

TOWN OF ELCHO COMPREHENSIVE PLAN



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

TOWN OF ELCHO

PLAN COMMISSION

Jeff Hrouda, Co-Chair
Jeff McKinney, Co-Chair
Debby Gallenberg, Secretary
Peter Johnson
Richard McNutt
Ronald Pabich
Todd Visser

TOWN BOARD

Richard Olsen, Chair
Phillip Migas
Jeff McKinney

Melissa Bloechl, Clerk

Adopted: December 16, 2009

This plan was prepared at the request of the Town of Elcho under the direction of the Town of Elcho Plan Commission by the North Central Wisconsin Regional Planning Commission. For more information contact:

NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
210 MCCLELLAN STREET, SUITE 210
WAUSAU, WI 54403



ph: 715-849-5510

fax: 715-849-5110

email: staff@ncwrpc.org

www.ncwrpc.org

TABLE OF CONTENTS

Chapters

1.	Issues and Opportunities	1
2.	Agricultural, Natural and Cultural Resources	12
3.	Housing	26
4.	Utilities and Community Facilities	31
5.	Transportation	36
6.	Economic Development	44
7.	Intergovernmental Cooperation	50
8.	Land Use	55
9.	Implementation	65

List of Tables

Table 1:	Population Trends	4
Table 2:	Population Estimate 2005 and Population Forecasts to 2025	4
Table 3:	Town Households	5
Table 4:	Age Distribution 1990 to 2000	5
Table 5:	Education Levels	6
Table 6:	Income Levels	7
Table 7:	Occupation of Employed Workers.	8
Table 8:	Industry Sectors	8

Table 9:	Year Structure Built	27
Table 10:	Residential Occupancy Status	27
Table 11:	Housing Units by Structural Type	28
Table 12:	Housing Values	28
Table 13:	Road Mileage by Functional & Jurisdictional Class	37
Table 14:	Rural Highway Functional Classification System	40
Table 15:	Occupation of Employed Workers	46
Table 16:	Industry Sectors	46
Table 17:	Existing Land Use	57
Table 18:	Projected Land Use Demand to 2030	60
Table 19:	Town Equalized Property Values	60

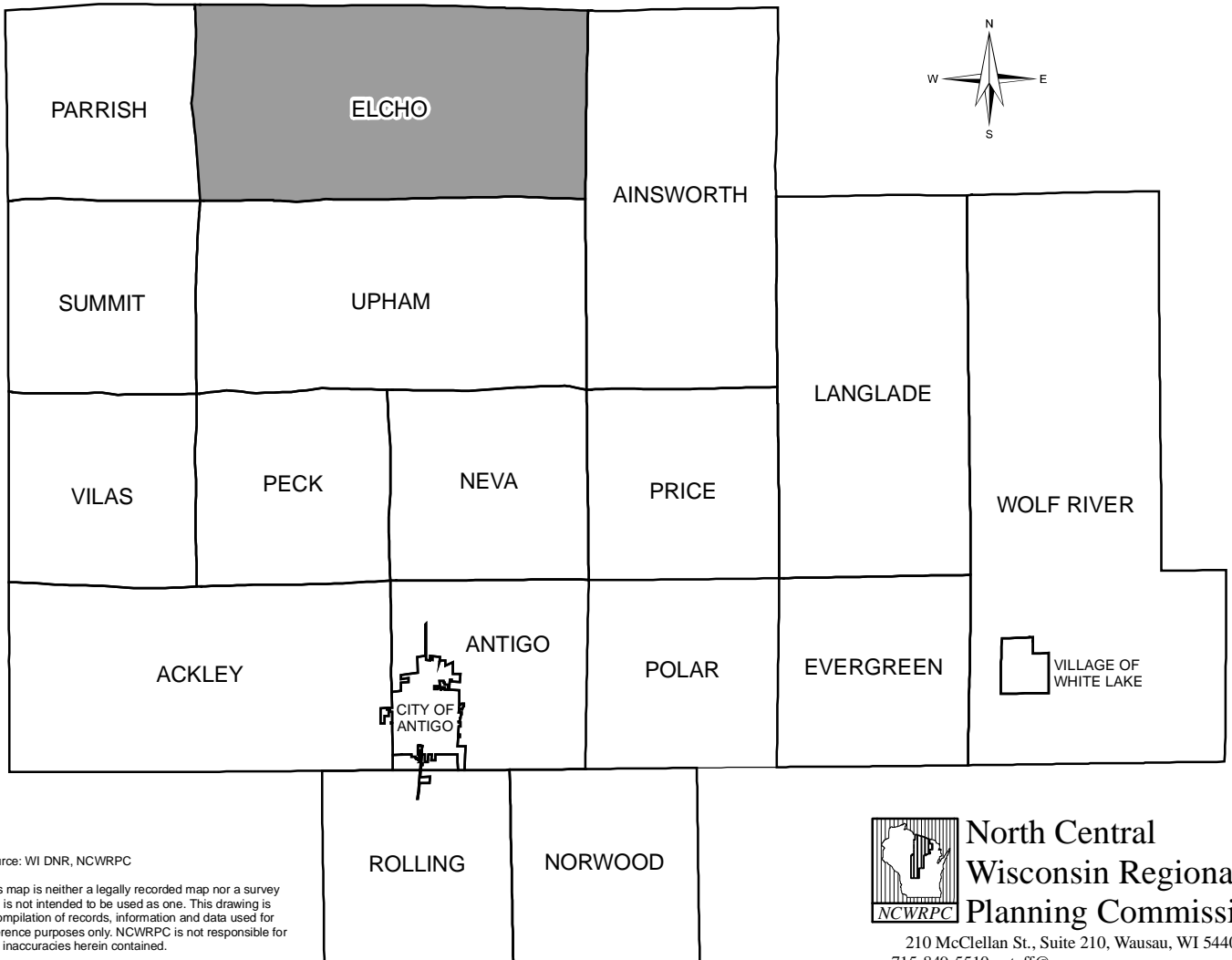
List of Maps

1.	Locational Reference	1
2.	Water Features	17
3.	Utilities and Community Facilities	35
4.	Transportation	38
5.	Existing Land Use Inventory	58
6.	Future Land Use Plan	64

Attachments

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

Map 1
Town of Elcho
 Locational Map
 Langlade County, WI



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.



**North Central
 Wisconsin Regional
 Planning Commission**

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

I.) ISSUES AND OPPORTUNITIES ELEMENT

Introduction

The Town of Elcho is a double township (72 total sections versus the standard 36) located in the northern part of Langlade County, Wisconsin about 15 minutes north of the City of Antigo. It is bordered by Enterprise and Schoepke in Oneida County to the north, Ainsworth to the east, Parrish to the west, and Upham to the south. It is one of seventeen towns in the county. See the Locational Reference Map on page 1.

The Planning Process

The Town of Elcho engaged the North Central Wisconsin Regional Planning Commission to assist in the development of plan documents and facilitate the process in preparing a comprehensive plan for the Town.

The Town Plan Commission oversaw the development of the plan and met to analyze and discuss information that was gathered and presented by the NCWRPC. The planning process was open to the public and the Town's adopted public participation program and documentation of comprehensive plan adoption are in the Attachments.

Goals, objectives, and policies were developed as a blueprint for the Town to follow when guiding future development over the 20-year plan horizon. For purposes of this plan, goals, objectives, and policies are defined as follows:

Goals: Broad statements that express general public priorities about how the Town should approach development issues during the next 20 years. These goals are based on key issues, opportunities and problems that affect the community.

Objectives: More specific than goals and are usually attainable through planning and implementation activities. Accomplishment of an objective contributes to the fulfillment of a goal.

Policies: Rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. Decision-makers use policies on a day-to-day basis.

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

Plans are required to be updated every 10 years. This is the minimum amount of time between comprehensive reviews of issues and related objectives, policies, and goals.

Purpose of the Plan

In addition to being a guide for the future development of the Town, the purpose of this plan is to comply with the State of Wisconsin Comprehensive Planning Law, Wisconsin Statute 66.1001. This plan addresses the elements and factors as spelled out in the "definition" of a comprehensive plan under that comply with the statute.

A.) BACKGROUND INFORMATION

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

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

This element closes with a vision statement; and some goals, objectives, policies, and programs. The vision statement was crafted from the Town discussion of their issues, and the direction they want the Town to travel over the next 20 years.

1.) POPULATION TRENDS AND FORECASTS

Between the 1980 and the 2000 Censuses, the Town of Elcho's population increased by about 22.2%, see TABLE 1. As a result of this strong rate of growth, the State was led to predict, in TABLE 2, that the Town would have an increasing population through 2025. The Wisconsin Department of Administration estimated the Town's 2005 population as 1,363. This is a 3.5% increase since 2000, indicating a moderate growth rate.

Both of the surrounding towns (Ainsworth and Upham) have also shown more than 20% population growth over the last 20-years. Langlade County has grown slower than the State, with only a 3.8% increase versus 14.0% over the last 20 years.

	1980	1990	2000	% Change 1980-90	% Change 1990-00	% Change 1980-00
Town of Elcho	1,078	1,075	1,317	-0.3%	22.5%	22.2%
Town of Upham	545	626	689	14.9%	10.1%	26.4%
Town of Ainsworth	447	474	571	6.0%	20.5%	27.7%
Langlade County	19,978	19,505	20,740	-2.4%	6.3%	3.8%
Wisconsin	4,705,642	4,891,769	5,363,715	4.0%	9.6%	14.0%

Source: WDOA Demographic Services Center

	Estimate 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Elcho	1,363	1,479	1,555	1,622	1,670
Town of Upham	729	747	773	795	809
Town of Ainsworth	599	616	636	653	663
Langlade County	21,389	21,616	21,986	22,244	22,277
Wisconsin	5,580,757	5,751,470	5,931,386	6,110,878	6,274,867

Source: WDOA Demographic Services Center

Population projections in TABLE 2 show the Town of Elcho growing a total of 22.5% over the next 20-year period between 2005-2025. The surrounding towns are all projected to gain population. Overall, the County will not exceed Elcho's growth rate of 22.5%, since only a county gain of 4.2% is projected over the next 20 years. The state projected growth is 12.4% between 2005 and 2025.

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

2.) HOUSEHOLD TRENDS AND FORECASTS

The 1,317 (year 2000) residents of the Town of Elcho formed 613 households. Total households are projected to increase significantly to 857 by 2025, see TABLE 3. This reflects an overall trend of fewer people per household, and projected population changes. Average household size for Elcho in 1990 was 2.22, and then declined to 2.15 people in 2000, which is lower than the 2.50 State average.

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

	Total 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Elcho	613	663	720	775	822	857
Town of Upham	319	339	362	383	401	413
Town of Ainsworth	255	270	288	304	317	327
Langlade County	8,452	8,787	9,206	9,589	9,863	9,999
Wisconsin	2,084,556	2,190,210	2,303,238	2,406,789	2,506,932	2,592,462

Source: WDOA Demographic Services Center

3.) AGE DISTRIBUTION

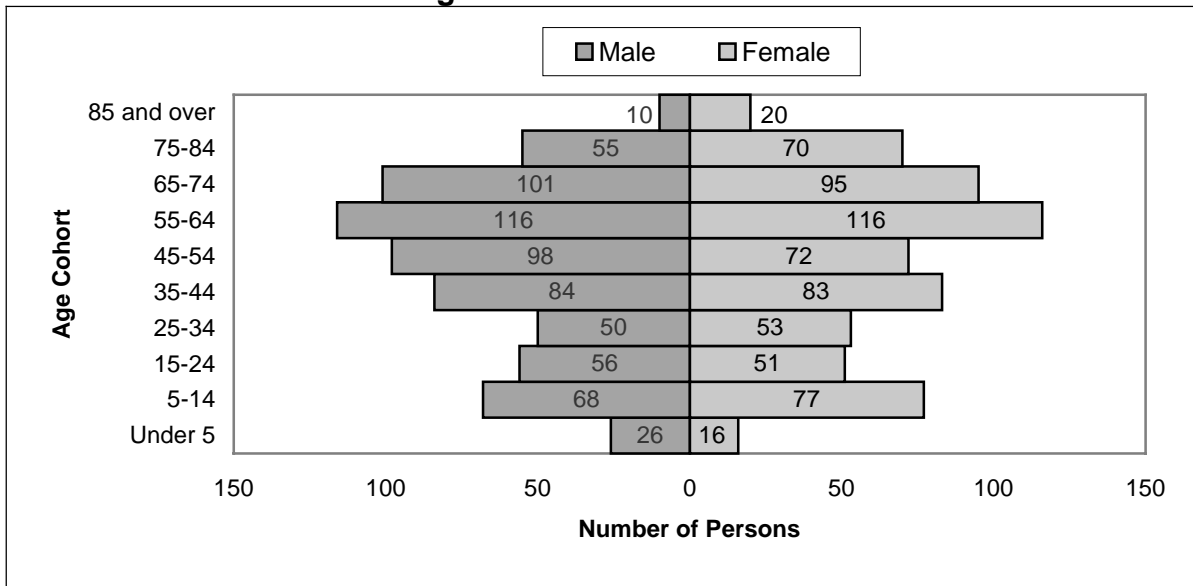
In 1990, the median age of Elcho's population was 50.3 years, which is much higher than the County median (36.6). Both the Town and the County had populations older than the state (32.9 years). The Town of Elcho had almost the same proportion of population in the working age (18-64) class as the County, but both were lower than the State. The percentage of children aged <5, and 5 to 17 were much lower for the Town, than the County, and State. By 2000, the median age of the population in the Town had advanced to 51.2 years, which is still higher than both the County and State. TABLE 4 displays the age distribution comparisons.

