Household Dynamics (LEHD) through the U.S. Census Bureau's "On the Map" application.

### Previous Plans & Studies

#### [Comprehensive Economic Development Strategy \(CEDS\), 2019](#)

*Vilas County is one of ten counties included in the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, Economic Development Administration (EDA). The NCWRPC is the agency responsible for maintaining that designation. As part of the designation, the NCWRPC annually prepares a CEDS. This report summarizes and assesses economic development activities over the past year and presents new and modified strategies to promote growth.*

#### [Regional Livability Plan \(RLP\), 2015](#)

*Economic Development is one of four elements included in the RLP, adopted by the NCWRPC in 2015. The Economic Development Assessment Report within the RLP observes in detail the economic health of the ten-county region and identifies trends and issues facing the local economy. The RLP address three issues: the disparity between the available labor force and employment, the need for a living wage, and broadband access. The four economic development goals of this plan are as follows:*

- *Ensure the future availability of a skilled and flexible workforce.*
- *Support and develop a diverse economic base ensuring economic growth and resiliency.*
- *Support infrastructure needed for economy development.*
- *Develop tourism and knowledge-based economy into leading economic sectors.*

## [ALICE Study of Financial Hardship: Wisconsin](#)

This report, developed in part by Northwoods United Way based in Rhinelander, described the households in Vilas County that are above the federal poverty level but still struggle to afford basic household necessities. These households are considered to be “ALICE” (Asset-Limited, Income-Constrained, Employed) households. “ALICE” households are largely employed but do not earn enough in wages to meet the “household survival budget,” which does not allow for any savings. The report states that many “ALICE” households work in fields that provide vital services, such as retail, health care, child care, and security, but cannot make ends meet on the income from these jobs.

- The “ALICE” report shows that 43 percent of Town of Land O’ Lakes households are either below the federal poverty level or are considered to be “ALICE” Households, compared to 39 percent of Vilas County households that are either below the federal poverty level or considered to be “ALICE” households. This indicates that the average household in Land O’ Lakes is relatively more financially challenged than the average Vilas County household at-large.

## [Vilas County Comprehensive Plan, 2009](#)

The Vilas County Comprehensive Plan guides county decision-makers on a wide array of issues through 2030. Chapter Six of this plan discusses economic development in Vilas County. The Plan establishes the following goals relating to bolstering economic development in the County.

- Encourage a variety of economic development opportunities appropriate to the resources and character of Vilas County.
- Enhance career opportunities and living wage jobs in an economy that is compatible with our natural resources and reflects the needs of the entire community.
- Enhance and diversify the economy consistent with other Vilas County goals and objectives.

## [Land O’ Lakes Area Economic Environment](#)

Historically, logging and fur-trading were the dominant trades of the Land O’ Lakes area. Land O’ Lakes growth and development began in the 1880’s with the introduction of the railroad to the area. The resort industry experienced a surge in growth in 1925 after the development of the automobile. Since then, the tourism industry has continued to be a key economic industry for the area.

### [Key Economic Sectors](#)

#### [Location Quotient](#)

Key sectors of a regional economy can be identified by size, by growth or decline in employment, or by a concentration of the industry in a local area exceeding the national concentration. An industry that shows a higher concentration of employment than the national average is considered a “basic industry” and is identified by a technique called “location quotient” analysis. Basic industries are those sectors that export a product or service from the local community into the national and international economies. They are a critical part of the “economic engine” for a region, affecting the growth and health of many dependent sectors such as retail, transportation, construction, and local services.

If a location quotient is equal to 1.0, then the industry has the same share of its area employment as it does nationally. A location quotient exceeding 1.0 indicates an industry with a greater share of the local area employment than the United States. Industries that have a high location quotient AND employ large numbers of people reflect both significant size and importance as businesses that export a product or serve and bring new wealth to the region.

Table 6.1 displays the location quotients and job numbers for all economic sectors in 2017. Compared to the nation, Eagle River had eight export industries: Agriculture, Forestry, Fishing & Hunting; Construction; Retail Trade; Accommodation & Food Services; Arts, Entertainment & Recreation; Government; Other Services; and Wholesale Trade. These industries had the highest concentration of employment compared to the nation. The Agriculture, Forestry, Fishing & Hunting Sector is at least twice as concentrated in and around Eagle River as it is nationally.

**Table 6.1: Land O’ Lakes Area Location Quotient and Job Numbers, 2020**

NAICS	Economic Sector	Location Quotient	Jobs
22	Utilities	13.28	27
23	Construction	2.46	86
44	Retail Trade	1.27	77
48	Transportation and Warehousing	0.03	<10
52	Finance and Insurance	1.07	26
53	Real Estate and Rental and Leasing	0.37	<10
54	Professional, Scientific, and Technical Services	0.11	<10
56	Administrative and Support and Waste Management and Remediation Services	1.10	42
61	Educational Services	3.52	56
62	Health Care and Social Assistance	0.20	16
71	Arts, Entertainment, and Recreation	2.11	23
72	Accommodation and Food Services	3.26	173
81	Other Services (except Public Administration)	0.76	22
90	Government	0.62	56
	<b>ESTIMATED JOBS</b>		<b>618*</b>

Source: EMSI 2020 Quarter 1

Zip Code 54540

## Tourism

Tourism is a major component in Vilas County’s economy, as thousands of visitors travel to the area to take advantage of the over 1,300 lakes, large public forest lands, and diversity of recreational resources. In 2017, Vilas County ranked 17<sup>th</sup> among the 72 counties in Wisconsin for total traveler expenditures. According to annual estimates prepared by the Wisconsin Department of Tourism, travelers to Vilas County spent \$233 million in 2018, up 6.3% from 2017. This level of expenditures is estimated to directly and indirectly support 1,961 full-time equivalent jobs and provide over \$42 million of resident income.

Accommodations such as motels, resorts, campgrounds and other lodging facilities generate an influx of visitors and business to Land O’ Lakes. According to licensing information from the Wisconsin Department of Health & Social Services, a total of 278 rooms are available in Land O’ Lakes, as well as an additional 40 sites located at private RV park.

When these lodging facilities and the Town’s seasonal homes are full during the peak summer visitor season, an estimated 5,011 day and overnight visitors are utilizing services in the Land O’ Lakes area, more than doubling the resident population.

## Economic Base, Labor Force and Forecasts

Economic development is an organized process to expand the number and types of business, increase employment levels and opportunities, and increase the tax base. A part of the process to prepare for economic development is to identify local strengths and weaknesses and develop strategies to promote strengths and address weaknesses.

### Residential Strengths and Weaknesses

The Town's strengths for attracting and retaining residential development are its lakes and forests. In addition, the town provides the basic services needed to support residential growth, such as emergency services and roadways. There are a variety of other amenities in the town as well.

The primary weaknesses for attracting or retaining residents are the lack of employment opportunities, a lack of starter houses for young families, and the general distance to more urban areas and their amenities.

### Business Strengths and Weaknesses

The town has several tourism, service and retail businesses, but is lacking an industrial base.

The vast forests and lakes in the town and the surrounding area are strength for the wood industry, as well as recreational and construction businesses. Some weaknesses in attracting or retaining businesses include: lack of a business park, lack of rail access, distance to other industries and markets, and limited cell phone service in parts of the town.

### Economic Base

Table 6.2 displays employment by industry sector for both the town and the county in 2000, 2010, and 2017. The top three industry sectors in 2017 for the town are: Arts, Entertainment, Recreation, Accommodation and Food Services, Construction and Education, Health and Social Services. At the county level, the three largest sectors were Arts, Entertainment, Recreation, Accommodation and Food Services; Education, Health, and Social Services; and Retail Trade.

In the Town of Land O' Lakes, the top three sectors account for 44 percent of total employment in the Town. The top three sectors in Vilas County represent about 49 percent of total employment in the county.

**Table 6.2: Employment by Industry Sector**

Industry Sector	Town of Land O' Lakes			Vilas County		
	2000	2010	2017	2000	2010	2017
Ag., Forestry, Fishing, Hunting & Mining	15	19	9	231	222	232
Construction	53	69	45	1,107	1,113	983
Manufacturing	36	3	19	643	512	425
Wholesale Trade	8	0	0	264	164	175
Retail Trade	76	56	13	1,457	1,517	1,236
Transportation, Warehousing & Utilities	17	27	17	324	357	435
Information	3	0	7	145	243	193
Finance, Insurance, Real Estate & Leasing	13	18	31	425	633	417
Professional, Scientific, Management, Administrative & Waste Management Services	23	36	36	489	600	794
Education, Health and Social Services	42	57	67	1,666	1,684	1,533
Arts, Entertainment, Recreation, Accommodation and Food Services	56	130	50	1,536	1,791	1,690
Public Administration	20	9	10	521	468	411
Other Services	29	14	4	460	460	514
<b>Totals:</b>	<b>391</b>	<b>438</b>	<b>308</b>	<b>9,268</b>	<b>9,764</b>	<b>9,038</b>

Source: U.S. Census, American Community Survey

Commuter data from 2017 indicates that 73 percent of town residents remained in Vilas County for work, and 38 percent of town residents remained in the Town of Land O' Lakes for work. This information means that while many of the town's employed residents leave the Town's boundaries for work, many of these residents remain in Vilas County. About 25 percent of the Town's residents travel to another county in Wisconsin for work, and about 2 percent of the Town's residents travel to Michigan for work.

### Labor Force

Labor force is a critical component of economic development. Labor force is defined as the number of persons, sixteen and over, employed or looking to be employed. In 2017, the total labor force in the Town was 336. The Town had a participation rate of about 45 percent, meaning that about 45 percent of Town residents over the age of sixteen are currently employed or are seeking employment. Of the 336 members of the Town's labor force, 308 are employed, which represents about 92 percent of the Town's labor force.

County wide, the labor force in 2017 was 9,811. Vilas County had a participation rate of about 54 percent. Of the 9,811 members of the Vilas County labor force, 9,038 are employed, which represents about 92 percent of the County's labor force.

While the Town has a lower labor force participation percentage than Vilas County, the Town has a similar percentage of its labor force members employed.

### Laborshed

A laborshed is an area or region from which an employment center draws its commuting workers. In 2017, only about 25 – or seven percent – of the 356 jobs throughout Land O' Lakes were filled by Township residents. About 331 workers traveled to Land O' Lakes during the average workday in 2017. In contrast, there were 321 Land O'

Lakes residents who commuted to locations outside the Town for work during the same period, indicating that Land O' Lakes' laborshed extends beyond its municipal boundaries.

#### In-migration

The majority of in-commuters live in close proximity to the Town of Land O' Lakes. The largest percentage of workers commuting into the Town of Land O' Lakes come from the City of Rhinelander with 10 workers (3%) commuting to Land O' Lakes from Rhinelander. Additionally, the City of Eagle River provided 9 workers, or about 2.5 percent of in-commuters.

#### Out-migration

Town of Land O' Lakes residents commuting outside of the Town's boundaries travel across Wisconsin and across the Upper Peninsula of Michigan. About 321 Town residents are employed outside of the Town's boundaries. Like in-commuters, the majority of employed residents work in nearby communities. The largest percentage (14%) of workers leaving the Town travel to the City of Eagle River, followed by the City of Rhinelander where 2% of residents travel for work.

