

# Town of Chicog

## 2025 Vision and Comprehensive Plan



**TOWN OF CHICOG  
COMPREHENSIVE PLAN**

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## **Element 1**

# **ISSUES & OPPORTUNITIES**

## **1.1 INTRODUCTION**

Population is an important contributing factor to the pattern of settlement and development of a municipal unit. Significant increases or decreases in the number of inhabitants along with the characteristics of income, education, and age impact economic development, land use, transportation, and the use of public and private services. Examining past changes and the present conditions of population enhances the ability to prepare for the future needs of a community.

## **1.2 POPULATION**

### **Historical Population**

Since 1950, the Town of Chicog has had a variable population. Table 1.1 reveals the town sustained a substantial decline from 1950 to 1960, losing 131 residents. However, in the ten years from 1960 to 1970, the town rebounded and gained 94 people. Since 1960, the town's population has been continually on the rise, with the greatest increase in the period from 1990 to 2000, when the town increased by 30 percent reporting 268 inhabitants in the 2000 U.S. Census.

<b>Table 1.1: Historical Population 1950-2000</b>					
<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
193	62	156	168	206	268

### **Population Projections**

In Table 1.2, population projections through 2025 for the Town of Chicog, generated by the Northwest Regional Planning Commission (NWRPC), are displayed using three different projection methods. All three methods used to project Chicog's population over the next 20 years show an increasing population. While differing in absolute numbers, the projections reveal a similar pattern: a modest, continued growth through the year 2025. For clarification on how these projections were generated see footnote<sup>1</sup>. Figure 1.1 charts both the historical population as well as the projected population change through 2025.

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<sup>1</sup> Description of Population Projection Techniques

Historical Average:

Model based on the historical average 10-year growth rate for the period 1950-2000. Derived historical growth rate (x) is applied to year 2000 population in order to generate 2010 figure.

Linear Regression Model:

Prediction of future population based on historic values. Regression fits a line through a set of observations using the "least squares" method.

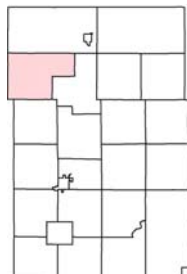
20-Year Historical Average:

Population model which uses the historical average for the period 1980-2000.

**Table 1.2: Population Projections, 2005-2025**

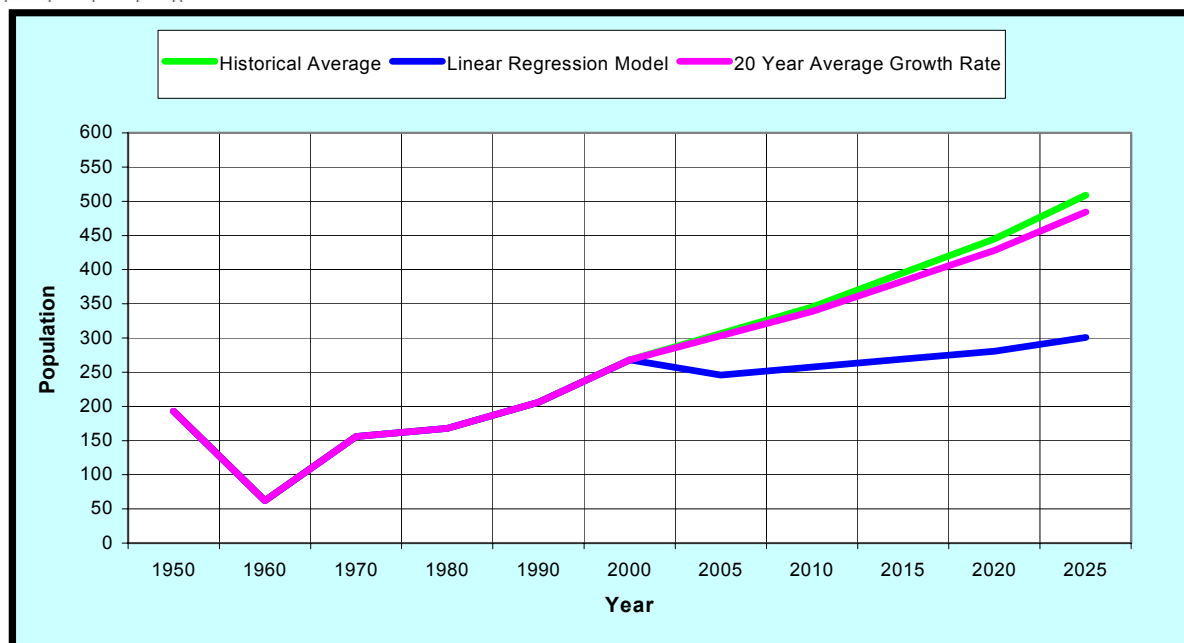
	2005	2010	2015	2020	2025
Historical Average	307	345	395	445	509
Forecast (Linear Regression)	246	257	269	281	301
20 Year Average	303	339	383	428	484

Source: NWRPC



**Figure 1.1**

**TOWN OF CHICOG**  
**Historic Population: 1950-2000**  
**Population Projection: 2005-2025**



Source: US Census Bureau 1950-2000, NWRPC 2005-2025

Population projections represent estimates of future population change based on historical information. Actual future population growth will be based on many social and economic factors. Unforeseen events or changes in social or economic conditions may cause dramatic deviations from the projected future values. Three methods are used to depict different mathematical models and are represented in Figure 1.1. The methods used are:

- Regression
- Historical population growth rate
- 20-year growth rate



Regression projections tend to be the most conservative estimates due to the negative population spike occurring between 1950 and 1960. The historical growth rate is typically a mid-range estimate based on the average growth rate from 1950 through 2000. The 20-year growth rate tends to produce the highest estimates, due to the high population growth rates experienced in Chicog during this period. Barring unforeseen changes, population growth in the Town of Chicog will occur and likely at a rate at least equivalent to or exceeding the 20-year growth rate. It is expected that net in-migration will continue to drive population growth as more retirees relocate to places within the county, especially the lake areas. Town of Chicog housing projections in the Housing Element are based on the 20-year growth rate.

### **Factors Affecting Population Change**

Population change factors in Town of Chicog include:

- ★ The relatively new phenomena of home-based electronic businesses
- ★ The conversion of seasonal residences into permanent residences
- ★ Continued lakeshore development
- ★ Attractiveness of the areas natural resources
- ★ Affluent people choosing to buy homes and retire in the area
- ★ The overall ability of the region to provide a quality of life that's comfortable with access to goods, services, and economic activities to satisfy the town's current population and attract new people.

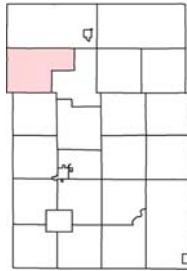
## **1.3 AGE DISTRIBUTION AND DEMOGRAPHIC CHANGES**

### **Summary of Demographic Changes**

In the years between 1990 and 2000, the Town of Chicog saw a decrease in children under 5 years old, persons age 15 to 24, and persons age 85 and over. In the 85 and over category the town only lost one person. Conversely, the town saw an increase of persons in all other age groups, the largest increase occurring in the age class 65 to 74, which grew by 26 persons. This change expresses a 163 percent increase from 1990. Table 1.3 illustrates the net gain/loss and percent change for each age group, while the population pyramids in Figure 1.2 represent a visual depiction of the age categories for both 1990 and 2000 in the Town of Chicog.

<b>Table 1.3: Demographic Change, 1990-2000</b>		
Age category	Change in Absolute Numbers: 1990-2000	Percent Change: 1990-2000
Under 5	-3	-23.1%
5 to 14	+1	+0.07%
15 to 24	-4	-18.2%
25 to 34	+7	+29.2%
35 to 44	+5	+25.0%
45 to 54	+11	+29.7%
55 to 64	+19	+46.3%
65 to 74	+26	+163.0%
75 to 84	+1	+0.06%
85 and over	-1	-50.0%
Selected age categories		
All inhabitants under 14	-2	-7.1%
All inhabitants under 24	-6	-12.0%
All inhabitants over 65	+26	+26.0%
All inhabitants over 75	0	0.0%

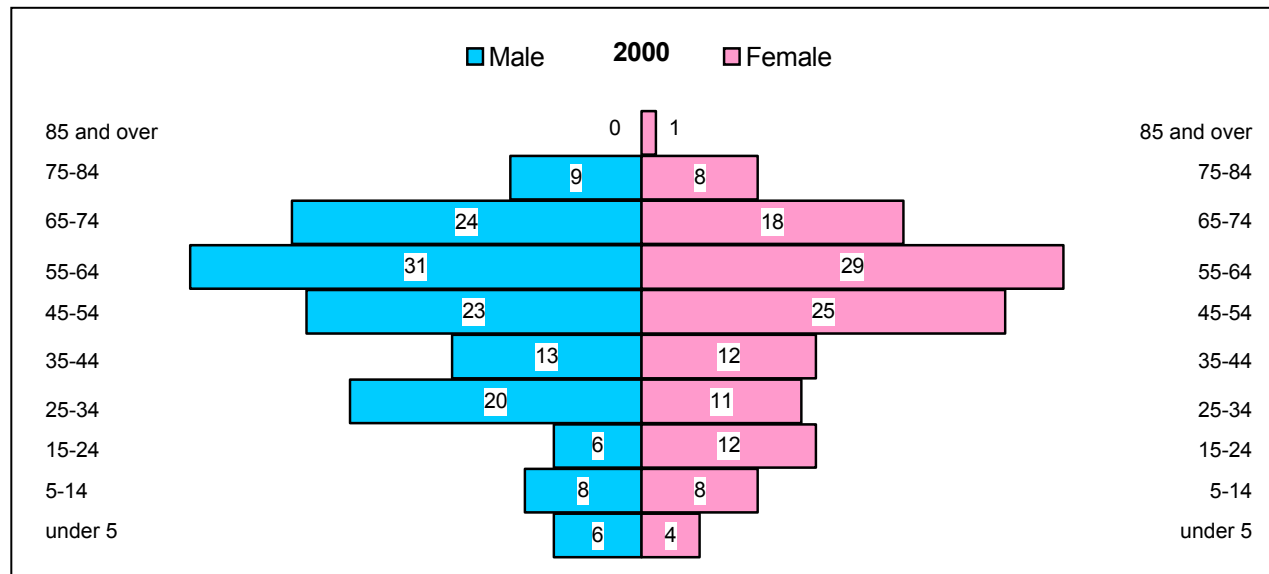
Source: U.S. Census Bureau data, 1990 & 2000



**Figure 1.2**

**TOWN OF CHICOG  
Male & Female Age Distribution 2000**

Source: US Census Bureau



## 1.4 HOUSEHOLD CHARACTERISTICS

### Households

The 2000 U.S. Census identifies 128 households in the Town of Chicog. Of this total, 86 (67.2%) are family households and 42 (32.8%) are non-family households. Over 70 percent of households in the town are two person households. The average size of households in Chicog is 2.09 persons.

### Household Characteristics

Table 1.4 reveals the composition and characteristics of households in the Town of Chicog. Definitions for US Census Bureau terminology are presented on the following page.

**Table 1.4: Household Characteristics**

	Total	Percent of all households
<b>TOTAL HOUSEHOLDS</b>	<b>128</b>	<b>100.0%</b>
Family Households (families)	86	67.2%
Male Householder	68	53.1%
Female Householder	18	14.1%
Married couple-family with children	17	13.3%
Other family	7	5.5%
Non-family Households	42	32.8%
Male householder	25	19.5%
Female householder	17	13.3%
Householder age 55 or older	73	27.2%
1 persons in household	38	29.7%
2 persons in household	64	50.0%
3 persons in household	10	7.8%
4 persons in household	11	8.6%
5 persons in household	3	2.3%
6 persons in household	1	0.8%
7 or more persons in household	1	0.8%
Average household size	2.09	(X)
Average family size	2.52	(X)

Source: U.S. Census Bureau  
(X) Not applicable.

## Definitions

**Households-** A person or group of persons who live in a housing unit. These equal the count of occupied housing units in a traditional U.S. Census.

**Householder-** This is the person or one of the people in whose name the house is owned, being bought or rented.

**Family Households (families)-** Includes a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption.

**Married-couple family-** A family in which the householder and his or her spouse are enumerated as members of the same household.

**Other family-** A male or female householder with no husband or wife present.

**Non-family Household-** A householder living alone or with non-relatives only.

Average Household Size- A measure obtained by dividing the number of people in households by the total number of households.

Average Family Size- A measure obtained by dividing the number of people in families by the total number of families.

Per-Capita Income- Calculated as the personal income of the residents of an area divided by the population of that area.

Median Household Income- The average income received in the previous calendar year by all household members 15 years old and over, including household members not related to the householder, people living alone, and others in non-family households.

### **Household Projections**

In Table 1.5, household projections for the Town of Chicog are displayed through 2025. Over the planning period, the town is projected to gain 101 households, an increase of 78.9 percent.

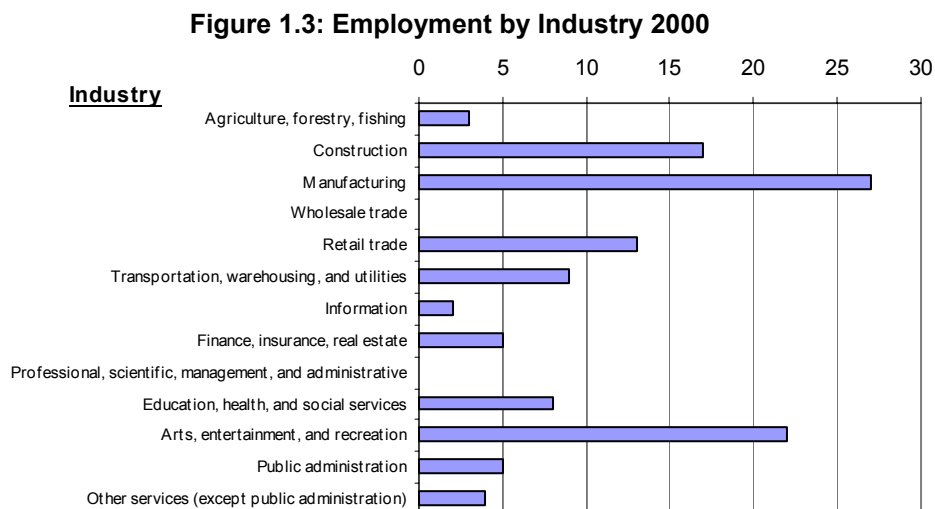
<b>Table 1.5: Households 1980-2000, Projected Households 2005-2025</b>								
<b>Town of Chicog</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
U.S. Census <sup>1</sup>	80	90	128	--	--	--	--	--
NWRPC <sup>2</sup>	--	--	--	143	160	182	203	229

Source: <sup>1</sup>U.S. Census Bureau, NWRPC

## **1.5 EMPLOYMENT, INCOME, AND POVERTY STATISTICS**

### **Employment Characteristics**

The 2000 Census reports the Town of Chicog's employed civilian labor force is 115 persons. These individuals are employed civilians (not members of the armed services) who are age 16 years and older, and not in institutions such as prisons, al hospitals, or nursing homes. As indicated by Figure 1.3, most of the town's employed civilian labor force works in the manufacturing and art, entertainment and recreation sectors.

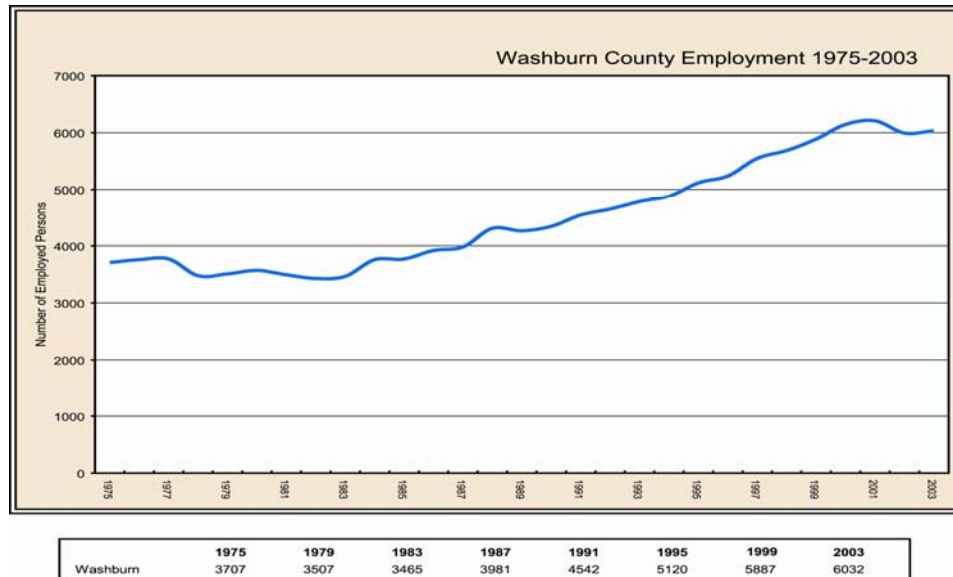


Source: U.S. Census 2000

## Washburn County Employment Projections

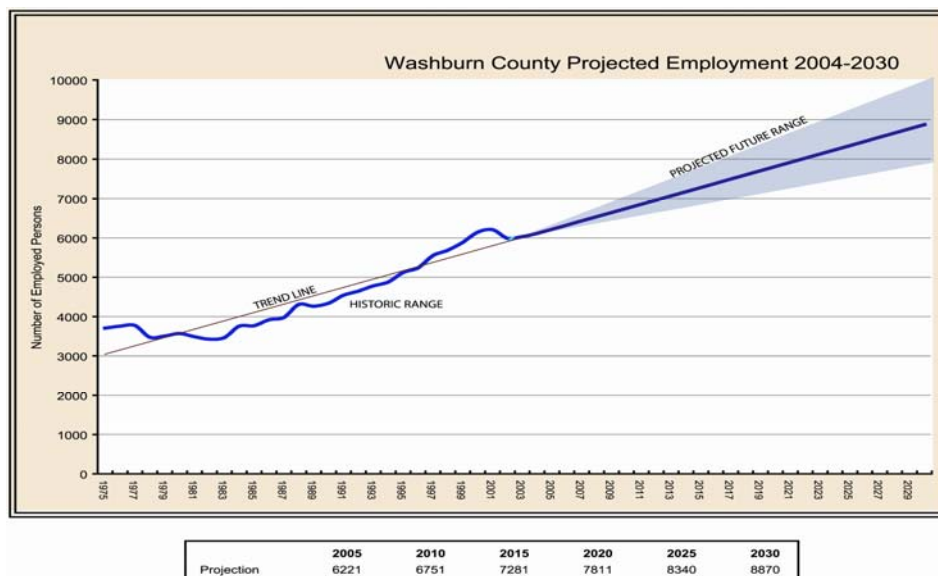
Based on data from the Wisconsin Department of Workforce Development (DWD) highlighting the number of jobs with employers located in Washburn County from 1975 to 2003, employment projections were developed to 2030. Figure 1.4 shows the employed persons for 1975 to 2003 and Figure 1.5 shows not only the past employment data but also the employment projections for future years to 2030.

**Figure 1.4: Washburn County Employment, 1975-2003**



Analyzing the local employment data from 1975-2003 derived employment projections for Washburn County. The “trend line” in Figure 1.5 depicts a “best fit” of the known data values and a projection of the future data values. The shaded area in Figure 1.5 represents a range of probability, meaning that it is more likely that the future value will fall somewhere within this range rather than directly along the trend line. This is a very simplistic model to be used for general planning purposes.

**Figure 1.5: Washburn County Projected Employment, 2004-2030**



## Occupational Categories

The 2000 U.S. Census identifies most employed Town of Chicog residents work in sales and office occupations. Table 1.6 illustrates the occupational status of Town of Chicog residents.

**Table 1.6: Occupations 2000 (Employed civilian population 16 years and over)**

Occupation	Number
Management, professional, and related occupations	13
Service occupations	24
Sales and office occupations	30
Farming, fishing, and forestry occupations	2
Construction, extraction, and maintenance occupations	21
Production, transportation, and material moving occupations	25
<b>Total</b>	<b>115</b>

Source: U.S. Census 2000

## Household Income in 1999

In the 2000 census, the median household income for Town of Chicog ranked 19<sup>th</sup> out of 25 units of government in Washburn County. Nearly 38 percent of town households reported incomes of \$25,000 per year or less.

**Table 1.7: Household Income**

Annual Income	Number of Households	Percent of Households
Less than \$10,000	9	7.4%
\$10,000 - \$14,999	10	8.2%
\$15,000 - \$24,999	27	22.1%
\$25,000 - \$49,999	53	43.4%
\$50,000 - \$99,999	18	14.8%
\$100,000 and over	5	4.1%

Source: U.S. Census Bureau

## Median Income, Per Capita, and Poverty Level

The 2000 U.S. Census reports a median household income of \$32,500 for Chicog. This figure is lower than both the median level for Washburn County and the state figure as indicated in Table 1.8 below. Per capita income for Chicog is lower for both the county and state average, while the poverty level is identified as being lower than the county but higher than the state.

**Table 1.8: Town of Chicog, Washburn County, and the State of Wisconsin:  
Median Household Income, Per Capita Income and Poverty Levels**

	Town of Chicog	Washburn County	State of Wisconsin
Median Household Income	\$32,500	\$33,716	\$43,791
Per Capita Income	\$16,438	\$17,341	\$21,271
Percent of inhabitants below poverty level	9.4%	9.9%	8.7%

Source: U.S. Census Bureau

## Washburn County Labor Force

A community's labor force is that portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to the Wisconsin Department of Workforce Development (WDWD) data, 7,469 county residents were employed in 2002. The lowest unemployment rate attained in the past ten years was 5.7 percent (1999 and 2000), since that time the unemployment rate has increased to 7.1 percent. Table 1.9 depicts Washburn County Labor Force statistics in more detail.

**Table 1.9: Washburn County Labor Force Data**

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Labor Force	6,976	7,081	7,265	7,575	7,835	7,820	7,680	8,061	8,306	8,044
Employed	6,444	6,543	6,781	7,127	7,329	7,355	7,246	7,599	7,785	7,469
Unemployed	532	538	484	448	506	465	434	462	521	575
Unemp. Rate	7.6	7.6	6.7	5.9	6.4	5.9	5.7	5.7	6.3	7.1

Source: Wisconsin Department of Workforce Development

## 1.6 Educational Attainment

**Table 1.10: Educational Attainment**

Highest level of education attained	Number of Residents Aged 25 and Older	Percent of all Town of Chicog Residents
Less than 9 <sup>th</sup> Grade education	11	4.9%
9 <sup>th</sup> to 12 <sup>th</sup> education, no diploma	20	9.0%
High School Diploma	82	36.8%
Some College, No Degree	75	33.6%
Associate Degree	11	4.9%
Bachelor's Degree	12	5.4%
Master's Degree or Professional Degree	12	5.4%

Source: US Census Bureau

## 1.7 KEY PLANNING ISSUES AND OPPORTUNITIES

To guide the planning process, the town comprehensive planning committee directed a number of efforts to ensure that this comprehensive plan is based on a vision shared by Chicog residents. The results are summarized below.

### **Town of Chicog Comprehensive Plan "Public Participation Plan"**

Wisconsin's new "Smart Growth" law requires municipalities to adopt written procedures that are designed to foster a wide range of public participation throughout the planning process. The main goal of this plan is to make all citizens of Chicog aware of the progress of the comprehensive planning process occurring in the town and to offer the public opportunities to make suggestions or comments during the process.

In adhering to the requirement of developing and adopting a Public Participation Plan, the Town of Chicog adopted the following for use in the overall development of the Chicog Comprehensive Plan.

### **Community Survey**

The town mailed a survey to all landowners in January 2002. Out of 732 surveys that were sent, 266 completed surveys were returned for a response rate of 36.3 percent, excellent for a written survey of six pages. The survey included questions to gather basic demographic data, ascertain resident's assessment of the current situation in the town, and to obtain opinions regarding the town's future.

### **Issues Identification and S.W.O.T. Analysis Workshops**

The town held its issues identification meeting in January 2002 and a S.W.O.T. (strengths, weaknesses, opportunities, and threats) meeting in February 2002. The purpose of the Issues meeting was to identify issues the town faces relative to seven of the nine Comprehensive Planning elements, while the SWOT workshop sought public opinions about the town's strengths, weaknesses, opportunities, and threats. The results of both the issues and S.W.O.T. meeting are available at the end of this element.

### **Town of Chicog Open House**

On June 12, 2002, from 6:30-8:00 p.m., the Town of Chicog held an open house/public input session at the town hall. The purpose of the open house was to discuss the results of the survey and to gather comments from the public on the planning process.

### **Draft Plan Public Meeting**

A public meeting was held on Month/Day/Year to present the draft version of the comprehensive plan and to obtain community input. XX people attended this public meeting.

### **Public Hearing**

A formal public hearing on the comprehensive plan and adopting ordinance was held on Month/Day/Year. In advance of that hearing, the town provided copies of the plan to surrounding governments and other parties under the requirements of the 'Smart Growth' legislation.

## **1.8 OVERALL GOAL STATEMENT**

The Town of Chicog has prepared a number of goals and objectives that include actions and policies in addressing land use activities of the town. For purposes of this planning process, actions identified through the plan are also defined as policies. The goals and objectives are intended to assist the town board and local property owners in implementing actions deemed important and in the interest of the community. It is imperative the set of goals, objectives, actions, and policies described in this plan are implemented to fully achieve the desired outcome. A full set of the goals, objectives, and activities are included in the implementation element of this plan.



The overall goal is to maintain the quality of life in the Town of Chicog. To do this the overall objective of the Town of Chicog is to guide future development and redevelopment of the community in a manner consistent with the element goals, objectives, actions, and identified programs contained in this document. The overall policy is to adopt and implement the comprehensive plan and continue to work with the county and adjacent and overlapping jurisdictions. The overall programs outlined throughout the recommendations and action plan represent the methods to achieve the overall plan goal.

