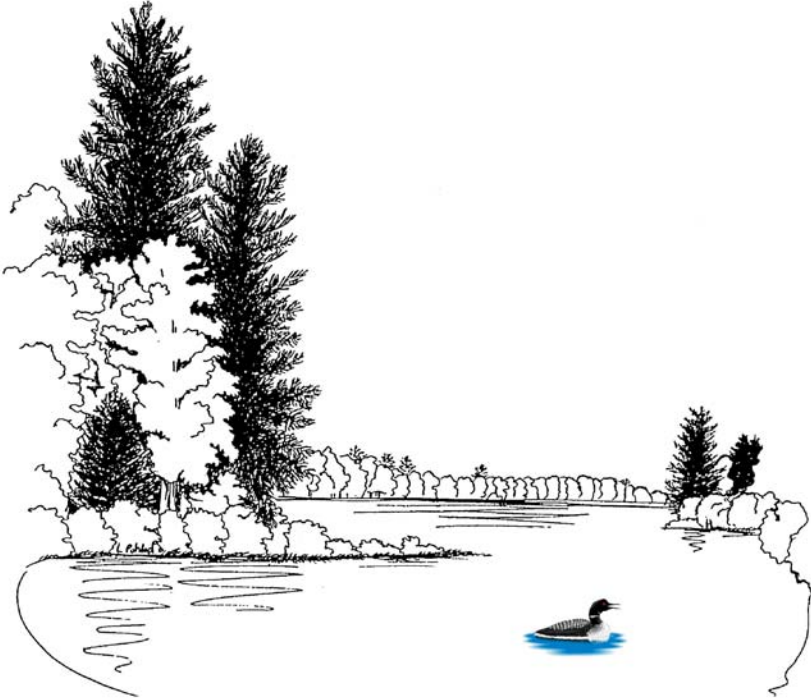


TOWN OF WOODBORO COMPREHENSIVE PLAN



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

Town of Woodboro

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This plan was prepared at the request of the Town of Woodboro by the North Central Wisconsin Regional Planning Commission.

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TABLE OF CONTENTS

Chapters

1.	Issues and Opportunities	1
2.	Agricultural, Natural and Cultural Resources	13
	Goals, Objectives and Policies	23
3.	Housing	29
	Goals, Objectives and Policies	30
4.	Utilities and Community Facilities	33
	Goals, Objectives and Policies	36
5.	Transportation	38
	Goals, Objectives and Policies	45
6.	Economic Development	46
	Goals, Objectives and Policies	50
7.	Land Use	52
	Goals and Policies	59
8.	Intergovernmental Cooperation	61
	Goals, Objectives and Policies	65
9.	Implementation	66

List of Tables

1.	Population Trends	4
2.	Age Distribution	5
3.	Education Levels	6
4.	Income Levels	7
5.	Occupation of Employed Workers.	8
6.	Industry Sectors	8
7.	Year Structure Built	29
8.	Residential Occupancy Status	30
9.	Housing Units by Structural Type	30

10.	Road Mileage by Class	. . . . .	38
11.	Rural Highway Functional Classification System	. . . . .	41
12.	Occupation of Employed Workers.	. . . . .	47
13.	Industry Sectors	. . . . .	47
14.	Existing Land Use	. . . . .	52
15.	Projected Land Use Demand	. . . . .	55
16.	Equalized Property Values .	. . . . .	55