### Forecasts

Employment forecasts are difficult to come by and not available at the town level. However, the Wisconsin Department of Workforce Development (WisDWD) prepares workforce projections by industry for its multi-county services regions. The current projections for the North Central Workforce Development cover Vilas County and include eight other counties. These projections show increases in all employment sectors except Other Services (1% decline).

The other sectors increase within a range from 0.3% (Manufacturing and Public Administration) to 21% (Information). Town residents commute to jobs throughout the nine county area included in the forecasts, which includes Forest, Langlade, Lincoln, and Oneida Counties.

### Economic Development Programs

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

#### Local

##### Chamber of Commerce:

There are several Chamber of Commerce groups located in close proximity to the Town of Land O' Lakes. *Land O' Lakes Chamber of Commerce* is a group based in Land O' Lakes, and was created to promote recreation/tourism and business within the Land O' Lakes area. The chamber *Eagle River Area Chamber of Commerce*, based in the nearby City of Eagle River, helps promote the area by conducting many events throughout the year, in addition to advertising and promoting the growing tourism industry in the area.

#### County

##### Vilas County Economic Development Corporation:

The Vilas County Economic Development Corporation (VCEDC) is a 501(c)3 not-for-profit, quasi-governmental organization that was established in 2008. The VCEDC helps public, business and nongovernmental sector partners work collectively to create better conditions for economic growth and employment generation within

Vilas County. The overall goal is to “Connect resources to the various sector partners of Vilas County to improve economic future of the county and the quality of life for all of its residents.” The VCEDC’s mission is to “Promote innovative leadership and regional infrastructure to: improve the economic well-being of businesses, communities and residents; promote creation and retention of viable businesses and quality jobs; and provide increased opportunities for education strengthening workforce development.”

## Regional

### Grow North:

Grow North began in 2004 as a private/public 501(c) (6) organization. Grow North serves an eight-county region in northern and northeastern Wisconsin, and includes Vilas County. Grow North is dedicated to economic development throughout the region, and focuses on forestry and wood products, workforce development, and broadband expansion.

The Town is a member of the North Central Wisconsin Regional Planning Commission, as are all local governments in Vilas County based on county membership. Membership brings with it a variety of planning benefits and services. Among them are participation in the Economic Development District, including eligibility for a variety of grants administered by the U.S. Department of Commerce Economic Development Administration.

In addition, by way of membership in the NCWRPC, the county is a member of the North Central Wisconsin Development Corporation which manages a revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing.

## State

Wisconsin Economic Development Corporation (WEDC): WEDC is the state’s primary department for the delivery of integrated services to businesses. Their purpose is to 1) foster retention and creation of new jobs and investment opportunities in Wisconsin; 2) foster and promote economic business, export, and community development.

Wisconsin Small Cities Program: The Wisconsin Department of Administration 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 designated economic development district's and local governments 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.



## Goal & Objectives

### *Goals:*

- 1: Promote the expansion and stabilization of the current economic base and the creation of a range of employment opportunities.
- 2: Encourage development policies that protect our lakes and forests.
- 3: Encourage new residential, commercial, and industrial development to locate in designated areas on the Future Land Use map.
- 4: Encourage businesses, including home-based businesses, to locate in Town that are compatible in a "Northwoods" and that do not conflict with existing or desired future land use patterns.

### *Objectives:*

- 1: Direct residential, commercial and industrial development to areas designated on the Future Land Use Map for those uses.
- 2: Continue to support the Chamber of Commerce and the Vilas County Economic Development Corporation efforts to maintain existing business and to increase economic activities in the Town.
- 3: Improve infrastructure to attract hunters, fisherman, nature lovers, and retirees to our community.
- 4: Review and update, as needed, Town ordinances which are designed to mitigate offensive or nuisance noise, signage, and lighting within the town.

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# Chapter Seven

## Land Use

### Background

The Town of Land O' Lakes covers an area of about 63,058 acres in Vilas County. The Town is bounded by the Towns of Presque Isle to the west, State of Michigan to the north, Town of Phelps to the west, and the Towns of Plum Lake and Conover to the south.

### Previous Plans and Studies

#### [Regional Livability Plan, 2015](#)

*Land use is one of the four elements included in the RLP, adopted by NCWRPC in 2015. The Land Use Assessment Report, a component of the plan, looks in detail at the land uses through the ten-count region and identifies issues and trends related to land use: housing density and farmland preservation. The two land use goals of the plan are as follows:*

- *Preserve and protect the Region's landscape, environmental resources and sensitive lands while encouraging healthy communities.*
- *Manage and reduce vacant land and structures.*

#### [Vilas County Farmland Preservation Plan, 2013](#)

*The purpose of this plan is to guide and manage growth and development of land use in a manner that will preserve the rural character, protect the agricultural base and natural resources, and contribute to the safety, health and prosperity of Vilas County's communities. The Farmland Preservation Plan identifies farmland preservation areas for towns throughout the County.*

#### [Vilas County Comprehensive Plan, 2009](#)

*The Vilas County Comprehensive Plan is a policy plan. The Plan describes existing and future land uses, and regulatory tools for land use. The overall goal of the Comprehensive Plan is to provide consistency between official mapping, zoning and subdivision ordinances, local plans, and other implementation tools.*

#### [Town of Land O' Lakes Comprehensive Plan, 2010](#)

*The Land O' Lakes Comprehensive Plan is a policy plan. The Land O' Lakes Plan Commission created the plan back in 2010. The Plan describes existing and future land uses, and regulatory tools for land use. The overall goal of the Comprehensive Plan is to provide consistency between official mapping, zoning and subdivision ordinances, local plans, and other implementation tools.*

## Neighboring Comprehensive Plans

These plans describe existing and future land uses throughout the next 20 years after the plan’s adoption. Most Vilas County townships. The statuses of these municipalities’ comprehensive plans are as follows:

- *Town Presque Isle: Re-Adopted 2020 Comprehensive Land Use Plan in 2010*
- *Town of Phelps: Adopted in 2019, prepared by the Phelps Plan Commission with assistance from NCWRPC.*
- *Town of Plum Lake: Adopted in 2000 with help from Foth & Van Dyke.*
- *Town of Conover Adopted in 2010, prepared by the Town of Phelps Plan Commission with assistance from NCWRPC. Conover is currently in the process of updating their plan.*
- *State of Michigan: Requires local governments to create a master plan every 5 years.*

## Existing Land Use, 2015

Knowledge of the existing land use patterns within a town is necessary to develop a desired “future” land use pattern. The Existing Land Use Map was developed using air photos from a countywide flight in 2015, with updates by the locals. Ten basic categories were used to classify the various existing land uses. These are: Agriculture, Commercial, Governmental, Industrial, Open Lands, Outdoor Recreation, Residential, Transportation, Water, and Woodlands.

### Existing Land Use Map

The intent of an existing land use map is to provide a general snap shot as to the existing uses of land within the Town for planning purposes. The map shows only the dominant or primary use. Obviously, many parcels would have a house (residential), but also could have a business use (commercial) or farming (agricultural) uses. See the [Existing Land Use Map](#).

Table 7.1 presents the current breakdown of land-use types within the Town. The majority of the Town is woodlands with 51,586 acres or 82% and water covers about 13% of the Town. The next most significant land use type is residential with over 1,509 acres or about 2.4% being residential in the Town.

Table 7.1: Existing Land Use, 2015		
Land Use Classification	Acres	Percent
Commercial	145	0.23%
Governmental/Institutional	91	0.14%
Industrial	137	0.22%
Open Lands	469	0.74%
Outdoor Recreation	74	0.12%
Residential	1,509	2.39%
Transportation	570	0.90%
Water	8,477	13.44%
Woodlands	51,586	81.81%
Total	63,058	100.0%

Source: NCWRPC GIS

Large blocks of state forest cover much of the Town with residential development concentrated mainly along some of the lakeshores and primary roadways. Commercial development is concentrated along some lakeshores but mostly in the downtown area (County Hwy B) and along US Highway 45.

The residential development in the Town consists primarily of single-family residences. Single-family residential development has taken place primarily adjacent to the shoreline along the many Town lakes such as Big Lake , Mamie Lake, Forest Lake, Black Oak Lake and, Big Portage Lake. About 64 percent of the residential housing units are seasonal.

### Public Lands

Approximately 27 percent of the total land area of the Town of Land O’ Lakes is included in the state lands, comprising 14,877 acres.

The Town of Land O’ Lakes also owns and manages 1,522 acres of lands. [See Large Ownership Map.](#)

### Land Supply and Demand

As shown by the existing land use inventory, the majority of the Town is “undeveloped” woodlands, so the supply of land “available” for development appears to be adequate. Nevertheless, even under a rapid growth scenario, the supply of land in the Town of Land O’ Lakes is more than sufficient to accommodate projected demand over the next 20 years for all use categories.

### Land Values

Table 7.2 displays the assessed land values in the Town of Land O’ Lakes. It is important to note that lands enrolled in the Managed Forest Law and Forest Crop Law programs and other exempt lands (such as the State lands) are not included in values for Table 7.2. In 2018, the assessed value of land (not including improvements) was \$272,707,600. Overall, land value per acre in the Town is valued at about \$10,581 per acre based on assessed land values from the Vilas County tax information. Properties assessed as “Waterfront Residential had the highest value per acre followed by, “Commercial” Waterfront residential parcels were selected from the Vilas County GIS to calculate the land value of on-water parcels vs off-water parcels. Because of the high demand for lake front property and few available vacant on-water parcels the land value per acres is much higher than off-water residential assessed values of land.

Table 7.2: Assessed Land Value (per acre), 2018			
Land Classification	Total Value of Land	Percentage	Average Value per Acre
Residential	\$22,144,800	8.1%	\$3,275
Waterfront Residential	\$203,612,100	74.7%	\$32,235
Commercial	\$6,609,400	2.4%	\$14,240
Forest	\$40,341,300	14.8%	\$3,298
Total	\$272,707,600		\$10,581

Source: Vilas County Tax Roll and NCWRPC

## Opportunities for Redevelopment

See the *Environmentally Remediated Areas* section in the *Natural, Agricultural, and Cultural Resources Chapter* for more information.

## Existing and Potential Land Use Conflicts

Any plan should seek to avoid or minimize potential future land use conflicts through controlled development, planned-use buffers, and public information and education components. In order to attain that outcome, it is important to identify the existing or potential conflicts between land uses in the Town.

There may be some degree of undesirability between many land use combinations, such as a residential development in close proximity to a particular industrial or commercial development that might conflict with sight, sound, odor, or other undesirable characteristics. Another example could be an auto salvage yard in proximity to a recreational or natural area, or a home business/occupational, commercial-type use in a single family area that has outgrown its roots.

In the other direction, an example of compatible land use could be residential development in association with wooded recreational lands or vacant open space areas. Obviously, with the constraints of existing development and limiting factors on future growth, the most desirable situations are not always possible. What should be strived for is an awareness of incompatible land uses and an effort to alleviate or avoid them where possible.