## **1.9 RESULTS OF ISSUES AND IDENTIFICATION PROCESS**

### **TOWN OF CHICOG January 16, 2002**

#### **Housing**

- Lack of Rentals
- Condominiums
- Concern about large developments (subdivisions)
- Housing prices – property values
- Type and variety of homes
- Grandfathering
- Documentation, communication and enforcement of existing rules
- Lot sizes (minimum)
- Septic systems and sanitary districts

#### **Transportation**

- Reconstruct Hwy 77
- Maintenance of roads
- Public transportation
- Recreational uses on public roadways
- Hwy 77 – Chicog Lake Rd. safety issue
- Law enforcement
- Commercial trucking traffic on hwy 77
- Driveway access to roadways

#### **Utilities and Community Facilities**

- High cost of electricity
- Water and sewer system around lakes (future)
- Energy supply
- Police protection

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

- Cutting and replanting with white and red pine – all forest land
- Continued appropriate agricultural use
- Water quality
- Groundwater
- Restrictive use of lakes and rivers
- Preserve hunting and fishing opportunities

### **Economic Development**

- Low wages
- Lack of jobs
- No industry
- Attract businesses which provide economic opportunity
- Distance to existing employment

### **Intergovernmental Cooperation**

- Cooperation with Washburn County Hwy Department
- Sell fire towns services – work out agreements with other towns for police services
- Cooperation with National Park Service / Coordination with NPS services
- County Sheriffs Department, more cooperation, more town input

### **Land Use**

- No demolition dump
- Real estate development
- Number of dwellings on parcels
- Defining a junkyard
- Enforcement of zoning
- Recreational land – uncertainty about the future
- Impact of recreational vehicles riding unlawfully & in places where they should not be
- Unauthorized dumping

## **1.10 S.W.O.T. (Strengths, Weaknesses, Opportunities & Threats) Analysis**

**Town of Chicog  
February 13 ,2002**

### **Strengths**

- Natural Resources – Lakes, Rivers, Woods
- Have own fire department
- New Town Hall
- Local interest in government activities – citizen involvement
- Peacefulness, slower pace of life
- Recreational opportunities
- Less pollution
- St. Croix National Scenic Riverway
- Abundance of public land
- Oversized Township – 45 sq. mi
- Good roads

### **Weaknesses**

- Lack of jobs
- Lack of tax base
- Taxes are too high
- Large school district
- Proximity to metropolitan areas
- Enforcement of laws
- Lack of identification and communication of rules and ordinances to citizens
- Intergovernmental communication
- Roadwork and snowplowing services coming from the county
- “We-they” issues
- Forest fire prone area
- River divides the Town

### **Opportunities**

- Recreation
- Opportunity to plan / sensible growth management
- Shoreline protection
- Schwann’s retreat center
- Better coordination with adjacent and overlapping jurisdictions

### **Threats**

- Forest fire
- Lakes – degraded water quality, overuse, exotics
- Lack of state, county and federal money
- Overabundance of dwellings
- Grandfathering – lake zoning
- No planning
- Loss of local control
- More people
- Increase in need for services
- Increase in need for utility

## **Element 2**

### **HOUSING**

#### **2.1 INTRODUCTION**

Usually, most rural towns contain a high percentage of single-family homes, often with few other housing types available. As new people move in and the population ages, other forms of housing should be considered in order to provide the variety needed to meet the needs of the community. In developing a 20-year comprehensive plan for the Town of Chicog, the existing housing stock has been reviewed and recommendations made to meet the community housing needs over the 20-year planning horizon.

#### **2.2 EXISTING HOUSING STOCK CHARACTERISTICS**

For the period 1980 to 1990, the Town of Chicog exhibited a 25.9 percent increase in total housing units. From 1990 to 2000, the town saw an additional 29 new housing units, a 6.5 percent increase, putting the total number of housing units at 476 in 2000.

**Table 2.1: Housing Characteristics**

<b>Chicog Town</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
Total Housing Units	355	447	476	532	595	675	754	853
Total Occupied Housing Units (Households)	80	83	128	143	160	182	203	229
Single Family Units (Owner Occupied Units)	72	69	120	134	150	170	190	215
Renter Occupied Housing Units	8	14	8	9	10	11	13	14
Seasonal Units	-	349	337	376	421	478	534	604
Average Household Size	2.1	2.19	2.09	2.12	2.12	2.11	2.11	2.11

Source: 2000 Census Bureau, NWRPC Projections

#### **Owner-Occupied Housing Units**

The majority of housing units in the Town of Chicog are categorized as owner occupied units. In 2000, 93.8 percent of all occupied housing units were identified as owner occupied, a 73.9 percent increase from 1990. Projections indicate that owner-occupied units will continue to comprise the majority of all occupied units through the planning horizon.

#### **Renter-Occupied Housing Units**

Renter-occupied units comprised about 6 percent of all occupied housing units in the Town of Chicog in 2000. Projections indicate that there will be few additional rental units in the town by the year 2025.

### **Seasonal Homes**

Nearly 71 percent of the total housing units in the Town of Chicog are classified as seasonal, recreational and occasional use units. This category includes all types of recreational and occasional dwellings, from summer homes and cottages to hunting cabins.

Trends that have been identified as taking place throughout northern Wisconsin in the past 10 to 15 years also may impact the Town of Chicog. A notable trend is the conversion of seasonal homes into permanent residences, especially by individuals at retirement age. Another trend is the conversion of permanent homes into seasonal homes as area residents retire and spend winters in a more temperate climate. As no specific data exists on these trends for the Town of Chicog, it is difficult to predict where and at what rate these conversions are taking place. Planning period, the town is expected to see 267 new housing units built for seasonal use.

### **Decline in Inhabitants per Occupied Housing Unit**

A trend common to many northern Wisconsin townships and rural areas in general is the gradual decline of inhabitants per occupied household. Table 2.1 indicates that in 2000 the Town of Chicog had an average of 2.09 persons per household, representing a decrease from the 1980 level of 2.19. Projections indicate that by 2025 the town will have an average of 2.11 persons per household. Factors contributing to this decline in persons per household include the out migration of inhabitants over the age of 18 for work or school, overall smaller family sizes, and fewer families with children moving into the town fewer children being born to Town of Chicog residents. Additionally, many households are composed of retired couples or are single person households.

### **Projected Housing Needs**

Future growth or decline in housing units can impact local units of government significantly. Each housing unit requires public services from fire protection to addressing and tax assessment. Projecting future housing units in the Town of Chicog will assist local town government in planning for future growth.

According to the US Census Bureau, the Town of Chicog has experienced a significant increase in total housing units since 1980. During the 20-year period from 1980 to 2000, 121 new housing units were constructed. Total housing units in Chicog are projected to increase through the year 2025. In 2000, the Town of Chicog had 476 units, with projections indicating that by 2010, the town will have 595 units, and 853 units by 2020. The projected growth indicates an average of about 15 new housing units per year through 2025.

### **Structural Characteristics**

Table 2.2 compares housing characteristics for the Town of Chicog with the surrounding Towns of Webb Lake (Burnett County), Brooklyn, Casey, Minong, as well as Washburn County. In 2000, the town had a vacancy of 73.1 percent. According to the 2000 Census, seasonal, recreational, or occasional use accounted for 96.8 percent of those vacant units, leaving a “true” vacancy of 2.3 percent. These seasonal, recreational, or occasional uses likely are around lake areas in the town. The town’s median housing value in 2000 (\$81,400) was lower than all surrounding towns, as well as Washburn County.

**Table 2.2: Comparison of Housing Characteristics**

	Town of Chicog	Town of Brooklyn	Town of Casey	Town of Minong	Town of Webb Lake	Washburn County
Total Housing Units	476	227	657	1,221	730	10,814
% Vacant	73.1%	48.5%	67.6%	66.6%	74.5%	38.9%
*Median Housing Value	\$81,400	\$86,100	\$111,800	\$87,300	\$113,800	\$85,700

Source: U.S. Census 2000

\* All specified owner-occupied units

## **Housing Stock**

Understanding the relative age of the housing stock can be a good indicator of the quality and condition of the available housing stock. Over 30 percent of the homes in the Town of Chicog were built before 1960 (40+ years ago), which might indicate that the need for repair and maintenance of these homes is likely over the 20-year planning period. Table 2.3 lists the percent of the town's total housing stock by year built. **Note: data based on SF3 sample data.**

**Table 2.3: Age of Housing Stock**

Year Structure Built	% of Total Housing Stock
1999 to March 2000	4.1%
1995 to 1998	10.0%
1990 to 1994	9.8%
1980 to 1989	15.9%
1970 to 1979	13.5%
1960 to 1969	14.6%
1940 to 1959	21.8%
1939 or earlier	10.2%
<b>Total</b>	<b>100%</b>

Source: U.S. Census 2000 Summary File 3

## **Units in Structure**

The 2000 Census SF3 sample data reports that 83.4 percent of the sampled housing units are 1-unit detached, 0 are 1-unit attached, while 16.1 percent are mobile homes.

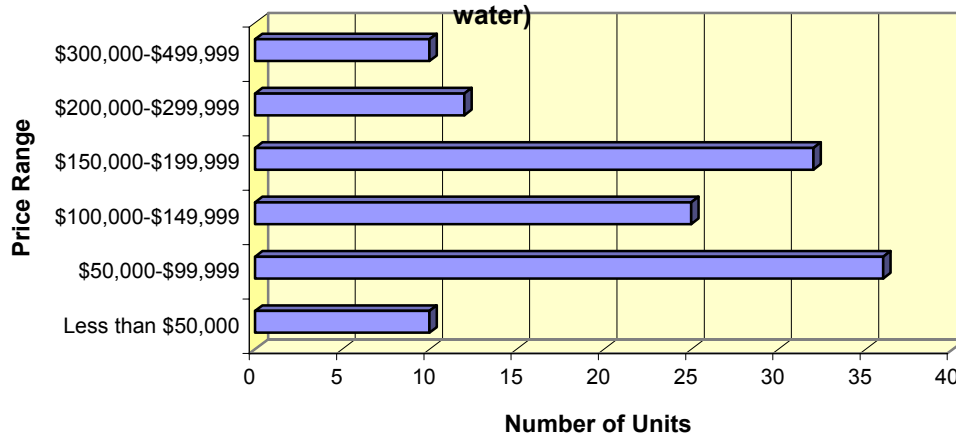
## **Heating Fuel**

Of the towns sampled occupied housing units, 64.4 percent are identified as using bottled, tank, or LP gas as their primary source of heat.

## **Housing Market**

The MLS (Multiple Listing Service) database was used to determine the number of off-water residential listings and prices within Washburn County as of January 7, 2003. This database does not include residential properties for sale through private individuals. There were six residential properties in the Town of Chicog listed in the MLS system on January 7, 2003. Within Washburn County, 125 off-water listings were found, ranging in price from \$29,900 to \$499,000. The average sale price of residential listings was \$129,346. Figure 2.1 depicts the number of listings in the MLS system and price ranges of residential, off-water properties in Washburn County.

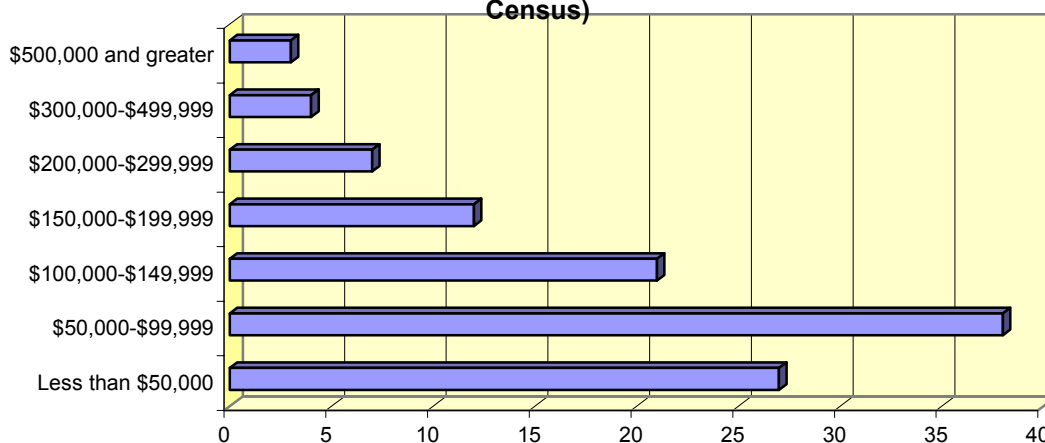
**Figure 2.1: Washburn County Residential Listings (off-water)**



### **Value of Existing Housing**

The 2000 Census Bureau identifies the value of a sample portion of owner-occupied housing units in the Town of Chicog. Of the 112 owner-occupied housing units in the Town of Chicog, 34 percent are valued between \$50,000 and \$99,999, while 24 percent are valued under \$50,000. Figure 2.2 gives a detailed breakdown of sampled housing values in the Town of Chicog.

**Figure 2.2: Value of Owner-Occupied Housing Units (2000 Census)**



### **Affordability Analysis**

For low-income households, housing affordability is a great concern. According to the US Department of Housing and Urban Development (HUD), it is suggested that households spend 30 percent or less of their income on housing related expenses. HUD defines low-income levels based upon median household income and the number of family members.

Table 2.5 depicts housing affordability based on income categories. Low and moderate-income (LMI) households in the Town of Chicog have an income cutoff limit of \$26,000 per year. This represents those households earning 80 percent of the median (\$32,500) value for all households in the town. Extremely low income households; those earning less than 30 percent of the median per year (\$9,750) are the group of most concern with regards to housing affordability.

**Table 2.5: Housing Affordability**

Percent of Median Income	2000 Annual Household Income <sup>1</sup>		Affordable Monthly Housing Costs		Estimated Affordable Home Price <sup>2</sup>		# Listings (countywide)
	Low	High	Low	High	Low	High	Homes
Extremely Low Income (0 % to 30 %)	\$0	\$9,750	\$0	\$244	\$0	\$9,760	0
Very Low Income (30% to 50%)	\$9,750	\$16,250	\$244	\$406	\$9,760	\$16,266	0
Low Income (50% to 80%)	\$16,250	\$26,000	\$406	\$650	\$16,266	\$57,057	13(5)
Low-Median (80% 100%)	\$26,000	\$32,500	\$650	\$813	\$57,057	\$86,336	38(5)

(5) = 5 units in the Town of Chicog

In of January 2003, 0 homes were on the countywide housing market (MLS listings) at prices considered to be affordable to extremely low and low income households. Housing opportunities for low and moderate-income households were available in both the town and county.

The affordable monthly housing costs in Table 2.5 would also apply to rental units. All four of the towns' rental units were assessing monthly rents of \$300 to \$399 a month. Those households at the high end of the extremely low-income category may be able to afford monthly rents up to \$244 per month. Very low- income households may be able to afford monthly rental costs up to \$406 per month. According to the US Census Bureau, there were eight rental units in the Town of Chicog.

### **Property Taxes**

Property taxes can have a significant impact on housing affordability. Home ownership can be put out of reach of low-income families who otherwise may be able to afford a \$400 per month mortgage payment but cannot afford the additional \$100 per month in property taxes. Property taxation is directly correlated with assessed valuation of land and property. Demand for rural land and waterfront property in Washburn County has caused substantial increases in land value. The increased land valuation coupled with rising government and school costs has caused significant increases in taxes assessed to Washburn County property owners. According to the Comprehensive Planning Survey, nearly 60 percent (56% Chicog) of Washburn County property owners were not satisfied with the current property taxation.

The Town of Chicog's effective full value tax rate in 2002 was .01567, or \$15.67 per \$1000 of valuation. This equates to \$1,567 (less credits) annually in net property taxes on a \$100,000 home. On the same home this tax rate would add an additional \$130.58 to the monthly mortgage payment.

## **2.3 HOUSING PROGRAMS**

The Wisconsin Comprehensive Planning legislation requires that the Town of Chicog compile a list of programs to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit.

<sup>1</sup> Unadjusted figures

<sup>2</sup> Based on 20-year mortgage financed at 6%, with 10% down payment.



**Washburn County Housing Authority** - The Washburn County Housing Authority contracts with Impact Seven, Inc. to manage housing projects in the Village of Birchwood, City of Shell Lake, and the City of Spooner. The authority is comprised of a five-citizen committee who oversees and gives direction to Impact Seven, Inc. on budget, finance, and administrative duties.

**Washburn County Housing Rehabilitation Program (RLF)** - Washburn County maintains a revolving loan fund to assist income eligible families, low- to moderate-income, make necessary repairs to their homes. The program provides owner-occupied and rental unit rehabilitation including repairs such as the replacement of windows, roof, siding, furnace, electrical, septic, and wells. Owner-occupied funds made available to eligible recipients is based on a deferred payment plan with a zero percent interest rate and is payable at the time when the home is no longer the mortgage holders primary residence. Renter-occupied funds are based on a low interest rate and monthly repayment plan. Homebuyer funds are available to assist with down payment and closing costs and are based on a deferred payment plan with a zero percent interest rate, payable at the time when the home is no longer the mortgage holders primary residence.

**WHEDA (Wisconsin Housing and Economic Development Authority)** - The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness.

**USDA-Rural Development** - Rural Development administers federal funds to help secure loan options to assist low-moderate income families with home purchase and rehabilitation. Rural Development generally funds individuals who cannot obtain conventional financing.

**CDBG (Community Development Block Grant) Housing Rehabilitation** - CDBG funds are available through HUD (Housing and Urban Development). These funds are available to public or private entities to help offset rehabilitation costs to homeowners, renters, and landlords. These funds are in the form of percent interest / deferred payment loans.

**Northwest Affordable Housing Inc.** - Northwest Affordable Housing Inc. is a 501(C)(3) non-profit organization that is able to obtain funds that are not available to the general public for the purpose of promoting affordable and accessible housing for low and moderate-income persons.

**HCRI (Housing Cost Reconstruction Initiative)** - This organization provides federal funds for housing down payment and closing costs to low-moderate income families. HOME funds are available for the rehabilitation of these homes after the purchase.

**Indianhead Community Action Agency** - This agency provides weatherization (insulation, windows, doors, energy efficient furnaces etc...) or anything that helps homeowners with even the most modest or extensive home repairs.

## **Element 3**

# **TRANSPORTATION**

## **3.1 INTRODUCTION**

A quality transportation system which provides for the safe and efficient movement of people and goods is critical to community growth and development.

The transportation network serving the Town of Chicog provides connectivity to local and regional population centers, facilitating commerce and tourism. Local residents rely on the transportation network to provide access to outlying communities for jobs, recreation, and services.

Community land use and the transportation system are deeply intertwined, as land use patterns directly impact the need and demand for transportation facilities. Access to transportation opens areas to development by providing a linkage between the development, the larger transportation framework of the county and the region, and the local population centers. Additionally, transportation opportunities permit the import and export of both goods and services required by local businesses and farms.

## **3.2 TRANSPORTATION VISION AND VALUES**

The Town of Chicog envisions managing demand for local transportation while providing an appropriate level of service to sustain community businesses. This can be achieved by providing for efficient and effective delivery of commercial, public, emergency services and through encouraging the use of multi-modal means of transportation. The Town of Chicog also values a safe, efficient, multi-modal transportation network that is planned, well maintained, and which meets the current and future needs of residents, visitors, and community businesses.

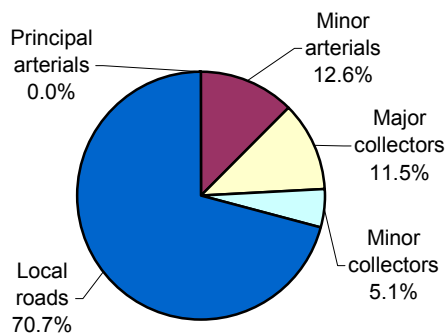
## **3.3 FACILITIES INVENTORY, CHARACTERISTICS, AND PLANS**

### **Roadway Network**

The Town of Chicog's roadway network is comprised of 78.03 miles of highways and town roads. Roads within the community are classified by their functional use and by the level of service they provide. Table 3.1 below indicates the functional use of Chicog's roadway network, while Map3.1 visually depicts the functional classification in the Town of Chicog.

Functional road classifications for rural areas include principal arterials, minor arterials, major collectors, minor collectors, and local roads.

**Figure 3.1:  
Percent of Town Roadway System**



**Table 3.1: Functional Classification of Roadways**

Classification	Miles of Roadway
Principal arterials	0.00
Minor arterials	9.85
Major collectors	8.98
Minor collectors	4.00
Local roads	55.20
<b>Total</b>	<b>78.03</b>

Source: WisDOT, District 8

**Principal arterials** - serve interstate and interregional trips. These roads generally serve urban areas greater than 5,000 in population.

**Minor arterials** - serve cities, large communities, and other major traffic generators providing intra-regional and inter-regional traffic movements.

**Major collectors**- provides service to moderate sized communities and links intra-area traffic to nearby larger population centers.

**Minor collectors** - collect traffic from local roads and links them to all remaining smaller communities. All developed areas should be within a reasonable distance of a collector road.

**Local roads** - provide access for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

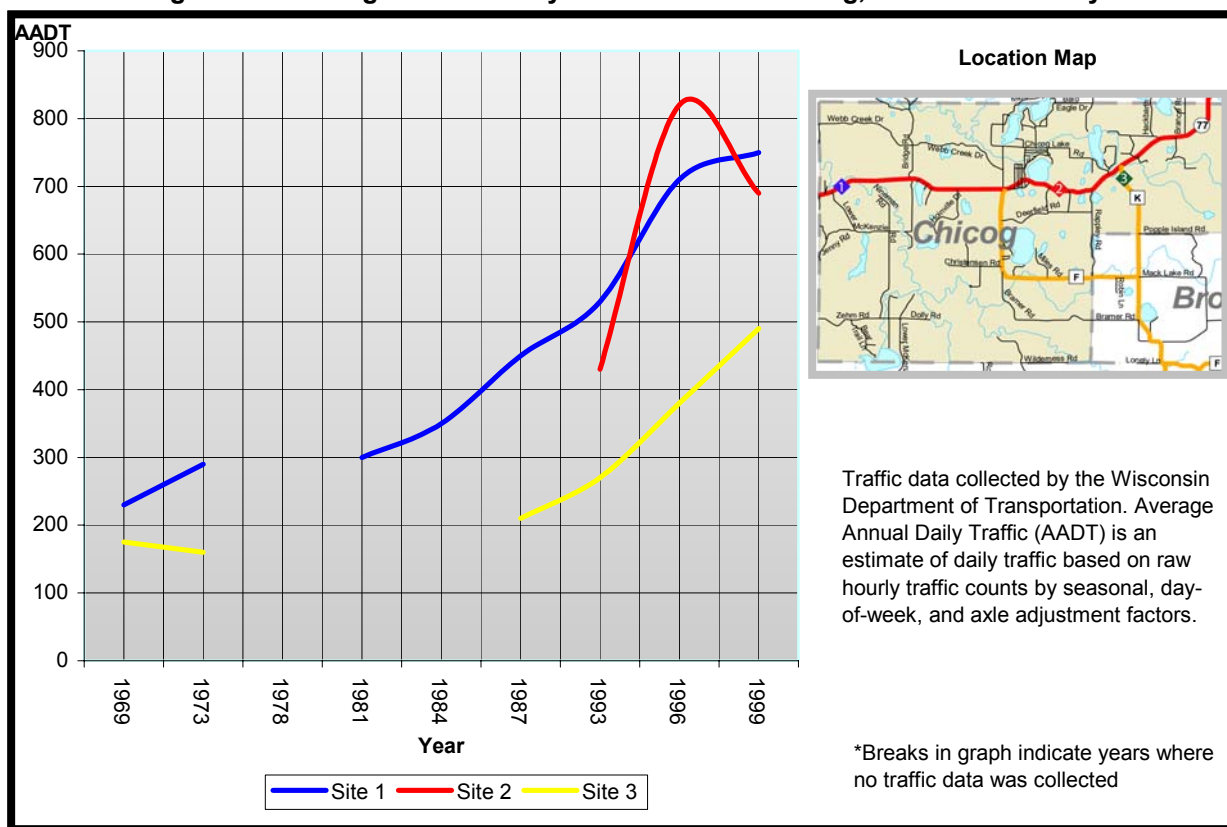
In the Town of Chicog, State Trunk Highway (STH) 77 is classified as minor arterial highway. This roadway serves as the central road corridor providing residents and visitors access to the community, while CTH's "F" and "K" and other local roads provide routes to homes and recreational destinations both within and beyond the town.

### **Traffic Volume**

Figure 3.2 depicts change in traffic volume at recording sites in the Town of Chicog. As is indicated in the graph, sites one and two along STH 77 have shown the highest traffic volume increase. Additionally, traffic volume along CTH K has shown a modest increase over the 30-year period.

Traffic volumes have generally increased throughout Washburn County. These increases can be attributed to two main factors. First, residents of the town and surrounding towns are making more frequent vehicular trips for shopping, commuting to work, and to recreational sites. Secondly, many areas of Washburn County have seen a significant increase in population density and the development of second homes owned by seasonal residents.

**Figure 3.2: Average Annual Daily Traffic Town of Chicog, Washburn County**



Site 1: STH 77, .75 mi East of Town Line  
 Site 2: STH 77, 1.5 mi East of CTH "F" Intersection  
 Site 3: CTH "K", .25 mi South of STH 77

### **Intersection Accidents**

An inventory of traffic accidents at intersections was completed on a countywide level using a Wisconsin Department of Transportation (WisDOT) database. The database was queried to retrieve records of multiple accidents at intersections in the county, which occurred between January 1995 and December of 2001. In the Town of Chicog, no multiple accidents at intersections occurred during the seven- year period. Map 3.2, depicting multiple intersection accidents can be found in the transportation element of the Washburn County Comprehensive Plan.

### **PASER Roadway Evaluation**

As part of the Comprehensive Planning process, a Pavement Surface Evaluation Rating (PASER) of all town roads was completed. The rating system is intended to assist the town in planning for roadway improvements and to better allocate its financial resources for these improvements. During the inventory, roadways in the town were evaluated and rated in terms of their surface condition, drainage, and road crown. Paved roads were rated from 1 to 10 (10 being the best), and gravel roads were rated from 1 to 5 (5 being the best). The town is required to evaluate and report road conditions to WisDOT by December of every odd calendar year.

### **Road Weight Restrictions and Limitations**

In the spring, the town board imposes weight restrictions (Frost Laws) to lower the allowable weight on most roads in recognition of the instability caused by winter frost activity. However, some roads have been designated as all-season roads and are exempt from springtime weight restrictions.

## **3.4 ROADWAY IMPROVEMENTS (TOWN, COUNTY AND STATE)**

Improvements to local roads are critical for maintaining an adequate and safe roadway system. Future road improvements are generally based on current road conditions, with the intent to keep all roadways intact and useable on a daily basis. Future roadway improvements need to be flexible because of the possibility of unforeseen emergencies or disasters that may arise from year-to-year, or even day-to-day. The Town of Chicog has developed a schedule of road improvements. There are currently 13-scheduled town roadway improvements in the next five years. The Town of Chicog has developed a schedule of road improvements, which includes five scheduled town roadway improvements. *(With roadway improvements, the Town of Chicog should consider access management on the higher volume state roadways (STH 77) within the community.)*

**Table 3.2: Selected Roadway Improvements, 2002-2006**

<b>Year</b>	<b>Sponsor</b>	<b>Road/Street</b>	<b>Location</b>	<b>Mileage</b>	<b>Type of Improvement</b>
2002	Chicog	Lower McKenzie Rd	Zehm Rd east & south	N/A	Hot Mix
2002	Chicog	Hoinville Rd	Entire length	N/A	Gravel
2002	Chicog	Webb Creek Dr	Washout near Trapper family drwy	N/A	Gravel
2003	Chicog	Lower McKenzie Rd	North from Zehm Rd	1.2 miles	Hot Mix
2003	Chicog	Rappley Rd	Entire length	N/A	Gravel
2003	Chicog	Deerfield Rd	East ½ at Rappley Rd	N/A	Gravel
2004	Chicog	Lower McKenzie Rd	North balance	1.2 miles	Hot Mix
2004	WIDOT	STH 77	WCL to CTH I	12.09 mi	Reconstruct
2004	Chicog	Webb Creek Dr	Bald Eagle to County Line	N/A	Gravel
2005	Chicog	Bald Eagle-Chicog Lake Rd-Bluebird La		N/A	Sealcoat
2005	Chicog	Pash Dr-Miles Rd	--	N/A	Gravel
2006	Chicog	Lower McKenzie Rd	Town line to Hwy 77	N/A	Sealcoat
2006	Chicog	Zehm Rd	Entire length	N/A	Sealcoat
2006	Chicog	Klawitter Rd-Hackbarth Dr	Entire length	N/A	Gravel

Source: Town of Chicog

### **Washburn County Road Improvement Plan**

The Washburn County Highway Department has a road construction schedule in place for scheduled county road improvements for the next five years. There are no scheduled improvements slated for the Town of Chicog. No conflicts with the Town of Chicog Comprehensive Plan have been identified. *(The Town of Chicog should continue to coordinate local roadway improvements with the WisDOT District 8 roadway improvement plan.)*

## **Wisconsin State Highway Plan**

The *Wisconsin State Highway Plan* focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify any projects in the Town of Chicog in the next 20 years. No conflicts with the Town of Chicog Comprehensive Plan have been identified.