		Percent of Population				Median Age
		< 5	5 - 17	18 - 64	65+	
Town of Elcho	1990	4.5	14.0	50.1	28.9	50.3
	2000	3.2	14.8	55.4	26.7	51.2
Town of Upham	1990	5.1	17.5	50.3	24.1	43.8
	2000	4.2	11.6	62.7	21.5	49.7
Town of Ainsworth	1990	5.9	19.7	55.5	17.9	40.8
	2000	3.3	13.7	61.3	21.7	48.5
Langlade County	1990	6.7	19.9	54.4	18.9	36.6
	2000	5.4	19.0	56.8	18.8	40.5
Wisconsin	1990	7.4%	19.0%	60.3%	13.3%	32.9
	2000	6.4%	19.1%	61.4%	13.1%	36.0

Source: U.S. Census Bureau

A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care, and schools. It will become increasingly important to retain or attract younger age groups in order to provide for service demands and maintain the workforce.

FIGURE 1 2000 Age Cohorts for Town of Elcho



Source: U.S. Census Bureau

4.) EDUCATION LEVELS

The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well being of a community. In 1990, about 74.2% of the Town of Elcho's population age 25 and over were high school graduates, compared to 71.5% in the County and 78.6% in the State. By 2000, high school graduation had increased to 81.3% in the Town versus increases of 80.9% in the County and 85.1% in the state. See TABLE 5 for details.

TABLE 5 Education Levels

	Town of Elcho		Langlade County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Total Persons 25 & Over	830	1,018	12,933	14,372	3,094,226	3,475,878
Less than 9 th Grade	88	56	1,816	1,033	294,862	186,125
9-12 Grade / No Diploma	126	134	1,870	1,712	367,210	332,292
High School Diploma	338	506	5,666	6,509	1,147,697	1,201,813
College / No Degree	134	165	1,818	2,706	515,310	715,664
Associate Degree	50	46	624	730	220,177	260,711
Bachelor Degree	60	64	764	1,058	375,603	530,268
Graduate/Professional Degree	34	47	375	624	173,367	249,005

Source: U.S. Census Bureau

5.) INCOME LEVELS

In 1990, the median household income for the Town was about 20% lower than the County, and about 70% lower than the state. Between 1990 and 2000, Town of Elcho's median household income expanded by 67%, but still was about 14% lower than the County and about 70% lower than the state. See TABLE 6.

	1990			2000		
	Town of Elcho	Langlade County	State of Wisconsin	Town of Elcho	Langlade County	State of Wisconsin
Median Household Income	\$17,358	\$20,703	\$29,442	\$29,010	\$33,168	\$43,791
Per Capita Income	\$10,413	\$10,172	\$13,276	\$17,016	\$16,960	\$21,271

Source: U.S. Census Bureau

6.) EMPLOYMENT CHARACTERISTICS, TRENDS AND FORECASTS

According to the Census, the civilian labor force (population 16 and over) living in the Town of Elcho was 557 workers in 2000. Of these, 38 were unemployed for an unemployment rate of 3.4%. The unemployment rate for the County was 5.8% in 2000.

The primary occupations of Elcho residents in the labor force include: management, professional & related; and production, transportation & materials moving, see TABLE 7. Each of these occupational groups has over 100 workers. The leading economic sectors or industries in the Town are: education, health & social services; arts, entertainment, accommodation & food service; construction; retail trade; and manufacturing; see TABLE 8.

Historically, manufacturing has been the strongest sector countywide, expanding 22% between 1990 and 2000 to 2,032 workers. Education, health & social services also saw significant growth of 30% for the County from 1990 to 2000. Retail trade actually decreased 18% across the County.

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

	Town of Elcho		Langlade County	
	1990	2000	1990	2000
Management, professional & related Service	71	138	1,392	2,177
Service	64	99	1,186	1,517
Sales & office	84	86	1,807	2,262
Farming Fishing & Forestry	26	3	906	371
Construction, extraction & maintenance	28	91	429	1,061
Production, transportation & material moving	142	102	2,381	2,315

Source: U.S. Census Bureau

Employment forecasts are difficult to come by and not available at the town level. However, the Wisconsin Department of Workforce Development (WisDWD) prepares workforce projections by industry for its multi-county service regions. The current projections, released in October 2004, forecast only to 2012. The projections for the North Central Workforce Development Area cover Langlade County and include eight other counties. These projections show increases in all employment sectors except food manufacturing (0.2% decline) and paper manufacturing (16.4% decline). The other sectors increase within a range from 0.2% (overall manufacturing) to 36.9% (ambulatory health care services). Town residents commute to jobs over a large part of the nine county area included in the forecasts, including Forest, outer Langlade, Lincoln, and Marathon, so the Town of Elcho can expect to take advantage of this projected employment.

	Town of Elcho		Langlade County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	15	25	939	797
Construction	49	69	555	752
Manufacturing	56	61	1,671	2,032
Wholesale Trade	28	17	383	351
Retail Trade	88	66	1,559	1,273
Transportation, Warehousing & Utilities	45	30	601	475
Information	N/A	0	N/A	108
Finance, Insurance, Real Estate & Leasing	5	18	258	346
Professional, Scientific, Management, Administrative & Waste Mgmt Services	21	17	465	307
Education, Health and Social Services	69	88	1,234	1,602
Arts, Entertainment, Recreation, Accommodation and Food Services	8	67	48	908
Public Administration	20	22	224	318
Other Services	20	39	289	434

Source: U.S. Census Bureau

Another way to look at future employment is to examine the labor force and unemployment rates. In 1990, the labor force in the Town was 440 people, and by 2000, this had increased 26.6% to 557. The degree to which this available workforce is actually employed is dependant on external economic factors reflected in the unemployment rate.

B.) ISSUE IDENTIFICATION

1.) REVIEW OF DEMOGRAPHIC TRENDS

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

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

- ✓ The Town of Elcho is currently in a period of increasing growth.
- ✓ Household formation is driven by the decline in average household size or persons per household and an aging population.
- ✓ An older population affects a variety of services and needs within the community including transportation, housing, elderly care, and schools.
- ✓ Median household income of Town residents has grown but still lags behind both the County and state medians.
- ✓ Education, health and social services is a key industry sector in the Town (and County), but diversification is present with strong retail trade, manufacturing and construction jobs.

2.) PAST PLANNING EFFORTS

Previous plans of the Town of Elcho were reviewed to determine what issues were drivers of those planning efforts and may still warrant consideration for the new comprehensive plan.

In 1985, the Town of Elcho Mining Impact Board completed and adopted a town comprehensive development plan. The plan was commissioned as a tool for guiding growth and development with particular emphasis on mining-related impacts from development of the Crandon mine.

3.) TOWN PLAN COMMISSION BRAINSTORMING SESSION

After reviewing the background data and previous planning efforts as presented above, the Committee discussed the various issues it felt were most pertinent to the future development of the Town. A summary of this discussion is as follows:

Opportunities the Town may be able to build on in the future as positive assets include:

- Industrial Park
- Elcho School District
- Lakes
- Recreation Lands
- County Forest
- Kraft Woods Gardens
- Elcho Ambulance Service
- Elcho Fire Dept
- Sno-Devsils, ATV, Horse Trails
- Cross County Skiing, Hunting Trails
- Town Pavilion and Community Hall
- Churches of most denominations
- Medical and Dental Clinics
- Stores, Building Supplies, Dining of all levels, Resorts
- Knights Templar Club
- Plumbers, Carpenters, Excavators, Masons, Electricians
- Low Income Housing
- Service Station
- Realty Offices
- New Housing Developing
- Public Library
- Sanitary District
- Legal Services
- Counseling Services
- Beauty Shops

Issues that may limit the Town in the future include:

- Need more consistency and input in handling development proposals and zoning issues including variances (90% approval with little input).
- Poorly kept, "eye sore" properties including accumulation of junk cars.
- Creation of local employment.
- Utilization of Town industrial park / access to industrial park

- Development of backlots as available shoreline fills up.
- Development on pre-existing low use roads and the fiscal impact on the Town to upgrade those roads to a standard that can support the increased usage.
- Potential for sale and development of current large tract institutional lands (ie County or Boy Scout lands).

C.) COMMUNITY VISION STATEMENT

The Town of Elcho Plan Commission has established the following vision for the future growth and development of the Town:

The Town of Elcho, with the cooperation and input of the community, will endeavor to protect the land, waterways, wetlands, and the rights of all, while maintaining the atmosphere of the North. Its goal is to encourage growth for the benefit of the community, preserve the environment and with a comprehensive plan, guide the development of the community.

II.) AGRICULTURAL, NATURAL AND CULTURAL RESOURCES ELEMENT

This element (2 of 9) of the Town of Elcho Comprehensive Plan is based on the statutory requirement [s.66.1001 (2)(e) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

A.) AGRICULTURAL, NATURAL & CULTURAL RESOURCES GOALS & POLICIES

GOAL 1 Conserve the Town's major agricultural, natural and cultural resources.

Objectives and Policies:

1. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, highway access problems, incompatibility with neighboring uses, etc.
2. *Use-buffer* areas will be encouraged as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. duplex-type (higher density residential) development should be planned as a buffer between single-family and commercial areas. Landscape buffers should also be encouraged especially where use-buffers are unfeasible.
3. Conservancy Zoning will be utilized to protect important or fragile environmental areas including lakes and navigable streams, shorelands, wetlands, drainage ways, floodways, steep slopes, and woodlands recognizing their value for flood control, wildlife habitat, protection of water quality, and in providing recreational opportunities.
4. Land use practices which protect air, land, and water quality, as well as the scenic value of the Town will be encouraged or required where possible.

GOAL 2 Preserve the productive farmland and forest lands in the Town for long-term use and maintain agriculture and silviculture as important economic activities and way-of-life.

Objectives and Policies:

1. Nonfarm development, particularly subdivisions, will be encouraged in areas away from intensive agricultural and silvicultural activities, in order to minimize farm - nonfarm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
2. The unnecessary conversion of good agricultural and silvicultural lands will be avoided. Nonfarm development will be directed to those areas specifically designated for said use.

GOAL 3 Allow for needed non-metallic mining (i.e.: sand and gravel extraction) while balancing the need for this resource with the interests of adjacent landowners and the Town as a whole.

Objectives and Policies:

1. Expansion of existing non-metallic mining operations or development of new sites should be allowed only on lands adjacent to existing sites or where it will not conflict with other preexisting development.
2. Reclamation of non-metallic mining sites should conform to the land use plan map in regard to the reclaimed use. The Town will work with the County and State to ensure appropriate future land use.
3. The Town recognizes the probable need for further expansion and development of non-metallic mining operations in the future, beyond the 15 to 20 year timeframe of this plan and will address this in future plan updates.

B.) AGRICULTURAL, NATURAL AND CULTURAL RESOURCES INVENTORY

1.) GROUNDWATER

The topography of the township is of glacial origin consisting of moraines, drumlins, kames, eskers, and outwash plains. Most glacial material in the town is made up of sand, gravel and till. The Town of Elcho is part of the Precambrian Shield; an area of ancient rocks extending south from Canada.

Residents of the Town depend on groundwater pumped from these glacial sand and gravel deposits for the bulk of their water needs.

Groundwater quality throughout Langlade County and the Town of Elcho is very good. Generally, the content of dissolved solids in the groundwater is relatively low in the

western half of the county, and relatively high in the eastern half. The source of groundwater is local precipitation, therefore, the water levels fluctuate closely with changes in seasonal prescription and the average precipitation over a period of years.

Groundwater quality is generally good, however, the Soil Survey of Langlade County indicates that the bulk of the soils within the Town are rated severe limitation for septic absorption fields. These soils may not adequately absorb effluent from standard conventional on-site septic systems. Systems installed under these conditions have the potential to pollute groundwater and affect public health, especially when a number of systems are installed relatively close together.

2.) FORESTS

Woodland and forest cover a significant portion of the Town of Elcho. Approximately 37,805 acres of forest exist in Elcho. As a result, forestry and related industries are a significant part of the economy of the Town. There are over 13,900 acres of Langlade County forest land throughout Elcho. The Elcho School District owns a 31 acre school forest in the Town.

Woodlands play an important role in wildlife habitat and water quality, particularly along lakes and rivers, as well as in the rural character of the Town.

3.) PRODUCTIVE AGRICULTURAL AREAS

Agriculture is present but not a predominant land use in the Town. Limited areas of the Town are comprised of soils classified as prime farmland by the Natural Resources Conservation Service (NRCS, formerly SCS) as identified in the *Soil Survey of Langlade County, Wisconsin*.

The Wisconsin Town Land Use Data Book compiled statistics from the last Census of Agriculture in 1997. Contrary to what has been occurring in most places, the estimated number of farms in the Town increased from 5 to 10 between 1990 and 1997, while the number of dairy operations remained at 2 during that period. Total acres of farmland on the tax roll did decrease, however, by 3.7% from 2,178 to 2,097 acres between 1990 and 1997. This compares with - 4% for the County overall and -5.2% and -9.3% for Upham and Ainsworth, respectively.

4. ENVIRONMENTALLY SENSITIVE AREAS

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

One such area, the Wolf River, is a National Wild and Scenic River (§16 USC 1271 to 1287) on the east side of the Town. The Wolf and Prairie Rivers are also state designated Outstanding Resource Waters (ORW) as well as Post Lake, Upper and Lower. The Prairie River, two unnamed tributaries and Pollok Creek are class 2 trout streams. Five other tributaries in the Prairie River watershed are class 1 trout streams. Seven unnamed streams in Town are listed as Exceptional Resource Waters (ERW).

The Town also contains a number of natural springs such as Bellis Spring and Flood Spring. As a direct opening between a groundwater aquifer and the surface, springs should be considered sensitive areas important in water quality protection.

Summit Lake is on the 303d list of impaired waters not meeting state water quality standards. It is noted by the Plan Commission that this is primarily due to natural causes such as tannin leaching from surrounding forest vegetation and acid rain.

Other types of areas that may fall under the environmentally sensitive designation are contaminated or potentially contaminated sites in part because they may need special care or monitoring. The Wisconsin Department Of Natural Resources Bureau for Remediation and Redevelopment Tracking System (BRRTS) lists contamination sites within the Town as follows:

1. AMOCO Bulk Plant	W10564 Cole St	ERP (Environmental Repair)
2. Elcho Plumbing & Heating	N11242 Dorr St	LUST
3. Krause Service Garage	Hwy 47 & 45	LUST
4. T&G Bus Service	W8790 CTH U	LUST
5. Goerke Corner	N11221 Hwy 45	LUST
6. Chapman's Resort	N11594 Post Lake	LUST
7. Elcho Public Schools	Antigo St	LUST
8. Burton Estate	N11270 Clear Lake Rd	LUST
9. Remington Bulk Plant	E Side of STH 45	LUST
10. Approx. 150 Yards N. of Kleaver & Forest		Spill
11. Parkway Ln & Hwy 45		Spill

Two of these sites, AMOCO Bulk Plant (1) and Remington Bulk Plant (9), are still open cases where additional clean-up is underway or needed. The other sites have all undergone clean-up action and are listed as closed by the state.