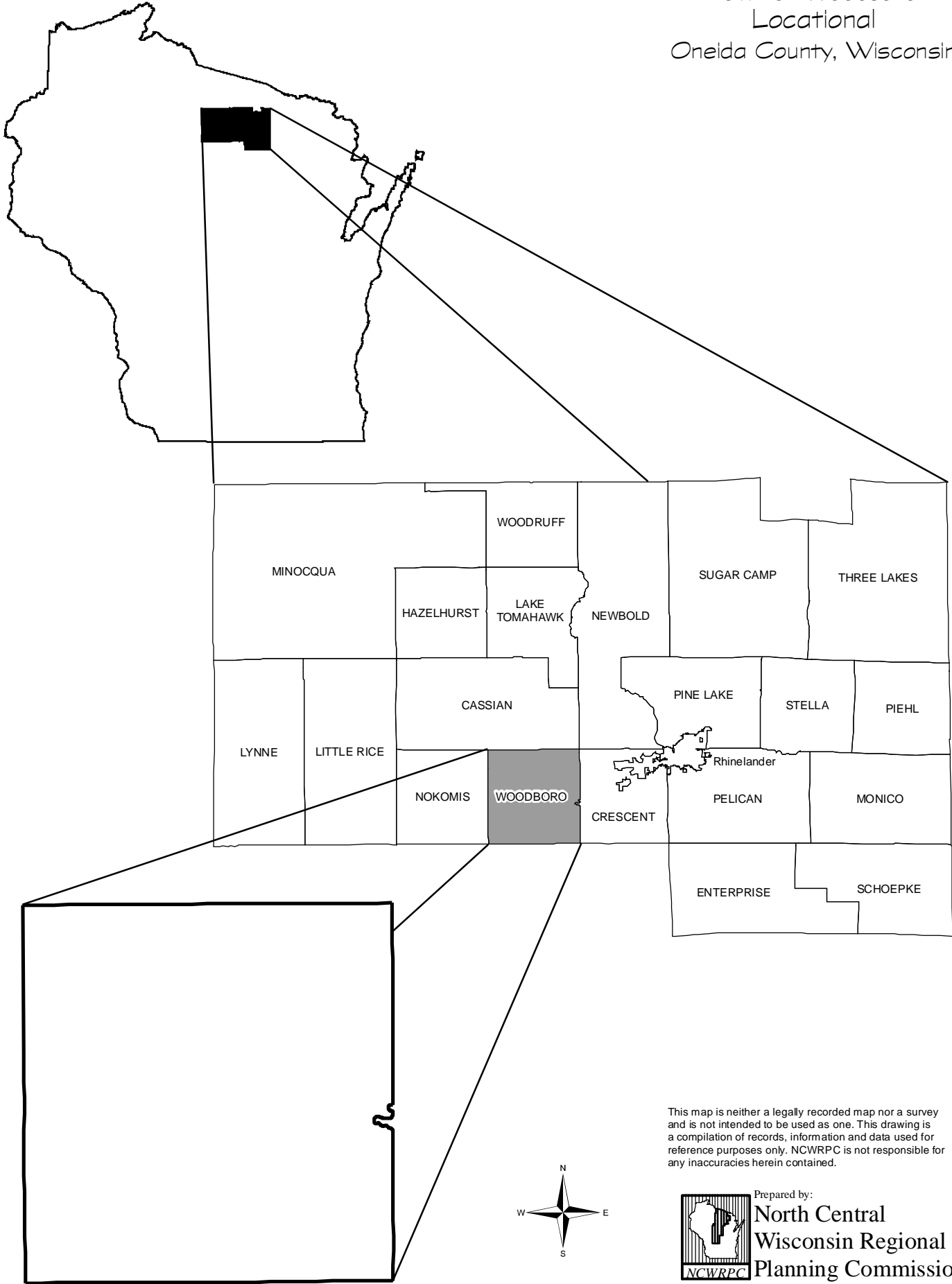
List of Maps

1.	Locational Reference	. . . . .	1
2.	Water Features	. . . . .	27
3.	Prime Agricultural Soils	. . . . .	28
4.	Utilities and Community Facilities..	. . . . .	37
5.	Transportation	. . . . .	39
6.	Existing Land Use Inventory	. . . . .	53
7.	Future Land Use Plan.	. . . . .	58

Attachments

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

Map 1
Town of Woodboro
Locational
Oneida County, Wisconsin



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



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CHAPTER ONE ISSUES AND OPPORTUNITIES

Introduction

The Town of Woodboro is a standard 36-section township located in the south central part of Oneida County, Wisconsin to the west of the City of Rhinelander. It is bordered by Cassian to the north, Crescent to the east, Nokomis to the west, and the Towns of Bradley and King in Lincoln County to the south. It is one of twenty towns in the county. See the Locational Reference Map on page 1.

The Planning Process

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

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

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

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

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

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

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

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

Purpose of the Plan

The purpose of this plan is to comply with the State of Wisconsin Comprehensive Planning Law; specifically, paragraphs 2a through 2i of Wisconsin Statute 66.1001. This plan establishes and depicts those factors necessary to comply with the statute.

A.) BACKGROUND INFORMATION

This chapter and the following nine chapters of the Town of Woodboro Comprehensive Plan, explore potential issues that may have an effect on the development of the Town over the 20-year planning period of the plan. This chapter contains trends and forecasts with jurisdictional comparisons for some basic demographics including: population, households, employment, age, education, and income. Although forecasts should typically cover the 20-year planning period, in some cases, the only acceptable sources had lesser time periods for their forecasts. Official sources are used for data and forecasting, including the WDOA Demographic Service Center, and the U.S. Census Bureau.

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

This chapter closes with a vision statement developed from the Town discussion of their issues, and the direction they want the Town to consider over the next 20 years.

1. POPULATION TRENDS AND FORECASTS

Between the 1980 and the 2000 Census, the Town of Woodboro's population increased by about 25% for an average annual increase of about 1.3%, see TABLE 1. Between 1990 and 2000, there was a 2.6% decline in population. As a result of this decline, the State was led to predict that the Town would have a slowly declining population through 2025. However, the Wisconsin Department of Administration later estimated the Town's 2005 population to be 722. This is a 5.4% increase since 2000, indicating a positive growth rate, which would result in a 2025 population of about 891 based on NCWRPC projections.

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

TABLE 1		Population Trends		
	1980	1990	2000	% Change 1980-00
Town of Woodboro	547	703	685	25.2%
Town of Cassian	585	668	962	64.4%
Town of Crescent	1,702	1,790	2,071	21.7%
Town of King - Lincoln Co.	597	675	842	41.0%
Town of Nokomis	883	999	1,363	54.4%
Oneida County	31,216	31,679	36,776	17.8%
Wisconsin	4,705,642	4,891,769	5,363,715	14.0%

2. HOUSEHOLD TRENDS AND FORECASTS

The 685 (year 2000) residents of the Town of Woodboro formed 310 households. Based on state population projections, total households show a decrease by 2025. However, more recent population growth indicates households will increase by 93 to about 403 by 2025. Average household size in Woodboro was 2.21 people in 2000, which is lower than the 2.50 State average.

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

3. AGE DISTRIBUTION

In 1990, the U.S. Census reported median age of Woodboro's population was 35.9 years. At that time, residents of the County had a somewhat higher median age (38.7 years). Both the Town and the County had populations older than the state (32.9 years) as a whole. The Town of Woodboro had a higher proportion of population in the working age (18-64) class as the County and the State. The percentage of children aged <5, and 5 to 17 were about the same for the Town and County, but those numbers were lower than the State. TABLE 2 displays the age distribution comparisons.