## **Corridors 2020**

*Corridors 2020* sets criteria for selected routes that go beyond traditional highway planning with the intent to enhance and improve all two-lane and four-lane highways connecting cities of 5,000 inhabitants or more. This does not pertain to the Town of Chicog, as no corridor 2020 primary or secondary route passes through the town. No conflicts with the Town of Chicog Comprehensive Plan exist at this time.

## **3.5 AIRPORTS AND AVIATION**

No scheduled passenger flights are available in the Town of Chicog. The nearest airports providing regular scheduled passenger flights to domestic and international destinations are the Duluth International Airport, Eau Claire Regional Airport, and the Minneapolis/St. Paul International Airport. Charter air service is also available at the Rice Lake Air Center-Regional Airport. There are two public and nine private airport/airfields within Washburn County. Their county location and status is outlined in Table 3.3.

**Table 3.3: Washburn County Airports/Airfields**

<b>Airport/Airfield</b>	<b>Location</b>	<b>Owner/Operator</b>	<b>Status</b>
Will-B-Gon Airport	Birchwood	William Cyr	Private
Lilac Time Airport	Birchwood	Robert Gillette	Private
Ben Sutherland Airport	Minong	Byron Bright	Private
Four Seasons Airport	Sarona	William Plumeri	Private
Long Lake Seaplane Base	Sarona	Henry Didlier	Private
Shell Lake Municipal Airport	City of Shell Lake	City of Shell Lake	Public
Nest of Eagles Airport	Spooner	K. Johnson	Public
Spooner Hospital Heliport	City of Spooner	Spooner Hospital	Private
Springbrook Airport	Springbrook	Clifford Ingbertson	Private
Lakewood Lodge Airport	Stone Lake	Robert Gillette	Private
Warbirds North Airport	Trego	Arland Fox	Private

Source: Wisconsin Department of Transportation, Bureau of Aeronautics, 2001

## **Airport Improvements**

State airport improvements are detailed in the Five-Year Airport Improvement Program, which is produced by WisDOT's Bureau of Aeronautics. This document provides a snapshot of the scheduled airport improvement projects to date for the next five years. There are no airports or airfields in the Town of Chicog, and no plans to develop these facilities during the next 20 years.

### **3.6 MULTI-USE TRAILS**

Throughout Washburn County, there are several hundred miles of multi-use trails. This network is used most intensely during the winter months for snowmobiling and in the summer months for ATV use, which in addition to its recreational use provides an alternate means of commuting (other than car travel) for some Washburn County residents. There are two designated snowmobile trails in Chicog, Trail #8 and the Casey Loop. The Washburn County Forest Comprehensive Land Use Plan 1996-2005 does not identify a need for ATV funded trails or additional snowmobile trails on the county forest. Chicog's motorized and non-motorized trail systems are further described in the "Utilities and Community Facilities" element of the comprehensive plan.

### **3.7 BICYCLING AND WALKING**

There are no signed bicycling or pedestrian routes located in the Town of Chicog. All local, county, and state highways can accommodate bicycling and walking but are not designed specifically to accommodate these forms of transportation. The Wisconsin Department of Transportation and the Wisconsin Bicycle Federation have identified County Highway's "F" and "K", along with a portion of State Highway 77 as having the best conditions for bicycling. Most town roads, which often have much lower traffic volumes, are also suitable for bicycling and foot travel.

### **3.8 PUBLIC TRANSIT**

No bus service exists within the Town of Chicog. Closest access to commercial bus transportation is available by Greyhound Bus Lines in Duluth, MN; Ironwood, MI; or Eau Claire, WI. NWT Express operating from the City of Hayward also provides ground passenger transportation. NWT Express provides transit service between Hayward and Minneapolis/St. Paul seven days a week with scheduled stops at several other communities between Hayward and Minneapolis/St. Paul.

### **3.9 TRUCKING AND WATER TRANSPORTATION**

Commercial trucking in the Town of Chicog is accommodated via the highway network. No waterborne commerce/routes are available in the community. The nearest access to waterborne commerce is the Port of Duluth/Superior.

### **3.10 RAIL TRANSPORTATION**

There are currently no railways in the Town of Chicog, and there are no plans for future railway expansion into this community.

### **3.11 TRANSPORTATION SERVICES FOR THE ELDERLY AND DISABLED**

Section 5310, **Elderly and Disabled Transportation Program** provides for capital assistance to be used in serving the special transportation needs of elderly persons and persons with disabilities for whom public transportation services are unavailable, insufficient, or inappropriate. The grants available through this program cover up to 80 percent of the cost of purchasing vehicles that will be used in specialized transportation service for elderly and/or disabled persons. At present, there are no designated pick-up or drop-off sites located in the Town of Chicog relating to this program.

Residents of the area can take advantage of the Ventures Unlimited Inc program this specialized transportation service which operates out of Shell Lake four days a week, Monday through Thursday.

### **3.12 OTHER TRANSPORTATION PLANS AND PROGRAMS**

#### **Wisconsin Bicycle Transportation Plan 2020**

The *Wisconsin Bicycle Transportation Plan 2020* (1998) presents a blueprint for improving and expanding bicycle transportation routes in the state. There are no plans to expand any state bicycle routes into the Town of Chicog. WisDOT, along with the Bicycle Federation of Wisconsin, has compiled a Wisconsin State Bike Map that highlights the most favorable bicycling conditions on state and county roadways in Wisconsin. In the Town of Chicog, the STH 77 west of CTH K is categorized as having moderate conditions for biking and foot travel. STH 77 east of CTH K is considered as having undesirable conditions. Both CTH's K and F are considered to have desirable conditions for biking.

#### **Wisconsin Pedestrian Policy Plan 2020**

This plan provides a statewide framework to increase walking and to promote pedestrian safety. The plan establishes goals, objectives, and actions regarding the provision of pedestrian accommodations that could be implemented locally. The plan also serves to help communities identify actions they can take to establish pedestrian travel as a viable, convenient, and safe transportation choice throughout Wisconsin. No specific recommendations to the Town of Chicog exist.

#### **2003 Comprehensive Economic Development Strategy**

The 2003 Comprehensive Economic Development Strategy (CEDS) provides an analysis of local conditions; identifies needs and opportunities of the ten-county region; and defines the regional vision, goals and objectives. Within this document, specific transportation objectives and activities have been identified on a regional basis. Based on review of the 2003 CEDS, and that of transportation goals and objectives of the Town of Chicog, no conflicts exist.



### **3.13 TRANSPORTATION DESIGN**

Due to the town being primarily rural in nature, the ability to functionally provide a full range of transportation choices to its residents has limitations. While the town would support the development of desirable transportation alternatives, it is unlikely that the town would be able to financially support such developments. The Town of Chicog would support and encourage desirable regional transportation projects that would improve the local system or offer improved functionality and connectivity.

Subdivision and neighborhood design techniques can reduce local transportation costs and the negative environmental impacts caused impervious roadway surfaces. Contemporary conservation development techniques such as cluster and “conservation design” serve to reduce the overall miles of roadway within subdivisions and limit the amount of impervious surface cover. These techniques also afford opportunities for the development of internal and external “connector” trail networks and are pedestrian friendly.

## **Element 4**

# **UTILITIES & COMMUNITY FACILITIES**

## **4.1 INTRODUCTION**

This element identifies and evaluates existing utilities and community facilities serving the Town of Chicog. Utilities and community facilities include local water supplies, sewers, recycling facilities, parks, telecommunication facilities, power plants, cemeteries, health care facilities, child care facilities, fire and rescue services, libraries, schools, and other government facilities.

## **4.2 PLANNING REQUIREMENTS**

This element of the plan contains a compilation of background information, goals, objectives, actions, and recommended programs to guide the future maintenance and development of utilities and community facilities in the Town of Chicog as required under Wisconsin §66.1001.

## **4.3 EXISTING UTILITIES AND COMMUNITY FACILITIES**

### **Water Supply**

The Town of Chicog does not provide municipal water service. All residents receive their water via private wells that are owned and maintained by the property owner. The town has no plans to develop a public water system.

### **Waste Disposal Facilities**

The disposal of domestic and commercial wastewater in the Town of Chicog is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems, which gradually discharge the wastewater to underground drainage fields.

The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage systems in the state. In 2000, the state adopted a revised private system policy called COMM 83. The revised policy allows for conventional sewage systems and advanced pre-treatment sewage systems. There are five types of on-site disposal system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade holding tank, and sand filter systems. Sanitary permits are required under state law; and to obtain a permit, you must contact a Wisconsin licensed master plumber who will complete the necessary forms, obtain the sanitary permit, and install the private sewage system.

Given the limited development density in the Town of Chicog, the existing services provided are adequate to meet the local population demand over the 20-year planning horizon. A municipal sewer system would not efficiently serve the town's scattered rural development, and would be very costly to develop. It is possible, however, that a sanitary district could be formed to serve the higher development density of the lake areas although no plans for this infrastructure have been developed.

### **Solid Waste Disposal and Recycling Facilities**

Prior to 1969, solid waste management in Washburn County consisted primarily of individuals hauling to unsupervised municipal landfills. Since that time, state and federal codes have become more restrictive and non-hazardous household wastes are landfilled only in licensed facilities. Costs to comply with state and federal requirements ultimately forced communities, including the Town of Chicog, to close landfill sites that could not be upgraded. It is possible that closed municipal disposal sites may have some level of contamination due to inadequate methods of disposal and monitoring techniques used at the time of operation. Table 4.1 shows information regarding old landfill(s) in the Town of Chicog and Map 4.1 shows the location of closed municipal landfills.

<b>Table 4.1: Town of Chicog Waste Disposal Sites</b>		
<b>Facility Name</b>	<b>Legal Description</b>	<b>Status</b>
Chicog Town Landfill	SW SE S22 41N 13W	Inactive
Zehm Rd Site	NE NE S31 41N 13W	Inactive

Browning-Ferris Industries, Inc. (BFI) and Waste Management Inc. of Northern Wisconsin (WMI) provide waste and curbside recycling services to residents and businesses of Washburn County. Waste materials are brought to each firm's private sanitary landfill (BFI – Sarona, WI, WMI – Bruce, WI). The town does not contract for waste services; but rather, residents and businesses have their choice of haulers.



The recycling program in Washburn County is a two-tier program that includes curbside collection and drop-off recycling centers. Under the current Washburn County Solid Waste Ordinance, waste haulers that provide curbside collection of garbage must also provide curbside collection of certain recyclables. Curbside collection in rural areas involves storage of recyclables in separate compartments of BFI trucks.

Drop-off sites are aimed at persons that do not have curbside garbage collection. There are six drop-off recycling centers in Washburn County, two of which take expanded recyclables and one that is a transfer station. These facilities are located in the communities of Spooner, Minong, Shell Lake, Springbrook, Stone Lake, and Long Lake. The Spooner and Minong facilities are expanded recycling centers, with the Minong facility being the only transfer station in the county. Waste that is brought to the station is compacted, loaded into trailers, and taken to the landfill in Sarona for final disposal. Recyclables are collected and maintained separate from other solid waste materials.

Continued monitoring of local recycling needs and their markets will assist the community in identifying additional services. Based on available services, current needs are being met by existing town services. However, over the 20-year planning horizon, the potential may exist for the siting of an additional recycling location based on future demands of local property owners.

### **Stormwater Management**

The management and regulation of stormwater is divided among federal, state, county, and local governments depending on the status of incorporation and size and the activities affecting stormwater. Towns that have a population of less than 10,000 and are not included in a priority watershed are not required to obtain municipal stormwater discharge permits under Administrative Code NR 216. The Town of Chicog permits stormwater to drain through a series of ditches and culverts along town roadways. The town does not have a stormwater management plan in place, and there are no plans to add a municipal storm sewer system in the town.

Over the 20-year planning horizon, stormwater management may become an issue in the Town of Chicog as continued development occurs, especially in the higher-density lake areas. The potential for additional runoff resulting from development may negatively impact local lakes and streams. The Town of Chicog and local Lake Association's must work cooperatively with the DNR and Washburn County to mitigate the adverse impacts of stormwater runoff and ensure that environmental resources are adequately protected.

### **Law Enforcement**

The Town of Chicog does not have its own law enforcement personnel or facilities. The Washburn County Sheriff's Office (WCSO) serves as the community's primary law enforcement agency. The Wisconsin State Patrol, the Wisconsin Department of Natural Resources, and local police departments provide additional law enforcement services. The WCSO's administrative functions and jail facility are located on State Highway 63 in the City of Shell Lake. This agency provides emergency assistance, criminal investigations, search and rescue services, and other emergency services to an 816 square mile area.

The WCSO operates on a split shift schedule. From May 1 to October 31, patrol officers work nine-hour shifts and from November 1 to April 30, patrol officers work eight-hour shifts. At any given time, one to three patrol officers are on duty, each with his/her own cruiser. Washburn County has a 911 system which is staffed 24-hours by the Washburn County Sheriff's Department.

The Town of Chicog has great concerns regarding response times and the level of law enforcement service the county is able to provide, especially in crisis situations. Over the 20-year planning horizon, it is not expected that the town will develop a law enforcement department. However, the Town of Chicog should explore alternative opportunities for providing law enforcement services to the community. This may include pooling resources and coordinating with adjacent communities to hire a part-time officer and working with Washburn County to improve the level of service to the town.

### **Fire and Rescue**

The Town of Chicog operates its own ten person volunteer fire department. Equipment they maintain includes one pumper, one tanker truck, one tanker/pumper, one brush buggy, and one brush rig. The department is located at W8499 Hwy 77, Trego. The existing fire and rescue services provided to the Town of Chicog are adequate to meet the local population demand over the 20-year planning horizon.

### **Ambulance/Emergency Medical**

The Town of Chicog contracts with the Village of Minong for emergency ambulance services. Minong Area Ambulance, located at 123 5<sup>th</sup> Avenue in the Village of Minong offers rescue services and a first responder team. Minong Area Ambulance operates two ambulances.

Washburn County has an emergency 911 system, which is staffed 24-hours by the Washburn County Sheriff's Department. The existing ambulance/emergency medical services provided to the Town of Chicog may not be adequate to meet the local population demand over the 20-year planning horizon. Increasing population coupled with growing older-aged population may necessitate that additional ambulance and EMS services are provided. The town will work closely with adjacent jurisdictions and Washburn County to assure the adequate provision of services to meet the needs of future town residents and visitors.

### **Libraries**

There are no libraries within the Town of Chicog. Residents of the Town of Chicog can utilize the City of Shell Lake Public Library at 501 1<sup>st</sup> Street and the City of Spooner Public Library at 421 High Street. Over the 20-year planning horizon, it is not expected the town will create a local library.

### **Town Hall/Garage**

The town hall is located on STH 77 about ½ mile west of CTH F. There is no town garage in Chicog. The town hall was constructed in 2002, thus it is unlikely that expansion of existing facilities will occur during the planning period. Refer to Map 4.1 for town hall locations.

### **Cemeteries**

Frequently unnoticed, cemeteries are important community facilities that provide a tangible link with the past and serve as holy and sacred places. Currently there is one cemetery in the Town of Chicog. Chicog Cemetery is located along CTH F, south of Deerfield Road. Over the 20-year planning horizon, it is not expected the town will create any additional cemeteries. See Map 4.1 for cemetery locations.

### **Communication Facilities**

Due to the increase in use of wireless communication, the construction of telecommunication towers is an issue that towns are addressing more often. Currently, no telecommunication (cell) towers are located in the Town of Chicog and service is limited within the community. Over time, as wireless communication company's look to expand their services, cellular towers may be erected in the town. Washburn County currently has cell tower guidelines in place for the

construction of new towers. As part of the planning process, the town should work with the county in determining acceptable locations for possible future tower locations and ordinances. Map 4.2 depicts current cell tower locations in Washburn County.

CenturyTel, Inc. serves the town for local telephone communications. Multiple companies are available to provide long distance telephone and Internet services. The quality of telecommunication services depends on the capacity of the network that serves the Town of Chicog. Future services will be dependant on identifying and planning for future development areas. The comprehensive plan will help guide decisions for installing and upgrading facilities, which will be needed to provide quality services as the town's population increases.

Over the 20-year planning horizon, it is not expected the town will engage in the development of communication facilities. However, it is expected the town will actively participate in discussions and planning with local communication providers to ensure the area residents have access to the latest technology; and any future siting of these facilities is done so in the best interest of the community.

### **Power Plants, Substations, and Transmission Lines**

There are no power plants (hydro, coal, or nuclear) or substations located in the Town of Chicog, and there are no plans to locate any in the future.

Transmission lines are the largest and most visible electric lines on the landscape. These lines generate the most public interest because they are the most noticeable electric lines and because of the potential human and animal health affects associated with them. Transmission lines transport electricity from power plants to substations. These lines operate at several thousand volts (typically ranging from 46,000 to 345,000 volts), stand anywhere between 60 and 100 feet tall, and serve several thousand customers. The Public Service Commission (PSC) is the branch of Wisconsin State government with the overall responsibility of regulating electric utilities.

There are no transmission lines located within the Town of Chicog's boundaries. Map 4.2 (Utilities) depicts transmission lines and substations located in Washburn County.

Over the 20-year planning horizon, it is not expected the town will engage in the development of power plants, substations, and transmission lines. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure siting of these facilities is done so in the best interest of the community.

### **Electric & Gas Utilities**

A full range of electrical service from residential to manufacturing is available. Future residential, commercial, or manufacturing development would not be inhibited by the lack of electrical, as this service is extended to meet demand. Polk-Burnett Electric and Dahlberg Light & Power are the two primary providers of electric services to the Town of Chicog. Map 4.2 depicts Electric Utility Territories in Washburn County.

In the Town of Chicog, natural gas services are not available. WE Energies does provide some areas of Washburn County with natural gas via a steel high-pressure natural gas main with a carrying capacity of 450 pounds of pressure runs from Shell Lake through the southeast corner of the town following Highway 63 into Sawyer County. Any future extension of this main line to Town of Chicog residents would depend on year-round home heating customers who would be willing to pay for extensions.

Over the 20-year planning horizon, it is not expected the town will engage in the development of utilities such as electricity or gas. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure siting of these facilities is done so in the best interest of the community.

#### **4.4 MEDICAL/HEALTH CARE AND OTHER FACILITIES**

The Town of Chicog has no medical facilities within its boundaries. Residents can receive full medical services at the Spooner Health System in the City of Spooner or at Indianhead Medical Center in the City of Shell Lake. Both of these hospitals operate a facility that is staffed 24 hours a day to respond to medical emergencies in Washburn County. Limited medical and health care services are available at North Woods Community Health Center in the Village of Minong. See Map 4.1, Community Facilities for hospital locations.

In addition, the Washburn County Health Department provides health related services, including home health care services, education, intervention services and care coordination throughout Washburn County.

Over the 20-year planning horizon, it is not expected the town will engage in the development of medical or health care facilities. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure local residents are afforded the best services available.

##### **Adult Care Facilities**

There are currently no licensed adult care facilities located in the Town of Chicog. However, in Washburn County, there are three community-based residential facilities (CBRF's) and seven adult-family homes. Community-based residential facilities are a home or apartment type setting where five or more unrelated adults live together, in which an individual is having difficulties with independent living. An adult-family home is where up to four persons who are not related reside and receive care, treatment, or services above the level of room and board.

##### **Community-Based Residential Facilities**

- ③ Ain Dah Ing Inc., City of Spooner (alcohol/drug dependent)
- ③ Care Partners Assisted Living, City of Spooner (advanced age/dementia/Alzheimer's)

- ③ Pines II, City of Spooner (alcohol/drug dependent/mental illness/emotionally disturbed)

### **Adult Family Homes**

- ③ Aurora Residential Alternatives#082, City of Spooner (developmentally disabled/injury)
- ③ Harmon Home, City of Spooner (developmentally disabled)
- ③ Loch Haven, AFH, City of Spooner (developmentally disabled)
- ③ Shady Oaks, City of Spooner (emotionally disturbed/mental illness)
- ③ Shady Pines, City of Spooner (emotionally disturbed/mental illness)
- ③ Sunset Pines, Town of Sarona (developmentally disabled/physically disabled) ③

Northwoods TLC Services, City of Spooner (developmentally disabled) **Nursing Homes**  
Two licensed nursing homes serve the residents of Washburn County. A nursing home is a residence that provides a variety of services such as a room, meals, recreational activities, assistance with activities of daily living, and protection/supervision to residents. Nursing homes are licensed by the state and follow state and federal guidelines.

- ③ Terraceview Living Center, City of Shell Lake (70 beds)
- ③ Spooner Health System, City of Spooner (90 beds)

### **Adult Day Care**

For many adult persons/families, the availability of adult day care is necessary. No adult day care services are located within Washburn County. The closest facilities are located in the City of Cumberland (Barron County) and the City of Hayward (Sawyer County).

Over the 20-year planning horizon, it is not expected the town will engage in the development of adult care facilities. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure siting of these facilities is done so in the best interest of the community and that local residents are afforded the best services available.

### **Child Care Facilities**

Licensed childcare providers are found throughout Washburn County. The exact number of childcare providers within the Town of Chicog or Washburn County is unknown due to there being no database on the number of actual facilities. Over the 20-year planning horizon, it is not expected the town will engage in the development of childcare facilities.



## **4.5 EDUCATIONAL FACILITIES**

Most school age children in the Town of Chicog attend public schools in the Spooner School District. According to the last available school census (January 2004), there were 459 students in the elementary school, 455 students in the middle school, and 586 students in the high school, for a district total of 1,500 students. Based on a 1999 survey conducted on a school-by-school basis by the Department of Public Instruction (DPI), the elementary, middle, and high schools in the Spooner School District were rated as being **overcrowded**. This survey is the result of Section 115.33(4), Wis. Stats. enacted into law in 1998 that requires the state superintendent to conduct a study of the physical condition and capacity of the public schools and their suitability for use as public schools. School district boundaries are depicted in Map 4.3.

Nearby post secondary educational facilities include the Wisconsin Indianhead Technical College (WITC) campus in Rice Lake, which offers 36 programs of study and 10 certificate programs. WITC also has a Community Education Center (CEC) in Hayward. Services provided by the CEC include high school diploma through ED, HSED, and credit remediation; career testing; employability skills; study skills; computer classes; responsible beverage service classes; various self-employment classes; supervisory management associate degree; and certificates for accounting assistant, barber cosmetology manager, and technical communication. Credits in various business programs can be earned through flex courses offered at the WITC Hayward Community Education Center. WITC also has a Learning Center in the City of Spooner, offering high school diploma programs, literacy and employability programs, and skills enhancement programs.

The University of Wisconsin System also operates a two-year liberal arts/pre-professional college in the City of Rice Lake. UW-Barron County (UW-BC) is one of 13 freshman/sophomore campuses of the University of Wisconsin Colleges awarding the Associate of Arts and Science degree. A four-year University of Wisconsin System school is located in the City of Superior (UW-Superior).

The Town of Chicog favors a school district reorganization, whereby Chicog students would be able to attend public schools in Minong, rather than being bussed to Spooner. The town believes that this situation would result in reduced transportation expenditures, shorter bus commutes, and generally easier accessibility to the school and its resources for both students and parents.

Over the 20-year planning horizon, it is not expected the town will engage in the development of public or private educational facilities. However, it is expected the town will actively participate in discussions and planning with both public and private schools providing or proposing facilities to ensure siting of these facilities is done so in the best interest of the community and that local residents are afforded the best educational programs possible.

## **4.6 RECREATIONAL FACILITIES**

## **Parks**

As of September 2002, there are no town parks, four designated campgrounds and no day-use recreation areas in the Town of Chicog. Refer to Map 4.4, Park and Recreation Areas in Washburn County for park locations.

## **Trails**

There are two designated snowmobile trails in the Town of Chicog, Trail # 8 and 39A. Refer to Map 4.4, Park and Recreation Areas in Washburn County, for trail locations.

## **Public Access Points**

Public access points are points of entry for the public to make use of public lakes, forests, and parks. Public access points would include boat landings, carry-in sites, waysides, or road crossings. In the Town of Chicog, there are 15 public access points. Boat landings are the most prevalent public access points in the Town of Chicog. There are nine improved boat landings in the town for the public to access lakes and rivers. See Map 4.4 for Washburn County improved boat landings (boat launches).

**Table 4.2: Town of Chicog Improved Boat Landings**

Water Body	Section No.	Future Improvements	Timeframe
Twin Lakes (3)	T.41N. -R13W Section 2	As Needed	-
McLain Lake	T.41N. -R13W Section 11	As Needed	-
Mathews Lake (2)	T.41N. -R13W Section 23	As Needed	-
Lower McKenzie Lake	T.41N. -R13W Section 32	As Needed	-
Pear Lake	T.41N. -R13W Section 9	As Needed	-
Chicog Lake	T.41N. -R.12W Section 7	As Needed	-

Source: Town of Chicog

## **Element 5**

# ***NATURAL, AGRICULTURAL, AND CULTURAL RESOURCES***

## **5.1 NATURAL RESOURCES**

### **Importance of the Community Natural Resource Base**

The natural resource base of the Town of Chicog is intimately linked to land use. The community's natural resource base impacts activities such as farming and forestry and the quality and quantity of natural resources directly influences the productivity and sustainability of land use activities. Residential development is greatly influenced by the presence of natural attributes such as woodlands, lakes, rivers, and wildlife, which attract both residents and visitors to the community. Furthermore, community economy is linked to revenues generated through tourist expenditures and agricultural productivity, both of which rely on the continued viability of community natural resources.

Due to the interconnectedness of land use and community natural resources and the role natural resources play in defining community character, it is important that community planning emphasize resource sustainability and protection of sensitive environmental features.

The maintenance of future natural resource quality and quantity is a priority for the Town of Chicog. The town will work to ensure that land-disturbing activities will not generate negative impacts to air, land, wildlife, and water.

### **Background**

The Town of Chicog encompasses approximately 29,184 acres in the northeast corner of Washburn County. Chicog once was the size of four townships but was reduced to present day size in 1902. The unincorporated community of Menah is located in Chicog Township.