Six sites within Elcho are listed on the Wisconsin Registry of Waste Disposal Sites:

- Elcho Fur Farm SW NW S15 34N 10E
- Elcho Pallet
- Northern Lakes Pallet Co. SE SE S12 34N 10E 734010530
- Town of Elcho (Municipal Waste) SW NW S14 34N 11E
- Town of Elcho—Enterprise Lake Site NE SE S10 34N 10E 734010970
- Town of Elcho—Post Lake Site NW SE S16 34N 11E

A comprehensive contaminated sites survey was not completed for the Town. A lack of occurrence records does not preclude the possibility that other contaminated sites are present in the Town.

5. THREATENED AND ENDANGERED SPECIES

Information on threatened and endangered species was obtained from the Wisconsin Department Of Natural Resources Bureau of Endangered Resources website. A comprehensive endangered resources survey was not completed for the Town. A lack of occurrence records does not preclude the possibility that other endangered resources are present in the Town. Threatened or endangered species found in and around the Town of Elcho include:

- ✓ *Federal Endangered:* *None*
- ✓ *Wisconsin Endangered:* *Warpaint Emerald (dragonfly)*
- ✓ *Wisconsin Threatened:* *Osprey (bird)*
- ✓ *WI Special Concern:* *Round Pigtoe (mussel)*
 Bog Fritillary (butterfly)
 Sparse-flowered Sedge (plant)
 Franklin's Ground Squirrel (mammal)
 Northern Ringneck Snake (snake)
 Elktoe (mussel)
 Adder's-tounge (plant)
 Northern Black Currant (plant)
 Purple Bladderwort (plant)
 West Virginia White (butterfly)
 Farwell's Water-milfoil (plant)

Specific location information is not released in order to protect the resource.

6.) SURFACE WATER

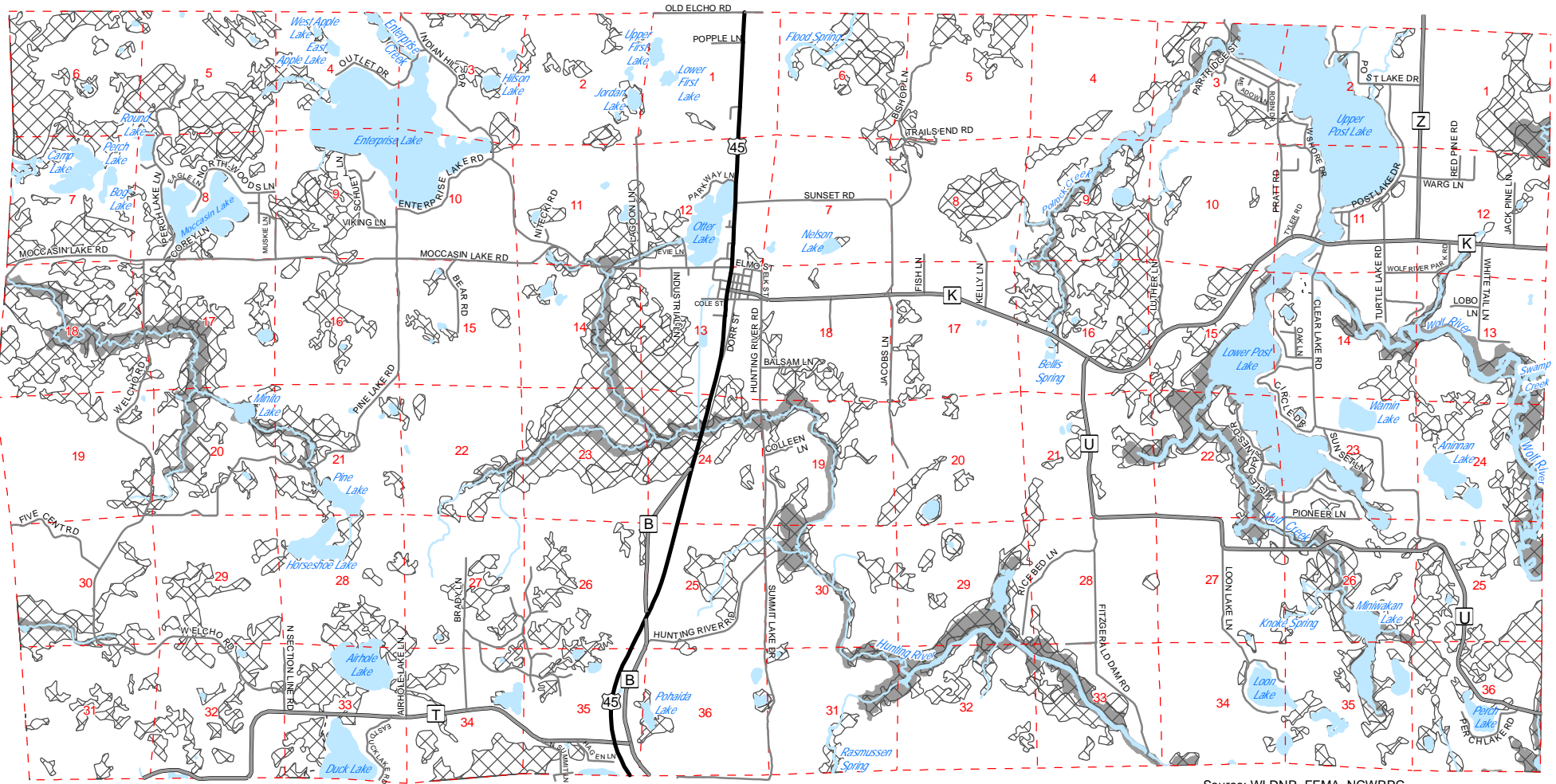
The Town of Elcho is located within two sub-watershed basins—the Upper Wisconsin River Sub-Basin, and the Wolf River Sub-Basin.

Surface water in the western third of Elcho drains into three watersheds—the Pelican River, the Prairie River, and the Upper Eau Claire River. The central third of Elcho is part of the Lily River watershed, and the eastern third of Elcho is part of the Upper Wolf River and Post Lake watershed.

Langlade County Shoreland Zoning is in effect. The maps shown are for planning purposes only, and actual shoreland jurisdiction questions will have to be resolved on a case-by-case basis by the County Zoning Department. See Water Features Map.

Town of Elcho - Langlade County

Map 2 Water Features



- - - - Section Lines
- Flood Way
- US & State Highways
- DNR Wetlands
- County Highways
- Water
- Local Roads
- Private / Other



Source: WI DNR, FEMA, NCRWPC

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. NCRWPC is not responsible for any inaccuracies herein contained.



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

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

a. Lake Classification:

The lakes in Langlade County were classified in 1998 and a report called the *Langlade County Waterway Classification Report* was created and is part of the county zoning ordinance. The following lake classes were developed to classify Langlade County lakes:

Class I - sensitive, mostly undeveloped lakes and streams and require the most restrictive lot size requirements. This class requires a 120,000 sq. foot lot and a 125' shoreland setback. Boathouses are prohibited in this classification and a 100' vegetative protection area is required.

Class II - less sensitive, partially developed lakes and all other streams. This class requires an 80,000 sq. ft. lot and a 100' shore setback. There is a 75' vegetation protection area required and only one boat shelter is allowed per dwelling unit.

Class III - This class is for the most developed lakes and has the least restrictive requirements. Lots can be 20,000 sq. ft. in size and require only a 75' setback. A 50' vegetation protection area is required and one boathouse is allowed per lot and one boat shelter per dwelling unit.

The major lakes within the Town are classified as follows:

Class 1

Little Apple
Big Apple
Camp
Lower First
Upper First
Hilson
Jordan
King Spring
Minito
Perch (2 - sec. 8 & 24)
Pine
Pohaida
Round
Aninnan
Bellis Spring
Flood Spring
Kelly Springs
Knoke Spring
Nelson
unnamed-1 (sec. 3)
unnamed-2 (sec. 35)
Wamin

Class 2

Airhole
Horseshoe
Miniwakan

Class 3

Duck
Enterprise
Moccasin
Otter
Summit
Loon
Perch (sec. 36)
Lower Post
Upper Post

b. Stream Corridors:

The Prairie River drains three lakes on the west side of town. Hunting River drains the interior of the Town of Elcho. The Wolf River comes in from the northeast corner of town and travels through the eastern side of town. Other streams in the Town include unnamed intermittent streams associated with lakes and wetlands as well as numerous tributaries to the Prairie River, Hunting River, and Wolf River. Refer to the sections on groundwater and forests for more information about the stream corridors in the Town.

7.) FLOOD PLAINS

The 100-year floodplain was digitized by the NCWRPC from Federal Emergency Management Agency Flood Insurance Rate Maps, for planning purposes only, see Water Features Map. Note that differences between the digitized floodplains and the Floodplain Zoning District mapping are due to a combination of changing drainage conditions in this area and past mapping errors.

8.) WETLANDS

Wetlands serve several important environmental functions including flood control, water quality improvement, and groundwater recharge as well as providing habitat for fish and wildlife. The wetlands shown reflect the Wisconsin Department Of Natural Resources digital Wisconsin Wetland Inventory Maps and may not reflect all areas considered wetlands by the United States Department of Agriculture (USDA) or the U.S. Army Corps of Engineers.

A complex set of local, state and federal regulations place limitations on the development and use of wetlands. The Shoreland/Wetland Zoning Ordinance adopted by Langlade County regulates shoreland use and development within 300 feet of navigable streams and 1,000 feet from lakes. The Department of Natural Resources regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes, and has authority over the placement of fill materials in virtually all wetlands. The Army Corps of Engineers has authority over the placement of fill materials in interstate wetlands, non-isolated wetlands, and wetlands attached to navigable waters. The USDA incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies should be contacted to receive authorization.

Significant wetland areas cover the Town. These wetlands include a wide variety of wetland types from emergent/wet meadow to scrub/shrub to deciduous and coniferous-forested wetlands. See Water Features Map

9.) WILDLIFE HABITAT

The Langlade County Forestry and Recreation Department manages the two forest management units that exist within Elcho - Parrish-Elcho unit, and Hunting River unit. This land is managed for multiple uses, and is independently certified as sustainably managed and harvested. Some of the permitted uses are hunting, fishing, hiking, and wildlife observation.

As discussed in previous sections, the wooded areas, wetlands, and stream corridors are the principle wildlife habitat in the Town.

10.) METALLIC/NON-METALLIC MINERAL RESOURCES

There are a number of quarries throughout the Town, as well as a few closed or inactive sites. Active gravel pits will be under the "Quarry" overlay district of the Langlade County Zoning ordinance. The soil characteristics of the area are such that a significant portion of the Town is an excellent source of sand and gravel, which precludes the mapping of any key areas.

Langlade County has seen active mineral exploration in the past; however, there are no known discoveries of metallic mineral deposits within the Town of Elcho. Langlade has an ordinance regarding metallic mineral exploration, mining and reclamation.

11.) PARKS / OPEN SPACE

Park or park-like facilities within the Town include the following areas according to the current Langlade County Outdoor Recreation Plan: Elcho School, Elcho Village Park, Minito Lake Natural Area, Ice Age National Scenic Trail, Moccasin Lake Road Ski Trail, Parrish Highlands ATV Trail, snowmobile trails, and Post Lake Dam County Park. There are public access sites on Enterprise, Loon, Lower Post, Moccasin, Otter, Perch, Summit, Turtle Highbanks, and Upper Post lakes.

12.) HISTORICAL / CULTURAL RESOURCES

Elcho High School, built in 1924 at the northwest corner of Owano and Antigo streets, appears on the Wisconsin Architectural History Inventory for the Town of Elcho, however, the Plan Commission reports that the structure was torn down in 1988. There are no National Register of Historical Places listings within the Town.

The Town Plan Commission reviewed potential historical sites within the Town and identified the following:

- Kraftwood Gardens (Owned by JL Kraft - founder of Kraft Cheese)
- North Trail Store
- Elcho Club House
- Knights Templar Club

- Post Lake Dam/Indian Burial Ground
- Grange Hall
- CW Fish Home/Berenz
- Shoe Box/VFW Hall Hwy 45
- Cemetary
- Old Trading Post/Post Lake
- Civilian Conservation Corps Site
- Hagen Farm on Summit Lake (Originally owned by Blatz, the Milwaukee beer magnate)
- JI Case (Case Tractor Company) Family Lands on Enterprise Lake
- Douglas Estate on Enterprise Lake (Owners of Simmons Mattress, Chicago)

13.) COMMUNITY DESIGN

There is no intentional design theme in place for the Town of Elcho. The Town does not have adopted design guidelines or an appearance code. “Community design” in a rural township like Elcho is typically a matter of rural character. Preserving the town’s rural character is often an important aspect of the community planning process.

Some of the elements of rural character in Elcho include wide-open spaces, rural residential living, farming, silviculture, forestry and nature based recreation. Tools for ensuring rural character include the Managed Forest Law, farmland preservation programs, and right-to-farm concepts.

14.) RECREATIONAL RESOURCES

Popular recreational activities in the area include fishing and swimming, wildlife observation, hunting and trapping as well as cross-county skiing, horseback riding, and ATV use. Snowmobile trails link Elcho to the countywide snowmobile trail network. Refer to the sections on historical/cultural resources, parks/open space, wildlife habitat, surface waters, environmentally sensitive areas, and forests for more information about recreational resources within the Town.