By 2000, the median age of the population in the Town had advanced by about 9 years, which is more than the County (3.7 years) and state (3.1 years). The Town's median age is much higher than the state. All of the surrounding towns have median ages well above the state.

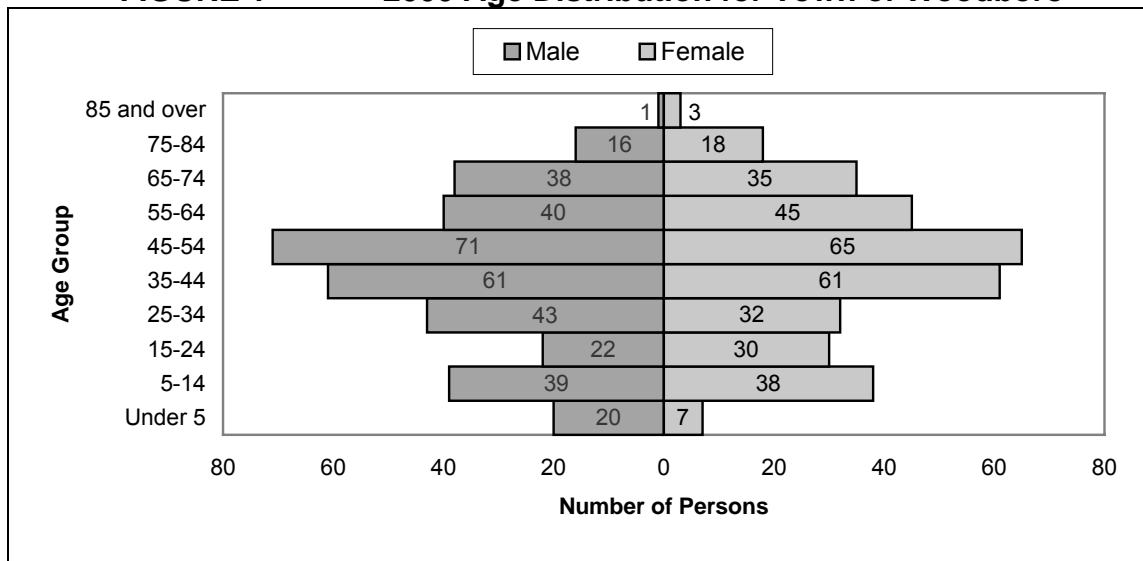
The proportion of working age (18-64) population increased slightly for the Town, county and state between 1990 and 2000. During the same time period, the proportion of the population aged <5 years substantially decreased in all towns, and 5 to 17 also decreased in all towns except in Crescent. The proportion of retirement age (65+) population increased in all towns between 1990 and 2000.

		Percent of Population				Median Age
		< 5	5 - 17	18 - 64	65+	
Town of Woodboro	1990	6.9	18.0	63.1	12.3	35.9
	2000	3.9	14.5	65.4	16.3	44.1
Town of Cassian	1990	7.5	17.7	6.11	13.8	37.9
	2000	3.6	11.1	62.4	18.2	45.2
Town of Crescent	1990	6.9	18.4	63.5	11.4	36.5
	2000	4.3	21.3	60.5	13.9	40.4
Town of King, Lincoln County	1990	4.2	20.2	56.2	.2	41.8
	2000	3.7	14.8	61.3	20.2	45.2
Oneida County	1990	6.3	17.5	58.2	18.1	38.7
	2000	4.7	17.6	59.0	18.7	42.4
Wisconsin	1990	7.37	18.98	60.34	13.31	32.9
	2000	6.38	19.14	61.38	13.10	36.0

Source: U.S. Census Bureau

A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care, and schools. It will become increasingly important to retain or attract younger age groups in order to provide for service demands and maintain the workforce. FIGURE 1 displays the population distribution for the Town in which the progression of age groups through time can be seen.

FIGURE 1 2000 Age Distribution for Town of Woodboro



Source: U.S. Census Bureau

4. EDUCATION LEVELS

The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well being of a community. In 1990, about 77.3% of the Town of Woodboro's population age 25 and over were high school graduates, compared to 77.6% in the County and 78.6% in the State. By 2000, high school graduation rate had increased to 89.9% in the Town, 85.1% in the County, and 85.1% in the State. See TABLE 3 for details.

TABLE 3 Education Levels

	Town of Woodboro		Oneida County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Total Persons 25 & Over	451	485	22,153	26,449	3,094,226	3,475,878
Less than 9 th Grade	30	11	2,167	1,160	294,862	186,125
9-12 Grade/No Diploma	72	38	2,796	2,791	367,210	332,292
High School Diploma	199	209	8,379	9,648	1,147,697	1,201,813
College/No Degree	87	80	3,952	5,733	515,310	715,664
Associate Degree	14	58	1,558	1,837	220,177	260,711
Bachelor Degree	38	62	2,199	3,444	375,603	530,268
Graduate / Professional Degree	11	27	1,102	1,836	173,367	249,005

Source: U.S. Census Bureau

5. INCOME LEVELS

In 1990, the median household income for the Town was 18% higher than the County, and about 1% lower than the state. On a per capita basis, the income of Woodboro's residents was 1.3% less than that of the County and about 15% lower than the state.

Between 1990 and 2000, Town of Woodboro's median household income increased by 44%, which kept it above the County by 10%. On a per capita basis, Woodboro's income grew 82% and slightly trails the state by about 1%, see TABLE 4.