### **Topography**

The Town of Chicog is located within the Central Plains geographic province of Wisconsin, a region characterized by low to moderate topographic relief. Surface elevations in Chicog range from a maximum of approximately 1,124 feet in T41N, R12W, Section 18 west of CTH K, to minimum of approximately 939 feet at the Namakegon River, in T41N R13W, Section 17. Topography and slope are depicted in Map 5.1.

### **Slopes**

Steeply sloping lands can present challenges or pose as barriers to development. Steepness of topography is commonly expressed as percent slope (vertical rise /horizontal run x 100). As a general rule, slopes in excess of 20 percent are of greatest concern for any land disturbing activity. Steep slopes do not necessarily preclude all forms of development, although costly engineering and site preparation/mitigation measures are required in order to minimize potential adverse impacts. Potential problems associated with development of excessively sloping lands include erosion and slope stability.

Slopes in the Town of Chicog range from level to **42 percent**. The steepest slopes are found in scattered locations throughout the town, although predominant in the western two-thirds of town. The principal land use in these areas is currently woodlands. Any proposed future development of these lands will require consideration of site-specific topographic constraints.

### **Soils**

An understanding of local soils is a critical component of land use planning. Soil conditions influence productivity of agricultural lands and forests and may pose obstacles to land and infrastructure development. Soil factors such as wetness, drainage capacity, strength, and depth to bedrock all influence soil suitability for land uses. In order to evaluate soil suitability for land uses, soil criteria for each use must be well defined and the suited soil regions must be identified.

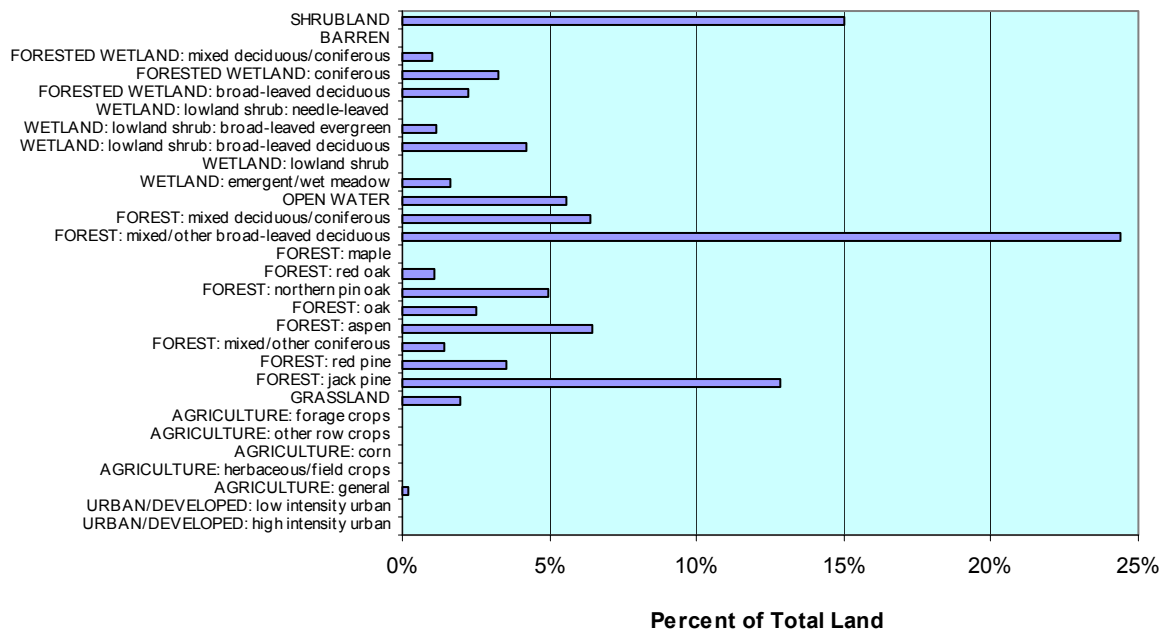
Soil properties which limit land uses or restrict land use activities are referred to as ‘limitations’ or ‘limiting factors’. Different soil types vary widely in terms of their distribution and limitations for specified uses. The spatial distribution of soils in the Town of Chicog have been inventoried and mapped by the Natural Resource Conservation Service (NRCS) and soil properties identified. Soil limitations for specified uses are defined as “slight”, “moderate”, or “severe”. Soils rated with severe limitations have one or more properties that are generally considered unfavorable for the specified land use or activity. A “severe” rating implies that substantial cost may be incurred through special designs or construction practices, remediation, or soil maintenance practices in order to overcome the limitation. Soils that exhibit these limitations should therefore generally be avoided, and development should be guided into more appropriate locations.

While soil inventory and interpretation does provide an accurate representation of soil characteristics at the local level, this data should not supplant the evaluation of individual site soil characteristics; therefore, the following soil information should be used as a general guide for local officials, planners, citizens, and developers. Soil types are portrayed in Map 5.2 and soil limitations are depicted in Map 5.3.

### **Land Cover**

Land cover information for the Town of Chicog was obtained from the WISCLAND (Wisconsin Initiative for Statewide Cooperation on Land Cover Analysis and Data) data set. This data represents surface vegetation, open water, and urban area delineation based on interpretation of dual year satellite imagery. The data presents a generalized view of community land cover and should not replace individual site examination. WISCLAND land cover is depicted in Map 5.4.

**Figure 5.1: Town of Chicog Land Cover Class by Percent of Total Area**

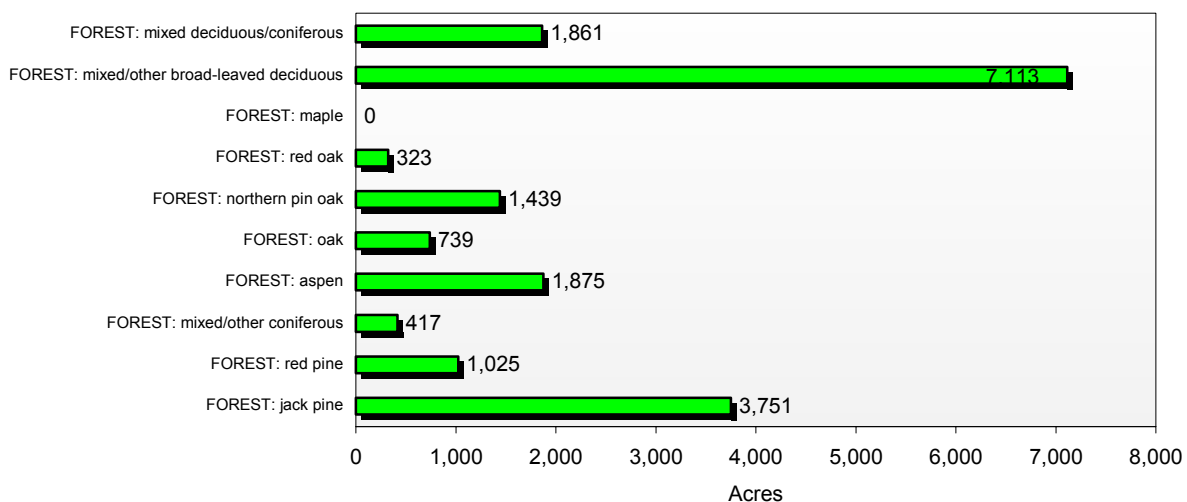


## Forest Resources

Forests are one of the most defining characteristics of northern Wisconsin. These resources represent significant cultural, social, environmental, and economic assets to citizens and communities. Forests provide a range of benefits including wildlife habitat, forest products, recreational opportunities, aesthetics, and other benefits. They are also very important to protect and enhance water quality.

The dominant forest cover type in the Town of Chicog is mixed/other broad-leaved deciduous, which comprises slightly over 7,000 acres of the total forested area. Jack pine, aspen, mixed deciduous/coniferous, and northern pin oak comprise the balance of forest cover in the town.

**Figure 5.2: Forest Cover Types, Approximate Area**



Source: GIS analysis using WISCLAND data set

Slightly less than half of the forested land in the Town of Chicog is under public ownership. These lands are predominately located in the western half of the town. Approximately 1,850 acres of industrial forestland are located within the town.

### **County-Owned Forest Lands**

There are 8,480 county-owned acres in the Town of Chicog.

### **State-Owned Forest Lands**

There is about one-half of an acre of Wisconsin Department of Natural Resources owned land in the Town of Chicog.

### **Federally Owned Lands**

There are 1,930 federally owned acres in the Town of Chicog. Most of this is National Park Service land situated on either side of the Namekagon River.

### **Surface Water Resources**

Water resources in the Town of Chicog are environmentally, socially, and economically significant. These resources represent unique and complex environments supporting a wide range of biological diversity.

Surface water resources represent central components of natural environmental corridors, creating a natural organizational framework for Washburn County, linking communities to each other and to the environment. The corridors are centered on the water bodies, wetlands, and woodlands and contain some of the most critical plant and animal habitat in the county.

Water resources represent one of the most significant factors in defining the “northwoods” character of northern Wisconsin. Results of the comprehensive planning survey indicate that water resources are important recreational assets. Lakes, rivers, and streams provide residents and visitors with recreational opportunities and provide economic benefits through tourism and development.

Over the past 30 years, nearly two-thirds of all lakes ten acres and larger were developed in northern Wisconsin. Continuing pressures are being placed on water resources and the number of people using these resources continues to grow annually.

The quality and quantity of surface water resources is correlated to land use activities, and land use change is a primary factor causing water quality and habitat degradation in northern Wisconsin’s surface waters. The intensity of the activity is also a vital land use characteristic related to water quality as issues such as livestock density, septic system density, traffic density, or proportion of impervious surfaces can influence the quality of surface water resources.

### **Water Quality**

Surface water resources have been evaluated and numerically rated for water quality, fish, wildlife, and aesthetic values by the Wisconsin Department of Natural Resources. Some water bodies were proposed for designation under Chapter 102, Wisconsin Administrative Code, (*Water Quality Standards for Wisconsin Surface Waters*), as Outstanding Resource Waters

(ORW). Such a designation allows for special protection under NR 102. ORW resources were rated as having high quality values associated with water quality, fish, wildlife, and aesthetic characteristics. Exceptional Resource Waters (ERW) resources are similar to ORW's in characteristics but did not score as high in the ranking system and were not included in NR 102 revisions. ORW waters get the highest protection possible under Wisconsin law, with no water degradation allowed in the future. Any discharges into ORW waters must be as clean as the background water quality. Table 5.1 lists of all designated ORW and ERW waters located in Washburn County.

**Table 5.1: ORW & ERW Waters Located in Washburn County**

<b>Water Resource</b>	<b>Status</b>	<b>Municipality</b>
Bass Lake (T40N-R10W-Sec. 17)	ORW	Bass Lake
Beaver Brook	ORW	Beaver Brook
Long Lake	ORW	Long Lake
Middle McKenzie Lake	ORW	Casey
<b>Namekagon River</b>	<b>ORW</b>	<b>Bass Lake-Chicog-Springbrook-Trego</b>
S. Fork Bean Brook	ORW	Stone Lake
Sawyer Creek	ORW	Bashaw
Dago Creek	ERW	Evergreen
Shell Lake	ORW	City of Shell Lake
Stone Lake (T39N-R10W-Sec. 24)	ORW	Stone Lake
Chippanazie Creek Tributary (T41N-R10W-Sec. 9 to 16)	ERW	Stinnett
Chippanazie Creek	ERW	Stinnett
Crystal Brook	ERW	Madge
Dahlstrom Brook	ERW	Bashaw
Godfrey Creek	ERW	Stone Lake
Gull Creek	ERW	Springbrook
Little Bean Brook	ERW	Bass Lake
<b>McKenzie Creek</b>	<b>ERW</b>	<b>Casey &amp; Chicog</b>
<b>Namekagon River Tributary (T41N-R13W-Sec. 18)</b>	<b>ERW</b>	<b>Casey, Chicog, &amp; Brooklyn</b>
Shell Creek	ERW	Minong
Spring Brook	ERW	Springbrook
Whalen Creek	ERW	Trego
Yellow River Tributary (T38N-R13W-Sec. 4)	ERW	Bashaw
Yellow River Tributary (T39N-R12W-Sec. 31)	ERW	City of Spooner

Source: Wisconsin Department of Natural Resources

Surface water resources for the Town of Chicog are depicted in Map 5.5.

Section 303(d) of the federal **Clean Water Act** requires the State of Wisconsin to periodically prepare a list of all surface waters in the state for which beneficial uses of the water – such as for drinking, recreation, aquatic habitat, and industrial use – are impaired by pollutants. These are

water quality limited lakes, rivers, and streams that do not meet surface water quality standards and are not expected to improve within the next two years.

Waters placed on the 303(d) list require the preparation of **Total Maximum Daily Loads** (TMDLs), a key tool in the work to clean up polluted waters. TMDLs identify the maximum amount of a pollutant allowed to be released into a waterbody so as not to impair uses of the water and allocate that amount among a variety of sources.

Currently, five lakes in Washburn County are classified as 303(d) waterbodies, based on elevated levels of mercury. These lakes include:

Gilmore Lake (Minong Twp.)  
Harmon Lake (Madge Twp.)  
Minong Flowage (Minong Twp.)

Silver Lake (Brooklyn Twp.)  
Spring Lake T40 R11W S25  
(Springbrook Twp.)

Each of these waterbodies has a low priority ranking under the State of Wisconsin Priority Watershed Program, which provides grants to local governmental units in both urban and rural watersheds selected for priority watershed projects.

### **Watersheds**

A watershed can be defined as interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. The Wisconsin Department of Natural Resources has transitioned its resource management approach to utilize watershed boundaries rather than political or social boundaries.

The Lower Namekagon River watershed encompasses the Town of Chicog. This watershed is included within the St. Croix River Basin.

Washburn County watersheds are depicted on Map 5.6.

### **Town of Chicog Lake Characteristics**

Within the Town of Chicog exist ten named and seven unnamed lakes with approximately 1,439 surface acres and 44 miles of shoreline. Town lakes are moderately deep with the average maximum lake depth of nearly 20 feet and a maximum lake depth of 30 feet in Pear Lake. Unnamed lakes in the town are relatively small, averaging less than eight acres in size.



**Table 5.2: Town of Chicog Named Lakes**

Name	Location Sec. T-N R-W	Surface Acres**	Maximum Depth	Miles of Shoreline**	Miles of Public Shoreline	Percent of Private Shoreline
Cloverleaf Lake	9-41-13	40.2	19	1.28	0	100
Hointville Lake	21-41-13	58.4	23	1.65	0	100
Lower McKenzie Lake	32-41-13	185.4	17	3.12	0.46	85
Matthews Lake	23-41-13	263.3	26	2.64	0.01	100
McLain Lake	11-41-13	150.0	30	2.03	0.03	99
Middle Lake	2-41-13	20.7	7	0.82	0	100
North Twin Lake	2-41-13	113.0	20	2.70	0.01	100
Oak Lake	19-41-13	83.3	5	3.15	3.15	0
Pear Lake	16-41-13	49.1	32	1.29	0.03	98
South Twin Lake	2-41-13	115.0	29	2.31	0.01	100
Wilcox Lake, West	13-41-13	24.3	8	1.47	0	
Wilcox Lake, East	18-41-12	30.6	12	0.97	0.11	

Source: Washburn County Lakes Classification

\*\*These figures represent acres, miles of shoreline and miles of public shoreline of entire water body, which may cross jurisdictional boundaries.

## Lake Types

Lakes in the Town of Chicog are classified as spring lakes, seepage lakes, or drainage lakes.

**Spring Lakes:** have both an inlet and outlet where the main water source is stream drainage.

**Seepage Lakes:** do not have an inlet or an outlet, and only occasionally overflow. As landlocked water bodies, the principal source of water is precipitation or runoff, supplemented by groundwater from the immediate drainage area.

**Drainage Lakes:** have no inlet, but like spring lakes, have a continuously flowing outlet. Their primary source of water is from precipitation and direct drainage from the surrounding land.

## Lakes Classification System

The Washburn County Lakes Classification System was developed as a way to assess county surface water resources based on the characteristics of individual water bodies. Lakes in Washburn County were evaluated based on the following criteria: (see appendix for descriptions)

Lake surface area  
Maximum depth  
Lake Type

Size of the watershed  
Shoreline Development Factor (SDF)  
Development density

Each one of the evaluation criteria for each lake received a score from 0 to 3, based on individual lake characteristics. The total sum of all scores is referred to as the *vulnerability ranking*, which ranges from 0 to a possible score of 24. These rankings are used to then define the lake classification assigned.

<u>Overall Vulnerability Ranking</u>	<u>Lake Classification</u>	<u>Protection Level</u>
Score of 13 and greater	1	Minimum
Score of 10 to 12	2	Moderate
Score of 9 or less	3	Maximum

The Washburn County shoreland zoning ordinance regulates development on all county waterways, including surface waters in the Town of Chicog.

**Table 5.3: Town of Chicog Lakes Class & Development Standards**

<u>Name</u>	<u>Score</u>	<u>Class</u>	<u>Lot Area per Single Family Unit</u>	<u>Minimum Lot Area</u>	<u>Minimum Shoreline Setback<sup>1</sup></u>	<u>Vegetation Removal<sup>2</sup></u>	<u>Minimum Side Yard Setback<sup>3</sup></u>	<u>Minimum Rear Setback</u>
Cloverleaf Lake	7	3	300'	3 Acres	100' / 125'*	30'/75'	30'/90'	40'
Hointville Lake	10	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Lower McKenzie Lake	11	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Matthews Lake	15	1	150'	30,000 ft <sup>2</sup>	75' *	30'/50'	10'/30'	40'
McLain Lake	11	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Middle Lake	7	3	300'	3 Acres	100' / 125'*	30'/75'	30'/90'	40'
North Twin Lake	11	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Oak Lake	8	3	300'	3 Acres	100' / 125'*	30'/75'	30'/90'	40'
Pear Lake	12	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
South Twin Lake	11	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Wilcox Lake, West	7	3	300'	3 Acres	100' / 125'*	30'/75'	30'/90'	40'
Wilcox Lake, East	7	3	300'	3 Acres	100' / 125'*	30'/75'	30'/90'	40'

Source: Washburn County Zoning Ordinance

### **Perennial and Intermittent Rivers, Creeks, and Streams**

Riparian surface features such as rivers, creeks, and streams represent unique and diverse natural systems. The quality and quantity of these resources is intimately linked to land use and human activities.

There are two kinds of streams, perennial and intermittent. Perennial streams flow throughout most (>50%) of the year. Intermittent streams usually flow only after rainstorms or snowmelt and, therefore, are dry most of the year. Intermittent streams must be protected because they channel runoff into perennial streams and lakes and may become part of the aquatic ecosystem when water flows in them.

There are approximately 38 miles of rivers, creeks, and streams in the Town of Chicog. In addition, two designated trout streams are found. McKenzie Creek and Stuntz Brook are classified as a Class 1 trout streams. These are high quality trout waters, which have sufficient natural reproduction to sustain populations of wild trout at or near carrying capacity.

<sup>1</sup> Minimum Shoreline Setbacks Class I –100' lakes, 125' rivers. Setback averaging per section 271(1) Washburn County Zoning Ordinance applies to Class I and II.

<sup>2</sup> Vegetation Removal = Removal Corridor/feet from Ordinary High Water Mark (OHWM)

<sup>3</sup> Minimum Side Yard Setback = Feet Off One Side/ Feet Total Both Sides

Other named rivers and streams in the Town of Chicog:

**Namekagon River**  
**Chicog Creek**

**Totogatic River**  
**Casey Creek**

### **Floodplains**

Floodplains are lands adjacent to rivers or streams, which are subject to periodic, recurring inundation by water. Due to the flood-prone nature of these lands, development and other land use activities within this zone are strongly discouraged. Appropriate land uses for these areas would consist of resource protection and wildlife habitat uses.

### **Flood Hazard Assessment**

The Federal Emergency Management Agency (FEMA) has defined areas of flood susceptibility in the Town of Chicog. The Flood Hazard Boundary Map (FHBM) series for Washburn County depicts these flood zones as shaded areas. Flood prone areas were determined by statistical analyses of records of river flow and rainfall information obtained through consultation with the community, floodplain topographic surveys, and hydrologic and hydraulic analyses.

Washburn County has adopted flood plain regulations that apply to all bodies of water in the county. Determination as to whether a building site is located in a flood plain must be made through zoning office review of flood plain maps or through field verification of flood boundary.

Flood plains in the Town of Chicog are depicted in the map 5.7.

### **Groundwater**

Groundwater is a critical resource for Washburn County and for Wisconsin. It is the main source of drinking water for 70 percent of Wisconsin residents and 95 percent of Wisconsin communities.

#### **Groundwater Quantity**

Under natural conditions, a balance existed between the volume of water entering an aquifer and the volume of water being discharged from an aquifer. With the development of water wells, the natural balance between recharge rates and discharge rates was disrupted. In Wisconsin, the overall groundwater supply has been depleted due to increased discharge. Natural fluctuations in groundwater supply can occur due to droughts or natural seasonal precipitation fluctuations.

#### **Groundwater Quality**

The quality of natural groundwater varies by location. As groundwater passes through natural sediments, naturally occurring chemicals may become deposited in the water. While naturally occurring groundwater contamination is generally mild, human-induced contaminants can make groundwater supplies unusable. The quality of groundwater is directly related to land use activities. The application of fertilizers, chemical spills, urban runoff, and non-point pollution can contribute to decreased quality of groundwater reserves.

### Groundwater Depth and Contamination Susceptibility

Groundwater depths (see Map 5.8) in the Town of Chicog range from 0-20 feet in the north-central portion of Chicog to between 20 and 50 feet throughout the balance of the town. Groundwater contamination susceptibility corresponds to groundwater depth (see Map 5.9), with shallow groundwater depths being the most vulnerable areas for potential contamination. These areas are of significant concern in relation to the installation of conventional septic systems.

### **Environmental Corridors**

Environmental Corridors are defined by the Wisconsin Department of Natural Resources as:

*“Linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that ensure biological diversity. Environmental corridors are often associated with rivers and streams.”*

Natural benefits provided by environmental corridors include air filtration, erosion control, and improved water quality. In addition, these natural features benefit the overall quality of life in the area and reduce the need for more expensive man-made solutions to water quality issues.

Many areas within these corridors provide important habitats for land and aquatic plants and animals. Connected habitats are superior to disjointed habitats and larger habitats are better for ensuring the survival of a species than smaller areas. Ensuring these corridors can continue to work as a system and the relationships between plants, insects, animals, land, and water continue to function properly are critical to environmental health and continued biological diversity.

The impacts and benefits of these corridors are not limited to one community or the responsibility of one jurisdiction. These areas follow natural boundaries and do not stop at political boundaries. Coordination among communities/jurisdictions is necessary in order to achieve the environmental, economic, cultural, community building, and health benefits, which can be attributed to these natural features.

### **Wetlands**

Wetlands represent one of the most unique and diverse elements of the natural community. Defined by the presence of water and water-loving vegetation, these communities support a range of plants and animals adapted to survive and thrive in this wet environment, including many threatened and endangered species.

These environments provide additional benefits through the services they provide.

- Wetlands act as natural filters removing nutrients and chemicals from the water and are often constructed as bio-engineered water filtration devices used to treat and cleanse municipal wastewater or urban runoff.
- Wetlands serve as natural flood control devices by intercepting and holding water; a service that reduces flood risk to local communities.

- Wetlands also serve as groundwater recharge supplies for Washburn County communities.
- Wetland vegetation serves to stabilize streambanks and watercourses. This action reduces overall soil erosion and protects water quality by reducing siltation and sediment loads.

The United States Army Corps of Engineers, the Wisconsin Department of Natural Resources, and local zoning codes regulate wetlands. Section 404 of the Clean Water Act establishes a program to regulate the discharge of dredged and fill material into waters of the state including wetlands and is the primary federal regulatory program for wetlands.

Article 27 (Shoreland Regulations) of the Washburn County Zoning Ordinance regulates the use/alterations of wetlands in the county. The regulations contained within this document apply to all lands within 1,000 feet of the ordinary high-water mark of any navigable lake, pond, or flowage and those lands within 300 feet of the ordinary high-water mark of any navigable river or stream.

Wetland boundaries have been delineated by the Wisconsin Department of Natural Resources. The Wisconsin Wetland Inventory (WWI) displays all wetland areas within Washburn County, which are less than five acres in size.

Washburn County has 518,236 surface acres, of which 79,140 acres are wetlands. Based on the WWI data, the Town of Chicog has approximately 4,189 acres of wetlands (wetlands five acres and larger).

The majority of wetlands in the Town of Chicog are classified as *forested wetlands*, which include bogs and forested floodplain complexes and are characterized by trees 20 feet or more in height such as tamarack, white cedar, black spruce, elm, black ash, green ash, and silver maple. *Scrub/Shrub* wetlands are also common in the town. These communities include bogs and alder thicket and are characterized by woody shrubs and small trees such as tag alder, bog birch, willow, and dogwood. Wetlands are depicted in Map 5.7.

Table 5.4: Wetland Types, Town of Chicog <sup>4</sup>	
Name	Approximate Acres
Forested	2,209
Scrub/Shrub	1,461
Emergent/Wet Meadow	279
Aquatic Bed	240
APPROXIMATE TOTAL	4,189

### **Resources of Concern**

The Town of Chicog provides habitat for many species of wildlife, including rare, threatened, or endangered species of plants and animals. These critical resources have been documented by the Wisconsin Department of Natural Resources as part of the Natural Heritage Inventory Program. The specific location of endangered resources is confidential.

<sup>4</sup> Based on Wisconsin Wetland Inventory data, 5-acre minimum mapping unit.

Plants and animals threatened with extinction are protected under federal and state endangered species legislation. Protection is not limited to only the individual species but includes protection of habitat critical to the species' survival.