15.) OTHER NATURAL RESOURCES – SOILS

Area soils are related to the physical geography, climate, and vegetation. By reviewing the soil maps and other information, it is possible to identify the best potential uses for a particular area. Human activity also affects soil formation by altering and accelerating natural soil processes. Clearing, burning, cultivating, and urbanization thereby affecting soil structure, porosity, and content of nutrients have altered many soils.

The Natural Resource Conservation Service has completed a detailed soils survey for Langlade County. A majority of the Town contains soils that are classified as having severe limitations for on-site septic tank absorption fields. About half the Town has severe limitations for dwellings with basements. For planning purposes, the NCWRPC considers these two soil criteria to be the principal indicators of natural limitations for

building site development. On-site inspection is typically required to verify soil conditions for regulatory or construction purposes.

The Wisconsin Department of Commerce, Safety and Buildings Division, protects public health and the waters of the state by regulating onsite wastewater treatment and recycling systems.

C.) AGRICULTURAL, NATURAL AND CULTURAL RESOURCES PROGRAMS

Programs available to the Town of Elcho to achieve their goals and objectives with regard to agricultural, natural and cultural resources 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.

Use the Langlade County Land and Water Resource Management Plan, available in the Langlade County Land Conservation Department, to coordinate implementation of the following land and water resource management programs preceded with an asterisk (*) in the list below. The Land and Water Resource Management Plan will show which agency is taking the lead to solve a particular resource problem.

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

County Conservation Aids: Funds are available to carry out programs for fish or wildlife management projects as per s.23.09 (12), Wis. Stats. and NR 50, Wis. Adm. Code. Projects related to providing improved fish or wildlife habitat or projects related to hunter/angler facilities are eligible. Projects that enhance fish and wildlife habitat or fishing and hunting facilities have priority. Contact the Wisconsin Department Of Natural Resources for further information.

Drinking Water and Groundwater Program: This Wisconsin Department Of Natural Resources program is responsible for assuring safe, high quality drinking water and for protecting groundwater. This is achieved by enforcing minimum well construction and pump installation requirements, conducting surveys and inspections of water systems, the investigation and sampling of drinking water quality problems, and requiring drinking water quality monitoring and reporting. A team of specialists, engineers, hydrogeologists, and a program expert and program assistants staff the program. Wisconsin Department Of Natural Resources staff provide assistance to public and private well owners to help solve water quality complaints and water system problems.

They also provide interested citizens with informational or educational materials about drinking water supplies and groundwater.

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

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

*Forest Management Program:

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

Private Forestry: The Wisconsin Department Of Natural Resources'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 Wisconsin Department Of Natural Resources for further information.

*Nonpoint Source Pollution Abatement Program: This Wisconsin Department Of Natural Resources program is currently undergoing restructuring and being gradually replaced by short-term grants that will address specific projects rather than focusing on entire watersheds. The goal of this voluntary program is to improve and protect the water quality of surface waters and groundwater within the watershed. Landowners are encouraged to control nonpoint pollution on their properties through cost sharing of Best Management Practices. This program will be replaced by Targeted Runoff Management projects (TRiM). These are projects that are more specific in nature and may last up to three years. They are scored on a competitive basis, based on the amount of pollutant control they will achieve and the degree of impairment of the location. One nonpoint source coordinator is located in Rhinelander. This coordinator administers and oversees the priority watershed program and will also assist with the TRiM grants. The coordinator also provides nonpoint source pollution advice to counties that are implementing their land and water plans.

Parks and Recreation Program: The Wisconsin Department Of Natural Resources gets it 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 conservation fund, and the recycling fund, program revenue funds and federal grants.

Stewardship Grants for Nonprofit Conservation Organizations:

Nonprofit conservation organizations are eligible to obtain funding for the acquisition of land or easements for conservation purposes and restoration of wildlife habitat. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, protection of rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail, and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. Contact the Wisconsin Department Of Natural Resources for further information.

*Wastewater Program: The Department of Natural Resources provides this program to address point and non-point source pollution control. Operating funds for this program come from the federal government's Clean Water Act funding as well as state general program revenues. The core work of this program involves the issuance of wastewater discharge permits that discharge directly to surface or groundwater and enforcing the

requirements of these permits. The program closely monitors the impacts of industry, septic tanks, sludge, and stormwater on the environment. Pretreatment plants for wastewater are offered economic assistance and provided with plan review services before the facility is established.

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

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

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

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

III.) HOUSING CHAPTER

This chapter (#3 of 9) of the Town of Elcho Comprehensive Plan is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to provide an adequate housing supply that meets existing and forecasted housing demand. As required by the state's comprehensive planning law [§66.1001 (2)(b) Wis. Stats.], this chapter provides a basic housing stock assessment and identifies policies and programs that promote the development of housing for all residents of the Town including a range of choices that meet the needs of persons of all income levels, age groups and special needs; that promotes the availability of land for low-income housing; and that maintains the existing housing stock.

A.) HOUSING GOALS AND POLICIES

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

GOAL 1 Promote housing development that provides a variety of housing choices for residents of all income levels, age groups, and people with special needs.

Objectives and Policies:

1. The Town will direct residential development to areas designated on its Future Land Use Plan Map. The Town will discourage residential development in agricultural or silvicultural areas except for related use (i.e.: farm family or worker).
2. The Town will encourage residential developers to provide a variety of housing types for all income and age groups.

GOAL 2 Promote the availability of land for the development or redevelopment of low- and moderate-income housing.

Objectives and Policies:

1. The Town will strive to maintain designation of adequate areas for residential development on its Future Land Use Plan Map

GOAL 3 Maintain and rehabilitate the existing housing stock as appropriate.

Objectives and Policies:

1. The Town will promote, via this Plan, programs to assist residents in maintaining or rehabilitating existing housing units.

B.) HOUSING STOCK ASSESSMENT

1.) AGE CHARACTERISTICS

TABLE 9 indicates the age of the housing stock in the Town of Elcho area that is based on the year the structures were built as reported in the 2000 Census. About 21 percent of Elcho's housing units were built before 1940. Over 200 houses remain from each decade after 1940, except from the 1980's. From the 1970-1979 to 1980-1989 periods, there was a statewide and countywide decline in housing starts, but only Elcho followed that trend. About 60 percent of Ainsworth's housing is newer than 1970.

	1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-2000
Town of Elcho	295	244	211	256	151	227
Town of Upham	85	174	88	94	74	149
Town of Ainsworth	71	61	87	124	92	103
Langlade County	3,088	2,134	1,045	1,790	1,250	1,880
Wisconsin	543,164	470,862	276,188	391,349	249,789	389,792

Source: U.S. Census Bureau

2.) OCCUPANCY CHARACTERISTICS

TABLE 10 breaks down the occupancy status of housing units in the Town of Elcho. Over half the homes in Elcho are seasonally used, which is no surprise since this area is known as Up North to visitors statewide. Owner occupancy is about 38% of housing in Elcho, with similar rates in Upham (43%), Ainsworth (42%), and countywide (33%).

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units	
					Seasonal Occupancy (Part of Vacant Units)
Town of Elcho	1,370	517	96	757	709
Town of Upham	661	287	32	342	302
Town of Ainsworth	549	231	24	294	273
Langlade County	11,187	6,673	1,779	2,735	2,158
Wisconsin	2,321,144	1,426,361	658,183	236,600	142,313

Source: U.S. Census Bureau

3.) STRUCTURAL CHARACTERISTICS

The vast majority of housing units in the Town of Elcho are of the detached single-family type, see TABLE 11. There is also a variety of multiple unit housing within the Town (3.7%). Upham and Ainsworth both only have one multiple unit housing. 7.5% Mobile homes comprise 7.5% of the housing stock in Elcho, 6% in Upham, and 25.6% in Ainsworth.

	1, detached	1, attached	2	3 or 4	5 to 9	10 to 19	20 or more	Mobile Home	Other	Total
Town of Elcho	1,225	12	15	11	0	11	2	104	4	1,384
Town of Upham	622	2	0	0	0	0	20	40	0	664
Town of Ainsworth	399	0	0	0	1	0	0	138	0	538
Langlade County	8,837	69	431	221	206	155	287	954	27	11,187
Wisconsin	1,531,612	77,795	190,889	91047	106,680	75,456	143,497	101,465	2,703	2,321,144

Source: U.S. Census Bureau

4.) VALUE CHARACTERISTICS

The year 2000 median value of housing stock in the Town of Elcho is above Langlade County's median. See TABLE 12 for more details. About 75 percent of Elcho house values are below \$150,000. Upham has 86.6 percent, and Ainsworth has 90.9 percent of its housing values below \$150,000.

	<\$50,000	\$50,000-99,999	\$100,000-149,999	\$150,000-199,999	\$200,000-299,999	\$300,000-499,999	>=\$500,000	Median Value
Town of Elcho	16.4%	37.1%	21.9%	13.1%	9.9%	0.5%	1.0%	\$95,300
Town of Upham	7.5%	36.2%	32.2%	9.0%	9.0%	5.0%	1.0%	\$108,000
Town of Ainsworth	25.2%	49.6%	11.8%	4.7%	8.7%	0	0	\$71,200
Langlade County	28.3%	48.9%	13.7%	5.9%	2.4%	0.5%	6.3%	\$68,600
Wisconsin	6.5%	35.4%	30.6%	15.5%	8.5%	2.7%	0.8%	\$112,200

Source: U.S. Census Bureau

C.) 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:

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 US 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 US 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.

HUD Officer- and Teacher-Next-Door Program: Police officers and teachers may qualify for a 50 percent discount on a HUD-owned, one-family home in a designated Revitalization Area.

VA Home Loans: These loans, administered by the US 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.

Langlade County Housing Authority: The Langlade County Housing Authority oversees owner occupied housing rehabilitation programs, rental rehabilitation programs, homeowner opportunity programs, Section 8 Housing Assistance, and revolving loan funds. The Housing Authority also operates multiple subsidized and low income housing units, primarily within the City of Antigo. In Elcho, the Langlade County Housing Authority supports Hunting River Manor, which provides housing for low income and/or disabled individuals.

IV.) UTILITIES AND COMMUNITY FACILITIES CHAPTER

This chapter (#4 of 9) of the Town of Elcho Comprehensive Plan is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to guide future development of utilities and community facilities. As required by the state's comprehensive planning law [§66.1001 (2)(d) Wis. Stats.], this chapter inventories existing public utilities and community facilities, and assesses future needs for such services including those beyond the control of the Town located outside the community and/or under another jurisdiction.

A.) UTILITY AND COMMUNITY FACILITY GOALS AND POLICIES

GOAL 1 Provide adequate public services to meet existing and future market demand for residential, commercial and industrial uses.

GOAL 2 Provide ambulance, volunteer fire and first responder services to residents.

GOAL 3 Provide meeting facilities in which to conduct business of the Town and hold government elections.

Objectives and Policies:

1. Consider the potential impacts of development proposals on groundwater quality and quantity.
2. Consider cost effectiveness of future development proposals in covering required services, utilities and community facilities.
3. Share services across municipal boundaries whenever possible.
4. Educate residents on the proper maintenance of septic systems.
5. Encourage recycling by residents.

B.) INVENTORY & ANALYSIS OF EXISTING UTILITIES & COMMUNITY FACILITIES

1.) WATER AND WASTEWATER FACILITIES

Elcho Sanitary District #1 supplies public water and sanitary sewer service to the “village” area of the Town.

For the remainder of the Town, water supply is provided by individual private wells. The drilling, use and abandonment of private water supply wells is regulated by the Wisconsin Department of Natural Resources.

The disposal of wastewater is handled by private on-site septic systems that discharge wastewater to underground drainage fields, and may also include: conventional (underground), mound, pressure distribution, at-grade, holding tank, or sand filter systems. These on-site wastewater treatment technologies are regulated by both the Wisconsin Department of Commerce and Langlade County.

2.) SOLID WASTE DISPOSAL AND RECYCLING FACILITIES

Residents and businesses in the Town of Elcho can contract with private haulers to provide curbside pick up of garbage and recycling or self-haul to either of two transfer sites.

3.) POWER AND TELECOMMUNICATIONS FACILITIES

Electrical service is provided by Wisconsin Public Service Corporation. High voltage power lines travel north and south through Elcho, and connect Antigo with Rhinelander and Eagle River, to support the local grid.

Electrical service is provided by Wisconsin Public Service Corporation, and works with American Transmission Corporation (ATC) to provide long distance electrical transmission. The Town of Elcho is part of the Rhinelander Loop of electric transmission. ATC's 10-year plan, effective between 2004-2014, shows no improvements affecting Elcho.

Most of the Town has access to natural gas service, and Liquid petroleum (LP) gas can be delivered to residents from local distributors.

Telephone service is provided by Frontier which also has DSL available. Cellular communication towers are located near USH 45 on the town border with Upham and north of Elcho. Cable television service is provided by Packerland based out of Michigan.

4.) YOUTH FACILITIES

Park or park-like facilities within the Town include a variety of locations according to the 2007-2011 Langlade County Outdoor Recreation Plan. Elcho School has a basketball court, play equipment, and tennis court. Elcho Village Park has restrooms with a picnic area and sports fields (football / softball). Post Lake Dam County Park has restrooms, boat access, hiking trails, and a picnic area. Minito Lake Natural Area has boat access and segments part of ATV and snowmobile trail. There is public access with fishing on the following lakes: Enterprise, Loon, Lower Post, Moccasin, Otter, Perch, Turtle, and Upper Post. The Ice Age Trail, Moccasin Lake Road ski trail, Parrish Highlands ATV trail, and snowmobile trails exist within the Town.

Childcare facilities are available in Elcho (2 locations) including the Elcho School Childcare Center and also in the City of Antigo (15 locations). The Wisconsin Department of Health and Family Services maintains a list of licensed family and group childcare programs.

The Town is located within the Elcho School District, which has a early childhood and preK-12 facilities. Two private schools exist within the City of Antigo. Nicolet Technical College has a campus in the City of Rhinelander.

The Elcho School Library also services as a public library branch of the Wisconsin Valley Library Service consortium.

5.) EMERGENCY SERVICES

Police protection in the Town of Elcho is provided by the Langlade County Sheriff's Department. The Town's fire protection is provided by the Elcho Fire Department which also serves the Town of Upham. EMS/ambulance services is Elcho EMS. The Town has mutual aid agreements with surrounding fire departments. Maintaining necessary staffing levels is an ongoing issue for the volunteer fire department.