	Income Levels					
	1990			2000		
	Town of Woodboro	Oneida County	State	Town of Woodboro	Oneida County	State
Median Household Income	\$29,196	\$23,901	\$29,442	\$42,054	\$37,619	\$43,791
Per Capita Income	\$11,532	\$11,681	\$13,276	\$21,079	\$19,746	\$21,271

Source: U.S. Census Bureau

6. EMPLOYMENT CHARACTERISTICS, TRENDS AND FORECASTS

According to the Census, the civilian labor force (population 16 and over) living in the Town of Woodboro was approximately 356 workers in 2000. Of these, 19 were unemployed for an unemployment rate of 3.6%. The unemployment rate for the County was 3.8% in 2000.

The least popular occupation of Woodboro residents in the labor force is Farming, fishing, & forestry, see TABLE 5. All other occupational groups have over 40 workers. The leading economic sectors or industries in the Town are: Education, health, and social services; and Manufacturing, with both industry sectors employing over 50 people each, see TABLE 6.

Historically, Retail Trade industry has been the strongest sector county-wide, with 3,064 workers in 1990, but declined by 8.2% to employ only 2,815 people in 2000. Education, Health and Social Services has jumped ahead as the dominant industry sector in 2000 by employing 3,953 people county-wide and 88 people in Town. Retail Trade employment decreased in Town about 49% from 67 in 1990 to 34 in 2000.

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

	Town of Woodboro		Oneida County	
	1990	2000	1990	2000
Management, professional & related	72	95	3,791	5,117
Service	26	44	2,294	2,747
Sales & office	88	80	3,443	4,465
Farming Fishing & Forestry	17	11	410	268
Construction, extraction & maintenance	22	46	495	1,998
Production, transportation & material moving	96	61	3,352	2,604

Source: U.S. Census Bureau

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

	Town of Woodboro		Oneida County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	14	14	422	526
Construction	25	32	1,013	1,455
Manufacturing	72	53	2,265	2,080
Wholesale Trade	19	9	320	425
Retail Trade	67	34	3,064	2,815
Transportation, Warehousing & Utilities	23	14	768	689
Information	N/A	5	N/A	434
Finance, Insurance, Real Estate & Leasing	27	7	566	636
Professional, Scientific, Management, Administrative & Waste Mgmt Services	25	15	1,089	898
Education, Health and Social Services	26	88	2,860	3,953
Arts, Entertainment, Recreation, Accommodation and Food Services	0	19	136	1,694
Public Administration	4	32	715	861
Other Services	10	15	740	733

Source: U.S. Census Bureau

Another way to look at future employment is to examine the labor force and unemployment rates. The 1990 labor force in the Town was 346 people, and by 2000, this had increased 2.9% to 356. The degree to which this available workforce is actually employed is dependant on external economic factors reflected in the unemployment rate.

B.) ISSUE IDENTIFICATION

1. REVIEW OF DEMOGRAPHIC TRENDS

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

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

- ✓ The Town of Woodboro is currently in a period of increasing growth.
- ✓ Household formation is determined by the decreasing average household size.
- ✓ A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care and schools.
- ✓ Woodboro has an older population compared to most surrounding communities and the county.
- ✓ Median household income of Town residents continues to be significantly higher than the county average and close to the state as a whole.

2. PAST PLANNING EFFORTS

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

In 1998, the Town of Woodboro completed and adopted a town land use plan. This plan was developed with the assistance of the North Central Wisconsin Regional Planning Commission.

The plan identified a number of issues as follows:

- ✓ The Town is experiencing a moderate growth rate, which is expected to continue. Community survey results indicate public concern regarding growth and a desire to maintain a growth rate at or near the existing level.
- ✓ The location/placement of new development has an impact on community character. Development can enhance the community's image and character, but it can also be detrimental, for example, by destroying elements of character like open space or wooded areas.
- ✓ Demand for shoreland property throughout the Northwoods area places heavy pressure on lakes and streams within the Town, which if not properly managed, can adversely affect surface and groundwater quality as well as the rural, Northwoods image.
- ✓ Differing housing types can conflict, impacting property values and neighborhood (community) character / image.
- ✓ Commercial and industrial developments can adversely affect the Northwoods Character of the Town, the natural environment, safe traffic movements, and conflict with adjoining land uses.

The current Town Plan Commission has reviewed the findings of the 1998 plan and determined that these issues are all still pertinent to the Town today.

3. TOWN PLAN COMMISSION BRAINSTORMING SESSION

After reviewing the background data as presented above, the Plan Commission discussed various issues it felt were pertinent to add to the dialogue on the future development of the Town. A summary of this discussion is as follows.

- ✓ *Pedestrian Friendly Connections*: a number of conditions including gas prices, an aging population, and traffic conditions (Hwys 8 and K are examples of heavily traveled main thoroughfares within the Town.), lead to the suggestion that the Town become more pedestrian friendly.
- ✓ *Subdividing of Forested Lands*: An area of concern is the clear cutting of forested tracts for timber or pulpwood, and the subsequent sale and development of these and other wooded parcels for residential lots. The availability and marketing of these parcels/developments draws more interest in the local land market and has the potential to inflate growth beyond the anticipated projection.
- ✓ *Recreational Issues*: Trails and recreational amenities are important to the Town, but each bring concerns. Snowmobile and ATV trail connections and bike/ped accommodations were discussed.

4. TOWN PUBLIC OPINION SURVEY

The Town of Woodboro Plan Commission has conducted a survey of current Town residents and property owners to evaluate changes in community perception since the last survey done in 1997 during the development of a Town land use plan.