Home-based businesses are becoming more popular as the workforce is disseminated from the office environment and more people with entrepreneurial spirit are testing the waters of self-employment from their homes. Professional disciplines can be networked to the home office with internet services and overnight mail. This technology is changing the way people work and do business. A growing home-based business could potentially outgrow its roots and be disruptive to surrounding communities.

## Future Land Use

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 and manage future development of the Town. Before the future land use map is developed a land use classification is established. These become the foundation of the map.

## Land Use Map Classifications

Land use classifications are groups of land uses that are compatible, and that separate conflicting uses. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide when making land use and zoning decisions. A general description of each classification follows:



**1. Residential**

Identifies areas recommended for residential development typically consisting of smaller lot sizes. These areas may include residential areas that are used for vacation rentals as specified in state law.

**2. Rural Residential**

Identifies areas that are recommended for less dense residential development, consisting of larger minimum lot sizes than the residential category. These areas will also allow a mixture of residential uses, and provide a good transition from more dense development to the rural countryside. These areas may include residential areas that are used for vacation rentals as specified in state law.

**3. Commercial**

Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the Town.

**4. Industrial**

Identifies areas recommended for industrial development, as well as existing industrial areas located throughout the Town.

**5. Governmental/Public/Institutional**

Identifies existing or planned government/public/institutional facilities within the Town. Examples would include , churches, cemeteries, town hall, schools, and other governmental / institutional type uses.

**6. Agricultural Areas**

Identifies areas to be preserved for the purpose of general crop farming or the raising of livestock.

**7. Forestry Areas**

Identifies areas of large woodlands within the Town. Much of this is in public ownership or managed forest lands.

**8. Transportation Corridors**

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the Town, including airports and rail facilities.

## 9. Outdoor Recreation

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

## 10. Mixed-Use

Contains lands with a variety of uses. These areas are a mix of residential and commercial types of developments

### Future Land Use Map

The Future Land Use Plan Map represents the desired arrangement of preferred land uses for the future. See the [Future Land Use Map](#). The Future Land Use Map is not a zoning map. The Future Land Use Map is general in nature and was developed as a general guide for future development in the county. Although general, the future land use plan map indicated appropriate future land uses, and as a result shows where rezoning may occur. In many areas the existing zoning districts already reflect the desired future land uses; while in other areas, zoning map or text changes may be required to meet some of the desired future land uses.

The identification of desired future land use types through the map does not imply that an area is immediately appropriate for rezoning. Given service demands and a desire for controlled growth, careful consideration to the timing of zoning decisions is essential. In some places, it may be desirable to rezone land to reflect the planned land use designations as soon as possible. In other cases, it may be appropriate to wait to rezone the area until an actual development proposal is brought forward.

One of the goals of this land use plan is to balance individual private property rights with the Town's need to protect property values community-wide, minimize the conflicts between land uses and keep the cost of local government as low as possible. An essential characteristic of any planning program is that it be ongoing and flexible. Periodic updates to the plan are needed to maintain that it is reflective of current trends.

### Land Use Programs and Tools

The principle land use program in Wisconsin is the comprehensive planning program. The primary land use tools are zoning, subdivision ordinance, and official mapping.

#### Zoning

The Town of Land O' Lakes currently administrates their 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.

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 Map are the same and could be changed in the future based on public input.

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. Therefore, following the planning process it is critical that the zoning ordinance be updated to incorporate the findings of the plan.

The adoption of the comprehensive plan will inform the county on the Towns’ goals and objectives. It will also explain the rationale behind these plan recommendations. These efforts should put the Town in a strong position to work with the county on implementing zoning controls that are consistent with the Town plan.

### [Shoreland Zoning](#)

All counties are mandated by Wisconsin law to adopt and administer a zoning ordinance that regulates land-use in shoreland/wetland and floodplain areas for the entire area of the county outside of villages and cities. This ordinance supersedes any town ordinance, unless the town ordinance is more restrictive. The shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the landward side of a floodplain, whichever distance is greater.

### [Town Road Setbacks](#)

Town road setbacks within the Town of Land O’ Lakes are defined under Zoning. See Town Zoning Ordinance.

### [Land Division](#)

Subdivision regulation relates to the way in which land is divided and made ready for development. 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 set. 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.

A town land division code can provide the town the means to review and regulate new divisions of land to ensure consistency with the vision, goals, objectives, land protection criteria, and other recommendations of an adopted plan. The ordinance would require administration and enforcement by the town. Therefore, local control of divisions of land would require town funding. It also adds a layer of government involved in regulating proposals for land divisions.

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

### Official Mapping

Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood.

### Lake Organizations & Districts

Several lake organizations and districts exist for different lakes within the Town of Land O' Lakes. These organizations aim to improve, protect and preserve their representative precious water resources by promoting proper lakefront management practices, conducting weed harvesting, and obtaining funds to complete lake studies/lake management plans, among partaking in other related activities.

- CISCO Chain Lake District
- Big Portage Lake Riparian Owners Association
- Black Oak Lake Riparian Owners Association
- Forest Lake Association, Inc
- Jute Lake Association
- Little Portage Lake Property Owners Association

## Goals & Objectives

### **Goal:**

1. Maintain orderly planned growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.
2. Unkempt or poorly maintained buildings and properties including accumulating junk and vehicles have been generally labeled as “eyesores” and identified as a public nuisance by the Town Plan Commission.
3. Preserve productive forestlands, water and wetland areas in the Town as important economic, and natural resources.
4. Balance individual property rights with community interests and goals.
5. Maintain the rural forestry focus of the Town.
6. Maintain the downtown business district as the center for civic, cultural, and governmental activities.
7. New development should not adversely affect the property value or livability of neighboring properties.

### **Objectives:**

1. The Town will maintain a long-range Comprehensive Plan, which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this Plan, as well as other Town, County, and state plans and regulations.
2. Cluster new commercial development in areas shown on the future land use map as Commercial, Industrial or Mixed Use rather than extended in a strip along the major highway corridors.
3. Promote the redevelopment of lands with existing infrastructure and public services, and the maintenance and rehabilitation of existing residential, commercial and industrial structures and utilities in the Town.
4. Use-buffer areas may be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity.

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# Chapter Eight

## Intergovernmental Cooperation

### Background

The issue of intergovernmental cooperation is increasingly important; since many issues cross over political boundaries, such as watersheds, labor force, commuter patterns, and housing. Communities are not independent of each other, but rather dependent on each other. The effects from growth and change on one spill over to all surrounding communities and impact the region as a whole.

### Overview

Wisconsin Statute §66.30, entitled “Intergovernmental Cooperation”, does enable local governments to jointly do together whatever one can do alone. Unfortunately, there is little public policy in Wisconsin law that encourages, let alone requires, horizontal governmental relationships such as town to town and municipality to county or town. The result is that towns, municipalities, and counties act more as adversaries than as partners.

State-wide, Wisconsin has more than 2,500 units of government and special purpose districts. Having so many governmental units allows for local representation, but also adds more players to the decision making process. In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communication and information sharing, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue.

As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another’s needs and priorities. They can better anticipate problems and work to avoid them. Intergovernmental cooperation makes sense for many reasons including trust, cost savings, consistency, and ability to address regional issues. Cooperation can lead to positive experiences and results that build trust between jurisdictions. It can save money by increasing efficiency and avoiding unnecessary duplication. It can lead to consistency of goals, objectives, plans, policies, and actions of neighboring communities. Finally, by communicating and coordinating their actions and working with regional and state jurisdictions, local communities are able to address and resolve issues that are regional in nature.

The major beneficiary of intergovernmental cooperation is the local resident. They may not understand, or even care about, the details of a particular intergovernmental issue, but residents can appreciate their benefits, such as cost savings, provision of needed services, a healthy environment, and a strong economy.

A variety of factors, some long-standing and others more recent, have brought the issue of intergovernmental cooperation to the forefront. Some of these factors include:

- Local government’s financial situation;
- Opportunity to reduce costs by working together;



- Elimination of duplication of services;
- Population settlement patterns and population mobility; and
- Economic and environmental interdependence.

In addition, as more jurisdictions create and implement comprehensive plans and share them with surrounding communities, new opportunities for intergovernmental cooperation will be identified.

## Intergovernmental Relationships

### School Districts

The Town of Land O' Lakes is in the Northern Pines School District, but the Wisconsin Open Enrollment program allows children to attend other nearby school districts, provided that the district has the necessary space to accept the student. The elementary school that serve students in the Town of Land O' Lakes are located in Land O' Lakes, and the Northland Pines High School and Middle School is located in Eagle River. In addition to public schools there are several private K-8 schools.

The Nicolet Technical College district includes the Town of Land O' Lakes, and has its Lakeland Campus located in the Town of Minocqua as well as its main campus in Rhinelander.

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.

### Adjoining Units of Government

The Town is bounded by the Towns of Presque Isle to the west, State of Michigan to the north, Town of Phelps to the east, and the Towns of Plum Lake and Conover to the south. It is one of the fourteen towns in Vilas County. See the [Locational Reference Map](#).

The Town of Land O' Lakes Fire Department provides fire protection throughout the town. The Town of Land O' Lakes Fire and Rescue provide ambulance and first responder service throughout the town. The Town has mutual aid agreements with neighboring towns.

### Vilas County

Vilas County directly and indirectly provides a number of services to the Town and the Town enjoys a good working relationship with many of the responsible departments. These departments include Finance, Highway, Sheriff Office, Forestry, Land Records, and Zoning.

Vilas County Treasurer collects local property tax for the Town. The County Sheriff provides protective services through periodic patrols and on-call 911 responses. The Sheriff also manages the 911-dispatch center, not only for law protection, but also for ambulance/EMS response and dispatching the local Fire Departments. The Forestry and Outdoor Recreation Department maintains a county-wide park system and county forest system for the use and enjoyment of all residents including the Town of Land O' Lakes.

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 Wisconsin Department of Natural Resources administered park and recreation development funding of each local unit that adopts it, and All Hazard Mitigation Plans which are required by the Federal Emergency Management Agency in order for individual local units of government to qualify for certain types of disaster assistance funding.

### 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. Vilas County is a member of the NCWRPC, which qualifies the Town of Land O' Lakes for low cost 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.

### State and Federal Government

The Wisconsin departments of Natural Resources and Transportation 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 Wisconsin Department of Natural Resources takes a lead role in wildlife protection and sustainable management of woodlands, wetland, lakes, and other wildlife habitat areas, while Wisconsin Department of Transportation 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 Land O' Lakes. Examples include local road aids, the Local Roads Improvement Plan (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 (WISLR).

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.

### Existing or Potential Intergovernmental Conflicts

No existing or potential intergovernmental conflicts were identified in the Town of Land O' Lakes.

The process for resolving any 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.

### 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, and 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 ten 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.



## Goals & Objectives

**Goal 1: Strengthen local control of land use decisions.**

**Supporting Objectives:**

1. Utilize the *Town of Land O' Lakes Comprehensive Plan* as a tool to guide and support town actions.
2. Establish a formal review process for amendment of the *Town of Land O' Lakes Comprehensive Plan*.
3. Establish and implement town policies related to goals and objectives.
4. Monitor and report on the effectiveness and implementation of the *Town of Land O' Lakes Comprehensive Plan* and amend/revise where appropriate.
5. Assess the feasibility to enact town-level codes and ordinances within cost, personnel, and administrative constraints.