### **Natural Heritage Inventory List for the Town of Chicog:**

<b>Birds</b>	<b>Scientific Name</b>	<b>Status</b>
<i>Osprey</i>	<i>Pandion Haliaetus</i>	<i>Threatened</i>
<i>Bald Eagle</i>	<i>Haliaeetus Leucocephalus</i>	<i>Special Concern</i>
<b>Fish</b>		
<i>Lake Sturgeon</i>	<i>Acipenser Fulvescens</i>	<i>Special Concern</i>
<i>Greater Redhorse</i>	<i>Moxostoma Valenciennesi</i>	<i>Threatened</i>
<i>Gilt Darter</i>	<i>Percina Evides</i>	<i>Threatened</i>
<b>Turtle</b>		
<i>Blanding's Turtle</i>	<i>Emydoidea Blandingii</i>	<i>Threatened</i>
<b>Beetle</b>		
<i>Tiger Beetle</i>	<i>Cicindela Patruela</i>	<i>Special Concern</i>
<b>Plants</b>		
<i>Dwarf Milkweed</i>	<i>Asclepias Ovalifolia</i>	<i>Threatened</i>
<i>Assiniboine Sedge Carex</i>	<i>Assiniboinesis</i>	<i>Special Concern</i>
<b>Communities</b>	<b>Site</b>	
<i>Lake-Deep, Soft, Seepage</i>	<i>Cloverleaf Lake</i>	
<i>Lake-Shallow, Soft, Seepage</i>	<i>Oak Lake</i>	

### **Timber Wolves (*Canis lupus*)**

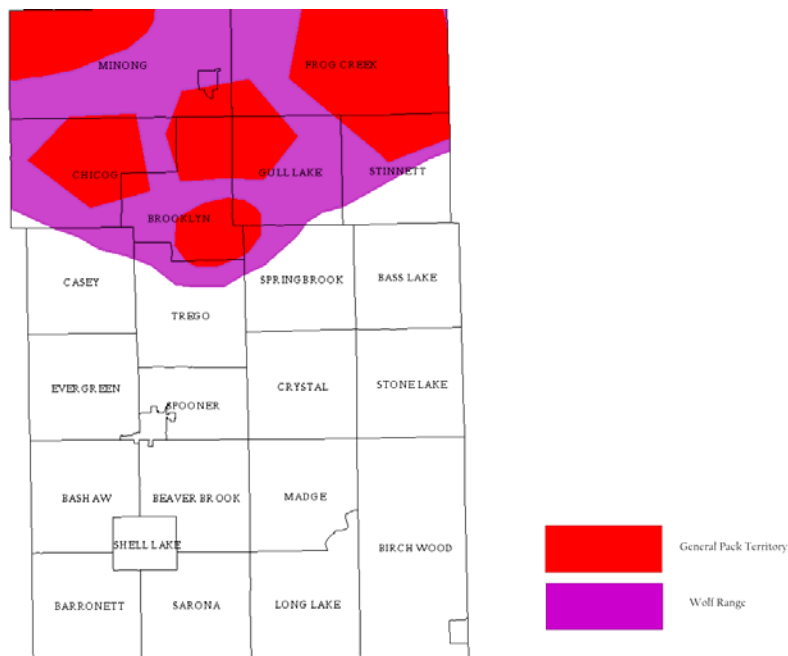
Once classified as an endangered species, the Timber Wolf has successfully re-colonized portions of its former home range in northern Wisconsin, including parts of Washburn County. Wolves were officially reclassified to "threatened" status in Wisconsin in 1999 and may be delisted (in Wisconsin) in the near future.

Most of the Town of Chicog is considered "probable wolf range" according to the Wisconsin Department of Natural Resources<sup>5</sup>. Information regarding specific pack ranges is not published and the transient nature of these animals combined with large pack territories make specific population estimates difficult in small areas such as townships. Based on WDNR inventory information, wolf packs are known to have home ranges within at least a portion of the Town of Chicog.

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<sup>5</sup> Gray Wolf Distribution in Wisconsin: Winter 2001-2001

**Figure 5.3: Washburn County Wolf Range and General Pack Territories**



Source: Wisconsin Department of Natural Resources

Other endangered, threatened, or rare species or communities may also occur within the Town of Chicog. Locations of these critical resources are mapped to the section level in order to protect the security of these resources. Resources of concern are depicted in Map 5.11.

## 5.2 AGRICULTURAL RESOURCES

### Productive Agricultural Lands

Agricultural lands play an important role in defining the character of many Wisconsin communities. While not a considerable land use in each Washburn County community, agriculture is an economically and culturally significant activity in some portions of the county. Wisconsin's Comprehensive Planning legislation requires communities to review and analyze their agricultural land base and to formulate goals, objectives, and policies for preserving prime agricultural lands.

### County Agricultural History

Early agricultural activities in Washburn County were primarily focused on providing food supplies to lumber camps. By 1935, there were 1,754 farms producing on 215,316 acres of cropland. Low yields due to poor soil conditions caused many of these operations to fail, and by 1978, nearly 50 percent of the county's farm acreage had been sold for other uses. The greatest losses occurred between 1949 and 1969 when nearly 95,000 acres of agricultural lands were converted to other uses. Agricultural land use trends have continued a downward slide, as reflected by the Agriculture Census for Washburn County, which indicate an additional 2.9 percent decrease in farmland between 1987 and 1997. Agricultural uses have declined countywide, especially in the marginal lands on the sand barrens of the northern and western

parts of the county but remain a viable activity on the more productive lands of the southern parts of the county.

The decrease in overall farmland acreage coincides with an increase in the average farm size. Between the years of 1935 and 1997, the average farm size in Washburn County had increased from 122.8 acres to 276 acres, a net increase of nearly 125 percent. This trend mirrors statewide trends towards farmland consolidation and reflects the combining of many smaller family farms into larger enterprises.

### **Agricultural Trends in the Town of Chicog**

The Town of Chicog has experienced a net decline in overall farmland acreage between 1967 and 2001. Between the years 1967 and 1976, the town lost 1,220 acres of farmland. During this same period, the town gained two farms, which indicates that average farm size increased during this period. From 1977 to 2001, Chicog lost an additional 16 acres of land assessed as farmland. Additional agricultural trend information is found in the **Land Use Element** of the Town of Chicog Comprehensive Plan.

### **Prime Farmland (Washburn County Farmland Preservation Plan)**

The Washburn County Farmland Preservation Plan (1982), drafted under the 1977 Wisconsin Farmland Preservation Act, provides detailed statistics, background information, maps, goals, objectives, and policies for farmland preservation. According to the Washburn County Soil Survey, no areas of prime farmland exist within the Town of Chicog.

## **5.3 CULTURAL AND HISTORIC RESOURCES**

### **Introduction**

Community cultural resources are a significant element in defining local character. Cultural resources may include historic buildings, festivals, cultural groups, entertainment, and viewsheds. This element proposes to identify a number of cultural attributes in the Town of Chicog and propose meaningful objectives to the enhancement and protection of town cultural resources. According to the Architecture and Historic Inventory (AHI), provided by the Wisconsin Historical Society, there are two sites identified in the Town of Chicog. These sites are listed below in Table 5.5.

**Table 5.5: Historic Sites Inventory**

Town	Township/Range	PLS	Common Name	Historical Name	Type of Structure	Date
Chicog	41-13-21	N/A	Hointville	-	Log Home	-
Chicog	41-13-27	NE/NE	District No. 9 Al Ken Dale	Spruce Brook School	Gable Sign-	

Source: Wisconsin Architecture and History Inventory, Wisconsin Historical Society

### **Archaeological Sites Inventory**

The Wisconsin Historical Society maintains a list of archaeological sites and cemeteries known as the Archaeological Site Inventory Database (ASI). Within Washburn County, there are 173 known archaeological sites and cemeteries. These sites may include former campsites, villages,



communities, cabins, homesteads, sugar mapling sites, cemeteries and burial mounds, fur trading posts, sawmills, and/or kilns. Of the 173 present in the county, 10 are reported for the Town of Chicog and are shown below in Table 5.6.

**Table 5.6: Archaeological Sites & Cemeteries in Chicog**

Site Name	Site Type	Cultural Study Unit
C.A.I. #24-123-1	Other	Unknown
N/A	Foundation/depression	Historic Euro-American
N/A	Campsite/village	Unknown Prehistoric
Chicog Town Cemetery	Cemetery/burial	Historic Euro-American
Waukegon News	Campsite/village	Late Woodland
West Wilcox Lake	Campsite/village	Late Woodland
Jedlicka Site	Cabin/homestead	Historic Euro-American
Hudson Barn & Chicken Coop	Other	Historic Euro-American
J. Bickell Post	Other	Historic Euro-American
N/A	Foundation/depression Homestead	Historic Euro-American

Source: Archaeological Site Inventory Database, Wisconsin Historical Society

### **Historic Preservation Resources**

In Wisconsin, there are many laws pertaining to historic properties (including archeological sites, historic buildings and other structures, landscapes, human burial sites and statuary). Several statutes prescribe review processes when governmental actions may affect historic properties, while other statutes provide for the establishment of ordinances and commissions by local units of government, allowing their direct involvement with and review of historic preservation issues in their communities. Other statutes establish incentive programs for preserving or rehabilitating historic properties. Finally, other laws criminalize certain activities affecting historic properties and prescribe the penalties that may result. The State Historical Society of Wisconsin has compiled a listing of the primary state historic preservation laws in Wisconsin.

The Wisconsin Historic Preservation Plan 2001-2005 outlines a series of statewide preservation goals and objectives and implementation strategies. Many of the implementation strategies identified within this plan are applicable in the Town of Chicog. This plan should be considered in the development of local cultural and historic resource protection initiatives.

Several cultural and historic resource protection initiatives and programs are outlined in the *Guide to Smart Growth and Cultural Resource Planning*, published by the Wisconsin Historical Society. This document outlines the use of tools such as historic preservation ordinances, zoning tools, subdivision controls, building codes and incentive programs to promote historic and cultural resource preservation. The guide is available online from WHS at [http://www.wisconsinhistory.org/hp/smartgrowth/smart\\_manual.asp](http://www.wisconsinhistory.org/hp/smartgrowth/smart_manual.asp).

### **Viewsheds and Scenic Resources**

Qualities that characterize the Town of Chicog are the picturesque views, which are common throughout the general vicinity of the town. Accessibility to the views may over time be limited

or denied due to private development of land. It should be a planning policy to try and ensure that the characteristic natural landscape features are protected and that views remain accessible to the public. Land use design should consider the natural scenic views during the development review process.

## **Element 6**

### **ECONOMIC DEVELOPMENT**

#### **6.1 INTRODUCTION**

The ability for a community to attract new and innovative businesses, industries, and workers is a key element for the community's economic survival and prosperity. Providing a good climate for business development enhances the community's overall well being both in financial terms as well as in morale and civic pride. By providing for its businesses and the residents who comprise its workforce, the community insures its future success.

This element of the plan contains a compilation of background information, goals, objectives, and programs to promote the retention and stabilization of the economic base in the Town of Chicog. As required by §66.1001, Wisconsin Statutes, this element includes an assessment of new business and industries that are desired in the town, an assessment of the town's strengths and weaknesses with respect to attracting and retaining businesses and industries, and includes an inventory of environmentally contaminated sites. It also identifies applicable county, state, and regional economic development programs that apply to the Town of Chicog.

#### **6.2 LABOR FORCE AND ECONOMIC BASE**

According to the 2000 Census, of the 268 inhabitants in the Town of Chicog, 237 are 16 years or over. Of those 237, 50.6 percent, or 120, comprise the civilian labor force. At that time, 115 of the 120 were identified as employed and 5 as unemployed, or 4.2 percent.

Between the 1990 Census and the 2000 Census, the percentage of the population over the age of 25 that have attained some education past high school has increased considerably, from 27 percent to 49 percent. Of the 223 people over 25 years old, 110 have some higher level of education, with 32 percent achieving an associate degree or higher.

In 2000, the average annual wage for Washburn County was \$21,410. The highest paying industry in the county is government at \$28,442, followed closely by finance, insurance, & real estate at \$27,774 and then manufacturing at \$24,698. The lowest paying industry is retail trade at \$13,200.

For the Town of Chicog residents, the manufacturing industry provided 24 percent of the jobs in 2000, which is up from 22 percent in 1990. Arts, entertainment, recreation, accommodation and food services (19%); construction (15%); and retail trade (10%) were the next largest industry employers for the town residents. In 1990, the industry employing the most people was retail trade (24%); manufacturing (22%); educational, health, and social services (20%); and personal services (13%). Over the last decade, the increase in manufacturing jobs and the decrease in lower paying retail trade jobs has had an impact on the economic base of the community.

### **6.3 CURRENT INFRASTRUCTURE AND BUSINESS INVENTORY**

The Town of Chicog is a rural town with relatively easy access to the Cities of Spooner, Shell Lake, and Rice Lake. There are very few businesses located in the Town of Chicog. Residents of the town generally travel to the previous stated cities for work and to purchase needed and desired goods and services.

Specifically the town is home to 15 business establishments. It should be noted that as of February 20, 2002, the Wisconsin Department of Revenue reported in its Statement of Assessments that there were four different commercial parcels in Chicog, totaling 35 acres. One manufacturing parcel was identified which was a 40-acre parcel. Currently, there are three parcels in the town that are zoned commercial according to the Washburn County Zoning Department. Most of these parcels are along STH 77. Current businesses include:

- |                                    |                              |
|------------------------------------|------------------------------|
| 1) Schwanns Center                 | 9) Muscle Car Business       |
| 2) Pappys                          | 10) Self Storage (Richters)  |
| 3) Chicog Pub                      | 11) Watson's                 |
| 4) Eagle Lodge                     | 12) Fratts Gravel            |
| 5) Frank Mattys                    | 13) Yellow River Gravel      |
| 6) Evan Christenson , EC Woodworks | 14) George Hahn Trucking     |
| 7) Ulloms Construction             | 15) Ruthurford Well Drilling |
| 8) Mitch Bangor                    |                              |

Most of the local economic activity that occurs in the town is associated with forestry and home occupations. It is believed that many home occupations exist in the town, which were not addressed as part of the business inventory. Such businesses probably do not have special permits or zoning approvals because the nature of such businesses presents no noticeable impacts or nuisances to adjacent properties so their location is difficult to detect. The town supports a resident's right to have a small business operation on his/her property provided that the establishment does not create an environmental hazard or create a nuisance for neighboring property owners by generating excessive traffic, noise, lighting, signage, etc. This is true because in the planning survey, 63.8 percent of people who own land in Chicog answered that there should be aesthetic requirements for commercial and industrial development.

### **6.4 ATTRACTING AND RETAINING BUSINESS AND INDUSTRY**

The attraction of business and industry is an important goal for the town, as 46.4 percent of respondents answered that it is important to attract new industry to the area. The Town of Chicog has several attributes that would make it an excellent place to locate a potential business. Specifically the town has:

- |                                |                                    |
|--------------------------------|------------------------------------|
| 1) Natural Resources           | 5) Taverns, food service           |
| 2) Schwanns Center             | 6) Existing resorts                |
| 3) Proximity to major highways | 7) Fire department – new town hall |
| 4) 56 miles of roads           |                                    |

While the town enjoys its share of advantages, there are several disadvantages or weaknesses that the town must address when seeking to attract new business and industry. In particular:

- |   |   |
|---|---|
| 1) Location (isolated)                  | 4) Lack of law enforcement              |
| 2) Lack of facilities (sewer and water) | 5) Older population – lack of workforce |
| 3) Lack of publicity                    |   |

## **6.5 BUSINESS OPPORTUNITIES**

If future commercial and/or industrial development in the Town of Chicog happens, it is most likely to occur along the STH 77 corridor. The development of this *Comprehensive Plan* is seen as an important step to plan for and accommodate growth and development along the highway corridor. The community would like to see a compatible mix of land uses along this corridor in the future. However, in reviewing the planning survey, only 35.2 percent of the town would support elected local officials encouraging the startup or expansion of private economic development.

While the town would like to welcome additional business development to support the local tax base, it is important that any new development exist in harmony with the local environment. Therefore, new business and industry development should be “clean” and not produce waste, which would be a hazard to the natural resources of the Town of Chicog (i.e.-lakes, rivers, streams, wetlands, forests, and agricultural lands). Likewise, new development should blend into the rural landscape and not represent a nuisance to other residents. Also, in helping to determine where new businesses should be located, 48.7 percent of survey respondents said new businesses generally should be located near other businesses.

## **6.6 CHICOG’S TARGETED BUSINESS AND INDUSTRY**

New business and industry in the town must not require municipal water or sewer service unless the town wishes to begin providing these services through the creation of sanitary district. Also, the town wants to be sure that new developments do not jeopardize the rural character and quality of life, as 74.9 respondents felt the rural character of Washburn County should be preserved. In essence, businesses and industries which might choose to locate in the town should be environmentally friendly, have limited outdoor storage, and require minimal lighting and signage.

Given these constraints, the town would like to target the following types of commercial businesses:

- |                                     |                             |
|-------------------------------------|-----------------------------|
| 1) Eco-tourism                      | 5) Food service, restaurant |
| 2) Home based businesses            | 6) Bed and Breakfast        |
| 3) Crafts                           | 7) Hotels                   |
| 4) Retail – silent sports, outdoors |                             |

## **6.7 PROGRAM ASSISTANCE**

There are many programs at the federal, state, and county level that can help the Town of Chicog to support economic development efforts. There are also programs available for individual businesses to utilize as well. What follows is a list, with descriptions, of agencies and programs that can assist the Town of Chicog with its economic development plans:

The U.S. Department of Commerce Economic Development Administration offers two programs for assistance with economic development that apply to the Town of Chicog and/or Washburn County. One is the Public Works and Economic Development Facilities Assistance Program, which supports the construction or rehabilitation of essential public infrastructure and development facilities necessary to generate private sector jobs and investment, including investments that support technology-led development, redevelopment of brownfield sites, and eco-industrial development. Secondly, the Economic Adjustment Assistance Program is available to: (1) address the immediate needs of businesses and communities presently undergoing transition due to a sudden and severe job loss; and (2) demonstrate new and proactive approaches for economic competitiveness and innovative capacity for threatened regions and communities.

Another program available at the federal level to public entities is the USDA Rural Development Community Facility Loan Program. The purpose of this program is to construct, enlarge, extend, or otherwise improve community facilities providing essential services in rural areas and towns with a population of 50,000 or less.

Three programs are available to local units of government through the Wisconsin Department of Commerce. The first program is the Community Development Block Grant for Economic Development (CDBG-ED). Its purpose is to provide resources to local governments that will enable them to assist economic development projects in their community. The local unit of government is the applicant and recipient of the funds. A specific business, which must be located in a municipality of 50,000 or less, is loaned the funds for eligible business development uses. When the funds are repaid to the local government, they may stay in the community to be used as a revolving loan fund to assist other businesses in the community.

The second program is the Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED). Its purpose is to provide grant funds to local governments that will enable them to provide needed public facilities (i.e., streets, sewer mains, water mains, etc.) to private business enterprises that are going to create full-time jobs by starting or expanding their businesses because of the availability of the funded public facilities.

The third program available from the Wisconsin Department of Commerce is the Community-Based Economic Development Program (CBED). Its purpose is to provide financing assistance to local governments and community-based organizations that undertake planning or development projects or provide technical assistance in support of business (including technology-based businesses) and community development.

Available from the Wisconsin Department of Transportation is a program called the Transportation Facilities Economic Assistance and Development Program (TEA). The intent of the TEA program is to help support new business development in Wisconsin by funding transportation improvements that are needed to secure jobs in the state. A governing body, a business, a consortium group, or any combination thereof can apply for TEA program funding.

There are many programs related to business development available to businesses located in Washburn County. On a regional level, there are revolving loan funds administered by Northwest Wisconsin Business Development Corporation (NWBDC), an affiliate of the Northwest Regional Planning Commission in Spooner. Washburn County also has a CDBG-ED revolving loan fund available to local businesses.

A strategic planning initiative called Build Wisconsin was initiated to produce the first cohesive economic development plan for the State of Wisconsin. As part of Build Wisconsin, six counties in northwest Wisconsin, including Washburn, were designated a technology zone. The Technology Zone program brings \$5 million in income tax incentives for high-tech development to the area. Eligible businesses can receive tax credits based on their ability to create high-wage jobs and investment and support the development of high-tech industries in the region.

There are many more federal, state, and local programs offering assistance to businesses that are too numerous to mention here; however, they are listed in the Economic Development Manual prepared by the Wisconsin Bankers Association and the Wisconsin Financing Alternatives booklet prepared by the Wisconsin Department of Commerce.

## **Element 7**

### **INTERGOVERNMENTAL COOPERATION**

#### **7.1 INTRODUCTION**

In order to ensure continuity and prevent potentially conflicting development patterns, community planning must incorporate a thorough inventory and analysis of the plans of adjacent and overlapping jurisdictions.

Within the county planning process, maps, goals, objectives, and plan recommendations were developed in conjunction with one another. Development of individual local plan components was conducted in concert, as to achieve a logical and consistent framework among the local units of government and Washburn County.

Inventory and examination of the existing jurisdictional relationships within the county provides the cornerstone for intergovernmental cooperation. Understanding the nature and complexity of these relational issues is key to understanding how these relationships can be enhanced to provide maximum coordination and cooperation. Presently, many jurisdictions within the county have informal agreements with other units of government. It will be the aim of the intergovernmental component to achieve a superior level of multi-jurisdictional cooperation through formalization of relationships, opening the lines of communication between jurisdictions, and to promote intergovernmental agreements.

#### **7.2 PLANNING REQUIREMENTS**

The Wisconsin State Statutes define the intergovernmental planning requirements as “A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units and to the region, the state, and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under §66.0301, §66.0307 or §66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.”

#### **7.3 GOVERNMENTAL UNITS AND RELATIONSHIPS TO THE TOWN OF CHICOG**

The Town of Chicog shares borders with four municipalities, two counties, and a school district. In addition, the town must also coordinate with state and federal agencies



- Town of Brooklyn
- Town of Casey
- Town of Minong
- Town of Blaine (Burnett County)
- Washburn County
- Burnett County
- Spooner School District
- Northwest Regional Planning Commission
- Wisconsin Department of Natural Resources
- Wisconsin Department of Transportation

### **Relationship to Adjoining Towns**

Towns have fixed borders and do not have annexation authority, thus, boundary disputes do not occur. The Town of Chicog's maintains a general working relationship with adjoining towns, and does cooperate with on local road maintenance issues. Of greatest concern to the Town of Chicog is the monitoring of adjoining land uses to ensure compatibility between communities and avoid potential conflict. Additionally, the Town of Chicog is open to working with adjoining communities to improve critical services such as fire, police and EMS. The Town of Chicog does contract with a non-adjoining community (Village of Minong) for ambulance and emergency medical services.

### **Relationship to Washburn County**

Washburn County has some jurisdiction within the town. In particular, the county has jurisdiction over land divisions, on-site sanitary sewer systems, and zoning (including shoreland, wetland, and floodplain areas) in the Town of Chicog. Washburn County also owns and maintains the county roads.

In general, the relationship between the Town of Chicog and Washburn County can be characterized as one in which cooperation and understanding could be enhanced. The primary conflict lies between proposed zoning and land use recommendations made by Washburn County. A large part of the rationale for developing the comprehensive plan is the desire of the town to look forward, and to identify where the community chooses to go. The development of the **future land use map** is intended to provide town officials, the Washburn County Zoning Committee, and the Washburn County Board of Supervisors with a better understanding of development trends and preferred future land use patterns.

In areas where the county has jurisdiction in the town, the county attempts to get input from the town before making decisions affecting town land use. Likewise, the town has attempted to maintain open lines of communication with Washburn County. These lines of communication have not always proved to work effectively or efficiently, resulting in conflict.

Washburn County has committed to incorporating town land use recommendations into a formal zoning revision process, following plan adoption. This means that following the revision, county zoning ordinances, should be consistent with town level land use requirements and desires. A formal process of communications has been developed to ensure both parties are informed, involved and engaged in the zoning/land use process.

### **Relationship to Burnett County**

Burnett County has no jurisdiction within the Town of Chicog. The town maintains a cooperative relationship with both Burnett County and the Town of Blaine.

### **Relationship to Spooner School District**

The Town of Chicog is within the School District of Spooner. The town maintains a cooperative relationship with the district, but does not directly participate in administration, facility siting or improvement issues. Town residents also pay property taxes which partially fund the district.

### **Relationship to Northwest Regional Planning Commission**

Regional Planning Commissions are formed under Section 60.0309 of Wisconsin State Statutes to provide a range of services to local units of government within the RPC boundaries. RPC's provide planning assistance, assist local interests in responding to state and federal programs, serve as a coordinating agency for programs, and provide other technical and advisory assistance to local government. The Town of Chicog is within the boundary of the Northwest Regional Planning Commission (NWRPC), which is based in Spooner, Wisconsin. The Town of Chicog has a working relationship with NWRPC.



### **Relationship to State of Wisconsin**



The Wisconsin Department of Natural Resources (WDNR) and the Wisconsin Department of Transportation (WisDOT) are the principal state entities with whom the town must communicate. WDNR is responsible for natural resource protection, environmental law enforcement and compliance monitoring. WisDOT is responsible for planning and development of transportation infrastructure and facilities. In order to achieve the goals of this Comprehensive Plan, the Town of Chicog must continue to communicate and cooperate with these agencies. It is important that the town be informed of changes in policy, management, or planning conducted by these agencies.



## **7.4 INTERGOVERNMENTAL COOPERATION EFFORTS**

The Town of Chicog does not have any agreements with adjacent jurisdictions regarding the provision of services or intergovernmental cooperation.

Currently, the only identified relationship the Town of Chicog has with state agencies is the relationship for receiving General Transportation Aids through the WisDOT.

### **Conflict Resolution Process (CRP)**

Potential conflicts related to land use decision-making have been greatly diminished due to the concerted development of local jurisdictional plans through the planning process. Although, it is important to recognize that unplanned future variables may result in conflict. Planning for potential future conflict between jurisdictions requires a process to resolve such disputes. The conflict resolution process developed for Washburn County outlines the appropriate steps to be taken by the local governing body to resolve these disputes in a logical, systematic, and equitable manner. **See Appendix for detailed description of the conflict resolution process.**

## **7.5 EXISTING AND PROPOSED LOCAL, COUNTY, AND REGIONAL PLANS**

### **Adjacent Units of Government**

The Town of Chicog shares borders with the Washburn County Towns of Brooklyn, Casey and Minong, and the Burnett County town of Blaine. Each of the Washburn County units of government participated in the Washburn County Comprehensive Planning process. Each participating local unit of government has a comprehensive plan, with individual goals, objectives, and future land use maps.

The Town of Blaine was engaged in the comprehensive planning process at the time this document was created. It is anticipated that the Blaine Comprehensive Plan will be adopted in 2004.

The Intergovernmental Cooperation goal of the Town of Chicog Comprehensive Plan is to ***“Promote and maintain interaction and cooperation with area government agencies.”*** in order to achieve this goal, the town must keep the lines of communication open with adjacent jurisdictions. The town must continue to participate in the planning efforts and any future plan revision efforts with neighboring communities. Likewise, the Town of Chicog must continue to inform adjacent communities of changes to its comprehensive plan and ongoing efforts to implement the plans actions.

The Town of Chicog Planning Commission will be the entity responsible for promoting town communications and coordinating planning affairs with adjacent units of government.

### **Washburn County Comprehensive Plan**

The Washburn County Comprehensive Plan was developed to address countywide growth and development issues, transportation, economic development, housing and the provision of public utilities, services and facilities.

The key link between the Town of Chicog Comprehensive Plan and the county plan is land use and zoning changes. Washburn County will conduct a comprehensive revision of the county zoning ordinances following local plan adoption. This revision will incorporate community level land use concerns into the overall growth management strategy for Washburn County.

The Town of Chicog Planning Commission and town board will be responsible for communications and correspondence with the Washburn County Zoning Committee regarding both local and county comprehensive planning issues.

### **Burnett County Land Use Plan**

Burnett County completed a long-range land use plan in 1998. This document will serve as the principle land use advisory tool for the adjacent Burnett County Town of Blaine, until the town adopts its comprehensive plan in 2004.

### **Spooner School District Plan**

The Spooner School District is in the process of developing a Strategic Plan. This strategies outlined in this document will provide guidance and direction for the district for the next 20

years. Facilities improvement and/or development will be dictated by the plan's assessments and recommendations.

### **Regional Plan**

Under Wisconsin's 1999 Comprehensive Planning legislation, each regional planning commission must develop a full nine element Comprehensive Plan. Under this law, the Northwest Regional Planning Commission will be responsible for developing a regional plan for the ten-county northwest region. In development of this plan, it is important that the Town of Chicog be solicited for input relating to the overall future land use efforts already completed for the town.