In 2007, this new survey was mailed to 810 property owners in Woodboro and 467 completed surveys were returned for a response rate of 58 percent. This compares to 504 of 751 surveys returned for a response rate of 67% in 1997. For comparison, the 1997 results will be noted in () next to the 2007 results in the summary below.

The “typical respondent” for the 2007 survey is very similar to that of 1997. About 43% (40%) of those responding described themselves as being a permanent resident of Woodboro, while 39% (38%) indicated that they were seasonal residents. About 17% (20%) own undeveloped land in the Town, and 2% (2%) own commercial or industrial land. About 67 % (65%) of survey respondents were male. About 81 % (73%) of all respondents were over the age of 45. About 34 % (34%) survey respondents have owned their property less that 10 years, 32% (36%) between 10 and 25 years, and 34% (30%) more than 25 years.

A review of the keys issues from the survey are summarized below:

- ✓ About 52 % (53%) of survey respondents favor the existing population growth rate, while 29% (47%) favor either no growth or a decreased population rate. In addition, nearly 66% (80%) of those surveyed feel that the Town should have a say where new growth occurs.
- ✓ Community issues of concern in order of importance for 2007 are 1.) Land Use/Zoning 2.) Fire Protection 3.) Shoreland 4.) Road/Highway 5.) Police Protection 6.) Commercial/Industrial Development.
- ✓ In 2007, 76% are satisfied with the recreational opportunities (i.e. multipurpose trails, parks, bike routes) available within the Town. In 1997, two-thirds of survey respondents favored the development of biking, hiking, and ski trails.
- ✓ About 70% (82%) of respondents favored limiting development in some areas to protect critical wildlife or natural habitats.
- ✓ Regarding waterfront development, 61% feel lake frontage in the Town is developed at an acceptable amount while 28% feel it is over-developed. When asked specific questions regarding County rules that limit the amount of tree cutting allowed on lakeshores, 74% (69%) favored keeping the existing rules the same. In regard to setback averaging, 55% of respondents suggested that the current policy of setback averaging continue.
- ✓ Single family residential was the clear preference for the type of development

allowed on lakes and rivers with 73% (81%). When asked about the current size requirement of 20,000 sq. ft. for lake lots, 59% (60%) responded that it should be kept, while 34% (40%) suggested requiring larger lake lots.

- ✓ In both 2007 and 1997, survey respondents strongly favor single-family housing for the Town. Other types supported include seasonal/recreational housing, manufactured homes and elderly housing. When asked what type of housing developments should be discouraged, mobile home parks was highest, followed by apartments, mobile homes, clustered development and condos. In addition, about 64% (81%) of survey respondents felt the Town should develop housing standards.
- ✓ When asked if new development proposals should be required to consider the impact on natural resources and environmentally sensitive areas, 86% (91%) indicated yes.
- ✓ Regarding industrial development, 63% (70%) suggest that the Town should not be involved in attracting industry to the Town. Likewise, just over 50% (58%) of respondents also suggested that the Town should not be involved in attracting commercial or retail development.
- ✓ A large majority, or 79% (85%), favor the development of aesthetic requirements for commercial and industrial development. Likewise, nearly 69% (89%) indicated that there should be specific standards for business advertising signs.
- ✓ When asked if they would use public bus transportation to Rhinelander or Tomahawk, 55% of respondents said no, 28 % said yes and 17% were unsure.

C.) COMMUNITY VISION STATEMENT

During the 1998 planning process, the Town of Woodboro established the following vision for the future growth and development for the Town:

To preserve and enhance Woodboro's Northwoods image (i.e.: country atmosphere and rustic/rural and natural looking surroundings) through planned growth and development.

This vision was reaffirmed for the comprehensive planning process by the current Town Plan Commission.

CHAPTER TWO AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This chapter is a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under §295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

A.) AGRICULTURAL, NATURAL AND CULTURAL RESOURCES INVENTORY

1. GROUNDWATER & GEOLOGY

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

The majority of the Town lies within a pitted outwash plain that underlies most of Oneida County. Residents of the Town depend on groundwater pumped from an aquifer of glacial drift, particularly glacial outwash, and ice-contact sand and gravel. The groundwater table is replenished by rainfall and snowmelt, which percolates down through the soil until it reaches the groundwater table.

The relatively rapid movement of groundwater within an aquifer is a concern for potential contamination. Nearly all soil types in Oneida County are classified as "most susceptible" to groundwater contamination by the UW-Extension Geological and Natural History Survey.

Most groundwater contamination is related to poorly sited land uses such as manure, petroleum, and salt storage in areas of high groundwater tables or fractured bedrock. Contamination of groundwater can also result from such sources as improperly placed or maintained landfills, private waste water disposal (septic effluent), excessive lawn and garden fertilizers and pesticides, and leaks from sewer pipes.

Well yields within Oneida County vary greatly from a few gallons to 2,000 gallons per minute.

Groundwater quality in Oneida County and the Town of Woodboro is generally good. The main constituents in the water are calcium, magnesium, bicarbonate ions, and a

high concentration of iron—but it is not considered a health hazard. In areas with moraines, the ground water is hard.