The Elcho Clinic is open 8 a.m. to 5 p.m. with an MD and CNP. Services available include lab, x-ray and minor surgical procedures. The nearest medical facilities with 24-hour emergency service and critical care are Langlade Memorial Hospital located in the City of Antigo and St Mary's Hospital in Rhinelander.

6.) OTHER GOVERNMENT FACILITIES

The local road system is the most significant public facility maintained by the Town and is covered in the Transportation chapter. The Town Hall is located in the "town center" area and serves as a meeting facility with kitchen and restrooms available for Town residents.

There is a Town cemetery located on CTH K east of US 45. Cemeteries exist in all the surrounding towns. Minimum acreage requirements exist for cemeteries established on or after November 1, 1991 unless a religious association owns the cemetery, or the Town enacts an ordinance allowing new cemeteries of less than 20 acres to be constructed. Plenty of undeveloped land is available throughout the Town for the creation of a new cemetery when necessary.

C.) UTILITIES AND PUBLIC FACILITIES PROGRAMS

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

The efficient utilization of these resources is one of the basic principles of comprehensive planning. Already in-place infrastructure is a public asset that must be safeguarded for the future, both to conserve and protect environmental values and to maximize the benefits of economic growth. Development that bypasses or ignores existing infrastructure resources is wasteful of the public investment that they represent. Development patterns that require the extension of utilities and the expansion of public facilities while existing facilities go unused at other locations is probably not the best use of scarce public resources. Both the state and federal governments offer programs that assist communities with the construction of critical infrastructure and facilities. These programs are listed in more detail in the Economic Development chapter of this plan.

V.) TRANSPORTATION CHAPTER

This chapter (#5 of 9) of the Town of Elcho Comprehensive Plan is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to guide future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. As required by the state's comprehensive planning law [§66.1001 (2)(c) Wis. Stats.], this chapter compares the Town's objectives, policies, goals and programs to state and regional transportation plans. This chapter also identifies highways within the Town by function and incorporates state, regional, and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans, and rail plans that apply in the Town of Elcho.

A.) TRANSPORTATION GOALS AND POLICIES

GOAL 1 Support and maintain a safe and efficient Town road system.

Objectives and Policies:

- A. Land uses that generate heavy traffic will be avoided on local roads that have not been constructed or upgraded for such use.
- B. Future road locations, extensions or connections will be considered when reviewing development plans and proposals.
- C. Update street signage to improve visibility for all Town residents.
- D. All Town roads should accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplow.

B.) TRANSPORTATION MODE INVENTORY

1.) HIGHWAYS AND TRUCKING

a.) Functional and Jurisdictional Identification

Public highways are generally classified by two different systems, the jurisdictional and the 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.

In addition to these main classifications, a road or segment of a road may hold a variety of other designations including county forest road, rustic road, emergency route, truck

route, etc. There are no rustic roads within the Town of Elcho. One 0.21 mile long county forest road exists in section 32 by CTH T and W. Elcho Road. Several town roads travel through the extensive county forest but are not designated as county forest roads. To qualify for county forest road aids (CFRA), roads must meet minimum design standards of a 16-foot surface width and a 20-foot roadway width, be located within county forests, must be open and used for travel, and cannot be town roads or county or state trunk highways. Truck routes are discussed at the end of this section, under Trucking.

The highway system within the Town of Elcho is a network of federal, state and county highways together with various local roads and streets as shown on the Transportation Map. The jurisdictional breakdown is shown in TABLE 13.

Jurisdiction	Functional Class			Totals
	Arterial	Collector	Local	
State*	6.33	--	--	6.33
County	--	19.06	2.80	21.86
Town	--	3.49	73.79	77.28
Other	--	--	0.21	0.21
Totals	6.33	22.55	76.80	105.68

Source: Wisconsin Department Of Transportation & NCWRPC. *US highways fall under state jurisdiction.

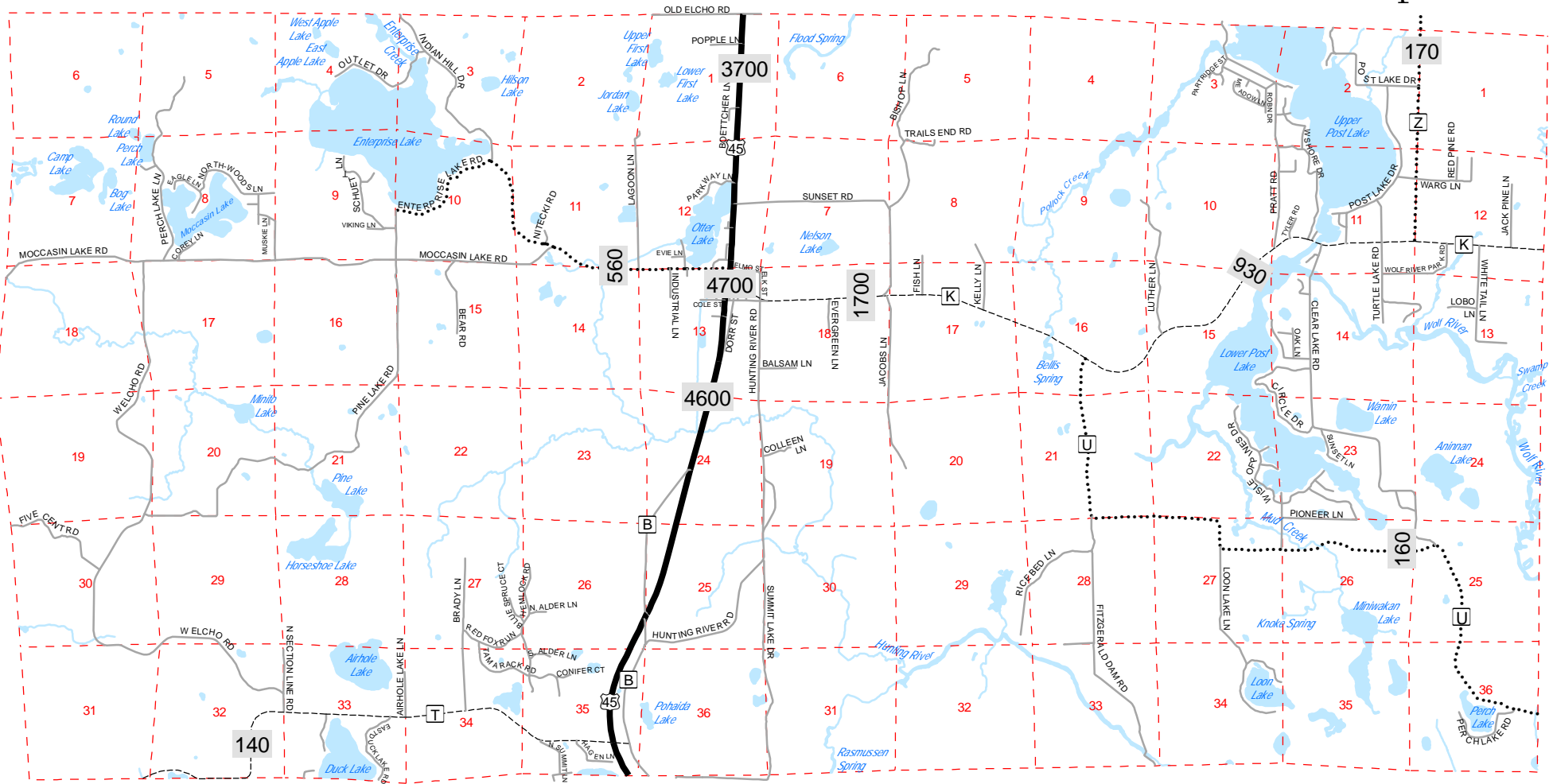
The Town of Elcho is served by U.S. Highway 45, which is the Town (and County's) primary traffic artery running north-south through the Town. The Wisconsin Department of Transportation has ownership of US highways within the state, and state trunk highway (STH) 47 runs concurrent with USH 45 in the Town. USH 45 is designated a Corridors 2020 Connecting Route by Wisconsin Department Of Transportation. The significance of this corridor is reflected in the increasing level of traffic. According to Wisconsin Department Of Transportation, which records average daily traffic volumes (number of vehicles) for major state roadways, traffic on USH 45 within the Town has increased about 46% between 1990 and 2005 (from 3,150 to 4,600 vehicles per day).

Corridors 2020 was designed to enhance economic development and meet Wisconsin's mobility needs well into the future. The 3,200-mile highway network was comprised of two elements: a multilane backbone system and a two-lane connector system.

The backbone system is a 1,650-mile network of multilane divided highways interconnecting the major population and economic centers in the state and tying them to the national transportation network. The connector system is 1,550 miles of high-quality highways that link other significant economic and tourism centers to the backbone network. All communities over 5,000 in population are to be connected to the backbone system via the connector network. Within Langlade County, USH 45 is the only highway in the County designated as part of the Corridors 2020 system.

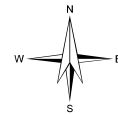
Town of Elcho - Langlade County

Map 4 Transportation



- - - Section Lines
- Local Roads
- - - - Major Collector
- · · · · Minor Collector
- Principal Arterial
- Water

500 Annual Average Daily Traffic Count, 2005



Source: WI DNR, NCWRPC, WI DOT 2005
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



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

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

The Town is served by a network of county trunk highways (CTHs). These roads serve rural land uses and distribute local traffic to the regional arterial system. They serve an important role in linking the area's forest resources to the major highways and factories. The county highways serving the Town include B, K, T, U, and Z.

Traffic on CTH K has increased about 39% from 670 to 930 vehicles per day between 1990 and 2005. Traffic on CTH T, in Section 32, has increased about 75% from 80 to 140 vehicles per day between 1990 and 2005. Traffic on CTH U, in Section 26, has decreased about 11% from 180 to 160 vehicles per day between 1990 and 2005. Traffic on CTH Z by the northeast border of the Town has increased about 59% from 170 to 270 vehicles per day between 1990 and 2005.

Town roads are an important component of the county-wide transportation system. Town roads serve local development, as well as the farming areas. Wisconsin Department Of Transportation does some traffic counts on certain local roads in proximity to state highways or other primary roads. A 1990 count on Enterprise Lake Road, about one mile west of Elcho, showed 810 vehicles per day, but by 2005 there were only 560 vehicles per day.

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

The current functional classification system used in Wisconsin consists of five classifications that are divided into urban and rural categories. Functional classifications are used to determine eligibility for federal aid. For purposes of functional classification, federal regulations define urban as places of 5,000 or more population, so the rural classifications apply throughout the Town. TABLE 14 summarizes the rural functional classification system.

The Transportation Map illustrates the functional classification of roadways within the Town of Elcho. USH 45/STH 47 is a Principle Arterial. CTH K and T are a Major Collectors. Minor Collectors include CTHs U, Z, and Enterprise Lake Road. The remainder of roads within the Town are classified Local. TABLE 13 breaks down the mileage for the functional classification of roads within the Town of Elcho.

b.) Trucking

USH 45/STH 47 is the principal truck route within the Town as designated by Wisconsin Department Of Transportation. This corresponds with its role as a Corridors 2020 connecting route, linking to the Backbone highway system and facilitating the movement of goods between the Antigo area and the rest of the state/nation.

Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities with the local area. Mapping these local routes is beyond the scope of this study, and local issues such as

safety, weight restrictions, and noise impacts play significant roles in the designation of local truck routes. The eastern leg of CTH K is heavily used by potato haulers.

TABLE 14	Rural Highway Functional Classification System
Principal Arterials	Serve interstate and interregional trips. These routes generally serve all urban areas greater than 5,000 population. The rural principal arterials are further subdivided into 1) Interstate highways and 2) other principal arterials.
Minor Arterials	In conjunction with the principal arterials, they serve cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements.
Major Collectors	Provide service to moderate sized communities and other inter-area traffic generators and link those generators to nearby larger population centers or higher function routes.
Minor Collectors	Collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.
Local Roads	Provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

Source: Wisconsin Department Of Transportation

2.) TRANSIT AND TRANSPORTATION FACILITIES FOR THE DISABLED

The Langlade County Department on Aging coordinates a bus service for the entire County. While the primary focus of the service is for the elderly and persons with disabilities, it is open to all residents.

Scheduled intercity bus service is no longer available in the area. Greyhound discontinued service to Antigo in a streamlining/cost cutting move. Private charter/tour bus companies are based in the area including a variety of carriers.

3.) BICYCLE AND WALKING

In 1999, Langlade County developed a bike route plan with assistance from the North Central Wisconsin Regional Planning Commission. This plan established a number of scenic, on-road bike routes throughout the County.

The Town of Elcho contains portions of two separate bike routes: Post Lake Route and Town Line Lake Route. Roads within the Town of Elcho included in these routes include portions of CTH's B, K, T & U and Hunting River Drive and Clear Lake Road.

The County Bike Plan recommends improving shoulders to accommodate bikes on designated routes, particularly in areas of rolling hills where line-of-sight may be a concern. Upkeep and maintained including repair of potholes, cracksealing and shoulder grooming is also recommended. The plan asks Wisconsin Department Of Transportation to consider paved shoulder expansion to accommodate bikes on all state highways within Langlade County.

4.) RAILROADS

There is no rail service in proximity to the Elcho area. Shipments needing rail service would have to be trucked to nearby cities with rail access such as Rhinelander, Merrill, or Wausau.

5.) AIR TRANSPORTATION

The Langlade County Airport is located south of Elcho within the Town of Antigo and is the major airport for the County. This is a general utility airport. General Utility airports are intended to serve almost all small general aviation single and twin-engine aircraft, piston or turbo prop, with a maximum takeoff weight of 12,500 lbs or less. These aircraft generally have approach speeds below 121 knots and wingspans of less than 79 feet. Typically, these aircraft are used for business and charter flying and for personal reasons. Airports in this category normally have a primary runway length of 3,700 to 4,100.