**Goal 2: Seek and establish mutually beneficial intergovernmental relations with other units of government.**

**Objectives:**

1. Coordinate and communicate land use planning activities with neighboring towns, Vilas County, and any applicable state and federal agencies to realize individual and shared visions, goals and objectives; to address regional issues that cross political boundaries and jurisdictions; to ensure efficient use of town resources; and to provide for increased certainty between all levels of government, developers and landowners.
2. Work with Vilas County to pursue implementation of the *Town of Land O' Lakes Comprehensive Plan*.
3. Coordinate the town planning efforts with Vilas County throughout the planning process.
4. Coordinate land and water conservation with appropriate resource agencies and private conservation organizations to take advantage of both technical and financial assistance, to promote consistency in preservation and stewardship efforts, to facilitate information exchanges, and to avoid duplication of efforts.

**Goal 3: Increase community awareness, support, and involvement in growth management and land and water conservation efforts.**

**Objectives:**

1. Create opportunities for citizen participation throughout all stages of plan development and implementation.
2. Promote public access and understanding of available land use, planning, zoning and environmental information.
3. Support community organizations such as lake associations/districts and service groups that dedicate time and resources to conservation efforts.

**Goal 4: Maintain high quality town services and equitable administration.**

**Objectives:**

1. Ensure that existing and future land use regulations are fair and equitable.
2. Balance community improvements with available funding sources to ensure equitable taxation.
3. Provide clear guidance to landowners and citizens as to the appropriate land uses and standards for development.
4. Provide a point of contact to guide developers and individuals through all local regulations and approval processes.
5. Encourage notification of landowners when changes are proposed to land use plans and regulations.
6. Continue to improve the high quality of existing town services.
7. New development and redevelopment should provide for and/or contribute its proportionate fair share of expenses associated with impacts to public services and utilities.
8. Maintain a pro-active planning process in the town.
9. Monitor and evaluate shared service agreements in accordance with increased demand.

# Chapter Nine

## Implementation

### Background

A primary reason for a community to prepare a comprehensive plan is to establish a framework for the future, especially as it relates to decisions regarding growth and regulation of development to protect and maintain the health, safety and welfare of the community. A plan also helps to set priorities for public expenditures. To be effective, this plan should be actively used as a tool to guide decisions concerning:

- The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.
- The development of programs and support systems that further the goals and objectives set forth in this plan.
- The location of specific land uses as identified in the comprehensive plan, and based on goals and objectives.
- The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.

### Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the Town official controls or regulatory codes. Zoning ordinance and subdivision (or land division) regulations are used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan; these generally involve decisions about how the community will spend its limited funding resources on capital improvements, staffing and maintenance. These decisions will affect the development demand and the location of development in the Town.

The State planning law requires certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. To meet this requirement, Town of Land O' Lakes should evaluate and update related regulations and ordinances after the adoption of the comprehensive plan update.

### Zoning Ordinance and Map

The Town of Land O' Lakes administers their general zoning. Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or intensity of development, and the height and

bulk of building and other structures. The general purpose of zoning is to minimize undesirable externalities from development by segregating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's character or environment. The zoning ordinance also controls the scale and form of development, which heavily influences how people will interact with their environment and their neighbors.

The establishment of zoning districts and the zoning map indicates where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the land use plan and map. While the zoning map and land use map do not need to directly match at the time the land use map is adopted, the intent is that the land use map will serve as a guide indicating how the property should eventually be zoned. Therefore, indiscriminate zoning changes may result in weakening of the comprehensive plan. In fact, changes to zoning district boundaries should only be made if they are consistent with the adopted land use map and the goals of the comprehensive plan.

However, there may be situations where changing the zoning district boundary makes sense and is in the best interest of the community. If changing the zoning would result in a conflict with the future land use map, the land use map should also be changed. However, the future land use map should only be changed if it does not accurately reflect the community's desired land use pattern. Achieving consistency between zoning and land use designation is also discussed in the Land Use Chapter.

### Subdivision (Land Division) Ordinance

The Town of Land O' Lakes currently has a subdivision ordinance. Subdivision regulations are an important tool ensuring the orderly development of unplatted and/or undeveloped land. These regulations may regulate lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be a public asset.

### Capital Improvement Plan (CIP)

This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned expenses. A capital improvement plan consists of a list of proposed projects according to a schedule of priorities over a four-to-six year period. It identifies needed public improvements, estimates their costs, and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- Public buildings (i.e., fire and police stations)
- Park and trail acquisition and development
- Roads and highways (maintenance and new construction/paving)
- Fire and law enforcement protection equipment

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.



The preparation of a CIP is normally a joint responsibility between the town board, plan commission, staff, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

### Annual Operating Budget

The Town prepares a budget each year and it is one of the most important policy documents prepared. It is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of Town residents and priorities set by the Town Board. The budget and the services provided by that budget are instrumental in achieving the goals and objectives of the plan.

### Brownfield Redevelopment

Pursuing funding from state agencies for redevelopment of contaminated sites can reduce the uncertainty that otherwise prevents contaminated properties from being redeveloped. Action by the Town to evaluate contaminants or begin remediating the property is often necessary before the private sector is willing to invest in redevelopment. While this may require some upfront investment from the community, as sites are improved and reused they generate tax base.

### Consistency Among Plan Chapters

The State of Wisconsin planning legislation requires that the Implementation Chapter describe how each of the required chapters will be integrated and made consistent with the other chapters of the plan. Since Town of Land O' Lakes completed all planning chapters simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine plan chapters. Where deemed appropriate, goals and objectives have been repeated under all applicable chapters to reinforce their importance.

### Plan Adoption, Amendments, Updates and Monitoring

While this comprehensive plan provides a long-term framework to guide development and public spending decisions, it must also respond to changes that occur in the community and region that were not foreseen when the plan was initially adopted. Some elements of the plan are rarely amended while others need updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

### Plan Adoption

The first step in implementing this plan involves adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission (or other planning committee) who must adopt the plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the Town Board who must adopt the plan by ordinance (of majority vote). A public hearing is required

to allow public comment on the ordinance prior to Board final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the next 20 years. The adopted plan should also be recognized as a tool for communicating the community's land use policy and goals and objectives regarding coordination of growth and development.

### Plan Amendments

The Town of Land O' Lakes Comprehensive Plan may be amended at any time by the Town Board following the same process described above for initial Plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity.

The following criteria shall be considered when reviewing plan amendments:

- The change corrects an error made in the original plan.
- The change is consistent with the overall goals and objectives of the Town of Land O' Lakes Comprehensive Plan.
- The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- Development resulting from the change does not create an undue impact on surrounding properties. Such development shall be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- There is a change in town actions or neighborhood characteristics that would justify a change.
- There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration, or dedication.
- The change does not adversely affect water quality and the overall health of residents.

Proposed amendments must be reviewed by the Plan Commission prior to final action and adopted by the Town Board. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the Town might consider soliciting public opinion through surveys and/or community meetings prior to the official public hearing.

### Plan Updates

According to the State comprehensive planning law, comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates often involve re-writing of whole sections of the plan document and significant changes to supporting maps. A plan update should include a thorough examination of the community's goals and objectives based on an analysis of current growth trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

### Plan Monitoring

The adopted plan should be used as a tool by Town when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals and objectives, and recommendations outlined in this plan.

Although this plan describes actions for future implementation, it is impossible to predict the exact future condition. As such, the goals, objectives, and actions in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events.

This plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the Town Board, Plan Commission, and any other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate.



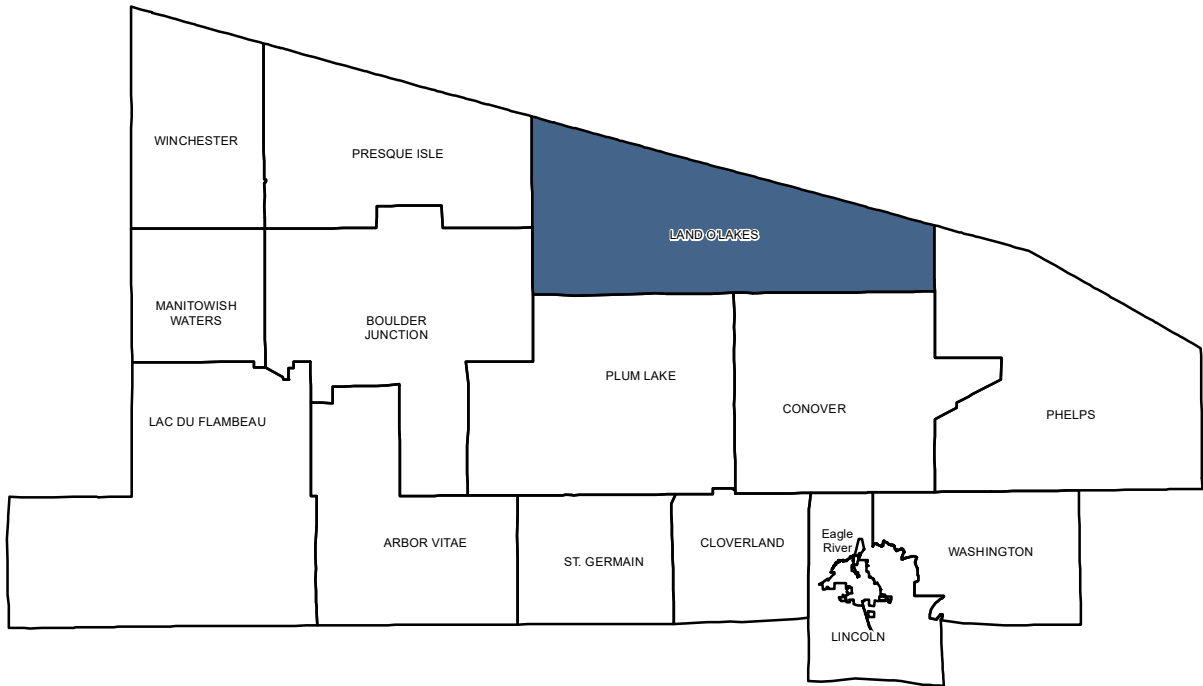
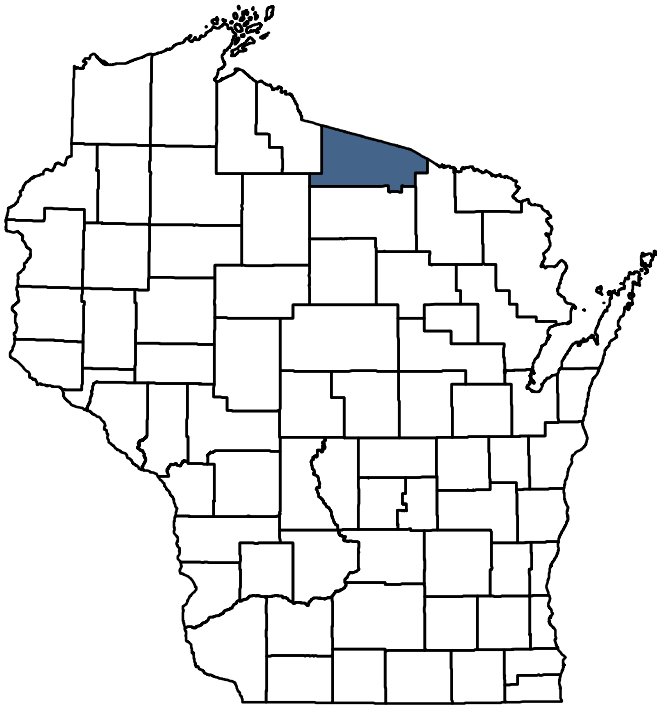
## Recommended Action Steps

This section outlines the steps to implement the goals and objectives contained in the comprehensive plan. These steps are:

1. The Plan Commission approves a resolution recommending adoption of the Comprehensive Plan.
2. The Town Board holds a public hearing and then approves adoption of an ordinance to implement the updated Comprehensive Plan using it as a guide for decision-making.
3. The Town should incorporate changes to its Zoning Ordinance and other implementation tools to establish consistency.
4. The Plan Commission makes recommendations to the Town Board on development issues consistent with the Comprehensive Plan or with proposed amendments to the Plan.
5. The Town's staff should incorporate the goals and objectives of the plan into annual work plans and budgets.
6. The Town should encourage citizen awareness of the plan. It is also important that developers are aware of the plan. An initial step would be to have the document posted on the Town website.
7. The Town should provide copies of the plan to the surrounding communities and Vilas County.
8. The Plan Commission should review the Future Land Use Map at least annually and make necessary amendment recommendations to the Town Board.
9. The Town should review the plan at least every five years, and update the plan at least every ten years.
10. The Town should work closely with Vilas County Zoning.