## **7.6 STATE AND COUNTY AGENCY PLANS**

### **Washburn County Outdoor Recreation Plan**

This plan outlines the recommendations for existing and proposed recreational facilities in Washburn County; it also includes a list of general recommendations that apply to all Washburn County communities. The specific plan recommendations do not include resources of the Town of Chicog, and no conflicts with the Town of Chicog Comprehensive Plan have been identified.

### **Washburn County Forest Recreation Plan (1999-2003)**

No recommendations specific to the Town of Chicog. Guidelines of County-Owned Land Ordinance (22-98) apply to lands that are county owned and maintained, including such lands in the Town of Chicog. No conflicts with the Town of Chicog Comprehensive Plan have been identified.

### **Washburn County Land and Water Resource Management Plan (July 1999)**

No recommendations specific to the Town of Chicog; general guidelines apply to all of Washburn County. No conflicts with the Town of Chicog Comprehensive Plan have been identified.

### **Long Range Program, Washburn County Soil & Water Conservation District (1980)**

No recommendations specific to the Town of Chicog, although general guidelines and actions would apply to resources within the town. No conflicts with the Town of Chicog Comprehensive Plan have been identified.

### **Washburn County Solid Waste Management Plan (July 1983)**

The Resource Conservation and Recovery Act (RCRA) of 1976 enacted standards for treatment, storage, and disposal of solid waste. Since this legislation, all local landfills (town) have since closed. No conflicts with the Town of Chicog Comprehensive Plan have been identified.

### **Washburn County Farmland Preservation Plan (May 1982)**

Portions of the Town of Chicog have been identified by the plan as "Agricultural Preservation Areas"; "Woodlands, Wetlands, and Environmentally Significant Areas"; "Transitional Areas; and "Exclusion Areas". These areas would be subject to the recommendations and actions as

outlined in the plan. The general plan recommendations would also apply to lands in the Town of Chicog. No conflicts with the Town of Chicog Comprehensive Plan have been identified.

**Washburn County Forest Comprehensive Land Use Plan (1996-2005)**

Recommendations for public forestlands would apply to county-owned and managed lands within the Town of Chicog. The plan identifies specific management opportunities for the Chicog Unit, integrated resource management unit.

**Washburn County Roadway Improvement Plan**

County roadway improvements within the Town of Chicog are identified in the Transportation Element (Element 3), and may be found in Table 3.2. Roadways under Washburn County jurisdiction within the Town of Chicog include County Trunk Highways F & K. No conflicts with the Town of Chicog Comprehensive Plan have been identified.

**Wisconsin State Highway Improvement Plan**

State roadway improvements within the Town of Chicog are identified in the Transportation Element and may be found in Table 3.2. Roadways under state jurisdiction within Chicog Town include STH 77. No conflicts with the Town of Chicog Comprehensive Plan have been identified.

**Northwest Sands Landscape Level Management Plan**

General plan goals and strategies apply to the Town of Chicog. Town government officials to assist in making local land use decisions should use this document. This document also details social, economic and natural resource characteristics across the landscape and identifies opportunities to achieve area-wide goals and desires while protecting the natural resource base.

## **Element 8**

### **LAND USE**

#### **8.1 INTRODUCTION**

The Land Use Element is intended to provide important background data, analyze trends, and define future needs related to community land use. This information will serve as the foundation for the development of goals, objectives, policies, programs, and actions. This planning element must be utilized in conjunction with the other eight elements and will serve as a guide to future growth and development within the community. Tools to implement the community actions taken related to land use are defined and described under Element 9 Implementation.

Defining appropriate land use is about more than making ecologically and economically intelligent choices. It is also about retaining values, lifestyles, cultural assets, and community character. The planning of future land uses is sometimes perceived as an intrusion on the rights of private property owners. The actual purpose of this activity is to protect the rights of the individual and to give landowners, citizens, and local communities the opportunity to define their own destiny.

Many northern Wisconsin communities are facing the same problems now engulfing the southern parts of the state including pollution, a loss of community character, traffic problems, and rising costs to individuals and governments. Taxes have reached all time highs, and infrastructure and maintenance costs continue to encumber local units of government. These issues are being further exacerbated by the trends of unplanned, haphazard growth and development. By giving communities the opportunity to define the way they wish to grow and developing a “road map” to reach that destination, the magnitude of these problems can be reduced.

#### **8.2 BACKGROUND**

The Town of Chicog, located in northwestern Washburn County encompasses 29,184 acres (45.58 mi<sup>2</sup>). The Namekagon River, a National Wild and Scenic River, bisects the town. Chicog town is rural in nature and generally has a low development density, with the exception of shoreland areas, where significantly higher housing densities prevail.

#### **8.3 EXISTING LAND USE**

An inventory of existing land uses was compiled through analysis of 1996 digital aerial photography and verified by the town’s Comprehensive Planning Committee in October 2002. The determined land use boundaries are approximations based of photo-identifiable changes in land use and are not based on parcel classifications used for assessment and zoning purposes.

A standard land use classification system was used to assign different use areas into categories.

- **Agriculture** - The predominate existing land use is agriculture. Agricultural uses include croplands, livestock grazing, and dairy farming.
- **Commercial** - Retail sales establishments, restaurants, hotels/motels, and service stations.
- **Commercial Forest** - The use of land primarily for the cultivation of trees for timber and other forest products.
- **Communications/Utilities Facilities** - Lands use for generating and/or processing electronic, communication, or water, electricity, petroleum, or other transmittable product and for the disposal, waste processing, and/or recycling of by-products
- **Government/Institutional** - These lands include: government-owned administration buildings and offices, fire stations, public hospitals and health care facilities, day care centers, public schools, colleges and educational research lands, and lands of fraternal organizations (BSA, VFW, etc.). Cemeteries, churches, and other religious facilities are included in this land use category.
- **Industrial** - Manufacturing and processing, wholesaling, warehousing and distribution, and similar activities.
- **Mobile Home Park** - Designated multi-unit mobile home clusters.
- **Open Space** - Privately owned non-wooded undeveloped lands, fallow fields.
- **Parks and Recreation** - Recreation lands under public or private ownership. Publicly owned recreational lands may include: town parks, nature preserves, athletic fields boat landings, campgrounds, etc. Examples of privately owned lands may include: golf courses, campgrounds, marinas, shooting range, etc.
- **Residential** - Lands with structures designed for human habitation including: permanent, seasonal, and mobile housing units (not in a designated mobile home park) and recreational cabins and cottages.
- **Transportation** - Use of land corridors for the movement of people or materials, including related terminals and parking facilities.
- **Water** - Open water areas, including natural and impounded lakes and streams.
- **Woodlands** - Forested lands under public and private ownership, private forest woodlots.

Based on the existing land use in the Town of Chicog, an analysis of each land use classification has been developed. This information is intended to provide a snapshot of the existing conditions or “supply” of available land throughout the town. Overall, the intensity and density

of all land use activities is considered low due to the rural nature of the town. Only land along select lakes would be considered as having a somewhat higher density level and even that is argumentative based on a persons perspective and definition of density. Over the planning horizon, it is anticipated that overall density of the land use activities will remain at a low level. However, land use activities associated with residential development will continue to see demand resulting in newly platted subdivisions and lakeshore development. The town's position on minimum lot size is one way in which to maintain land use activities appropriate to the desires of the community and to curb high-intensity and high-density development, which may negatively impact the rural nature and northwoods character so highly valued by the community.

Limited land use conflicts exist due to the community supporting primarily residential activity. Conflicts between agricultural and residential activities are non-existent due to the very limited amount of farming. Agricultural activity in the town is considered a very low-intensity land use, primarily growing of crops. Very limited and sporadic development associated with commercial and industrial activity is present resulting in little adjoining land use conflicts.

The potential for land use conflicts will not be completely eliminated by this plan. However, following the goals, objectives, action statements, and future land use map will set a course of action that will minimize such conflicts. As stated elsewhere in this plan, an integrated planning process between the Town of Chicog and all overlapping and adjoining jurisdictions will ensure that future land use decisions consider and examine potential conflicts.

## **8.4 EXISTING LAND USE PATTERN**

### **Woodlands**

The dominant land use within the Town of Chicog is woodlands. Chicog has approximately 8,483 acres of County Forest, public lands utilized primarily for timber production, wildlife habitat, and recreation. Most woodlands that are not part of the county forest system are under private ownership. These lands are utilized primarily as recreational parcels and for forest crop production. Town woodlands are interspersed with numerous lakes and streams, many of which are currently undeveloped or have low-density residential development.

### **Agriculture**

The Town of Chicog has very little agricultural land. Agriculturally unproductive (non-forest agriculture) soils dominate this part of the county, rendering most agricultural activity difficult. A few, small active agricultural areas are found south of STH 77.

### **Residential**

Rural density residential land use is scattered throughout the Town of Chicog. Recreational and single-family-homes are the vast majority of these residences. Several permanent and seasonal residences line the perimeter of town water bodies. Scattered rural residential development is also occurring in the forested outlying areas of the town. In addition, there are numerous parcels with multiple mobile homes.



## **Transportation**

Road corridors are defined as the actual road surface and the associated right-of-ways. The town has a modest road network of state, county, and town roadways. The town has a very low road density in the publicly owned portions of the town.

## **Commercial**

The Town of Chicog has very little commercial land use. Rural commercial developments within the town include: resorts, taverns, and stores. A trend towards commercial home-based business has emerged in many Washburn County communities. It is difficult to determine the exact numbers of these businesses in the community due to lack of available data. The 2000 decennial census indicated that 14 town residents worked at home.

## **Industrial**

One industrial area was identified as a quarry operation. This area is located off CTH K in Section 18.

## **Government/Institutional**

Government/Institutional land use within the Town of Chicog consists of the town hall located along STH 77, west of CTH F.

## **Open Space**

There are several open space areas scattered throughout the township. Most of these are non-wooded, undeveloped lands.

With the exception of surface water, the remaining land uses within the town represent little land area. Surface waters account for nearly 1,797 acres, while the remaining uses (Parks and Recreation, Communications & Utilities) comprise just over one acre.

**Table 8.1: Land Use by Category**

<b>Land use</b>	<b>Acres</b>	<b>Percent of Total</b>
Agriculture	421.2	1.4%
Commercial	10.7	0.0%
County Roads	41.7	0.1%
Gov't/Inst	0.9	<0.1%
Industrial	29.8	0.1%
Local Roads	393.8	1.3%
Open Space	251.1	0.9%
Park & Rec	1.2	<0.1%
Residential	83.3	0.3%
Shed	0.3	<0.1%
State Highway	71.6	0.2%
Water	1797.1	6.2%
Woodlands	26077.6	89.4%
<b>TOTALS</b>	<b>29180.3</b>	<b>100.0%</b>

## **8.5 PRIMARY FACTORS INFLUENCING THE DEVELOPMENT PATTERN IN THE TOWN OF CHICOG**

### **Transportation Network**

The town's road network provides access to land parcels throughout the town. Further road development will open new lands to potential development pressure.

### **Surface Water Resources**

A visible trend across northern Wisconsin continues to be the development of private lakeshore frontage, and in some cases, second tier (backlot) growth. Surface waters are attractive resources for a wide variety of reasons including recreation, quiet, and aesthetic views. Areas adjacent to and near lakeshores have experienced a dramatic increase in /seasonal/retirement home

development. Many seasonal homes on county lakes have been converted to year-round residences as people retire and occupy these dwelling permanently. Remaining privately owned and undeveloped shoreland areas are likely to continue to experience growth pressure, as are non-adjointing parcels (second tier).

### **Forested Rural Lands**

As lake frontage becomes developed and expensive, more landowners will look towards developing homes in rural forested lands. These types of development can lead to fragmentation of the landscape and general loss of rural character. Rural developments of this type can pose challenges for emergency/police/fire response.

### **County Forest Land**

Nearly 30 percent of the Chicog's total land area is part of the Washburn County Forest. These are publicly owned lands that essentially prohibit most forms of development; although, fringe development along the privately owned periphery of public lands is a growing trend in northern Wisconsin.

### **Industrial Forest Land**

There are over 1,850 acres of industrial forest land within the Town of Chicog.

### **Lands Enrolled in Forest Management Programs**

Lands that are enrolled in forestry programs such as the Managed Forest Law (MFL) program can provide some assurance that these lands will continue to be utilized as forest. These lands are under contractual commitment, which may or may not be renewed upon expiration.

### **Proximity to Metropolitan Areas**

The town's geographic proximity to the Duluth/Superior metropolitan area and relatively short driving distance to the Twin Cities is a local development factor. Non-residents own numerous seasonal residences and land parcels within the town. The Duluth/Superior area is within commuting distance of the Town of Chicog and nearly 30 percent of all Chicog commuters traveled 45 minutes or more to work in 2000.

### **Land Prices**

The rural communities, forestlands, and lake country of Washburn County has many attractive qualities making it a desirable place to live, work, and recreate. The high density of lakes, abundant forests, and low population density represent the kinds of amenities people are seeking to escape urban living and to enhance their quality of life. These factors have resulted in tremendous development pressure within the county, especially on lakes and rivers. As a result, the prices of land have increased exponentially, placing land ownership out of the range of affordability of many people.

The price of land depends upon many factors, and can vary significantly from town to town or even lake to lake. It is often difficult to generalize the market price of property within a given municipality due to 'location specific' factors that dictate the price, and by the fact that a limited number of properties are on the market at any given time. By examining the entire local market

over a period of time we can draw some conclusions about the general land prices within the local area.

Based on market listings of undeveloped rural lands within Washburn County, the average price per acre is about \$2,500. This includes all vacant rural lands such as forests, non-forested areas, and agricultural areas. The range in price variability is high, with some areas selling for as little as \$1,000 per acre, and others near \$5,000 per acre.

Undeveloped lake frontage within the county is in very high demand. The supply of vacant lake frontage is low, and decreasing at an increasing rate. These factors have resulted in historically high prices for lake frontage and lots which can provide direct lake access, or even lake views. Based on market listings of lake frontage, the average price is \$700-\$1,000 per linear foot. There is a very high range of variability in these prices, and many properties are marketed at prices up to several thousand dollars per linear foot of shoreline.

### **Rural Development Costs**

The community development pattern significantly influences the costs of providing government and utility services to rural residents. Local units of government frequently have difficulty financing services, and are continually searching for ways to generate revenue. Often times, local government seeks to increase the community tax base as a means of generating revenue. However, increasing evidence is becoming available which refutes this theory. In fact, some studies suggest that this method actually worsens the problem. The revenues generated by commercial and industrial development are oftentimes much more significant than that of residential development, and these forms of development generally “pay their way” with respect to government and utility services. Residential development however, can place a higher demand for services which are not fully offset by the tax revenue generated (American Farmland Trust 1992,1993). As residential growth increases, this disparity can grow larger, further exacerbating the problem.

Additionally, the existing development ordinances generally support a scattered rural growth pattern, which further increases costs. The existing land use regulatory structure does not have mechanisms to encourage, promote or support cost-effective development, and there are no incentives to landowners for engaging in cost-reducing development activities.

The Town of Chicog supports a rural development pattern that promotes efficiency and serves to reduce the costs to government and utilities. It is recommended that the town measure the public costs of proposed future development against the public benefits. A compact and cost-effective development pattern should be defined in the town’s preferred future development pattern map. Additionally, the town can reduce development costs through the use of development techniques such as cluster, or “conservation design” methods.

## **8.6 WISCONSIN DEPARTMENT OF REVENUE ASSESSMENT STATISTICS**

Wisconsin Department of Revenue real estate classes are used to determine land assessments and valuations. Because these data cover extensive time periods, they can be useful in conducting a

simplified land use analysis and for examining trends, which are determined by the conversion from one type of assessment class to another over a period of time. The land use classes used for assessment purposes are: Residential, Commercial, Manufacturing, Agricultural, Swamp and Waste, and Forest. Excluded from this inventory are lands categorized as “other” or tax-exempt lands.

### **Wisconsin Real Estate Class Definitions**

**Residential** includes any parcel or part of a parcel of untitled land that is not suitable for the production of row crops on which a dwelling or other form of human abode is located.

**Commercial** includes properties where the predominant use is the selling of merchandise or a service. Also includes apartment buildings of four or more units and office buildings.

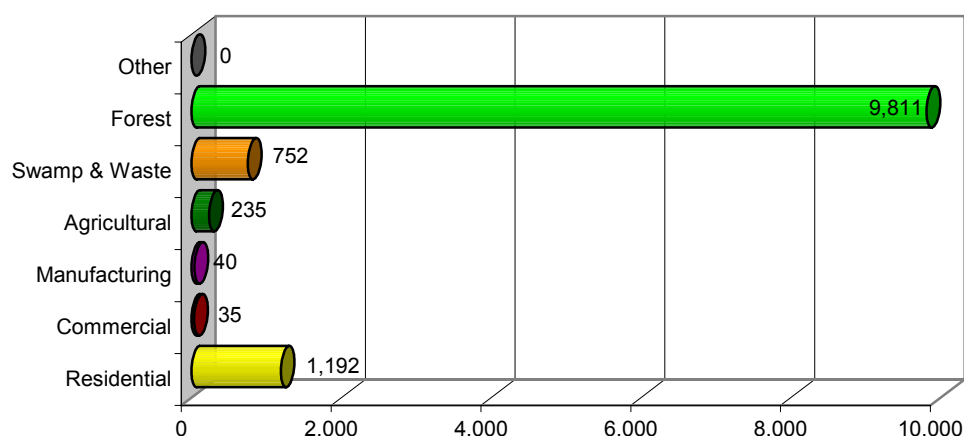
**Manufacturing** property consists of all property used for manufacturing, assembling, processing, fabricating, making, or milling tangible personal property for profit. It also includes establishments engaged in assembling component parts of manufactured products. All manufacturing property is assessed by the Wisconsin Department of Revenue.

**Agricultural land** means land, exclusive of buildings and improvements that is devoted primarily to agricultural use, as defined by rule.

**Swampland or wasteland** means bog, marsh, lowland brush, and uncultivated land zoned as shoreland under §59.692 and shown as a wetland on a final map under §23.32 or other nonproductive lands not otherwise classified.

**Productive forestland** means land that is producing or is capable of producing commercial forest products.

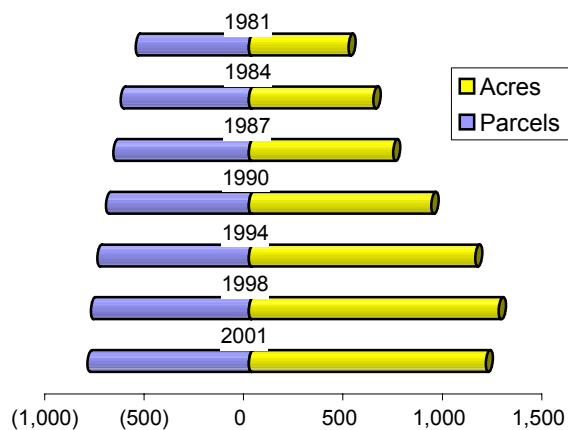
**Figure 8.1: Wisconsin Department of Revenue 2001 Tax Class Acres**



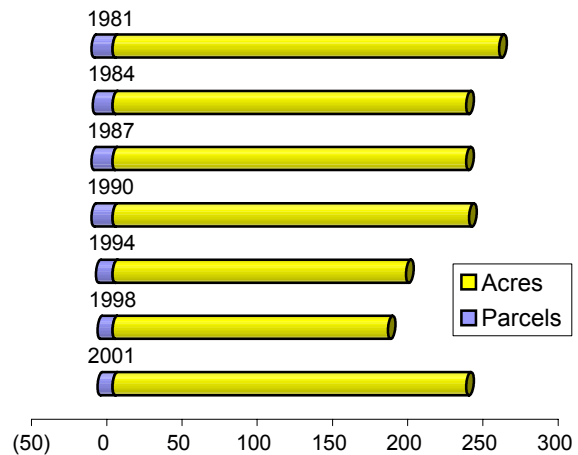
## 8.7 HISTORIC TRENDS

As indicated by Figure 8.3, the number of residential parcels and the total acreage of lands assessed for residential purposes have increased over the past 20 years. The number of residential parcels has increased 42.5 percent and the total residential assessed acreage increased by nearly 140 percent. The average residential parcel size nearly doubled between 1981 and 2001.

**Figure 8.2: Residential Assessments  
1981-2001**



**Figure 8.3: Agricultural Assessments  
1981-2001**

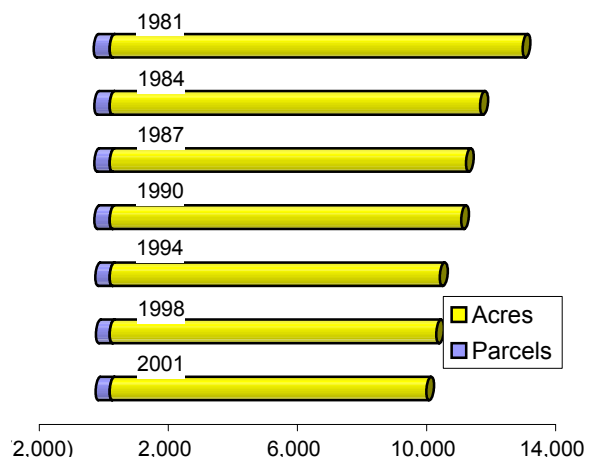


The Town of Chicog has very little land assessed for agricultural<sup>1</sup> purposes. Only 10 parcels were in this class in 2001, down from 14 in 1981. The total assessed acreage declined noticeably from 1981 to 1998, and then rebounded slightly. Overall, this class comprises only a small fraction of the total assessment for the town.

Over the past 20 years, the total acreage of lands assessed as forest declined significantly in the Town of Chicog. Forest assessments in 2001 noted a 23.3 percent decrease from 1981 levels. The total number of forest parcels declined from 503 to 440 (-12.5%) in 20 years.

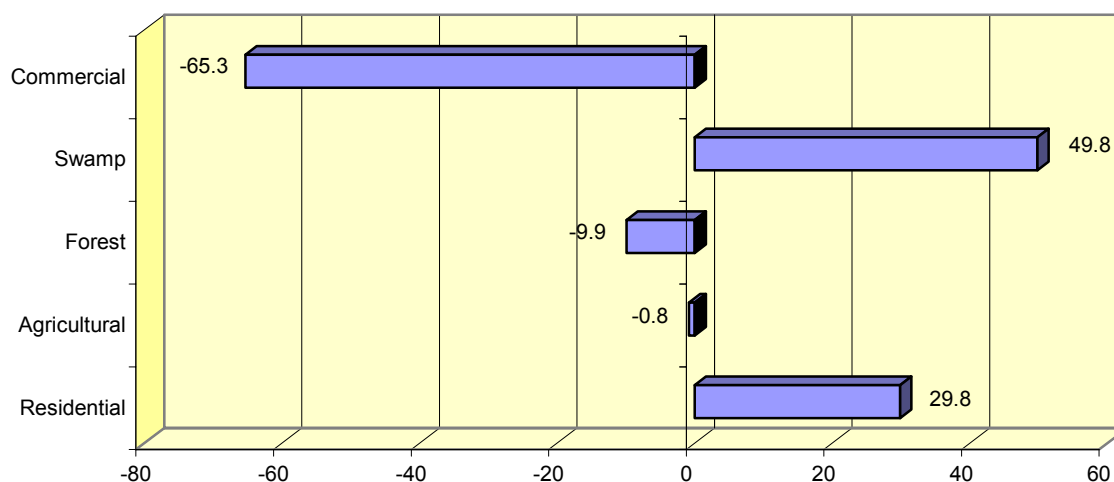
Commercial acreage in the Town of Chicog declined sharply (-80.2%) over the past 20 years, from 177 in 1981 to 35 in 2001. The 'swamp & waste' classification encompassed 752 acres in 2001, 12 acres more than in 1981.

**Figure 8.4: Forest Assessments, 1981-2001**



<sup>1</sup> It is important to note that changes in the way land is assessed have occurred over the past 20 years. Under Wisconsin's use value assessment (Implemented in 2000) only land that is actually used for crop or pasture production is eligible for use value assessment. This means that land associated with the farmstead, road rights-of-way, ungrazed woodland and swampland, etc. is currently excluded from land assessed under use value.

**Figure 8.5: Percent Change in Assessment Classes, 1990-2001**



## 8.8 BUILDING AND SANITARY PERMIT DATA

### **Washburn County Waterfront Zoning Permits, 2000 & 2001**

Zoning permits issued for the construction of waterfront homes accounted for approximately half of all permits issued in both 2000 and 2001. In 2000, a total of 197 permits were issued, with a total of 97 issued for dwellings. In 2001, 197 total permits were issued, with 93 permits for dwellings. The remaining zoning permits were issued for additions, accessory buildings, deck and stairs, or other structures.

### **Zoning Public Hearing Processes Involving Waterfront Property, 2000 & 2001 (County)**

**Table 8.2: Zoning Public Hearing Processes Involving Waterfront Property, 2000 & 2001**

	2000	2001
Rezoning requests	24%	35%
Variance requests	55%	55%
Conditional use requests	7%	11%

## 8.9 LAND USE REGULATION

### **General Land Use**

For all intensive purposes, zoning is a locally enacted law that regulates and controls the use of property. Zoning involves dividing the countryside into districts or zones for agricultural, residential, commercial, industrial, and public purposes. The zoning text, which accompanies the maps, states which specific uses are permitted in each district, and defines the requirements

and/or conditions for those uses. This tool provides for orderly growth by protecting homes and property from harmful uses on neighboring properties.

Zoning is the primary tool regulating land use in the Town of Chicog and the town is currently under Washburn County zoning jurisdiction. The town could develop and enforce its own zoning ordinance. Counties are granted general zoning powers within the unincorporated areas (towns) of the county. However, a general county zoning ordinance becomes effective only in those towns that approve the county ordinance. Towns in counties with a general zoning ordinance (such as Washburn), which have not adopted the county zoning ordinance may adopt village powers and use the city zoning enabling authority, subject to county board approval.

Zoning ordinances must be based on a land use plan in order to be effective and protect the public interest. The current general Washburn County zoning ordinance is not plan based and, to some extent, fails to recognize the interests of local government, landowners, and the general public. The planning for future land uses as a component of the Washburn County comprehensive planning process will form the basis for revision of the existing zoning ordinances.

### **Shorelands and Wetlands**

The Washburn County shoreland/wetland zoning ordinance establishes development standards for lands adjacent to county surface waters. These standards are based on the lakes classification system, which assigns each county water body into one of three classes (I, II, III). The lakes classification rating is based on the individual characteristics of each lake, with class I lakes requiring minimum protection and class III needing the most. Mapped wetlands are also regulated under this ordinance.

### **Town Enforced Land Use Controls**

The Town of Chicog does not enforce any local land use controls.