Total aviation operations (take-offs and landings) at the Langlade County airport are projected to remain stable around 13,500 per year. The airport has been consistently served by a full service fixed-base operator. The airport has approximately 22 based aircraft and includes a single hangar, 2 multi-unit T-hangars and a terminal building.

The Rhinelander -Oneida County Airport is the closest facility with scheduled commercial flights.

6.) WATER TRANSPORTATION

There are no harbors or ports within the Town, so there is no significant water transport of passengers or freight. Rivers and lakes within the Town could support a canoe or small boat, but such use would be primarily recreational in nature. No water trails have been designated at this time.

C.) REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS

This section contains two parts. The first is a review of state and regional transportation plans and how they affect the Town. The second is a listing of programs that may be of assistance to the Town with regard to the development of the local transportation system.

a.) Summary of State and Regional Transportation Plans

Corridors 2020

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

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

TransLinks 21

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

- State Highways Plan 2020
- Airport System Plan 2020
- Bicycle Transportation Plan 2020
- Wisconsin Pedestrian Policy Plan 2020
- Wisconsin Rail Issues and Opportunities Report

Connections 2030

Connections 2030 will be a 25-year statewide multi-modal transportation plan that is policy-based. The policies will be tied to "tiers" of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, Wisconsin Department Of Transportation may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan. This plan will not conflict with the Town of Elcho Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21.

State Trails Network Plan

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

One potential trail passes through Elcho—Segment 19 – Langlade Co. to Michigan. This abandoned rail corridor links the State of Michigan with the Mountain Bay Trail near Eland in Marathon County. It passes through Elcho in a north-south orientation parallel to USH 45/STH 47. The chance that this trail will become reality is not likely per comments received at the Feb. 8, 2007 public meeting held for the 2007-2011 Langlade County Outdoor Recreation Plan.

Regional Comprehensive Plan

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

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

b.) Transportation Programs

The Wisconsin Department of Transportation is the primary provider of programs to assist local transportation systems. A wide variety of programs are available to serve the gamut of jurisdictions from county down to the smallest town. The programs most likely to be utilized by rural towns such as Elcho include:

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

More information on these programs can be obtained by contacting the Wisconsin Department Of Transportation region office in Rhinelander or on the Internet at www.dot.wisconsin.gov/localgov/index.htm.

VI.) ECONOMIC DEVELOPMENT CHAPTER

This chapter (#6 of 9) of the Town of Elcho Comprehensive Plan is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the Town. As required by the state's comprehensive planning law [§66.1001 (2)(f) Wis. Stats.], this chapter analyzes the labor force and economic base, ensures designation of adequate sites for business and industry, evaluates potentially contaminated sites for reuse, and identifies applicable county, regional and state economic development programs.

A.) ECONOMIC DEVELOPMENT GOALS AND POLICIES

Unlike most towns, Elcho has historically, played a role in economic development through the establishment of an industrial park. The Town of Elcho supports efforts to stabilize and expand the economic base and employment opportunity for its residents and the community as a whole. A review of economic base assessment information has lead to the establishment of the following economic development policy statement:

Goals:

1. Promote the stabilization and expansion of the current economic base and the creation of a range of employment opportunities.

Objectives:

1. Encourage new retail, commercial & industrial development to locate in the proposed area where facilities can accommodate.
2. Support the recommendations of the Langlade County Economic Development Strategy, 2005.
3. Industrial and commercial development should not negatively impact environmental resources or adjoining property values.

Policies:

1. Work to ensure that the village area is allocated economic development resources.
2. Review the costs and benefits of a proposed development project prior to approval.
3. Designate potential commercial and industrial lands based on the existing development pattern and sound planning techniques in order to avoid incompatible land uses.

4. Commercial development should be directed to designated planned commercial areas consistent with the Future Land Use Map.
5. Industrial Development should be directed to the Town Industrial Park.
6. Disallow commercial and industrial development in unsuitable areas.
7. Seek to utilize Town tax incremental financing authority for economic development of the Town.

B.) LABOR FORCE AND ECONOMIC BASE ANALYSIS

According to the Census, the civilian labor force (population 16 and over) living in the Town of Elcho was approximately 557 workers in 2000. Of these, 38 were unemployed for an unemployment rate of 6.8%. This compares with an unemployment rate of 3.6% in 1990. The unemployment rate for the County was 5.8% in 2000.

Geographically, the land within the Town is overwhelmingly dedicated to the forestry sector. Over 82% of the land in the Town of Elcho is woodland. See the Agricultural, Natural and Cultural Resources and Land Use chapters of this plan for more on the silvicultural nature of the community.

The primary occupations of Elcho residents in the labor force in year 2000 include the management, professional & related and the production, transportation & material moving categories, see TABLE 15. Each of these occupational groups has 100 or more workers. The leading economic sector or industry in the Town as of year 2000 is education, health & social services with 88 workers. Three industries are tied for second: construction; retail trade; and arts, entertainment, recreation, accommodation & food services, see TABLE 16.

Historically, manufacturing has been the strongest sector county-wide, with 2,032 workers as of 2000. Manufacturing jobs in the County increased 22% (9% within the Town) between 1990 and 2000. The biggest gaining sector in both the County and Town is arts, entertainment, recreation, accommodation & food services. The sector showing the most significant loss at the county level is transportation, warehousing and utilities, which declined 21% between 1990 and 2000. At the town level, the sector showing the most significant loss is wholesale trade (-39%).

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

Commuting patterns provide one way to estimate the number of jobs within a community. The 2000 commuting data shows a total of 325 workers traveling to the Town of Elcho for work. The majority (186 or 57%) of these actually represent residents

of the town working at jobs within the Town. The others travel to jobs within Elcho from places such as Upham (19), Ainsworth (16), Rhinelander (14), Enterprise (10) and Pelican (10) among others.

	Town of Elcho		Langlade County	
	1990	2000	1990	2000
Management, professional & related	71	138	1,274	2,177
Service	64	99	1,311	1,517
Sales & office	84	86	1,925	2,262
Farming Fishing & Forestry	26	3	906	371
Construction, extraction & maintenance	28	91	1,067	1,061
Production, transportation & material moving	142	102	1,743	2,315

Source: U.S. Census Bureau

	Town of Elcho		Langlade County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	15	25	939	797
Construction	49	69	555	752
Manufacturing	56	61	1,671	2,032
Wholesale Trade	28	17	383	351
Retail Trade	88	66	1,559	1,273
Transportation, Warehousing & Utilities	45	30	601	475
Information	N/A	N/A	N/A	108
Finance, Insurance, Real Estate & Leasing	5	18	258	346
Professional, Scientific, Management, Administrative & Waste Mgmt Services	21	17	197	307
Education, Health and Social Services	69	88	1,234	1,602
Arts, Entertainment, Recreation, Accommodation and Food Services	8	67	316	908
Public Administration	20	39	224	318
Other Services	20	22	289	434

Source: U.S. Census Bureau

C.) ASSESSMENT OF LOCAL CONDITIONS

Based on the silvicultural nature of the community, the Town supports the development of forestry and forest-related business. The forested nature of the Town, along with its water resources, also lends itself to tourism and recreation based industries, which the Town is in favor of as well. The Town industrial park is another area the Town would like to develop, and the Town feels that this is the most appropriate place for more

intensive industrial operations. Beyond that, the Town has no specific preference for categories or types of business desired.

The Town has a number of strengths that may be helpful in attracting or retaining business and industry, as identified by the Plan Commission as follows: industrial park, good schools, library, ambulance and fire protection, sanitary district – sewer & water, recreational amenities, as well as churches, medical clinics, gas station, restaurants, stores including grocery & building supply, and available skilled workers including plumbers, carpenters, excavators, masons and electricians.

Some weaknesses in attracting or retaining business and industry include: smaller labor pool, lack of rail and 4-lane highway access, and relative proximity larger full service cities (Rhineland / Antigo).

The Town's Future Land Use Plan (Plan) map designates space for business sites. Availability of these parcels may be an issue.

Environmentally contaminated sites are discussed in the Ag., Natural & Cultural Resources chapter of the plan. The Town supports the reuse of such sites provided that the Town is secure of liability issues.

D.) ECONOMIC DEVELOPMENT PROGRAMS

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

Local:

Tax Increment Financing: In 2004, the WI State Legislature enacted changes to the state's Tax Increment Financing statutes. One significant change involved allowing townships to establish tax increment districts for specified economic development projects, primarily agriculture or tourism. Tax Increment Financing has been employed by numerous communities throughout the state to promote redevelopment in blighted areas and finance new industrial development.

County:

Langlade County Economic Development Coordinator: Recently the Langlade County Housing Authority expanded its role to serve as the County Economic Development Coordinator. The goal is to stimulate development of the local economy, provide support to existing and prospective employers, serve as a professional resource to local units of government and promote tourism opportunities within Langlade County. A variety of economic development programs will be managed, including revolving loan funds, the North Central Advantage Technology Zone Tax Credit program and the North 4 Development Zone program.

Regional:

North Central Wisconsin Development Corporation: The North Central Wisconsin Development Corporation (NCWDC) 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. It is targeted at the timber and wood products industry, tourism and other manufacturing and service industries.

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

State:

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

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

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

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

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

Federal:

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

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

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

VII.) INTERGOVERNMENTAL COOPERATION CHAPTER

This chapter (#7 of 9) of the Town of Elcho Comprehensive Plan is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, and building public facilities and sharing public services. As required by the state's comprehensive planning law [§66.1001(2)(g) Wis. Stats.], the chapter first analyzes the relationship of the Town of Elcho to school districts, adjacent local governmental units, the Region, the state, and other governmental units; then it incorporates plans and agreements under sections 66.0301, 66.0307, and 66.0309 of Wisconsin Statutes; and finally it concludes with an identification of existing or potential conflicts between the governmental units and a process to resolve such conflicts.

A.) INTERGOVERNMENTAL COOPERATION GOALS AND POLICIES

GOAL 1 Seek mutually beneficial cooperation with all levels of government.

Objectives and Policies:

1. Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient service or public utilities.
2. Investigate joint operation or consolidation when considering expanded or new services or facilities.
3. Work with Langlade County on the development of a County comprehensive plan.

B.) ASSESSMENT OF INTERGOVERNMENTAL RELATIONSHIPS, PLANS AND AGREEMENTS

1.) SCHOOL DISTRICT

The Town of Elcho is in the Elcho School District, refer to the Utilities and Community Facilities Chapter. The school library also services as the Elcho Branch of the public library and childcare is also provided at the school. The Nicolet Technical College district includes the Town of Elcho and has its nearest campus in Rhineland.

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

2.) SANITARY DISTRICT

The Elcho Sanitary District supplies water and sewer service to the core “village” area of the Town. The District was created in 1965. A new treatment facility was constructed in 1999. The District is administered by an independent Board of Commissioners appointed by the Town under state guidelines.

3.) ADJACENT LOCAL GOVERNMENTS

a.) Surrounding Townships

The Town of Elcho is bordered by the towns of Enterprise and Schoepke (Oneida County) to the north, Ainsworth to the east, Upham to the south, and Parrish to the west.

The Town Fire Department also covers the Town of Upham and there is mutual aid with all surrounding departments.

b.) Langlade County

Langlade 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, Highways, Sheriff, Forestry, and Land Records.

County Finance collects local property tax for the Town. The County Highway Department maintains and plows County, state and federal highways within the Town, and stores sand and gravel at the Town Shop. 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 police protection, but also for ambulance/EMS response and dispatching the Town Fire Department. 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 Elcho. The County Zoning Department administers zoning in the Town, as well as providing land records and land conservation services including joint monitoring of surrounding lakes. The County Housing Authority supports a number of housing projects/programs within the Town.

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 Federal Emergency Management Agency in

order for individual local units of government to qualify for certain types of disaster assistance funding.

4.) NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §60.0309 Wis. Stats. as a voluntary association of governments within a ten county area. Langlade County is a member of the NCWRPC, which qualifies the Town of Elcho 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.

The NCWRPC has prepared comprehensive plans for the towns of Antigo, Polar and Rolling and the City of Antigo, and is working with Langlade County to develop a county level comprehensive plan. Other countywide projects by the NCWRPC that cover the Town of Elcho include a county economic development strategy, county outdoor recreation plan, county bike route plan, the human services public transit coordination plan, rural addressing and address ranging for 911 response assistance, county all hazards mitigation plan, county public access study, and various regional project assistance that includes Langlade County.

5.) 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, 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 Elcho. Examples include local road aids, the Local Roads Improvement Program (LRIP) and the Priority Watershed Program. There are also a number of mandates passed down from the state that the Town must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads (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.

C.) EXISTING / POTENTIAL INTERGOVERNMENTAL CONFLICTS

The following intergovernmental conflicts were identified in Elcho:

- ✓ Parking and storm drainage issues with Wisconsin Department Of Transportation on US 45.

The following potential intergovernmental conflicts may arise in Elcho:

- ✓ Potential future sale / use of County owned land within the Town.

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

D.) INTERGOVERNMENTAL 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 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement may be invalidated after the minimum 10 year period.

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

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

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

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

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

VIII.) LAND USE CHAPTER

This chapter (#8 of 9) of the Town of Elcho Comprehensive Plan is based on the statutory requirement [§66.1001(2)(h) Wis. Stats.] for a "compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property". This chapter lists existing land uses in the Town and provides 20-year projections in 5-year increments for the various land uses.

A.) LAND USE GOALS AND POLICIES

To address competing development concerns, a resource-based land management policy is proposed. This policy utilizes physical characteristics of the land to guide where development should occur. The following land use policy statement is a means of guiding future development within the Town towards a more orderly and rational pattern:

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.

Objectives and Policies:

1. The Town will maintain a long-range Land Use and Development 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, Regional, and state plans and ordinances.
2. The Town will actively participate in zoning and subdivision review decisions at the County level, which affect the Town. This includes zoning amendment and subdivision requests acted on by the County Water and Land Use Planning Committee, as well as variance and conditional use requests acted on by the County Zoning Board of Adjustment. This plan will be cited as the basis for all such actions including "disapproval" of proposed zoning amendments under §59.69 Wisconsin Statutes.
3. The Town will consider reduced setbacks in the "village" area where the lots are small and mainly developed.
4. All development proposals will be encouraged to follow accepted *neighborhood* and *clustering of development* concepts to the extent possible.
5. Strip-type commercial development along high-volume roads will be avoided in order to insure traffic safety and mobility, and to avoid "sprawl". (Encourage clustering of development through Planned Unit Development)

concept.)