# Maps

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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.



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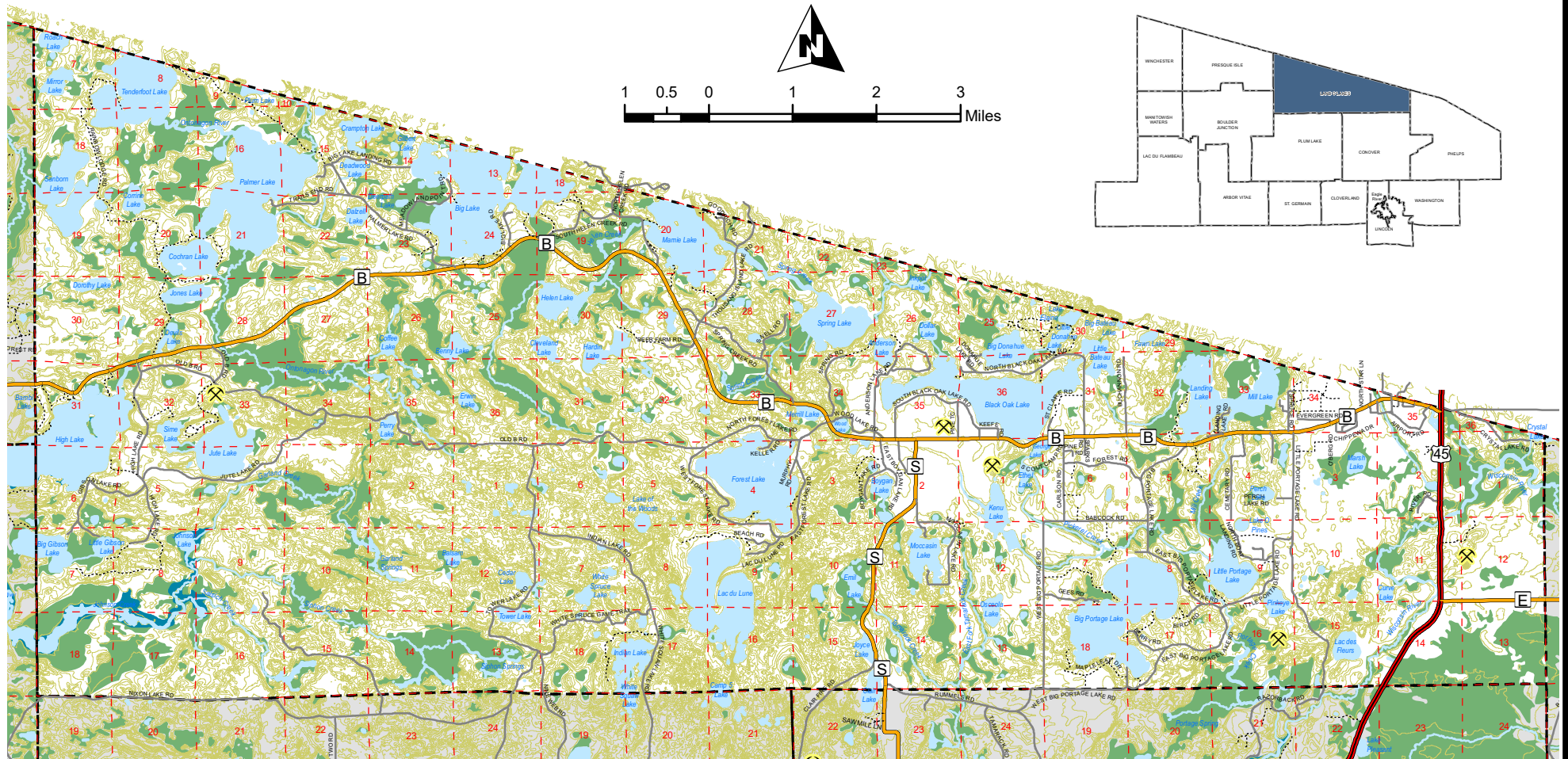


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# Town of Land O' Lakes

## Vilas County, Wisconsin

# Natural Resources



- - - Minor Civil Divisions
- - - Section Lines
- Contours 10ft
- Water
- US Highways
- County Highways
- Local Roads
- Private Roads
- Wetlands
- Floodplain
- Non-Metallic Mines

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715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org

Source: WI DNR, NCWRPC, FEMA, Vilas County

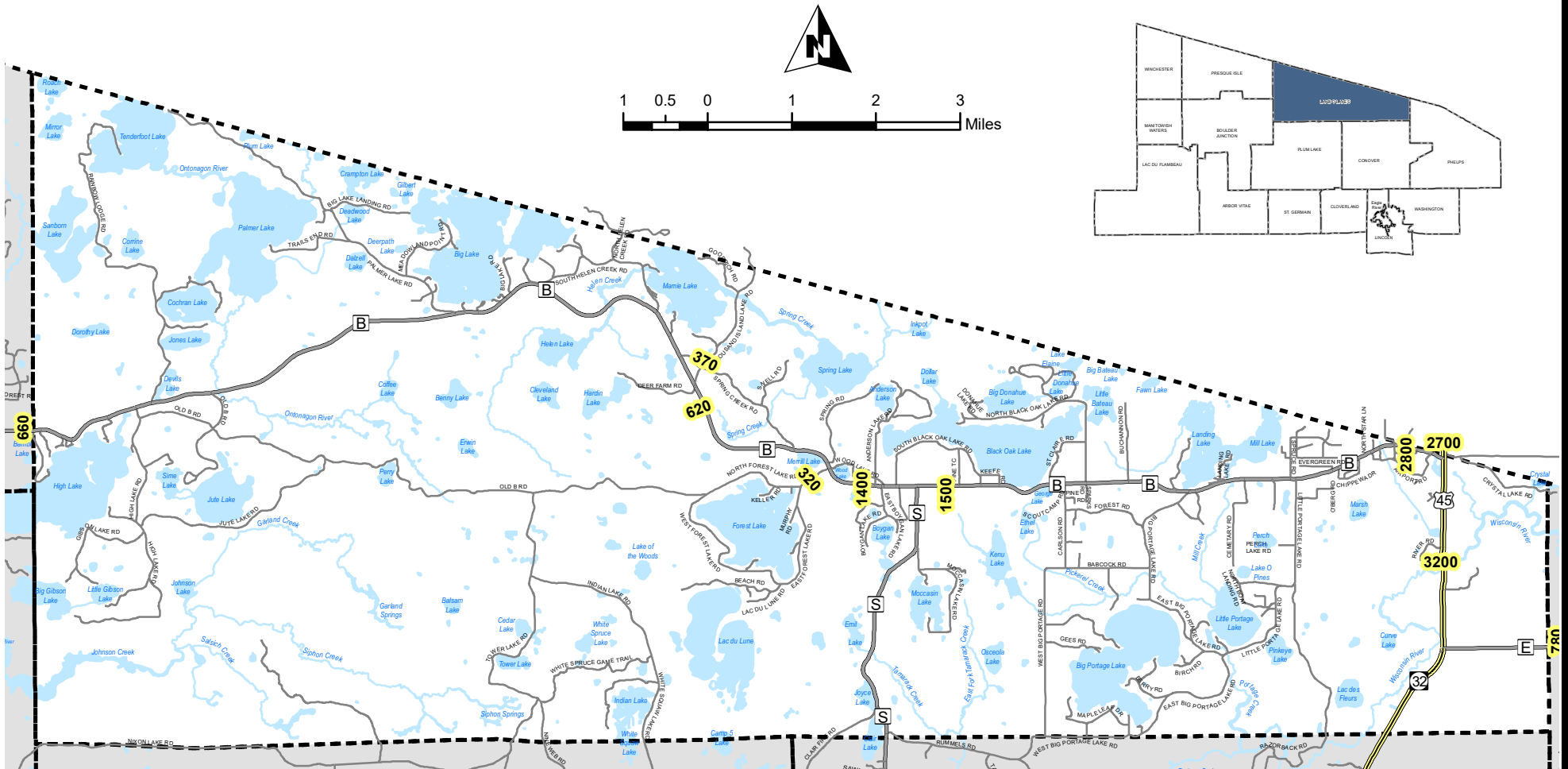
This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.