One groundwater quality issue may be the Oneida County landfill and three closed dumps located within Woodboro. (Refer to the Utilities and Community Facilities chapter for more information.) Environmentally, groundwater monitoring wells surrounding the County landfill site continued to show improvements in water quality in 2006. Leachate is collected and treated at the Rhinelander wastewater treatment plant. Groundwater standard exceedances observed around the closed cell were 10 in 2006 compared to 14 in 2005, 30 in 2004 and 49 in 2003. The chemical of greatest concern observed down gradient of the monitoring wells continues to be vinyl chloride. Vinyl chloride concentrations continue a downward trend in all wells where it is still detected.

Wisconsin Administrative Code NR 812.08(4)(g)(1) prohibits the installation of wells within 1,200 feet of an existing or abandoned landfill. This regulation also contains provisions for "variances" from this requirement.

2. SURFACE WATER

Surface water resources support the area's economy by drawing tourists, and providing a good quality of life for residents, refer to Water Features Map. Oneida County contains one of the highest concentrations of natural lakes in the world. These surface water resources are held in public trust (Art. 1, §1, WI Constitution) by the State for all to use and enjoy.

The northwestern 1/16th of the Town of Woodboro is located in the Middle Tomahawk River watershed. The central majority of town lies within the Lower Tomahawk River watershed. The south and easterly 1/3rd of town lies within the Woodboro River watershed. All of these watersheds drain into the Mississippi River.

Oneida County Shoreland Zoning is in effect. Actual shoreland jurisdiction measurements are coordinated through the Zoning Department.

Perch Lake, Pontoon, Finger and Garland in Woodboro are considered a wild lakes in the Oneida County Forest 15-year plan. A wild lake has restricted use areas not open to internal combustion engine vehicles or watercraft, except snowmobiles when snow covered. The majority of shoreline on these lakes is owned by Oneida County. The County may request that the Town (under the authority of s.30.77 (3) Wis. Stats.) establish regulations restricting motorized use on these types of waters. Canoes, kayaks, and boats powered by wind, oars or electric motors are permitted while gas or diesel power is not. The intent of these restrictions is to protect the aquatic resources of the lake and still allow human access.

Outstanding and Exceptional Resource Waters

Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary

difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised.

One area water body is listed as an ERW – Jennie Creek (T36N R7E Sec 25, & 36).

Impaired Waters

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

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

Invasive Aquatic Species

Surface water resources in Oneida County are threatened by the introduction of invasive aquatic species. These species out compete native species and degrade habitats possibly by decreasing biodiversity from having less plant and animal species. Several waterbodies within the Town of Woodboro have invasive aquatic species infestations of Eurasian water milfoil (*Myriophyllum spicatum*), and possibly others. The infested waters include Manson Lake, Hancock Lake, and Oneida Lake. Florisitic Quality Indices have been completed for Oneida, Hancock, Squash and Manson lakes. Contact the Oneida County Land and Water Conservation Department and the Oneida County Invasive Species Coordinator for public outreach education strategies.

3. WETLANDS

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

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

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

The wetlands shown for the Town of Woodboro were mapped from the WisDNR Wetlands Inventory, see Water Features Map.

4. FLOODPLAINS

A floodplain is generally defined as land where there is a one percent chance of flooding in any year (also known as the 100-year floodplain). The primary value of floodplains is their role in natural flood control. Flood plains represent areas where excess water can be accommodated whether through drainage by streams or through storage by wetlands and other natural detention/retention areas. Specific areas that will be inundated will depend upon the amount of water, the distance and speed that water travels, and the topography of the area. If uninterrupted by development, the areas shown on a map as floodplains should be able to handle the severest (regional) flood, i.e. those that have a probability of occurring once every one hundred years.

The 100-year floodplain was digitized by the NCWRPC from FEMA Flood Insurance Rate Maps, for planning purposes only, see Water Features Map.

5. FORESTS AND RECREATION

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

Presettlement Woodboro was dominated by white and red pine with lesser amounts of red oak and red maple along with black spruce dominating the wetland areas.

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

Currently, about 80% of the Town is wooded. These woodlands are primarily northern hardwoods, red oak, aspen, red and white pine, red maple, white birch and black spruce. The Town of Woodboro contains a significant portion of the Cassian/Woodboro unit of Oneida County Forest, which covers approximately 15,000 acres in the towns of Woodboro and Cassian, which is 18 percent of total county forest area.

Oneida County Forest lands are managed for a variety of purposes including environmental protection, recreational opportunity and production of wood as a raw material. Generally permitted recreational use of the County Forest includes hunting, fishing, picnicking, snowshoeing, biking, hiking, cross-country skiing, photography and nature study. Other uses such as camping, horseback riding or dog sledding may be permitted.

Most trails, roads and fire lanes within the County Forest are open to motorized and non-motorized recreational use unless signed, gated, bermed or otherwise marked closed or limited to specific uses. Most motorized uses including snowmobile and ATV are permitted on forest roads and trails unless otherwise marked but not allowed off-trail or cross-country. The County attempts to minimize trail user conflicts. For example, trails that are designated as walking only, hiking, biking, skiing, snowshoeing or snowmobile only are not open to ATV traffic.

The only county designated intensive use recreation area within the Town of Woodboro is Perch Lake County Park. This 5-acre site has a public access/boat landing, parking, picnic area with tables and grills, and restrooms. The Washburn Lake Ski Trail area is within county forest land adjacent to this park, and Washburn Lake, itself, has public swimming beach.

There is also significant land held by the State of Wisconsin including the Woodboro Wildlife Area located in the northwest corner of the Town. The Woodboro Wildlife Area is 2,511 acres which includes Campine and Stone lakes as well as shoreline on Indian, Perry, Roe and Stag lakes and several other unnamed lakes and ponds.