**Table 8.3: Existing Zoning District Acreage -Town of Chicog Map GIS analysis**

<b>Zoning District</b>	<b>Parcels</b>	<b>Percent of Total Area</b>
Agriculture	24	3.1%
Commercial	3	0.3%
Conservation	30	2.4%
Forestry	426	56.3%
Industrial	2	0.1%
Residential	13	1.0%
Residential Agricultural	22	2.6%
Residential Mobile	6	0.6%
Residential Recreational (1)	75	6.7%
Residential Recreational (2)	202	23.1%
Water	-	3.8%
<b>Total</b>	<b>803</b>	<b>100.0%</b>

Source: Washburn County Zoning

## **Redevelopment and Contaminated Sites**

Leaking underground storage tanks (LUST's) are an often a source of localized contamination problems and may pose threats to health and safety. These threats may include: contamination of soil and groundwater; contamination of drinking water; or contamination of lakes, rivers, and streams. Underground storage tanks are regulated in Wisconsin under,

- ❑ **Comm 10** Wisconsin Department of Commerce's rule governing installation, registration, maintenance, and abandonment of petroleum storage tanks.
- ❑ **NR 746** - Applies specifically to sites where petroleum products have discharged from storage tanks.
- ❑ **Comm 47** Department of Commerce rule that governs reimbursement from Petroleum Environmental Cleanup Fund Act (PECFA).
- ❑ **PCFA** Wisconsin's reimbursement program for eligible costs of cleaning up contamination from leaking underground and aboveground petroleum storage tank systems, administered by the Department of Commerce.

<b>Table 8.4: Washburn County: LUST Sites</b>	
MCD	LUST Sites
Bass Lake Town	1
Beaver Brook Town	2
Birchwood Village	5
Brooklyn Town	1
Gull Lake Town	1
Long Lake Town	1
Minong Town	2
Minong Village	5
Sarona Town	4
Shell Lake City	15
Spooner City	23
Spooner Town	1
Springbrook Town	2
Stone Lake Town	1
Trego Town	4
<b>Total Washburn County</b>	<b>68</b>

The Wisconsin Department of Natural Resources has jurisdiction over 54 LUST sites within Washburn County, while the Department of Commerce has jurisdiction over 14 sites. The siting of land uses should consider the potential negative impact of LUST sites and other pollution hazards. Wisconsin's corrective action rules (NR 140 & NR 700 series) define the process for management of environmental discharges from the time of discovery until site closure. Soil and groundwater clean up standards under these rules are 'risk-based', with consideration of individual site conditions.

## **Closed Sites with Groundwater Contamination**

The Wisconsin Department of Natural Resources GIS registry of closed remediation sites indicates four sites of known groundwater contamination. Only closed sites with groundwater contamination remaining above chapter NR140 enforcement standards or soil contamination above NR720 residual contaminant levels are included in this registry. None of these sites are located in the Town of Chicog.

## **Redevelopment & Smart Growth Areas**

Wisconsin Chapter 66 planning legislation requires local communities to explore and plan for redevelopment options such as infill housing, brownfield sites, and obsolete buildings. Local communities are also responsible for identifying potential "smart growth areas" or areas with existing infrastructure and services in place and where development and redevelopment can be



directed. These areas may also be recently developing land contiguous to existing development that will be developed at densities that will have relatively low public service costs.

The plan does not specifically identify any particular area or parcel in the Town of Chicog in need of redevelopment. The vast majority of the town is currently undeveloped.

### **Future Land Use Development Strategy**

The future land use development strategy for the Town of Chicog is based on several components. Early in the planning process, surveys were distributed to all landowners in the town; the results of these surveys assisted the town planning committee in defining community issues and opportunities. A series of goals and objectives were developed which provided the direction for development of a preferred future land use scenario. These tools were utilized in conjunction with GIS analysis of existing environmental, infrastructure, and transportation conditions to determine the most appropriate locations for future growth and development. Finally, growth forecasts based on the projections found in the *Issues and Opportunities* and *Housing Elements* provided the means to assess future needs related to land use. The combination of public involvement, assessment of conditions, and expected future needs led to the development of a future land use map, recommendations, policies, programs, and actions.

## **8.10 EXPECTED FUTURE TRENDS IN THE TOWN OF CHICOG**

1. The year-round population of the Town of Chicog will continue to rise. More retirees will likely relocate to the town.
2. The number of seasonal residents and tourists is expected to increase.
3. Demands for rural housing will continue to increase, coupled with increased demand for larger parcels of land.
4. Shoreland development density will continue to increase.
5. Demand for waterfront property will continue to be high, with increased pressure to develop smaller lakes and riverfront property.
6. Future industrial development is not expected.
7. Limited commercial growth.
8. Increased traffic on town roads to accommodate more residents and visitors, especially along CTH 77.
9. More lake users resulting in a more intensive recreational use of town lakes.
10. Areas within the town will be attractive to developers wishing to create condominium and retirement communities.

11. Land prices and taxes will continue to rise.
12. Seasonal housing units will continue to be converted to year-round permanent residences.
13. Home-based business and tele-commuting will become more prevalent allowing more people the flexibility to live in rural areas such as the Town of Chicog.
14. There will be no significant expansion of infrastructure into the town within the next 20 years.
15. Water quality concerns will increase due to increased development.

## 8.11 GROWTH FORECASTS

### Residential

The population projection model for the Town of Chicog indicates that by the year 2025 a minimum of an additional 216 people will be year-round residents of the town.

**Table 8.5 Population and Housing**

	2000	2005	2010	2015	2020	2025
Population	268	303	339	383	428	484
Average Household Size	2.09	2.12	2.12	2.11	2.11	2.11
Year Round Units	139	155	174	197	220	249
Seasonal Units	337	376	421	478	534	604
Single Family Homes	120	134	150	170	190	215
Rental Units	8	9	10	11	13	14

Note: Does not include vacant housing units, which are factored into totals

The number of single-family homes in the Town of Chicog by the year 2025 is projected to be 215, a 79.2 percent increase. The number of seasonal homes is also expected to increase by 267 units. The projected increase in numbers of housing units is due, in part, to the steadily decreasing average household size. This trend is also being experienced at both the state and national levels. The number of projected future homes is based on 1) anticipated population and 2) proportion of seasonal/year round housing units in the census year 2000. It is important to note that the projection model used represents a high demand or maximum anticipated growth scenario. It is important to note that the proportion model used represents a high demand or maximum anticipated growth scenario. Not factored into the projection model is the rate of conversion of seasonal homes to permanent year-round residences. This phenomenon is certainly occurring in many Washburn County communities but is difficult to quantify due to lack of available data.

**Table 8.6: Potential Acreage Required for Residential Housing Units 2005-2025**

Average Density (Acres)	2005 Potential New Units	2005 Acres	2010 Potential New Units	2010 Acres	2015 Potential New Units	2015 Acres	2020 Potential New Units	2020 Acres	2025 Potential New Units	2025 Acres	Total Acres 2005-2025
<b>40</b>	56	2,220	63	2,526	80	3,215	79	3,172	99	3,948	11,232
<b>20</b>	56	1,110	63	1,263	80	1,607	79	1,586	99	1,974	5,665
<b>10</b>	56	555	63	631	80	804	79	793	99	987	2,882
<b>5</b>	56	278	63	316	80	402	79	397	99	493	1,490
<b>3</b>	<b>56</b>	<b>167</b>	<b>63</b>	<b>189</b>	<b>80</b>	<b>241</b>	<b>79</b>	<b>238</b>	<b>99</b>	<b>296</b>	<b>934</b>
<b>1</b>	56	56	63	63	80	80	79	79	99	99	377
<b>0.5</b>	56	28	63	32	80	40	79	40	99	49	238

Note: Numeric discrepancies are the result of rounding

Acreage requirements for residential growth will be a factor of both number of housing units required and housing unit density. Table 8.4 reflects the varying acreage requirements for residential growth based on different housing unit densities. Optimal housing density varies significantly by community and should be based on the community's goals and objectives. The purpose of the above table is to show how differing development densities will impact the overall community land base.

### **Commercial**

As previously noted, commercial land use has been declining in the Town of Chicog over the past 20 years. If historical commercial growth trends continue, the town is expected to require about 13 total acres of commercial land by the year 2025. This estimate means that the town would lose 21.7 total acres of commercial land over the planning period.

**Table 8.7: Projected Commercial Acreage**

	2001	2005	2010	2015	2020	2025
Commercial Acres	35	29.4	23.5	18.8	15.0	13.3
Change in Acres	-	-5.6	-5.9	-4.7	-3.8	-1.7

### **Industrial**

The Town of Chicog has very little industrial land use. Additional industrial growth is not projected to occur within the town during the next 20 years.

### **Agricultural**

Based on current trends, the Town of Chicog can expect to lose an additional 23.2 acres of agricultural land by the year 2025.

**Table 8.8: Projected Agricultural Acreage**

	2001	2005	2010	2015	2020	2025
Agricultural Acres	235	231.0	226.0	221.2	216.5	211.8
Change in Acres	-	-4.0	-4.9	-4.8	-4.7	-4.6

### **Gross Developable Land**

In order to determine gross development land, public ownership and natural constraints such as wetlands and surface water were deducted from the total. This total should be viewed as an **approximation** for planning purposes, as **not all lands within this total would typically be**

**considered developable.** Lands proposed for future growth and development should be measured against natural constraints outlined in the “Natural, Agricultural, and Cultural Resources Element”, infrastructure requirements, and other site-specific conditions that will contribute to actual site development potential. The Town of Chicog has 29,184 acres of total land area and 16,344 acres with development constraints, leaving 12,840 acres of gross developable land.

**Table 8.9: Public Ownership and Natural Constraints Acreage**

<b>Constraint</b>	<b>Acres</b>	<b>Constraint</b>	<b>Acres</b>
Surface Waters	656	DNR Land	0.5
Wetlands (outside of public lands)	2,507	Industrial Forest	864
Roads & Existing Development	633	Federal Land (ownership only)	1,930
County Forest	8,762		

### **Resource Constraints Analysis**

The Town of Chicog contains several resource constraints which, when viewed individually or together as a composite, represent impediments to land development. Resources identified in *Natural, Agricultural and Cultural Resources Element* presents various levels of limitation to rural development. These constraints include natural features such as wetlands, floodplains, surface waters, steep slopes, and soil limitations. The absence or reduced existence of natural constraints also presents the opportunity for development with the least potential for environmental impact.

The *Development Factors Map* (5.10) represents a composite analysis of the exiting resource constraints in the Town of Chicog. The analysis incorporates existing environmental factors, no development areas (public lands) and social/community factors such as prime farmland areas, forested lands and riparian/wetland buffer areas. With the exception of the buffer areas, which are subject to special zoning requirements (shoreland/wetland), other social/community factors do not generally restrict or limit development. These constraints are based on community goals and reflect the desires of the community to retain agriculture and the rural forested character.

Map 5.10 depicts the composite score of the resource constraints analysis for the Town of Chicog. This model was used to assist the community in development of the *Future Land Use Map* (Map 8.3) and should continue to be used by the community to assist in making future land use decisions. A detailed description of the model and process used is included in Appendix E.

## **8.12 FUTURE LAND NEEDS**

Residential Land Needed.....	934 Acres
Commercial Land Needed.....	0 Acres
Industrial Land Needed .....	0 Acres
Park and Recreation Land Needed .....	0 Acres
<b>Total Land Needed .....</b>	<b>934 Acres</b>

## 8.13 FUTURE LAND USE MAP AND CATEGORIES

A future land use map provides a guide for land development decisions by describing the proposed location, density, and intensity of development in a desired pattern to accommodate future growth. The proposed land use pattern is intended to direct future land uses into areas where conditions are suitable to accommodate growth and areas where the community prefers development. The map provides the basic foundation and framework for reviewing land development requests. The community should use this tool as a general indicator of the preferred future land uses in a given area.

In addition to consistency with the community future land use map, several factors must be considered when reviewing land development requests. The town must also consider factors such as existing zoning; access requirements; compatibility with adjoining land uses; overall community impact; and economic, social and environmental constraints. The zoning requirements are of particular concern to with regards to future land development.

**Table 8.10: Description of Future Land Use Categories**

<b>Town of Chicog Future Land Use Category</b>	<b>Description</b>	<b>Zoning Standards Desired by Community?</b>
<b>Forestry Residential</b>	Areas where the prevailing future land use will be forest, with low-density residential development. This category is dominant on the Town of Chicog FLU Map, and represents a general continuation of the existing rural home/cabin development pattern.	Retain Existing Zoning Standards
<b>Shoreland Residential</b>	Residential development within the shoreland zones adjacent to surface waters. Development within shoreland areas has historically been at a much higher density than non-shoreland areas. The identification of these areas on the Town of Chicog FLU Map refines those areas desired for future shoreland residential development and differs slightly from the current zoning situation in these areas.	Retain Existing Zoning Standards
<b>Commercial</b>	It is the purpose of this category to depict those areas of the community that are now developed, or appropriate to be developed, in a manner designed to provide commercial goods and services.	Retain Existing Zoning Standards
<b>Government and Institutional</b>	It is the purpose of this category to depict those areas of the community that are now developed, or appropriate to be developed as government-owned administration buildings and offices, fire stations, public hospitals and health care facilities, day care centers, public schools, colleges and educational research lands and lands of fraternal organizations (BSA, VFW, etc.). Cemeteries, churches, and other religious facilities are included in this land use.	Retain Existing Zoning Standards
<b>Forestry</b>	It is the purpose of this category to depict those areas of the community where the principal future land use should be Forest (Examples: MFL, private woodlands). Within these areas, residential development is not expected, nor encouraged within the planning period. The objective of the Forestry designation is to define areas which can reasonably be expected to remain in private forest management programs, or define areas where preservation of the forest resources is a local priority for the community	Retain Existing Zoning Standards
<b>Public Lands</b>	Washburn County Forest, Namekagon River National Wild and Scenic River (NPS), Wisconsin DNR	Retain Existing Zoning Standards

## **Zoning Consistency**

Ideally, the future land use map and the underlying zoning ordinance would be consistent with one another. It is likely that this will not always be the case. The table below reflects the general consistency between the Town of Chicog Future Land Use Map categories and the existing zoning categories used by Washburn County. As part of future town plan amendments, Chicog may wish to include proposed zoning category revisions, additions of new categories, or new/revised future land use categories. The ultimate goal will be to provide a general consistency between the existing ordinance and the town comprehensive plan.

**Table 8.11: Zoning Consistency**

Town of Chicog Future Land Use (FLU) Category	Zoning categories assumed to be compatible with FLU category	Zoning categories which may be compatible with FLU category under certain circumstances
<b>Forestry Residential</b>	F	RR-2, RA, AG, PUD
<b>Shoreland Residential</b>	R, RS, RR-1, RR-2, F	AG, PUD
<b>Commercial</b>	C, CH	-
<b>Government/Institutional</b>	Any	-
<b>Forestry</b> (including industrial forest lands)	F, RC, AG	-
<b>Public Lands</b>	RC, F, AG	-

(R) Residential  
(RM) Residential Mobile  
(RR-1) Residential Recreational 1  
(RR-2) Residential Recreational 2

(RS) Residential Shorelands  
(RA) Residential Agriculture  
(AG) Agriculture  
(F) Forestry

(C) Commercial  
(CH) Commercial Highway  
(RC) Resource Conservation  
(PUD) Planned Unit Development

## **Element 9**

# **RECOMMENDATIONS & IMPLEMENTATION**

## **9.1 INTRODUCTION**

The success of comprehensive planning lies in plan implementation. The overall plan outlines the town's growth and development philosophy and provides a strategy for attaining the desired future conditions. The Implementation Element of the Town of Chicog Comprehensive Plan outlines the sequence of activities or actions required in fulfilling the town's goals and objectives.

Within this implementation element, it is required to "describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan." As a result of the comprehensive plan being developed in a coordinated and simultaneous effort, the planning process has ensured that the development and review of each element is consistent with the others; and based on that analysis, there are no known inconsistencies between the planning elements.

## **9.2 PLAN UPDATES AND REVISIONS**

The Town of Chicog Comprehensive Plan is intended to be a living document. Over time, social conditions, economic conditions, and values tend to change. The comprehensive plan should be updated periodically to reflect these changes. Systematic, periodic updates will ensure that not only the statistical data is current but also the plan's goals, objectives, and policies reflect the current situation and modern needs. It is recommended the Town of Chicog Plan Commission at least once every five years update the plan. To keep the plan current and useful, the plan commission should also review the document on an **annual basis** and report their findings and recommendations for revisions to the town board. The annual reviews should include an inventory of issues that the commission has encountered over the past year and identify any policies in the plan that are no longer relevant or appropriate for the town.

State statutes also require that the plan "include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan". It is recommended that the plan commission consider using at least the following evaluative criteria when fulfilling this requirement as part of the annual review process:

- extent to which problems and/or opportunities have been reduced or increased;
- extent to which the goals and objectives have been achieved; and
- actions accomplished.

In addition, target dates are provided under the plan action statements which should be used by the plan commission to track the community's progress.

### 9.3 ACTION PLAN

PLAN IMPLEMENTATION		
Actions and Programs	Responsible Party	Timeline
Adopt the comprehensive plan in its entirety and utilize the plan to make community decisions.	Chicog Town Board, Town of Chicog Planning Commission	2004
Request that Washburn County amend zoning ordinances and decision-making procedures to ensure consistency with the Town of Chicog Comprehensive Plan.	Chicog Town Board, Town of Chicog Planning Commission	2005
Hold a periodic review of the comprehensive plan and revise the document as needed. Plan statistics, figures, goals, objectives, and recommendations should be reviewed for effectiveness and revised to meet the changing needs of the community.	Chicog Town Board, Town of Chicog Planning Commission	Ongoing
Continue to seek public involvement and input	Chicog Town Board, Town of Chicog Planning Commission	Ongoing
Base <u>all</u> community land use decisions on the contents of the comprehensive plan.	Chicog Town Board, Town of Chicog Planning Commission	Ongoing



## HOUSING

### **GOAL**

**Endorse appropriate housing opportunities which maintain the "North Woods" character of the Town of Chicog.**

**Objective A:** Identify the most suitable areas for new residential dwelling units on the future land use map and guide new residential development to these areas.

**Objective B:** Accommodate future housing development that will provide additional rental units.

**Objective C:** Encourage building in areas that will not result in property or environmental damage or impair the rural character of the Town of Chicog.

Actions and Programs	Responsible Party	Timeline
<b>Education, Information and Communication</b>		
<b>H-1:</b> Provide housing information to home builders relative to existing regulations pertaining to home construction and construction site Best Management Practices	Town of Chicog Planning Commission	Ongoing
<b>Regulatory</b>		
<b>H-2:</b> Establish a town building permit process whereby new building applicants would schedule a time to meet with local plan commission to review the site and building process.	Town of Chicog Planning Commission, Town Clerk	Implemented by 2005
<b>H-3:</b> Consider developing Town standards for all buildings to ensure that development is safe and to code.	Chicog Town Board Planning Commission	2005
<b>Housing Policy</b>		
<b>HP-1:</b> Construction to follow regulated guidelines. Where contractors are used, they must be both licensed and bonded in Wisconsin. All construction is subject to inspection.		

### **ADDITIONAL RECOMMENDATIONS FOR CONSIDERATION:**

**Recommendation:** Consider the expressed need for rental housing units in the town when evaluating land use proposals.

**Recommendation:** Determine if there are any state or local funds available for helping offset the costs of converting or creating new rental housing.

**Recommendation:** The town and county should review the requirements of zoning and subdivision ordinances to permit all types of affordable housing in a manner consistent with community desires, land-use capacity, and legal requirements.

TRANSPORTATION		
<p><b>GOAL</b>  <i>Provide a safe and efficient roadway system which accommodates the movement of people, goods and services while preserving the aesthetic qualities of the community.</i></p> <p><b>Objective A:</b> Highways/roadways should be developed in such a manner that soil, timber, water, scenic or cultural resources are not damaged or impaired.</p> <p><b>Objective B:</b> Identify and address local transportation safety concerns.</p>		
Actions and Programs	Responsible Party	Timeline
<b>Resource Protection/Improvement</b>		
<b>TR-1:</b> The town should continue to rate local roads in order to plan ahead for future road improvements.	Chicog Town Board	Ongoing
<b>Regulatory</b>		
<b>TR-2:</b> Develop an ordinance regarding ATV/ORV use in the Town of Chicog. Coordinate with county forestry department due to the amount of county forest lands.	Chicog Town Board	2006
<b>Transportation Policies</b>		
<b>TP-1:</b> The planning commission should evaluate any proposed changes to transportation corridors.		
<b>TP-2:</b> Work cooperatively with Washburn County to improve enforcement of traffic laws.		
<b>TP-3:</b> Require proposed subdivision plats to be laid out to allow future through connections to existing town roads.		

**ADDITIONAL RECOMMENDATIONS FOR CONSIDERATION:**

**Recommendation:** All transportation improvements will be reviewed within the context of the town's future land use map and the comprehensive plan.

**Recommendation:** Coordinate with both Washburn County and WisDOT on future road improvement projects in the town.

**Recommendation:** Participate in regional efforts to develop transportation facilities and services, including efforts to improve highways, bikeways, and areawide public transportation services which may serve the town.

UTILITIES AND COMMUNITY FACILITIES		
<p><b>GOAL</b>  <i>Provide community facilities and services that contribute to the overall welfare of the Town of Chicog.</i></p> <p><b>Objective A:</b> Plan for development of utilities and infrastructure.  <b>Objective B:</b> Work with Washburn County to ensure adequate law enforcement.</p>		
Actions and Programs	Responsible Party	Timeline
<b>Resource Protection/Improvement</b>		
<b>UT-1:</b> Project future utility and service needs.	Planning Commission	2006
<b>UT-2:</b> Identify unmet law enforcement needs and explore alternatives for meeting needs.	Chicog Town Board	2006
<b>Utilities and Community Facilities Policy</b>		
<b>UTP-1:</b> Consider the potential impacts of utility/facility/service expansion prior to approval of any proposed project.		

**ADDITIONAL RECOMMENDATIONS FOR CONSIDERATION:**

**Recommendation:** Consider forming sanitary districts. Sanitary districts are created by a town, village, city, and tribal government or by the department of natural resources for the purposes of constructing and operating public water supply, sewage treatment, storm sewers, drainage improvements, and solid waste disposal facilities. These districts have the power to acquire property, levy special assessments, and collect charges for services.

**Recommendation:** The Town of Chicog should develop a capital improvement plan and update it on an annual basis.

AGRICULTURAL RESOURCES		
<b>GOAL</b> <i>Preserve and support the continued viability of agriculture and forestry in the Town of Chicog.</i>		
<b>Objective A:</b> Maintain multiple use forest lands. <b>Objective B:</b> Maintain forest diversity through appropriate reforestation practices. <b>Objective C:</b> Encourage appropriate agricultural use practices.		
Actions and Programs	Responsible Party	Timeline
<b>Resource Protection/Improvement</b>		
<b>AG-1:</b> Further identify current use patterns of existing forest lands.	Town of Chicog Planning Commission	2007
<b>AG-2:</b> Develop guidelines for desirable forest diversity patterns.	Chicog Town Board Planning Commission	2007
<b>AG-3:</b> Design an action plan to address possible agricultural contamination, coordinating with appropriate government agencies	Planning Commission	2007
<b>AG-4:</b> Develop a farmland preservation plan	Planning Commission	2007
<b>AG-5:</b> Pursue agricultural conservation easements.	Chicog Town Board Planning Commission	Ongoing
<b>Regulatory</b>		
<b>AG-6:</b> Develop a “Right to Farm Ordinance”	Chicog Town Board Planning Commission	2006
<b>Education, Information and Communication</b>		
<b>AG-7:</b> Identify existing agricultural enterprises.	Planning Commission	2007
<b>Agricultural Policy</b>		
<b>AP-1:</b> Reduce development pressures on existing agriculture and forest lands		

**ADDITIONAL RECOMMENDATIONS FOR CONSIDERATION:**

**Recommendation:** Support voluntary techniques for protecting farmland and the rural character of the town, including nonprofit conservancies, land trusts, and conservation easements

**Recommendation:** Cluster non-farm residential development in order to preserve prime agricultural lands. Encourage and promote the use of cluster design (“conservation design”) subdivisions as a means of preserving the continuity of agricultural lands and preventing agricultural fragmentation.

**Recommendation:** Reduce development pressures on agricultural lands utilizing a variety of tools such as conservation easements, transfer of development rights, and use of conservation subdivisions.

**Recommendation:** Thoroughly review proposals and appropriately site future development in agricultural areas in order to ensure growth is compatible with the continued use of the adjacent land for agricultural production and preserves the continuity of agricultural lands. As part of development review, the town should acknowledge the economic significance of farming by recognizing that farming plays a significant role in the local economy and the contribution farmland makes to local property taxes without putting demands on public services. Viewing farmland as an economic asset provides decision makers with greater justification to protect farmland and farming when faced with proposals for development.

It is further important to recognize that protecting farmland promotes environmental conservation. Open farmland provides important environmental benefits, such as groundwater recharge, flood control, and wildlife habitat. Farmland also provides open spaces and scenic views.

CULTURAL RESOURCES		
<p><b><i>GOAL</i></b>  <i>Preserve the Town's historic, archaeological, and cultural resources for Chicog's residents, part-time residents and visitors.</i></p> <p><b>Objective A:</b> Protect and enhance the Town's cultural, archaeological and historic resources.</p>		
Actions and Programs	Responsible Party	Timeline
<b>Resource Protection/Improvement</b>		
<b>CR-1:</b> Identify existing cultural, archaeological and historic resources. .	Planning Commission	2008
<b>CR-2:</b> Adopt policies to protect and enhance identified resources.	Chicog Town Board	2008
<b>CR-3:</b> Develop criteria for adding future resources.	Chicog Town Board Planning Commission	2008

#### ADDITIONAL RECOMMENDATIONS FOR CONSIDERATION:

**Recommendation:** Designate a committee to identify the resources of historic/cultural significance within the town which are not currently listed in state registers. The town should consult with the State Historical Society of Wisconsin for assistance in locating these cultural resources and utilize this information when reviewing land use activities.

**Recommendation:** Review and recommend sites, buildings, structures, objects, or districts, both public and private, for listing on the national register and on the Local Register of Historic Places.

**Recommendation:** Provide support and education for the preservation of historic and cultural resources.

**Recommendation:** Consider the use of Historic Preservation Ordinances. Towns in the State of Wisconsin are enabled to adopt historic preservation ordinances (Wisconsin State Statutes 60.64). The statutes have also given authority to the town boards to create a historic preservation commission to “designate historical landmarks and establish historic districts”.

**Recommendation:** Explore opportunities for grant funding which could be utilized for historic preservation initiatives.