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# Town of Land O' Lakes

Vilas County, Wisconsin

# Transportation



- Minor Civil Divisions
- == US Highways
- County Highways
- Local Roads
- Water
- 2100** Traffic Counts

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

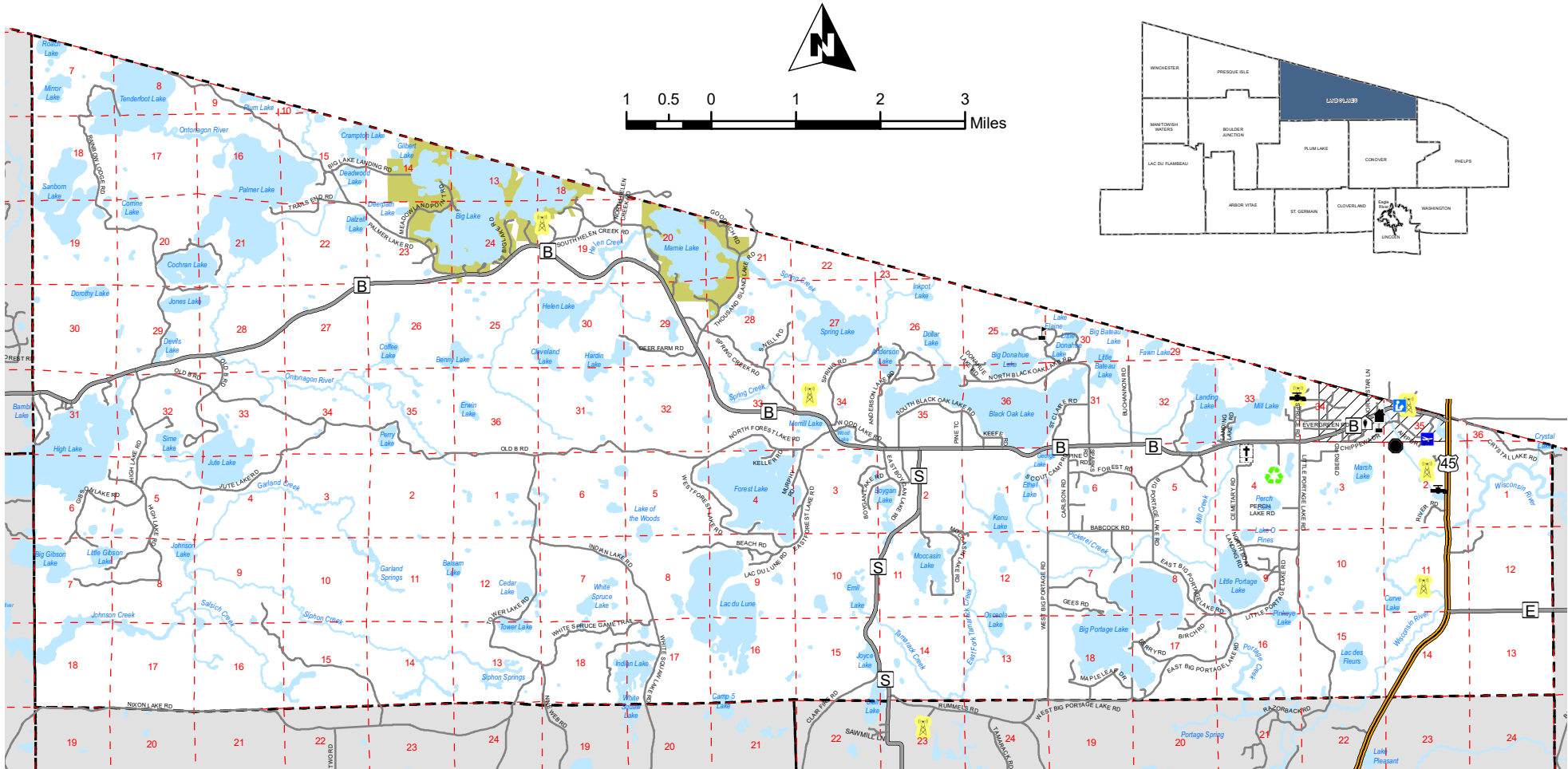
Source: WI DNR, NCWRPC, WI DOT 2007  
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# Town of Land O' Lakes

## Vilas County, Wisconsin

# Utilities & Community Facilities



- Minor Civil Divisions
- Section Lines
- US Highways
- County Highways
- Local Roads
- Water
- CISO Chain Lake District
- ✈ Airport
- ☠ Cemetery
- 📖 Library
- 🏠 Museum
- 🎓 School
- 🚒 Town Garage
- 🏛 Town Hall / Fire Dept
- Waste Water Treatment Plant
- 🚰 Public Water Supply
- ♻ Recycling Center / Transfer Station
- Sanitary District Limits
- 📡 Communication Towers

Prepared By:  
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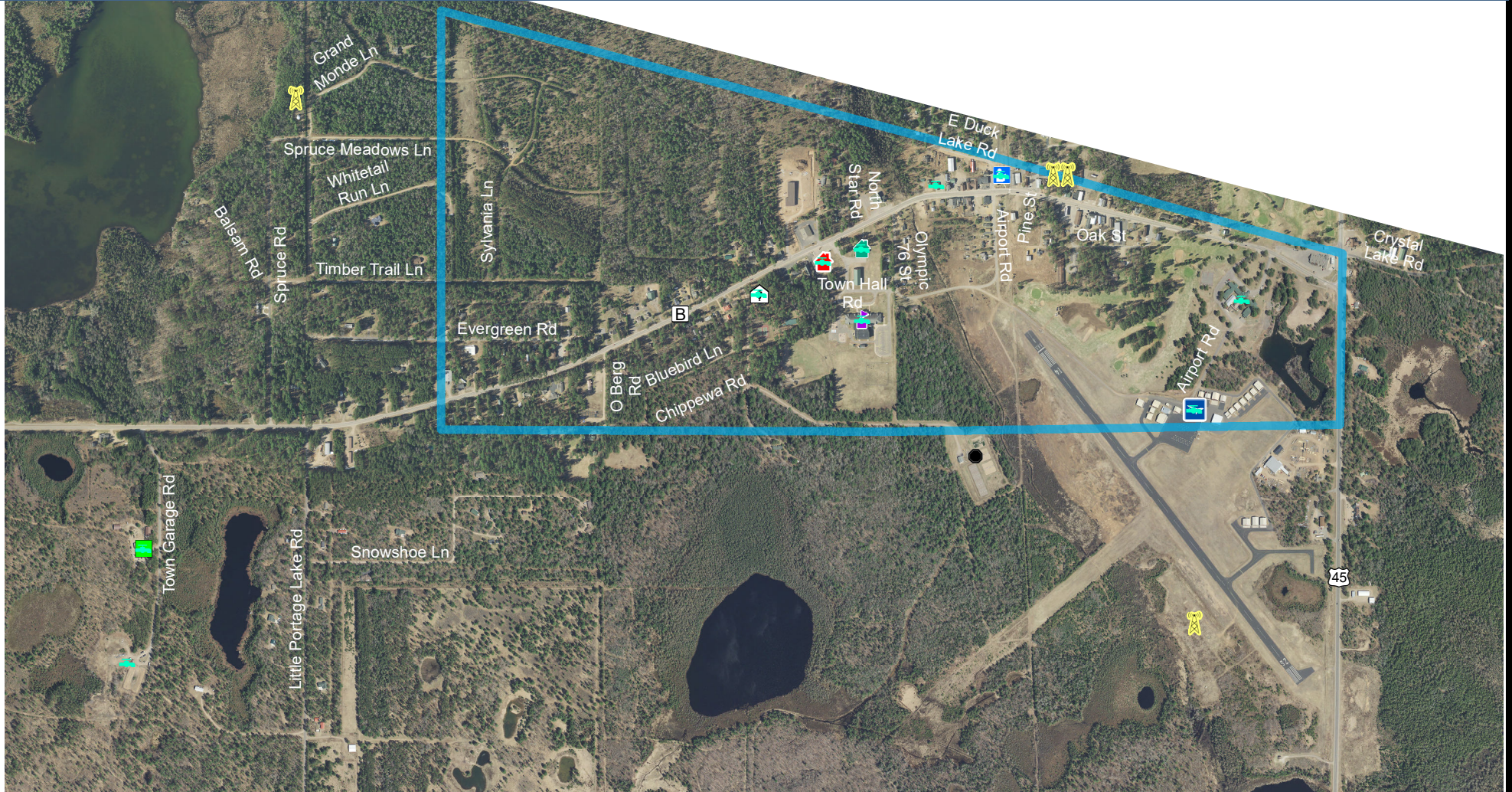
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# Town of Land O' Lakes

Vilas County, Wisconsin

## Utilities & Community Facilities



- |                      |           |                             |
|----------------------|-----------|-----------------------------|
| Airport              | Library   | Waste Water Treatment Plant |
| Cemetery             | Museum    | Public Water Supply         |
| Town Garage          | School    | Sanitary District Limits    |
| Fire Station         | Town Hall |                             |
| Communication Towers |           |                             |

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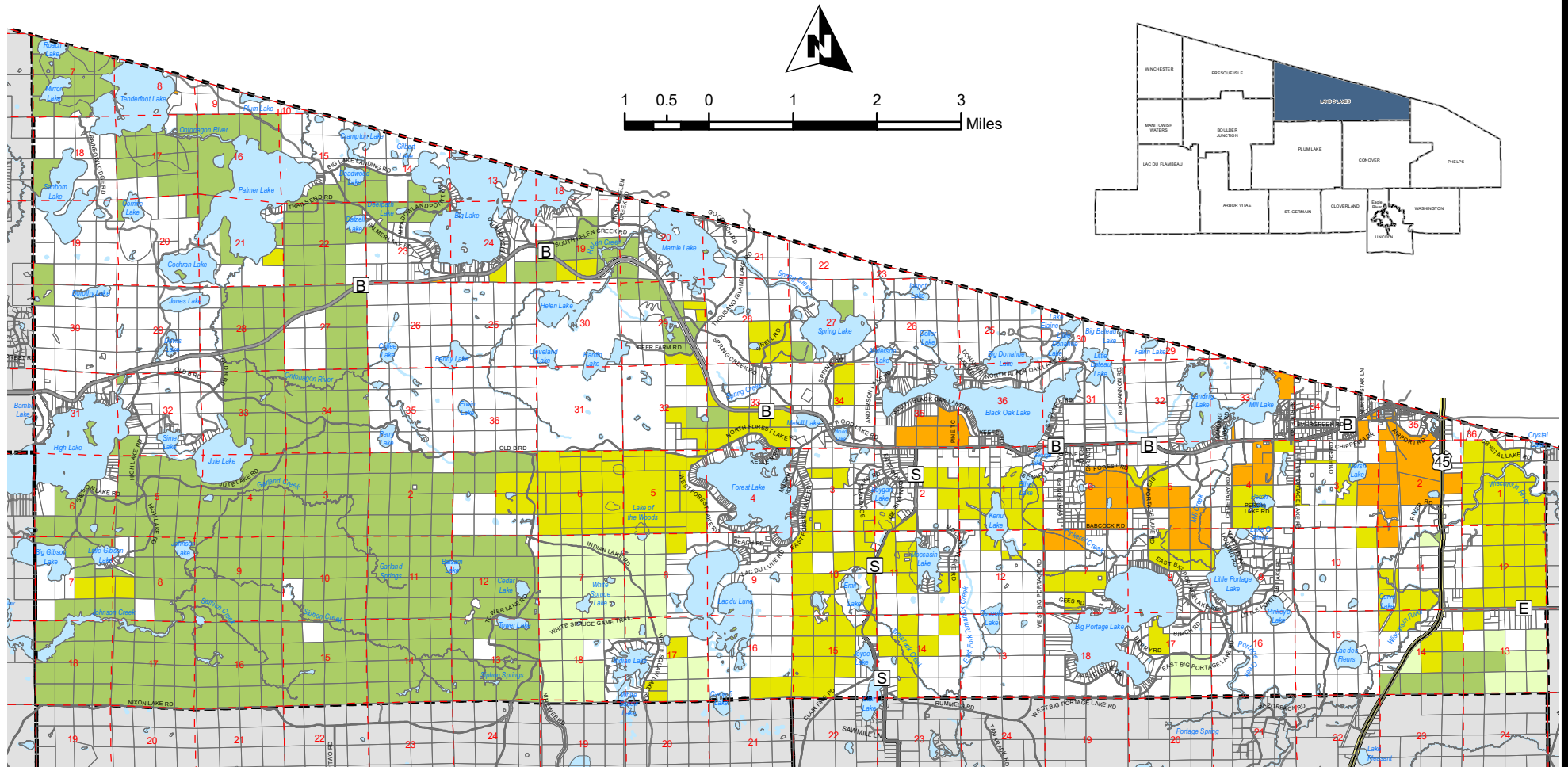
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# Town of Land O' Lakes