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

6. SOILS

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

The various soils in Woodboro are primarily suited to forestry and dwellings without basements as a high groundwater table limits basement creation and septic absorption field siting. Some soils are also suited to cultivated crops, and have management concerns of: droughtiness, soil blowing, and a short growing season.

In 1993, the Natural Resource Conservation Service partnered with the University of Wisconsin to create the Soil Survey of Oneida County. See the Soil Survey for detailed information about the use and management of specific soils.

7. RARE SPECIES & NATURAL COMMUNITIES

A number of threatened and endangered species are found within the Town of Woodboro including osprey, red shouldered hawk, yellow crowned night heron, foster's tern, pygmy snaketail dragonfly, knobel's riffle beetle, wood turtle, blandings turtle and spotted pondweed.

The Town of Woodboro has 12 sections with occurrences of aquatic plants, animals, and/or natural communities of endangered status as identified in the Wisconsin Natural Heritage Inventory. Each section identified may have several different species occurring. Specific locations are not published to protect the species or community.

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

Vanderschaegen Bog located in section 23 is classified as a state natural community. Natural communities are defined as tracts of land or water, which have native biotic communities and unique natural features.

8. METALLIC & NON-METALLIC MINERAL RESOURCES

There are no known metallic mineral deposits of significance in the Town of Woodboro.

Roadfill, sand, gravel and topsoil are typical non-metallic resources. Roadfill is soil material that is excavated in one place and used in road embankments in another place. Sand and gravel are natural aggregates suitable for commercial use with a minimum of processing. Topsoil is a friable loamy material that is free of stones and cobbles, has little or no gravel, and is naturally fertile or responds well to fertilizer. Topsoil is used to cover an area so that vegetation can be established and maintained. There are a number of quarries throughout the Town of Woodboro, as well as a few closed or inactive sites, see Utilities and Community Facilities Map.

There is some concern that non-metallic mining sites should be managed to avoid conflict with dwellings. Noise, odor and traffic are some of the issues that should be considered when locating a quarry.

9. HISTORICAL & CULTURAL RESOURCES

There are no Wisconsin or National Registers of Historic Places listings within the Town

There are two archaeological sites in Woodboro. Locations are not published to protect the resource, however, preservation of these sites should be a priority when making land use decisions.

Other historical sites may exist since there was no extensive survey done for this planning effort. The State Historical Society should be notified before any development which may disturb a site is to proceed, so that the area can be inventoried, recorded and cataloged to preserve historical data. Note that state law strictly prohibits disturbance of a human burial. There is a property tax exemption program available to owners of properties with historical significance.

10. PRODUCTIVE AGRICULTURAL AREAS

According to the *Wisconsin Land Use Databook*, the Town of Woodboro was 3.1 percent agricultural, 71.8 percent forested, and 18.6 percent wetlands in 1993. The town's total land area is 34.6 square miles. Of the 3.1 percent of town land in agriculture, 0.2 percent was used for row crops, 0.1 percent was used for foraging, and 2.8 percent was grassland.

In terms of farming trends, the town has lost 0.9 percent of farmland acreage on tax rolls between 1990 and 1997. According to the *Wisconsin Land Use Databook* there were 11 farms, none of which were dairy farms in 1997. Prime farmland produces the highest yields with minimal inputs and results in the least damage to the environment, see Prime Agricultural Land Map.

Agriculture is not a significant land use in the Town with only a fraction of 1% of the total land area under active cultivation. Preservation of productive farmland is a statewide planning goal, but concerns about farming can include manure management, prevention of runoff into waterways and groundwater, and use of herbicides and pesticides. The Oneida County Land Conservation Department deals with these issues on a countywide basis. That department's Land and Water Resources Management Plan includes a work program that includes development of an animal waste storage ordinance and activities geared toward controlling runoff.

B.) AGRICULTURAL, NATURAL AND CULTURAL RESOURCES PROGRAMS

Programs available to the Town of Woodboro to achieve their goals and objectives with regard to agricultural, natural and cultural resources are identified below. The following list is not all-inclusive. For specific program information, the agency or group that offers the program should be contacted.

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

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

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

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

Endangered Resources Program: The WDNR's Endangered Resources staff provides expertise and advice on endangered resources. They manage the Natural Heritage Inventory Program (NHI), which is used to determine the existence and location of native plant and animal communities and Endangered or Threatened Species of Special Concern. The NHI helps identify and prioritize areas suitable for State Natural Area (SNA) designation, provides information needed for feasibility studies and master plans, and maintains the list of endangered and threatened species. All management activities conducted by Wildlife Management and Forestry staff must be reviewed to determine the impact on NHI-designated species. A permit for the incidental take of an Endangered or Threatened species is required under the State Endangered Species

Law. The Endangered Resources Program oversees the permit process, reviews applications and makes permit decisions. Funding for the Endangered Species Program comes from a number of sources, including tax checkoff revenue, license plates, general program revenues (GPR), gaming revenue, Natural Heritage Inventory chargebacks, wild rice permits, general gifts and Pittman Robertson grants.

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

Forest Management Program:

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

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

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

Nonpoint Source Pollution Abatement Program: This WDNR program is currently undergoing restructuring and being gradually replaced by short-term grants that will address specific projects rather than focusing on entire watersheds. The goal of this voluntary program is to improve and protect the water quality of surface waters and groundwater within the watershed. Landowners are encouraged to control nonpoint pollution on their properties through cost sharing of Best Management Practices. This program will be replaced by Targeted Runoff Management projects (TRM). These are

projects that are more specific in nature and may last up to three years. They are scored on a competitive basis, based on the amount of pollutant control they will achieve and the degree of impairment of the location. One nonpoint source coordinator is located in the Rhinelander WDNR Service Center. This coordinator administers and oversees the priority watershed program and will also assist with the TRM grants. The coordinator also provides nonpoint source pollution advice to counties that are implementing their land and water plans.