NATURAL RESOURCES		
<p><b>GOAL</b>  <i>Conserve, protect, manage and enhance the town's natural resources on order to protect the highest quality of life for Chicog's residents, part-time residents and visitors.</i></p> <p><b>Objective A:</b> Protect Town of Chicog's environmental resources.  <b>Objective B:</b> Ensure that future growth and development do not adversely impact the town's natural resources.</p>		
Actions and Programs	Responsible Party	Timeline
<b>Resource Protection/Improvement</b>		
<b>NR-1:</b> Identify location of resources to be protected.	Planning Commission	2005
<b>NR-2:</b> Encourage enforcement of existing laws and regulations pertaining to natural resources.	Chicog Town Board	2004
<b>NR-3:</b> Encourage volunteers to periodically clean up public resources.	Chicog Town Board	Ongoing, annually
<b>NR-4:</b> Maintain existing and consider development of new regulations pertaining to recreational use of Town lakes.	Chicog Town Board	2006
<b>NR-5:</b> Identify and map local wellhead protection/ground water recharge zones. Incorporate findings into the constraints map for the Town of Chicog.	Planning Commission	2005

Actions and Programs	Responsible Party	Timeline
<b>Education, Information and Communication</b>		
<b>NR-6:</b> Encourage landowners to consult and/or seek information from the WI-DNR and/or Washburn County Forester regarding planned forest management	Town of Chicog Planning Commission	2005
<b>NR-7:</b> Promote the use of vegetative buffers to preserve habitat and protect and enhance water quality	Planning Commission	Ongoing
<b>Natural Resource Policies</b>		
<b>NRP-1:</b> Work with Washburn County to address forest management practices.		
<b>NRP-2:</b> Require all development to address the issue of water quality through sensitive site planning and adequate methods of sewage disposal and treatment, and storm water management.		
<b>NRP-3:</b> Discourage development of slopes exceeding 15 percent.		
<b>NRP-4:</b> Prior to approving changes in land use or land divisions, consider impact on rare plant and animal species, vegetation and unique landscape features.		

#### ADDITIONAL RECOMMENDATIONS FOR CONSIDERATION:

**Recommendation:** Encourage the use of “Conservation Design” subdivisions. Modern design incorporates the same number of housing units that could be placed on the same size conventional parcel, while preservation of open space views makes parcels more attractive to homebuyers. The town may consider land use regulations that provide incentives for cluster development, where units are clustered together so that larger contiguous open space is preserved. A typical incentive for cluster development allows additional units when the units are clustered at a certain density and a specified percentage of the total land is protected as open space.

**Recommendation:** Encourage and support development proposals meeting the following criteria:

- Rivers, streams and lakes shall be preserved and buffered as needed to protect their natural functions.
- Significant natural drainage features and wetlands shall be preserved or have their losses mitigated.
- To minimize the negative impacts of development, stormwater should be infiltrated on-site to the greatest extent possible.

**Recommendation:** Identify highly sensitive habitat areas and areas that are significant for the protection of water quality for public purchase and ownership or for purchase and protection through existing conservancy programs.

**Recommendation:** Consider the development of regulations pertaining to recreational use of town lakes.

**Recommendation:** Adopt zoning and site plan review standards to require that land development proposals identify and address natural features that exist on the property including soils, topography, steep slopes, hydrology, and natural vegetation. These features should be taken into account and incorporated into the preparation of site and building designs early in the development review process and reviewed by the Town of Chicog Plan Commission.

**Recommendation:** Take protective measures to guard against problems caused by invasive species in town lakes and woodlands by endorsing Lake Association and WDNR sponsored programs and installing signs at waterway access points to create public awareness of the problem.

**Recommendation:** Apply for a Wisconsin Department of Natural Resources Lake Planning Grant. Chicog has numerous water resources, including two state Exceptional Water Resources ERW's). The town would likely have a better chance for success by applying for a small-scale grant project to fund lake monitoring (water quality, septic systems, etc.), education projects (invasive species, shoreland protection, etc.), organizational development (lake associations), or other studies or assessments. Action relative to this recommendation should be coordinated with existing lake associations.

**Recommendation:** Identify highly sensitive habitat areas and/or areas that are significant for the protection of water quality for public purchase and ownership or for purchase and protection through existing conservancy programs.

**Recommendation:** Monitor changes to the Washburn County Forest 10-Year Plan which may impact the Town of Chicog. There are 8,483 acres of CFL in the town and any changes in policy, use, or management will directly impact the town. The town should address CFL concerns to the Washburn County Forestry Committee.

**Recommendation:** Increase landowner awareness of conservation and shoreland protection tools and initiatives. Actions relative to this recommendation may include providing information to landowners through lake associations and private organizations, having publications available for distribution at the town hall and scheduling guest speakers (ex. WDNR staff to address shoreland protection measures) to periodically address the community.



ECONOMIC DEVELOPMENT		
<p><b>GOAL</b>  <i>Ensure economic development in the Town of Chicog is planned, appropriate and consistent with the "North Woods" character of the community.</i></p> <p><b>Objective A:</b> Encourage businesses that provide economic benefit to the residents of Chicog.</p>		
Actions and Programs	Responsible Party	Timeline
<b>Resource Protection/Improvement</b>		
<b>ED-1:</b> Review County Zoning Ordinances in an economic development context and consider proposing adjustments appropriate to the Town.	Chicog Town Board Planning Commission	2009
Actions and Programs	Responsible Party	Timeline
<b>Education, Information and Communication</b>		
<b>ED-2:</b> Coordinate with County and neighboring communities on economic development strategies and activities.	Chicog Town Board	Ongoing
<b>Economic Development Policies</b>		
<b>EDP-1:</b> Accommodate home-based businesses which do not create traffic, noise, odors or detract from the "North Woods" character of the Town.		

**ADDITIONAL RECOMMENDATIONS FOR CONSIDERATION:**

**Recommendation:** Examine the economic development programs available through the county and the State of Wisconsin.

**Recommendation:** Consider the use design standards as a way to ensure future economic development is consistent with the character of the Town of Chicog. The town could develop and implement a set of rural design guidelines for commercial and industrial businesses. Guidelines such as “northwoods” design standards, should be voluntary and reflect the wishes of individual communities. Typically, these design guidelines would pertain to:

- building facades
- signage
- screening requirements
- lighting

INTERGOVERNMENTAL COOPERATION		
<b>GOAL</b> <i>Promote and maintain interaction and cooperation.</i>		
<b>Objective A:</b> Establish mutually beneficial relations with adjacent units of government. <b>Objective B:</b> Identify and establish opportunities for sharing of services and facilities with adjacent units of government. <b>Objective C:</b> Work with Washburn County and other towns in order to establish adequate police service to the Township.		
Actions and Programs	Responsible Party	Timeline
<b>Resource Protection/Improvement</b>		
<b>IG-1:</b> Coordinate plan revision with adjacent units of government and with Washburn County.	Chicog Town Board Planning Commission	As plan is revised
Actions and Programs	Responsible Party	Timeline
<b>Education, Information and Communication</b>		
<b>IG-2:</b> Provide a copy of the Town of Chicog Comprehensive Plan to adjacent jurisdictions and encourage surrounding jurisdictions to consider the plan when making land use decisions.	Chicog Town Board	2004
<b>IG-3:</b> Open a dialog with the National Park Service (NPS). The town should invite NPS staff to attend town meetings or hold a special meeting in order to ask questions and address the towns' concerns and issues relative to NPS holdings on the Namekagon River.	Chicog Town Board	2005, ongoing
<b>IG-4:</b> The town should seek involvement and cooperation with outside agencies such as the Wisconsin Department of Natural Resources by inviting WDNR staff to attend town meetings, open houses, and other events.	Chicog Town Board	Ongoing

**ADDITIONAL RECOMMENDATIONS FOR CONSIDERATION:**

**Recommendation:** Appoint a sub-committee to review existing services provided by the Town of Chicog and those provided by adjacent jurisdictions, and develop recommendations for the potential sharing of these services.

**Recommendation:** Coordinate with other jurisdictions in Washburn County in an effort to increase the efficiency and effectiveness of county-based services such as police protection. Several jurisdictions within Washburn County have expressed concerns relative to police protection. The Town of Chicog could consider the formation of agreements with other jurisdictions to provide local police services on a cost-share basis.

**Recommendation:** The town should implement a procedure to inform adjacent jurisdictions of land use changes which occur along boundaries with adjacent jurisdictions.

LAND USE		
<b>GOAL</b> <i>Ensure a planned and coordinated development pattern consistent with the "North Woods" character of Chicog.</i>		
<b>Objective A:</b> Guide future development into appropriate areas of the Town.		
Actions and Programs	Responsible Party	Timeline
<b>Resource Protection/Improvement</b>		
<b>LU-1:</b> Develop and adopt guidelines and standards for future residential, commercial and industrial development.	Chicog Town Board, Town of Chicog Planning Commission	2004
<b>Regulatory</b>		
<b>LU-2:</b> Consider implementation of town level zoning.	Chicog Town Board, Town of Chicog Planning Commission	2004
<b>LU-3:</b> Consider development of a town subdivision ordinance	Chicog Town Board, Town of Chicog Planning Commission	2005
<b>LU-4:</b> Establish and maintain an official map of the Town of Chicog as a master plan for streets, roads, parks waterways, wetlands, drainage ways and other public utilities with the precise designation of right-of-way lines and site boundaries for both existing and proposed future town needs.	Planning Commission	2005
<b>Land Use Policies</b>		
<b>LUP-1:</b> Work cooperatively with Washburn County zoning to ensure adequate and consistent enforcement of existing regulations.		
<b>LUP-2:</b> Encourage the use of innovative land use design and development tools.		
<b>LUP-3:</b> The Town should discourage subdivisions from locating within shoreland zones.		

**ADDITIONAL RECOMMENDATIONS FOR CONSIDERATION:**

**Recommendation:** The town should closely consider the environmental constraints of land through the development review process in determining the location, type, and density of development. The town should consider at least the following evaluative criteria when reviewing development:

- ✓ The proposed use could threaten the health and safety of nearby landowners and the value of their property
- ✓ The proposed use will require extensive road upgrading at public expense
- ✓ Public sewer or water is not available at the site
- ✓ The development proposed is not compatible with existing uses in the area or the character of the community.
- ✓ Soil conditions are not suitable for the proposed use
- ✓ The development of the site will result in significant soil erosion or it would greatly increase surface water drainage volume or it would change the flow direction of runoff water.
- ✓ The proposed use will have a negative effect on nearby wetlands, streams, lake or the underground water supply.
- ✓ The proposed use will adversely affect the scenic or historic value of the area.

**Recommendation:** Continue to collect and analyze data relevant to land use changes occurring within the Town of Chicog and incorporate data into subsequent plan revisions and updates. The town land use map should be updated as frequently as possible to reflect the existing conditions in the community.

**Recommendation:** Locate development only where adequate services and facilities can be provided.

**Recommendation:** Development should avoid environmentally sensitive areas identified in the town resource maps included with the comprehensive plan and employ best management practices to minimize adverse impacts on water quality. Use of resource lands including agriculture, forestry, and mining shall employ best management practices to minimize adverse impacts to water quality and habitat.

**Recommendation:** Encourage the formation of lake and sanitary districts. A lake district is a special purpose unit of government whose purpose is to maintain, improve and protect the quality of a lake and its watershed. A lake district can make contracts, purchase or sell land, disburse money, take out loans, accept grants, sue and be sued. These units of government can

also develop and carry out surveys or studies, manage aquatic plants, aeration, control erosion, dredge, control dams, and monitor water quality. A town, village or city may delegate to the district the authority to adopt lake use regulations. These may include regulations of boating equipment, use or operation; aircraft; and travel on ice-bound lakes.

**Recommendation:** If the town remains under county zoning authority, it should exercise its statutory authority to veto zoning amendments (rezoning) when appropriate. Town boards in Wisconsin have a statutory right to **disapprove** and **reject** proposed amendments to county zoning ordinances under certain circumstances. This right extends to general county zoning only. It does not extend to shoreland or floodplain zoning. It also does not extend to the zoning of county owned lands. The right must be exercised according to statutory procedures.

**Recommendation:** Avoid large scale development in areas that are not well served or easily serviceable by public facilities.

## 9.4 PLAN IMPLEMENTATION PROGRAMS

The primary tool for the implementation of the Town of Chicog Comprehensive Plan will be zoning. The town has previously adopted the Washburn County Zoning Ordinance, with zoning districts and associated requirements being administered by the county. The Town of Chicog does have the ability to adopt and enforce its own zoning, although this Recommendation would require county board approval. It should be noted that these regulations could be costly to develop and administer. The following is a list of programs and strategies that the town could implement or utilize in order to achieve plan goals and objectives, in conjunction with zoning.

### **Purchase of Development Rights Program (PDR)**

This technique is currently in use in some southern counties of Wisconsin and elsewhere in the United States and has proven to be effective for preserving farmland in areas adjacent to cities. The purchase of development rights is a *voluntary* protection technique that compensates the landowner for limiting future development on their land. The programs are primarily used for retention of agricultural lands, but the concept can be applied to all types of land use scenarios. Under a PDR program, an entity such as a town, county or private conservation organization purchases the development rights to a designated piece of property. The land remains in private ownership, and the landowner retains all the other rights and responsibilities associated with the property.

### **Transfer of Development Rights (TDR) Program**

The TDR program is a non-regulatory (voluntary) approach that allows the right to develop property to be transferred from one parcel (or zoning district) to another. Under a TDR program, development rights to parcel of land are transferred from a “sending area” to another parcel referred to as the “receiving area”. Sending areas are typically those areas where development is discouraged or limited, and receiving areas are areas where growth and development are encouraged. Under some TDR programs, local government awards development rights to each parcel of developable land in the community or in selected districts on the basis of the land's acreage or value. Landowners can then sell the development rights on the open market. The

TDR program has been widely implemented at the local level due to the fact that it requires no major financial contribution by local government.

Benefits of the TDR program include:

- ▶ The public benefits from the conservation easements, which protect and preserve sensitive natural features and wildlife habitat.
- ▶ Owners of sending area properties receive economic compensation for their properties where development would normally be precluded due to sensitive natural features or zoning restrictions.
- ▶ Owners of receiving area properties can increase their development density, accommodating a greater number of uses or tenants.
- ▶ Little financial contribution on behalf of local government.

### **Acquisition**

This type of land preservation tool involves the direct purchase of land for the purposes of preservation and protection. This tool should be used in cases where other protective mechanisms fail to meet objectives and/or in cases of high-priority acquisition lands. Acquisition efforts should be coordinated with other local, state, and national acquisition initiatives (lake associations, environmental groups, USFS, WDNR, etc.)

### **Conservation Easements**

When a landowner sells their development rights, a legal document known as a conservation easement is drafted. The easement restricts the use of the land to agricultural use, open space, or other desired use in perpetuity. A conservation easement permanently limits residential, commercial, or industrial development to protect its natural attributes or agricultural value. The conservation easement becomes a part of the landowner's deed and remains on the deed even if the land is sold or passed through inheritance thereby ensuring the development will not occur on the property.

The conservation easement does not automatically allow public access to the land; the land remains in the hands of the owner, as only the right to develop it has been purchased. All remaining rights of property ownership remain with the landowner including the right to transfer ownership, swap, deed, or sell the land. A purchase of development rights program works to ensure that incompatible development will not take place; the PDR becomes a part of the deed and keeps the land in its agricultural or natural state in perpetuity. An effective purchase of development rights program requires initial financial support and on-going administration. Additionally, the program requires a county review board to assess the lands of landowners requesting entry of their parcel into the PDR program.

### **Land Trusts**

Land trusts are non-profit voluntary organizations that work with landowners to use a variety of tools to help them protect their land. Such organizations are formed with the purpose of protecting open space, scenic views, wildlife, etc. and they use a variety of techniques to raise money for operating expenses and the acquisition of easements. Land trusts also provide adequate monitoring and stewardship. In the United States, land trusts can hold conservation

easements, which means that the organization has the right to enforce the restrictions placed on the land.

### **LESA Farmland Preservation Tool**

LESA is an acronym for land evaluation and site assessment tool, a program that assists in the evaluation of land based on its suitability for agricultural use and value for non-farm uses. This system, developed by the Soil Conservation Service in 1981, has been routinely adopted and implemented for use by local government throughout the nation. The system involves a two-part process, the land evaluation component (LE) and site assessment component (SA). The LE portion involves assessment of soil conditions as they relate to the production of food and fiber products. Site assessment typically involves an analysis of the non-soil variables which effect the property's use such as municipal services available, adjacent land uses, development suitability, compatibility with land use plans, and distance from populated areas (expansion areas). A point system is often used in order to quantify the variables of the LE and SA components. Points are assessed based on whether or not the property meets the guidelines of the community and then totaled to achieve a composite score. A threshold score then determines whether or not the property would be an appropriate residential development area or whether the land should remain in agricultural use.

<b>Land Protection Tool</b>	<b>Pro</b>	<b>Con</b>
<b>Donated Conservation Easements</b>	Permanently protects land from development pressures. Landowners may receive income, estate, and property tax benefits. No or low cost to local unit of government. Land remains in private ownership and on the tax rolls.	Tax incentives may not provide enough compensation for many landowners Little local government control over which areas are protected.
<b>Purchase of Development Rights</b>	Permanently protects land from development pressures. Landowner is paid to protect their land. Landowners may receive estate and property tax benefits. Local government can target locations effectively. Land remains in private ownership and on the tax rolls.	Can be costly for local unit of government.

<p><b>Transfer of Development Rights</b></p>	<p>Permanently protects land from development pressures. Landowner is paid to protect their land. Landowners may receive estate and property tax benefits. Local government can target locations effectively. Low cost to local unit of government. Utilizes free market mechanisms. Land remains in private ownership and on tax roll.</p>	<p>Can be complex to manage Receiving area must be willing to accept higher densities.</p>
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### **Conservation Design Subdivisions**

The conservation design subdivision concept is an alternative development design to the conventional residential subdivision. Conventionally designed subdivisions are typically characterized by land divided into house lots and streets, with minimal (if any) open space. Usually, the remaining open space lands consist of the undevelopable portion of the subdivision (steep slopes, wetlands, floodplain, etc.). The conventional subdivision lacks communal open space, community woodlands, or other open areas where people can meet and interact.

The purpose of a conservation design subdivision is to provide opportunity for development while maintaining open space characteristics, encouraging interaction among residents through site design, and protection of habitat and environmental features. A typical conservation design subdivision contains the same number of lots that would be permitted under a conventional design. The lots are typically smaller than conventional lots and are designed for single-family homes reminiscent of traditional neighborhoods found in small towns throughout America.

The compact design of a conservation subdivision allows for the creation of permanent open space (typically 50 percent or more of the buildable area). This undeveloped land typically serves as community open space land and provides recreational, aesthetic, and social benefits to subdivision residents.

The conservation design subdivision has proven economic, environmental, and social advantages over conventionally designed subdivisions<sup>1</sup> including:

#### *Economic Advantages*

- ▶ Lower infrastructure and design (engineering) costs
- ▶ Attractiveness of lots for home development
- ▶ Reduction in demand for public parklands

#### *Environmental Advantages*

- ▶ Protection of conservation areas and upland buffers (which would normally be developed)
- ▶ Reduced runoff due to less impervious surface cover
- ▶ Improved water filtration due to presence of vegetation and buffers

<sup>1</sup> Randall Arendt, *Conservation Design for Subdivisions*, (Island Press, Washington D.C., 1996), pp 3-16.



- ▶ Opportunities for non-conventional septic system design

#### *Social Advantages*

- ▶ Opportunities for interaction among residents (common open space)
- ▶ Pedestrian friendly
- ▶ Greater opportunity for community activities

### **Best Management Practices (BMP)**

Best management practices describe voluntary procedures and activities aimed at protection of natural resources. BMP's are described in detail in the Wisconsin Department of Natural Resources publications titled "Wisconsin Construction Site Best Management Practice Handbook", and "Wisconsin's Forestry Best Management Practices for Water Quality". Shoreland BMP's are a set of specific Recommendations that landowners can take to help protect and preserve water quality. Detailed information on the use and implementation of shoreland BMP's is available from the University of Minnesota Extension (UM-EX).

## **9.5 ADDITIONAL PLAN IMPLEMENTATION TOOLS**

The following is a partial list and description of additional plan implementation tools available to local government to assist in achieving the goals and objectives of a land use plan.

### **Special Plans**

Special plans may arise through the planning process to address other specific issues. These plans often supplement the master plan and are important implementation tools. Some examples might include a downtown design plan, neighborhood plans or waterfront development plans.

### **Eminent Domain**

Eminent domain allows government to take private land for public purposes, even if the owner does not consent, as long as the government compensates the landowner for their loss. The legislature has delegated the power of eminent domain to local government for specific purposes.

### **Annexation / Incorporation**

Cities and villages have the power to annex lands within their extraterritorial boundaries. The power to extend municipal boundaries into adjacent unincorporated land allows a community to control development on its periphery, therefore, minimizing land use conflicts.

As an alternative to annexation, an unincorporated area may incorporate as a city or village, provided the unincorporated area meets certain statutory criteria.

### **Building Codes**

Municipalities may choose to enact building codes as part of their ordinances. Building codes are sets of regulations that set standards for the construction and maintenance of buildings in a community, which ensures that these buildings are safe. The codes are usually concerned with maintaining buildings in order to keep them from becoming dilapidated and/or rundown.

## **Moratoria**

Then enactment of a moratorium temporarily stops all development in a specified area in order to plan for growth. This includes identifying and protecting sensitive lands and other community resources. Local units of government can enact this tool.

## **General Zoning**

Zoning is a tool that gives governmental bodies the power to intervene in the lives of private citizens for the protection of public health, safety, and welfare. Zoning separates conflicting land uses and ensures that development is directed in certain areas that can accommodate that particular land use. Several different types of specialized zoning exist.

- **Floodplain Zoning-** Floodplain zoning ordinances are required by Wisconsin law and pertain to cities, villages, and towns. The Wisconsin DNR specifies minimum standards for development in floodplains, but local ordinances may be more restrictive than these rules.
- **Shoreland Zoning-** Wisconsin law requires that counties adopt zoning regulations in shoreline areas that are within 1,000 feet of a navigable lake, pond, or flowage or 300 feet of a navigable stream or the landward side of the floodplain, whichever distance is greater. Minimum standards for shoreland zoning ordinances are specified in rules developed by the Wisconsin DNR, while local standards may be more restrictive than these rules.
- **Exclusive Agricultural Zoning-** Municipalities may adopt exclusive agricultural zoning for farmland under the Farmland Preservation Program. For farmers to be eligible for income tax credits, they must meet standards that require a minimum parcel size of 35 acres limit the use of the land to those that are agriculturally related. The ordinance must comply with the county farmland preservation plan.
- **Extraterritorial Zoning-** Any city or village that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city or village. The extraterritorial zoning power may be exercised in the unincorporated areas located within three miles of the corporate limits of a first, second, or third class city, or within 1 ½ miles of a fourth class city or village.
- **Performance Zoning-** Performance zoning uses performance standards to regulate development. Performance standards are zoning controls that regulate the effects or impacts of a proposed development, instead of separating uses into various zones. The standards often relate to a sites development capability. For example, in agricultural areas, performance zoning could be used to limit development on prime agricultural soils and allow development on lower quality soils.
- **Bonus and Incentive Zoning-** Bonus or incentive zoning allows local governments to grant a bonus, usually in the form of density or the size of the development, in exchange for amenities such as parks or walking paths for example.

- **Overlay Zoning-** Overlay zones are designed to protect important resources and sensitive areas. The underlying zoning regulates the type of uses permitted, while the overlay zone imposes specific requirements to provide additional protection.
- **Mixed Use Zoning-** Mixed use zoning is an effective way to enhance existing urban and suburban areas and encourage infill development. Mixed use zoning recognizes the existing mixture and encourages its continuance and may offer an alternative to struggling with nonconforming use complexities.
- **Inclusionary Zoning-** Inclusionary zoning provides incentives to developers to provide affordable housing as part of a proposed development project. For example, in exchange for higher density, a developer would have to build a specified number of low and moderate income dwelling units.

### **Planned Unit Developments (PUD's)**

Planned Unit Developments (PUD's) are planned and built developments that create a variety of compatible land uses. These developments vary in densities and are subject to more flexible setbacks, design, and open space requirements than are afforded by traditional or general zoning.

### **Reserved Life Estates**

This is a tool in which a landowner has the opportunity to sell or donate his or her land to a conservation organization but is able to continue living and managing the property.

## **9.6 FISCAL TOOLS**

### **Capital Improvement Program (CIP)**

Capital Improvement Programs are a fiscal tool that can help communities plan for the timing and location of community facilities and utilities (such as municipal sewer and water service, parks or schools). CIP's ensure that proper budgets are allocated for future developments or improvements to community infrastructure.

### **Impact Fees**

Impact fees are financial contributions imposed on new developments to help pay for capital improvements needed to serve the development. Local governments can impose impact fees to finance highways, other transportation facilities, storm water facilities, solid waste and recycling facilities, fire and police facilities etc.

### **Tax Increment Financing (TIF)**

Cities and villages may designate tax increment financing districts to finance public improvements through the property taxes generated on future increases in the value of taxable properties in the district. Under TIF, the overlying taxing jurisdictions do not receive any tax revenues based on the increase in property valuation in a district until all improvement costs are paid. In this way, the TIF district assures that all taxing jurisdictions benefiting from development pay a share of the costs.

## 9.7 HOW TO USE THE PLAN

The Town of Chicog Comprehensive Plan is intended to help guide growth and development decisions within the town. The plan is an expression of the town's wishes and desires and provides a series of recommendations for assisting the community in attaining its goals. The comprehensive plan is not an inflexible or static set of rules. Rather, it is fluid and dynamic. The objectives and recommendations are intended to allow flexibility in light of new information or opportunities. The plan is not an attempt to predict the future; it is an attempt to record the fundamental community values and philosophy that citizens of the Town of Chicog share and to use them as benchmarks in future decisions concerning growth, development, and improvement in the community. The plan guides considerations regarding not only land use but also addresses community issues such as housing, transportation and economic development.

The town planning commission, town board, and citizens in reviewing all proposals pertaining to growth and development should utilize this document. Proposals should be examined to determine whether they are consistent with community wishes and desires, as expressed in the plan. As part of the review, a thorough review of the plan is necessary with particular attention given to the goals and objectives. Where the impact of a proposed development is minimal, the evaluation may simply be a determination of whether or not the plan provides relevant direction and whether the requested recommendation is in conformance with the plan. Development proposals with significant potential impacts will require a more detailed analysis in order to determine consistency.

## 9.8 ROLE OF THE PLAN COMMISSION

In general, the role of the Town of Chicog Plan Commission will be to advise the town board on comprehensive planning and land use issues within the town, and may make decisions as delegated by the town board.

### **What decisions does a plan commission have the legal authority to make?**

Plan commissions are involved in three types of governmental decision-making.

1. **Legislative decisions** - recommending actions to the governing body regarding adopting or amending plans, ordinances or other implementation tools
2. **Quasi-judicial decisions** - applying local ordinances to make decisions regarding zoning conditional use permits, plat approvals and administrative appeals and variances for specified ordinances
- 3.
4. **Administrative decisions** – issuing permits or making personnel or other management decisions

Plan Commission Handbook, May 2002, College of Natural Resources and Cooperative Extension University of Wisconsin – Stevens Point

## **9.9 CONCLUSION**

The Comprehensive Plan for the Town of Chicog is intended to be a dynamic, evolving document. Periodic revision and update of the plan will ensure that it is accurate and consistent with the wishes and desires the community. Plan recommendations in this document provide the basis for evaluation of development proposals, and give the community a means for achieving their community vision. The specific recommendation statements are meant to serve as the mechanisms for achieving the goals and objectives, which were defined throughout the planning process. Ultimately the success of the planning process will be measured by the future quality of life experienced by both residents and visitors.