Vilas County, Wisconsin

# Public Ownership & Managed Forest Lands



- Minor Civil Divisions
- Section Lines
- ▭ Parcels
- == US Highways
- == County Highways
- Local Roads
- ☁ Water
- County
- State
- Town
- MFL



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

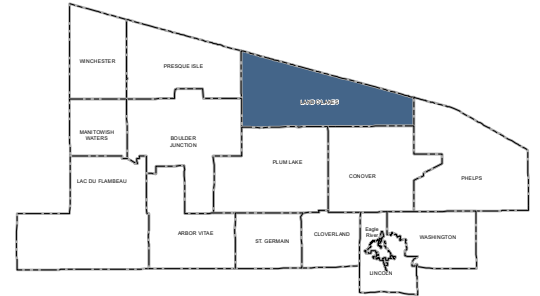
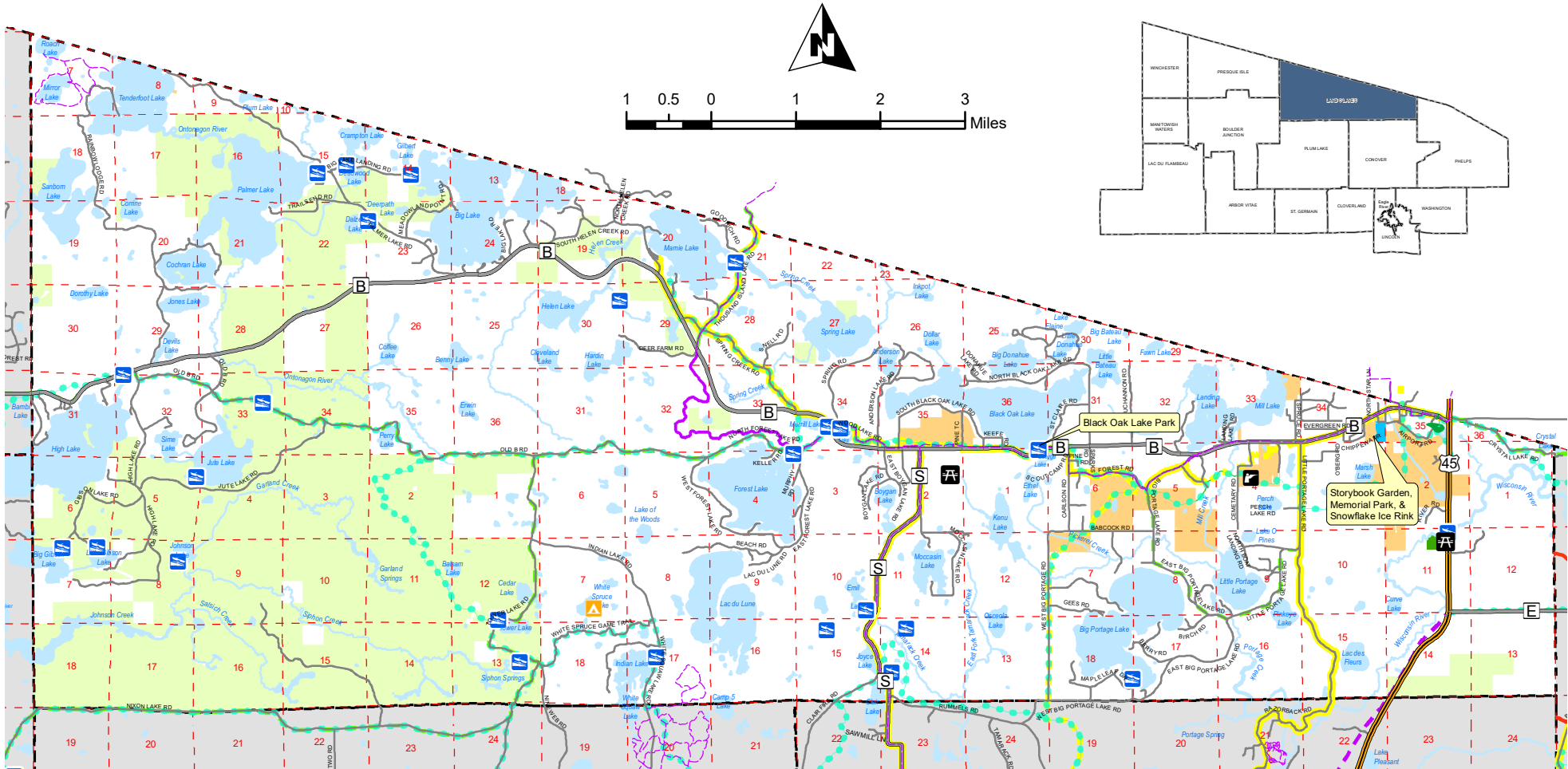
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# Town of Land O' Lakes

## Vilas County, Wisconsin

# Outdoor Recreation



- |                       |                   |                      |              |                |
|-----------------------|-------------------|----------------------|--------------|----------------|
| <all other values>    | Snowmobile Trails | <b>Biking</b>        | <b>Owner</b> | Campgrounds    |
| US Highways           | Hiking Trails     | Proposed Bike Routes | State        | Boat Launch    |
| County Highways       | <b>ATV</b>        | Existing Bike Routes | County       | Picnic Area    |
| Local Roads           | Route             | Proposed Bike Trails | School       | Shooting Range |
| Minor Civil Divisions | Trail             | Existing Bike Trails | Town         | Golf Course    |
| Section Lines         |                   |                      |              |                |
| Water                 |                   |                      |              |                |

Prepared By:  
**North Central Wisconsin Regional Planning Commission**  
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 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org

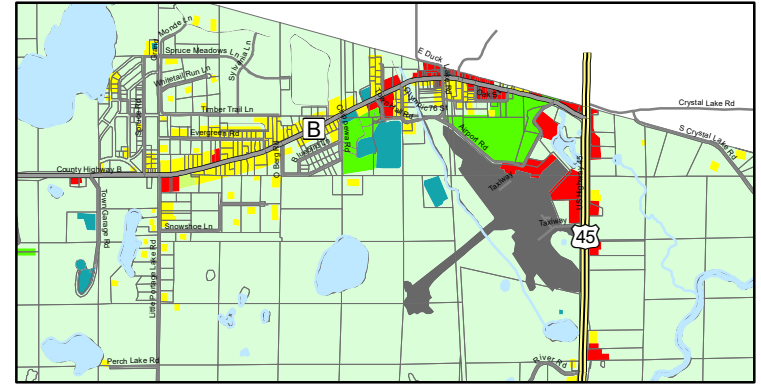
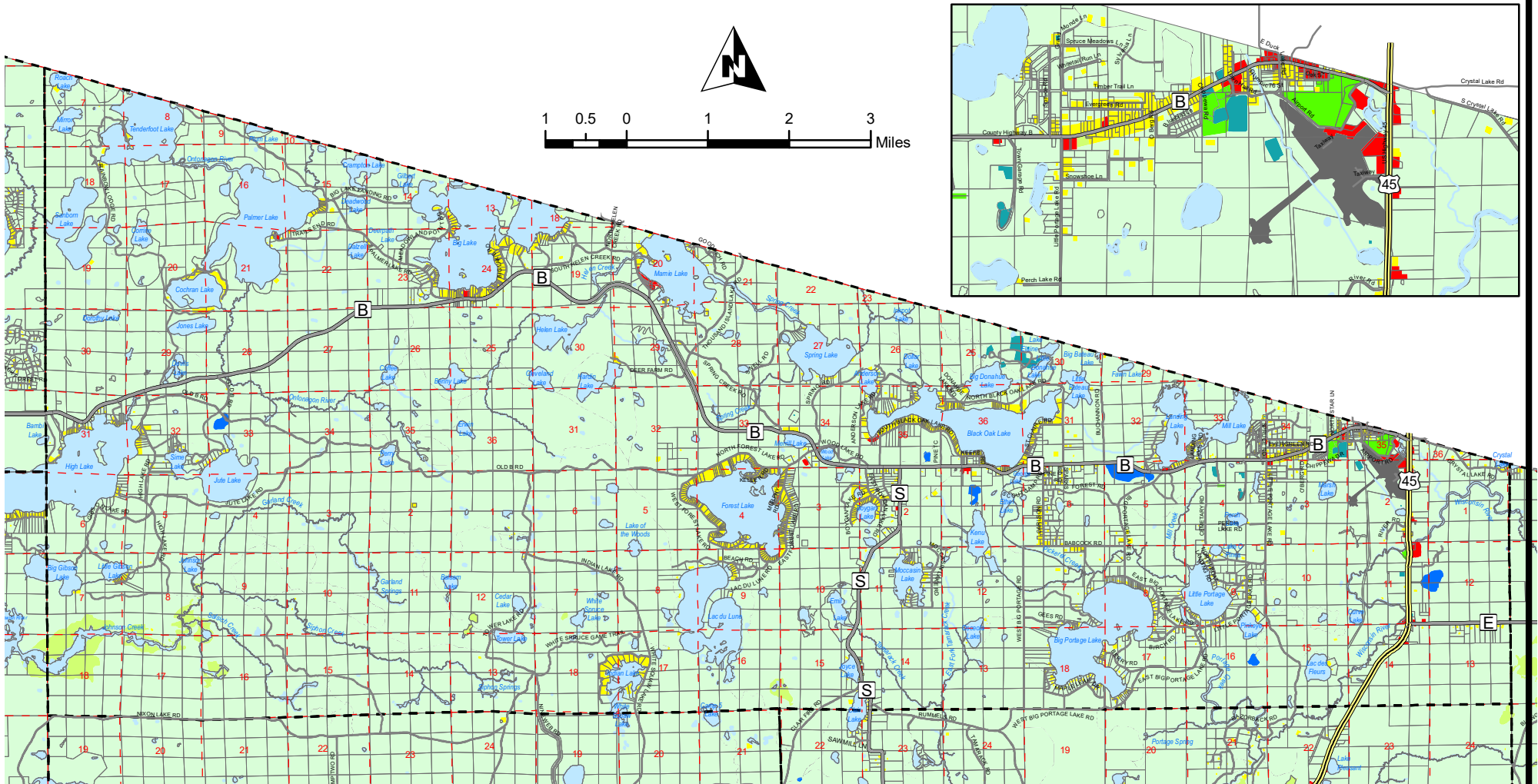
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# Town of Land O' Lakes

Vilas County, Wisconsin

# Generalized Existing Land Use



- |                       |                              |                |
|-----------------------|------------------------------|----------------|
| US Highways           | Agriculture                  | Residential    |
| State Highways        | Commercial                   | Transportation |
| County Highways       | Governmental / Institutional | Utility        |
| Local Roads           | Industrial                   | Water          |
| Minor Civil Divisions | Open Lands                   | Woodlands      |
| Section Lines         | Outdoor Recreation           |                |
| Parcels               |                              |                |