6. Small or medium scale commercial development intended to serve local needs will be encouraged.
7. Large scale commercial development will be discouraged because of the potential to attract unplanned or premature urban development of the Town.
8. All industrial development proposals will be directed to the Town industrial park as the most suitable location to minimize land use conflicts in other areas of the Town.
9. The Town will identify and follow-up on areas of visible "junk" accumulation in accordance with Langlade County Ordinance 3-94 regulating storage and disposal of automobiles, tires, junk, and other miscellaneous waste.

GOAL 2 Promote and regulate development that preserves the rural character of the Town, and minimizes groundwater impacts from on-site septic systems and other sources.

Objectives and Policies:

1. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
2. The Town of Elcho is opposed to any commercial extraction of ground or surface water for resale.
3. Use-buffer areas will be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. duplex-type (higher density residential) development should be planned as a buffer between single-family and commercial areas. Landscape buffers should also be used, especially where distances from services make multiple-family unfeasible.

GOAL 3 Preserve the productive farmland and forest in the Town for long-term use and maintain agriculture and forestry as important economic activities and a way-of-life.

Objectives and Policies:

1. Marginal lands, those not suited to agricultural or forestry uses, should be

the focus of development activity in the Town. Large tracts of land best suited to agriculture or timber production should remain in that use, to the extent possible, and new development should be steered toward land less well adapted to productive use.

2. Nonfarm development, particularly subdivisions, will be encouraged in areas away from intensive agricultural and forestry activities, in order to minimize conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
3. The Town will consider proposals involving the keeping or raising of livestock or other animals, fish, and fowl on a case-by-case basis in relation to the potential impact on water quality and neighboring land uses, consistent with Wis. Stat. 93.90.

B.) EXISTING LAND USE INVENTORY

Current land use activity (See Existing Land Use map) in the Town is characterized by the unincorporated village of Elcho surrounded by big blocks of forestland with scattered farming, and residential development mainly along lakeshores and some scattered. There are large sections of forest with limited access much of which are county forest. These large contiguous forest blocks are necessary to maintain economically viable forests.

The unincorporated village is the commercial center of the Town. There is also significant residential development including multifamily and assisted living. Businesses include building and construction services, retail stores, general services, and a gas station. As a community center, this area features medical and dental clinics, churches and the K-12 school. The industrial park is located adjacent to the village area.

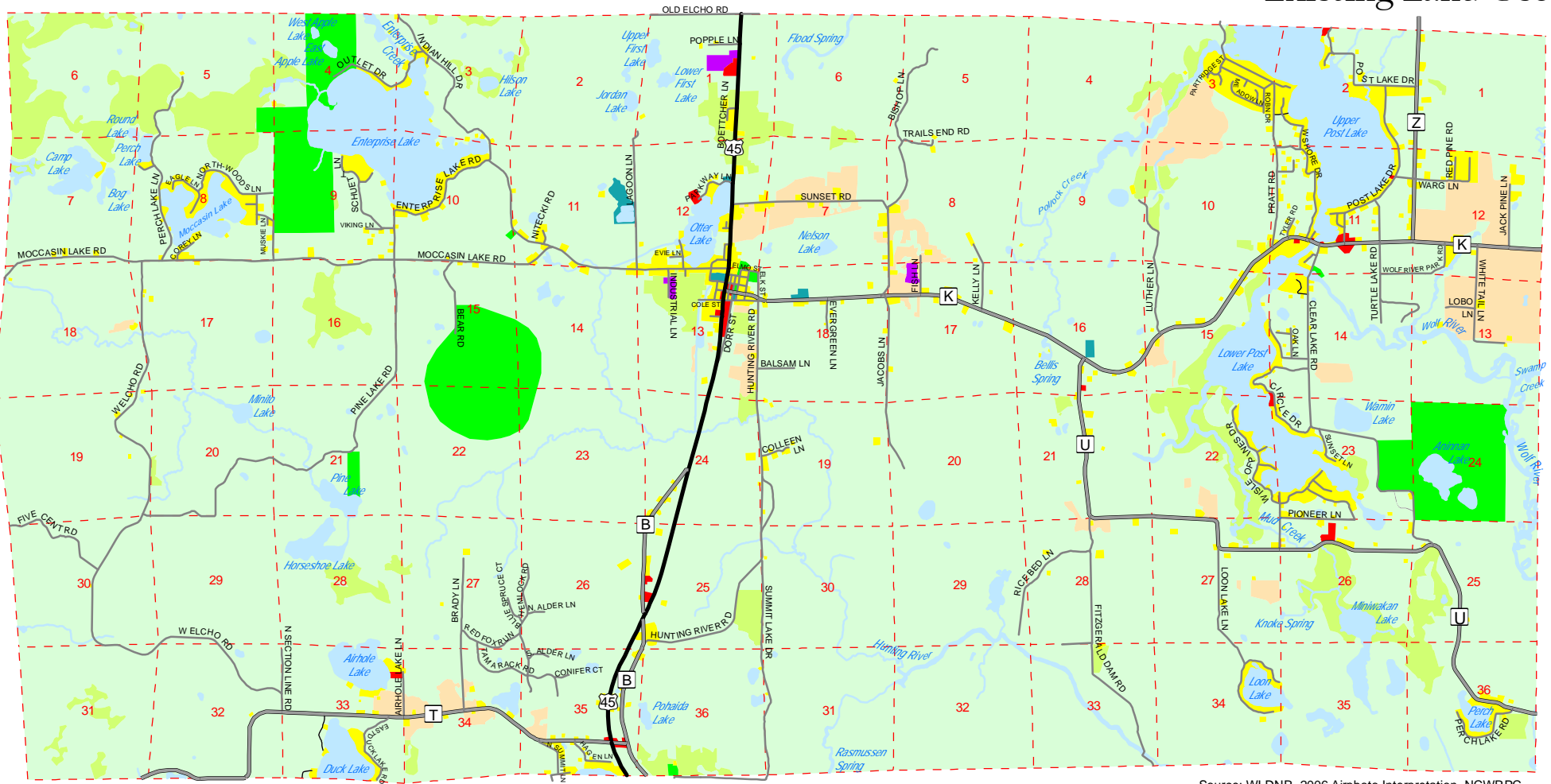
TABLE 17 presents the current breakdown of land-use types within the Town. The majority of the Town is woodlands at about 38,000 acres or 79%. The next most significant land use type is open land with just over 4% followed by agriculture and outdoor recreation at about 3% each. Residential use takes up an additional 3% of the Town's land area at about 1,500 acres. The other land uses combined use only about 2.5% of the total land area.

Land Use	Acres	Percent
Agriculture	1,305	2.72%
Commercial	74	0.15%
Government/Institution	45	0.09%
Industrial	35	0.07%
Open Land	2,175	4.53%
Outdoor Recreation	1,464	3.05%
Residential	1,516	3.15%
Transportation	543	1.13%
Water	2,705	5.63%
Woodlands	38,195	79.48%
Total	48,055	100%

Source: NCWRPC, Town of Elcho

Town of Elcho - Langlade County

Map 5 Existing Land Use



- | | | |
|---------------------|--------------|--------------------|
| US & State Highways | Agriculture | Outdoor Recreation |
| County Highways | Commercial | Residential |
| Local Roads | Governmental | Transportation |
| Private / Other | Industrial | Water |
| Section Lines | Open Lands | Woodlands |



Source: WI DNR, 2006 Airphoto Interpretation, 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.



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

C.) ANALYSIS OF TRENDS

1.) LAND SUPPLY

As shown by the existing land use inventory, the majority of the Town is "undeveloped" agricultural and woodlands, so the supply of land "available" for development appears to be adequate. Much of this undeveloped area is large block industrial forest, which is most productive if roads are not cut into it and subdivided. Even under a rapid growth scenario, the supply of land in the Town of Elcho is more than sufficient to accommodate projected demand over the next 20 years for all use categories.

2.) LAND DEMAND

Residential

The overall residential demand for land in the Town of Elcho results from a projected 244 increase in households (2000 – 2025). TABLE 18 shows projected residential land demand based on household projections for the Town and the general 2-acre (minimum) lot size. An average of 98 acres of residential land are expected to be developed in the Town every 5 years to accommodate anticipated population growth by the year 2025. This does not account for seasonal home development.

About 217 (89%) of the 244 new housing units will probably be built as single-family, since 89 percent of all housing stock in Town is single-family dwellings, as shown in Table 11 in the Housing chapter. About 7 (3%) of the new 244 housing units may exist as multi-family housing units, and the remaining 20 (8%) of the new projected housing units may be mobile home-type units. The multifamily units may reduce the overall demand for residential acreage slightly, but the difference is expected to be minor.

Seasonal housing comprises about 52% of the total units within the Town. Although existing seasonal homes are being converted to full-time permanent residences, it is assumed for planning purposes that new seasonal units will remain a stable proportion over the lifespan of this plan resulting in an additional 264 seasonal homes (2000 – 2025). These units would consume an average of about 106 acres every five years.

Industrial, Commercial and Agricultural

Industrial use within the Town is primarily located within the Town industrial park or in the form of scattered non-metallic mining operations. By their nature, non-metallic mining operations expand overtime, and as existing pits are closed, new pits will open. As a result, the amount of industrial land attributed to non-metallic mining is anticipated to fluctuate but remain fairly constant at about 27 acres over the planning period.

The Town expects most heavy industrial use to locate within its industrial park. Historically, there has been minimal industrial development in the Town, but the Town seeks to encourage development of its industrial park through sound planning and economic development efforts. As a result, a conservative estimate of doubling the current level of industrial use from about 8 acres to 16 acres by 2025 is used.

Commercial development is subject to market forces and difficult to predict. There has been significant commercial development in the Town, but new commercial enterprises have appeared sporadically over time. As a result a conservative estimate of doubling of the current level of commercial from 74 acres to 148 acres by 2025 is used.

Since it is the Town’s intention to promote the preservation of agricultural land, the level of agricultural land within the Town is anticipated to remain stable over the planning period. Some lands are expected to be taken out of agriculture while new areas are likely to come under farming, resulting in minimal net change.

TABLE 18 shows the projected increase of commercial, industrial and agricultural land uses in 5-year increments.

	2010	2015	2020	2025	2030*
Residential Acreage Demand	1,516	1,720	1,826	1,932	2,038
Industrial/Commercial Acreage Demand	119	150	181	212	243
Agricultural Acreage Demand	1,305	1,305	1,305	1,305	1,305

Source: NCWRPC

*Extension of 2000-2025 trend.

3.) LAND PRICES

Overall equalized land values in the Town have increased about 88 percent over the last seven years; however, not all categories of land increased equally. Residential property values increased by 94 percent, while agricultural decreased by 53 percent. See TABLE 19, Equalized Property Values, below.

Type of Property	2000	2007	% Change
Residential	111,782,100	216,596,200	93.8%
Commercial	4,918,400	8,488,300	72.6%
Manufacturing	527,300	520,200	-1.3%
Agricultural	390,800	185,300	-52.6%
Undeveloped	704,800	858,300	21.8%
Ag. Forest	0	475,000	---
Forest	16,123,600	25,713,800	59.5%
Other	285,400	655,400	129.6%
Total Value	134,732,400	253,492,500	88.1%

Source: WI DOR, 2000 & 2007

4.) OPPORTUNITIES FOR REDEVELOPMENT

All of the "closed" properties in Town that had environmental contamination on them are still used. For example there was a leaking underground storage tank at the Elcho Public School, but the school still exists, therefore there is no site to redevelop at this time.

Two of the listed properties are former bulk petroleum storage facilities, and cleanup is on-going. See the Ag., Natural and Cultural Resources and Economic Development chapters, for more details.

Quarries have a built-in redevelopment mechanism via reclamation regulations. Most existing quarries within the Town have a number of years of life left. Reclamation to a useable state is required upon closure of any quarry.

5.) EXISTING AND POTENTIAL LAND USE CONFLICTS

An area of concern is the clear cutting of larger forested tracts for timber or pulpwood, and the subsequent sale and development of these and other large parcels for residential lots. The availability and marketing of these parcels/developments draws more interest in the local land market and has the potential to inflate growth beyond the anticipated projection. This may stress available public facilities and services. A related issue is the potential sale and development of County lands within the Town.

As lake frontage within the Town fills in, development of back lots and increasing demands on existing Town Roads not designed to handle the load is a significant concern of the Town.

Another concern is the availability of land for future business. A related issue is access to the industrial park. Currently, the only access is through a residential area that is relatively tightly developed, including some lake front development. While there is some additional space available for future industrial development, it may be limited by adjacent residential and access issues.

Unkempt or poorly maintained buildings and properties including accumulating junk and vehicles have been generally labeled as "eyesores" and identified as a conflict issue by the Town Plan Commission.

Other areas of land use conflict within the Town include agricultural activity versus residential development and quarry activities versus residential development. Although the Town is not currently a highly agricultural area, another potential future conflict area is possible development of larger scale livestock operations.

This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers and public information and education components.

D.) LAND USE PROGRAMS

A number of different programs directly and indirectly affect land use within the Town. The principle land use programs include the County General and Shoreland Zoning ordinances and the County Subdivision and Platting Ordinance. Official mapping authority is available but not widely used. See the Implementation Chapter of this Plan for more on these ordinances.

E.) FUTURE LAND USE PLAN 2009-2029

The Future Land Use Plan map represents the long-term land use recommendations for all lands in the Town. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate future development of the Town.

Town of Elcho Plan Commission members participated in a mapping exercise with Regional Planning Commission staff to identify the desired future land uses by using nine common Land Use Map Classifications, as described below. Plan Commission members used their broad knowledge of the Town to draw shapes on a map representing the different land uses. The goal was to produce a generalized land use plan map to guide the Town's growth.