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

Stewardship Grants for Nonprofit Conservation Organizations:

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

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

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

Wetlands Reserve Program (WRP): The purpose of the WRP is to restore wetlands previously altered for agricultural use. The goal of the WRP is to restore wetland and wildlife habitats. Lands that have been owned for at least one year and can be restored to wetland conditions are eligible. Landowners may restore wetlands with permanent or

30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contract pays 75% cost share only. Permanent or 30-year easements are recorded with a property deed, however 10-year contracts are not. Public access is not required. Contact the USDA Natural Resources Conservation Service for further information.

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

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

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

Goal 1. Preserve and protect the unique characteristics and natural resources including wetlands, wildlife habitats, lakes, shorelands, environmentally sensitive areas, streams, woodlands, endangered resources, air quality, open spaces, scenic beauty and groundwater resources of the Town which are key elements of the "Northwoods Character".

Objective 1.1 Prevent new development in the Town from negatively impacting natural resources.

Policy 1.1.1 Designate areas desirable for development as well as non-desirable areas for development and direct the placement of new development to the most suitable area as specified in the Town plan.

Policy 1.1.2 Utilize appropriate tools such as *conservancy zoning* to protect important or fragile environmental areas including critical natural habitats, floodways, historic sites, old growth forests, scenic open spaces,

shorelands, steep slopes, and wetlands, recognizing their value for wildlife habitat, flood control, cultural heritage, providing recreational opportunities, protection of water quality, etc.

Policy 1.1.3 The Town should encourage low density single family residential development for its lake- and river- front properties.

Policy 1.1.4 The Town should encourage that new waterfront development be at least 75' back from the OHWM for equity in development standards as well as aesthetic and water quality considerations.

Policy 1.1.5 The Town should support the minimum shoreland lot size of 20,000 sq. ft. for lakes and streams, but encourage larger lot development where appropriate.

Policy 1.1.6 Land uses which result in potentially greater lake usage than would be reasonably expected through single family residential riparian ownership/access such as condominiums, apartments, mobile home parks, businesses, or keyhole access should be discouraged or prohibited.

Objective 1.2 Minimize impacts to the Town's natural resources from metallic or non-metallic mining.

Policy 1.2.1 Allow only on lands adjacent to existing sites where expansion will not conflict with other pre-existing development.

Policy 1.2.2 Mining or processing of extracted materials will not be allowed within 2,000 feet of a residence.

Objective 1.3 Promote development that minimizes groundwater impacts from on-site septic systems and other sources.

Policy 1.3.1 Work with Oneida County to enforce existing regulations of septic systems to protect groundwater quality.

Objective 1.4 Identify critical habitat areas in lakes and how existing land use practices affect them. Encourage landowners to adopt practices which protect these areas.

- Policy 1.4.1 The Town should preserve shorelands where critical natural habitats, floodways, historic sites, old growth forests, scenic open spaces, steep slopes, and wetlands are present.
- Policy 1.4.2 The Town should protect the water quality in its lakes and streams through zoning and land division regulations which prevent pollution from erosion both during and after construction.
- Policy 1.4.3 The Town should support more stringent restrictions on removal of shoreland vegetation.
- Policy 1.4.4 Work with Indian tribes to protect wild rice beds on Gary Lake.
- Policy 1.4.5 Work with Lakes Associations to identify critical habitat areas and educate riparian shoreline landowners about protection actions.
- Policy 1.4.6 Work with Lake Associations to develop dam management plan for Oneida-Hancock Lakes.

Objective 1.5 -Encourage conservation of undeveloped shorelines

- Policy 1.5.1 Invite Land Trust to discuss Conservation Easements and Acquisition of Development Rights Programs with landowners

Goal 2. Promote effective management of sustainable forestry.

- Objective 2.1 Support Oneida County’s mission to manage, conserve and protect the county forest on a sustainable basis as stated in the Oneida County Forest Comprehensive Land Use Plan.
- Objective 2.2 Practice sustainable forest management on Town-owned 160-acre parcel on Hancock Lake Road.
- Objective 2.3 Encourage private landowners to use professional forestry consultants for forest best management practices.

Goal 3. Preserve and protect scenic, cultural, historic, and archaeological sites.

- Objective 3.1 Advise landowners to contact State Historic Preservation Office (SHPO) before developing property containing scenic, cultural, historic and archaeological sites.

Goal 4. Enhance recreational opportunities while minimizing user and landowner conflict.

Objective 4.1 Work with organized groups or other local governments in their efforts to develop hiking, biking, and ski trails.

Objective 4.2 Work with lake associations to develop ordinances that balance the needs of various lakes users and lake front property owners.

Objective 4.3 Maintain existing boat landings and provide additional public access to waterways.

Goal 5. Encourage orderly development patterns that balance population density in a manner that preserves the rural surroundings of the Town while protecting the natural resources.

Objective 5.1 Apply Town of Woodboro Land Division Ordinance when considering land division requests.

Objective 5.2 Encourage conservation of undeveloped blocks of forest.

Policy 5.1.1 Invite land trust to discuss conservation easement and acquisition of development rights to town meeting with interested landowners.