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

Source: Vilas Co Mapping, WI DNR, NCWRPC, Airphoto Interpretation 2015

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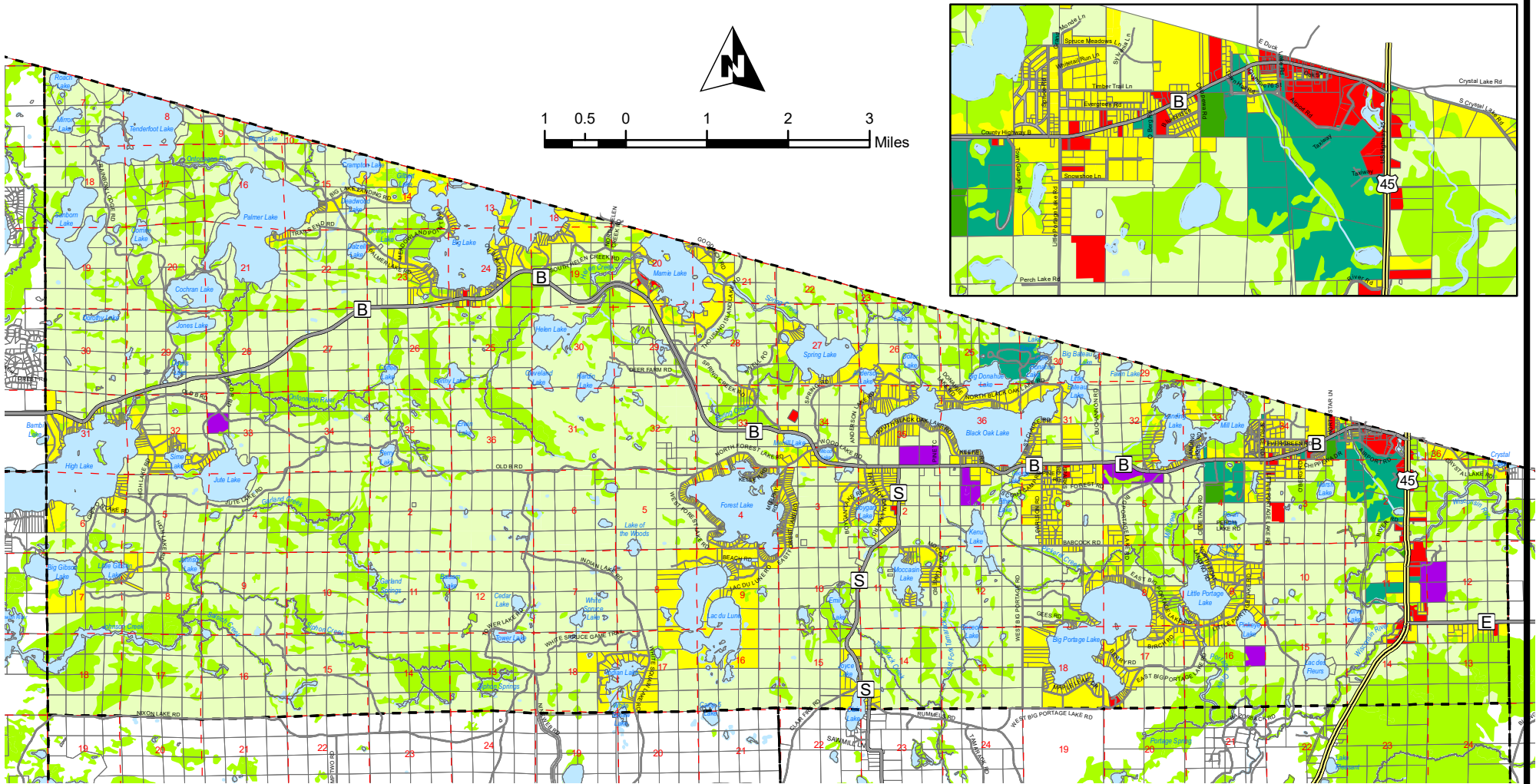


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# Town of Land O' Lakes

## Vilas County, Wisconsin

# Future Land Use



- US Highways
- State Highways
- County Highways
- Local Roads
- Minor Civil Divisions
- Section Lines
- Wetlands
- Parcels
- Commercial
- Forestry Areas
- Governmental/Public/Institutional
- Industrial
- Outdoor Recreation
- Residential
- Transportation Corridors
- Water

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

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# Appendix A

## Public Participation Plan

## **Town of Land O' Lakes Public Participation Plan (PPP)**

The Town of Land O' Lakes recognizes the importance of public participation in the planning process. As such, a goal during the comprehensive planning process will be to inform and involve the public in the planning process.

### **I. Plan Development:**

Throughout the plan process, the Plan Commission will provide oversight for the update of the Comprehensive Plan. The Plan Commission will also recommend adoption of the Public Participation Plan to the Town Board.

The public participation plan will incorporate the following:

1. All meetings for the planning process will be posted and open to the public.
2. Plan related materials will be available at the Town Hall for review by the public.
3. The draft plan and maps will be available on a website for review by the public.
4. A public hearing will be held to solicit comment from the public.
5. The Comprehensive Plan will be distributed as outlined in state statute.

The Plan Commission will review and recommend adoption of the Comprehensive Plan to the Town Board.

### **II. Implementation, Evaluation & Update:**

The Comprehensive Plan will be used as a general guideline for development in the Town. The plan will support the existing zoning and other regulations that the Town has in place.

As with all plans, it is critical for the Comprehensive Plan to be maintained and updated on a regular basis to keep it current as things change.

---

Any planning process is subject to change, and this public participation plan is no different. Over the planning period the process may vary from that presented.

**Resolution for the Adoption of a  
PUBLIC PARTICIPATION PLAN (PPP)  
2020-2**

THE TOWN OF LAND O' LAKES DOES HEREBY RESOLVE AS FOLLOWS:

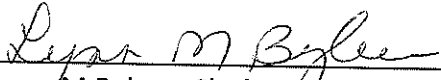
WHEREAS, the Town is updating its Comprehensive Plan as outlined in Wisconsin Statutes; and

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

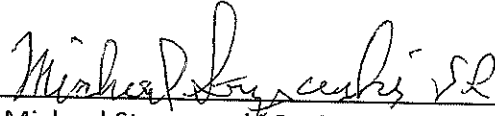
WHEREAS, it is necessary for the Town Board to approve a process to involve the public in the planning effort; and


NOW, THEREFORE, BE IT RESOLVED, that the Town Board does approve and authorize the Public Participation Plan as attached to this resolution.

I, Lynn M Bybee, Town Clerk-Treasurer, do hereby certify that the foregoing resolution was duly adopted at a Town Board meeting, held at the Town Hall on the 13th day of May, 2020, at 6:00 p.m.

  
Lynn M Bybee, Clerk-Treasurer

  
Daniel Balog, Chairman

  
Michael Stopczynski Sr, Supervisor

  
Samuel Otterpohl, Supervisor

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Appendix B

Adoption Resolution

**PLAN COMMISSION RESOLUTION  
RESOLUTION #2020-1**

Town of Land O' Lakes, Vilas County, Wisconsin

The Plan Commission of the Town of Land O' Lakes, Vilas 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 Land O' Lakes as follows:

Adoption of the Town Comprehensive Plan.

The Town of Land O' Lakes Plan Commission by this resolution further resolves and orders as follows:

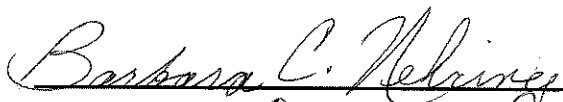
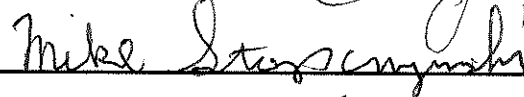
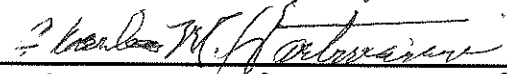

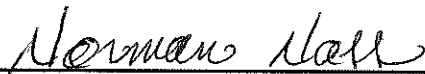

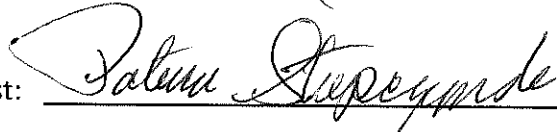
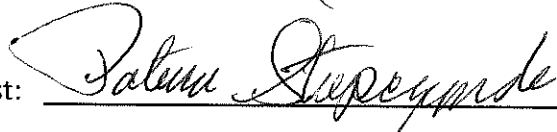
All maps and other materials noted and attached as exhibits to the Town of Land O' Lakes Comprehensive Plan are incorporated into and made a part of the Land O' Lakes comprehensive Plan.

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 Land O' Lakes Plan commission.

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

Adopted this 15<sup>th</sup> day of September 2020.

**Commission Signatures**

	Barbara Nehring
	Mike Stopczynski
	Charles Hartmann
	Charlene Bukowiecki
	Norman Nass
	Ron Ramesh
	Kevin Konnow
Attest: 	Plan Commission Clerk

Appendix C

Adoption Ordinance

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**Ordinance #2020-2**  
**ADOPTION OF COMPREHENSIVE LAND USE PLAN**

Town of Land O' Lakes, Vilas County, Wisconsin

**Section I- Title/Purpose**

The title of this ordinance is the Town of Land O' Lakes Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Land O' Lakes 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 Land O' Lakes 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. 66.1001 (4), Wis. Stats., to adopt this ordinance. The comprehensive plan of the Town of Land O' Lakes must be in compliance with s. 66.1001 (4), Wis. Stats., in order for the Town Board to adopt this ordinance.

**Section III- Adoption of Ordinance**

The Town Board of the Town of Land O' Lakes, 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 Land O' Lakes 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 Land O' Lakes 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 Recommendations**

The Plan Commission of the Town of Land O' Lakes, 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 Land O' Lakes Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. Stats.

**Section VI- Public Hearing**

The Town of Land O' Lakes, 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 Land O' Lakes, by the enactment of this ordinance, formally adopts the document entitled Town of Land O' Lakes Comprehensive Plan Ordinance pursuant to s. 66.1001 (4)(c), Wis. Stats.

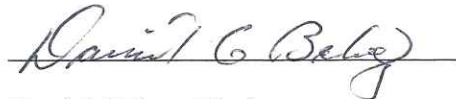
**Section VIII- Severability**

If any provision of this ordinance or its application to any person or 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 or application, and to this end, the provisions of this ordinance are severable.

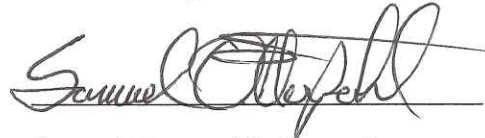
**Section IX- Effective Date**

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 18<sup>th</sup> day of November, 2020



Daniel Balog, Chairman

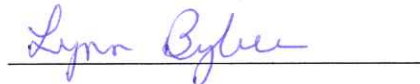


Samuel Otterpohl, Supervisor



Michael Stopczynski, Supervisor

Attest:



Lynn Bybee, Clerk-Treasurer

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Town of Land O' Lakes  
Comprehensive Plan  
2020