Land Use Plan Map Classifications:

Land use classifications are groups of land uses that are compatible, and separates 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.

1. Residential

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

2. Mixed Use

Identifies the “downtown” or unincorporated village area of the Town which includes a mixture of residential, commercial and institutional land uses.

3. Commercial

Identifies areas that sell goods or services to the general public, for example: stores and resorts.

4. Industrial

Identifies areas that produce goods or services for distribution to commercial outlets, for example: manufacturers and wholesale distributors.

5. Governmental/Public/Institutional

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

6. Agriculture

Identifies areas that are managed to produce crops or raise livestock.

7. Forest

Identifies areas of large woodlands.

8. Transportation

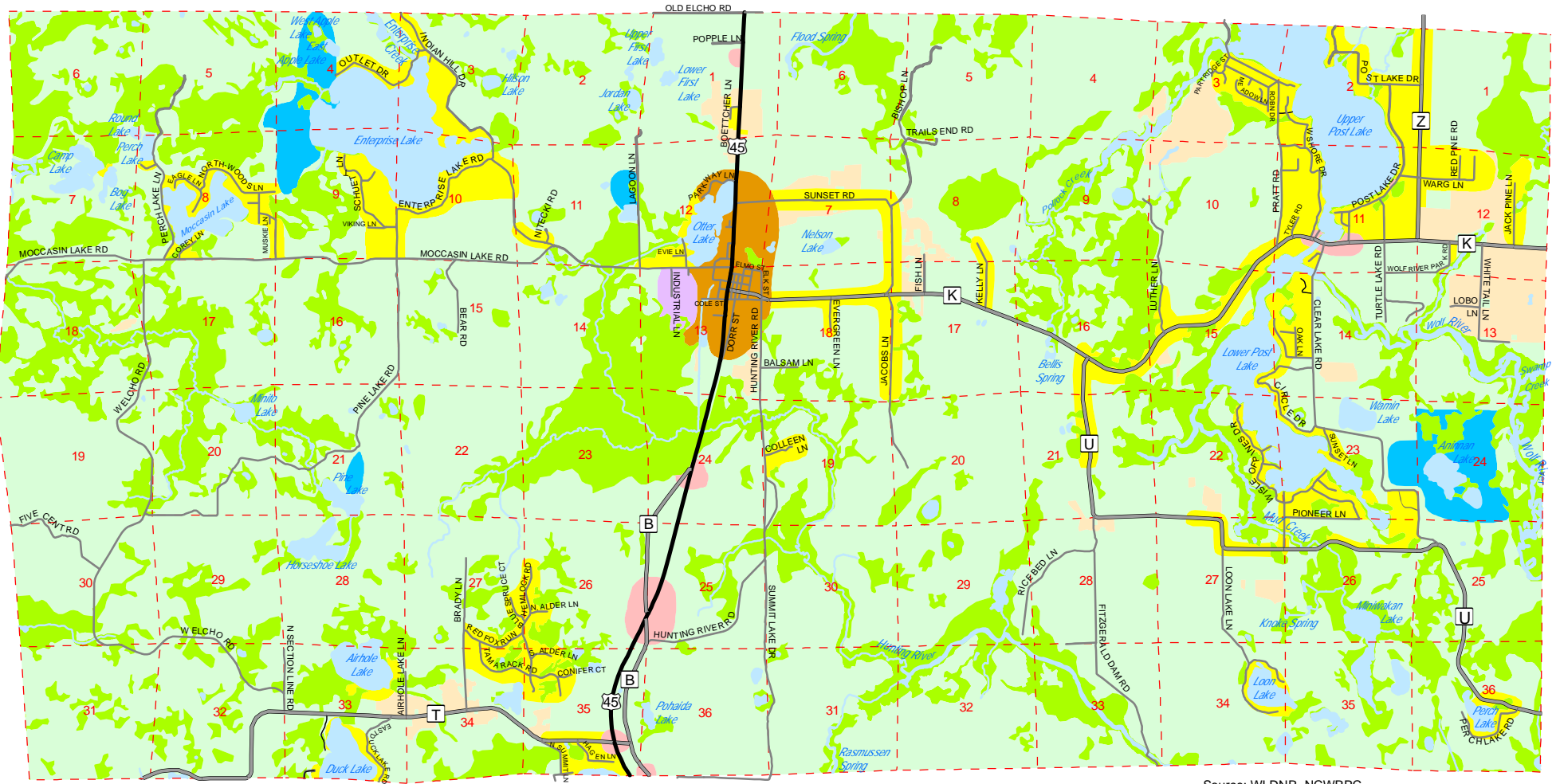
Identifies the existing road network along with the recommendations for improved and safe traffic movement in the town, including airports and rail facilities.

9. Preservation & Open Space

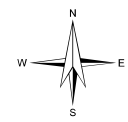
Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, Wisconsin Department Of Natural Resources wetlands, steep slopes of 12 percent or greater. This area could include endangered species habitat or other significant features or areas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

Town of Elcho - Langlade County

Map 6 Future Land Use Plan



- Section Lines
- US & State Highways
- County Highways
- Local Roads
- Private / Other
- Agriculture
- Commercial
- Forest
- Institutional
- Industrial
- Mixed Use
- Preservation & Open Space
- Residential
- Transportation
- Water



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.

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

IX.) IMPLEMENTATION CHAPTER

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

A.) ACTION PLAN RECOMMENDED TO IMPLEMENT THE COMPREHENSIVE PLAN

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

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

RECOMMENDATION 1: PLAN COMMISSION -

It is incumbent upon the Town Board that once the Plan is approved, it will be used to guide decisions that affect development in the Town.

The Town of Elcho Plan Commission is to review the Plan's effectiveness on an annual basis, and make a comprehensive review of the Plan every five years.

The primary implementation tool for this Plan is the Langlade County Zoning Ordinance, which provides the underlying regulatory framework that supports many of the Plan's policies. Currently the Town Board reviews local zoning petitions and forwards their recommendation to Langlade County for consideration. Although the County makes the decision on the zoning petition, the Town has veto authority over zoning changes approved at the county level. It is recommended that eventually the Elcho Plan Commission be given responsibility for reviewing zoning applications and proposed land uses and for making formal recommendations to the Town Board. This would relieve political pressure on the Town Board related to zoning decisions and add credibility to Town recommendations that are forwarded to the County. In addition, the Plan Commission would be most familiar with the Elcho Comprehensive Plan and better able to focus on land use issues coming before the Town. This is consistent with a large number of towns across Wisconsin.

Also recommended is that a standard form be used for recording Plan Commission zoning recommendations to the Town Board and Town Board zoning recommendations to the County, including all reasons for the recommendation and each member's vote

on the matter, and that it be attached to the original zoning petition and also copied for Plan Commission records.

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

RECOMMENDATION 2: TOWN ROAD IMPROVEMENT PROGRAM

a. Enhance procedures for review / acceptance of new Town Roads

The Plan Commission should be delegated the responsibility for review of development proposals involving creation / dedication of new Town roads including follow-up inspection prior to acceptance. This will improve consistency in the process and ensure that all Town roads meet state standards required for eligibility to receive road aids.

It is recommended that the Town develop and adopt a land division ordinance as one tool to facilitate this goal. A land division ordinance would reinforce the guidelines within the Town's Road Ordinance as to what standards a Town road must be built to. In addition, a land division ordinance would have secondary benefits in providing the Town with more say in how land is developed within the Town. The ordinance would be administered by the Plan Commission, however, the Town Board would have final say in all decisions.

b. Town Road Improvement Program

The Town should undertake the development of a Town Road Improvement Plan (TRIP) to formalize the process of determining annual road improvements and establishing budget levels to meet needs. It is recommended that the Town more aggressively pursue Town Road Improvement Program (TRIP & TRIP-D) grants from Wisconsin Department of Transportation to help upgrade the Town road system.

RECOMMENDATION 3: GROUNDWATER PLANNING

Due to the quality of the local groundwater and the attractiveness (to industrial bottlers) of the abundant natural springs within the Town, the Town should undertake a ground water planning effort. This would include wellhead protection programming for the central public water supply as well as town-wide general protection efforts. Although there are a number of policies established within the Comprehensive Plan for intended for groundwater protection, a more focused effort is needed to develop a complete and effective set of groundwater protection policies and programs for the Town. The land division ordinance could also be a useful tool in groundwater protection for the Town.

RECOMMENDATION 4: INTERGOVERNMENTAL COOPERATION -

The Town of Elcho must cooperate with neighboring communities and other units of government to minimize intergovernmental conflict and ensure that the goals and objectives of this plan are fully realized. Key recommendations include the following:

- ✓ Work with Langlade County and adjacent towns to explore the potential for development of a confined animal feeding operation ordinance that meets State Criteria.
- ✓ Work with Langlade County to develop and implement an All Hazards Mitigation Plan for reducing the impacts of natural disasters on the Town and County.
- ✓ Continue to build on the initial framework established in the Intergovernmental Cooperation Chapter of this Plan.

RECOMMENDATION 5: INFORMATION AND EDUCATION -

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

B.) PLAN REVIEW AND UPDATE

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

- ✓ Appropriate revision should be made to bring decision-making back in line with Plan goals and policies
- ✓ The goals and policies themselves should be reviewed to ensure they are still relevant and worthwhile
- ✓ New implementation tools such as a local land division ordinance or building permit/site plan ordinance should consider gaining more control over land use decisions.

Although a comprehensive plan review every 10 years is required by the State, it is recommended here that a comprehensive review of this Plan by the Plan Commission should take place every 5 years, and that statistical information should be updated when available. An essential characteristic of any planning program is that it reflects the desires of the Town's citizens.

C.) PLAN AMENDMENT PROCEDURE

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

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

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

A copy of the proposed Plan amendment is sent to all affected government units, Langlade County in particular.

Town Clerk publishes a 30-day Class 1 notice announcing a Town board public hearing on the proposed changes.

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

Any approved changes are sent to affected government units, Langlade County in particular.

D.) PLAN CONSISTENCY BETWEEN CHAPTERS

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

ATTACHMENT A

PUBLIC PARTICIPATION PLAN

TOWN OF ELCHO

Public Participation Plan

I. Background

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

The creation of the Public Participation Plan is a task required in meeting the requirements of Wisconsin's Comprehensive Planning Legislation (66.1001). As the planning process develops, it should be expected that deviations from the plan might occur.

II. Objectives

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

- That the residents, land owners and other interested parties become fully aware of the importance of participating in the development of the Comprehensive Plan.
- That the public has opportunities to provide their input to the Plan Commission and Town Board.
- That the public has access to all written information and all maps created throughout the planning process.
- That there is input from the broadest range of perspectives and interests in the community possible.
- That input is elicited through a variety of means (electronic, printed, and oral) in such a way that it may be carefully considered and incorporated into the process.
- That this process of public involvement strengthens the sense of community.

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

III. Techniques

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

1. All meetings for the planning process will be posted and open to the public.
2. Plan meeting handouts will be maintained by the Town and available for review by the public.
3. When the draft plan is prepared it will be available at the Town Hall, the local library and on a website.
4. The draft plan will be distributed to all surrounding communities and the County.

RESOLUTION #07-2

ADOPTION OF PUBLIC PARTICIPATION PLAN

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

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

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

NOW, THEREFORE, BE IT RESOLVED, that the Town of Elcho does approve and authorize the Public Participation Plan as presented.

Attested to this 13th day of
September, 2007.

Melissa Bloechl
Melissa Bloechl, Clerk/Treasurer

Gary Johnson
Gary Johnson, Chairman

Phillip A. Migas
Phillip Migas, Supervisor

Jeffrey McKinney
Jeffrey McKinney, Supervisor

ATTACHMENT B

PLAN ADOPTION DOCUMENTATION

Town of Elcho
Ordinance #09-03



STATE OF WISCONSIN
Town of Elcho, Langlade County

SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of Elcho Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Elcho 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 Elcho 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 Elcho must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the town board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

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

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Elcho, 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 Elcho Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

SECTION VI – PUBLIC HEARING

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

SECTION VIII – SEVERABILITY


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

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

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

Adopted this 16 day of Dec. 2009.



Shirley G. Migas



[Signatures of town board]

Melissa Bleech

Attest: [Signature of town clerk]

Resolution by Plan Commission to recommend adoption of Comprehensive Plan

**STATE OF WISCONSIN
Town of Elcho
Langlade County**

The Plan Commission of the Town of Elcho, Langlade 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 Elcho as follows:

Adoption of the Town of Elcho Comprehensive Plan.

The Town of Elcho 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 Elcho Comprehensive Plan are incorporated into and made a part of the Town of Elcho Comprehensive Plan.

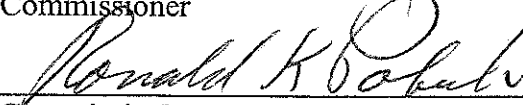
The vote of the Town Plan Commission in regard to this resolution shall be recorded by the clerk of the Town Plan Commission in the official minutes of the Town of Elcho Plan Commission.

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

Adopted this 9 day of November, 2009.

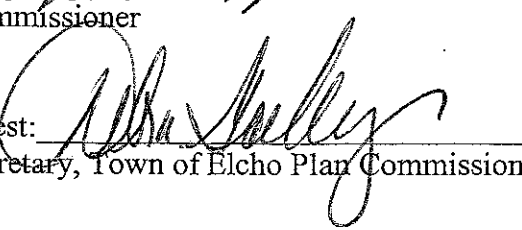

Chair

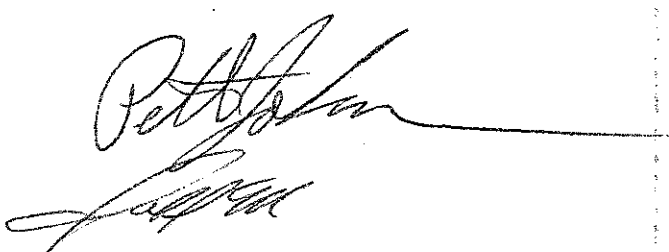

Commissioner


Commissioner


Commissioner

Attest:


Secretary, Town of Elcho Plan Commission


Resolution number 1 (one)