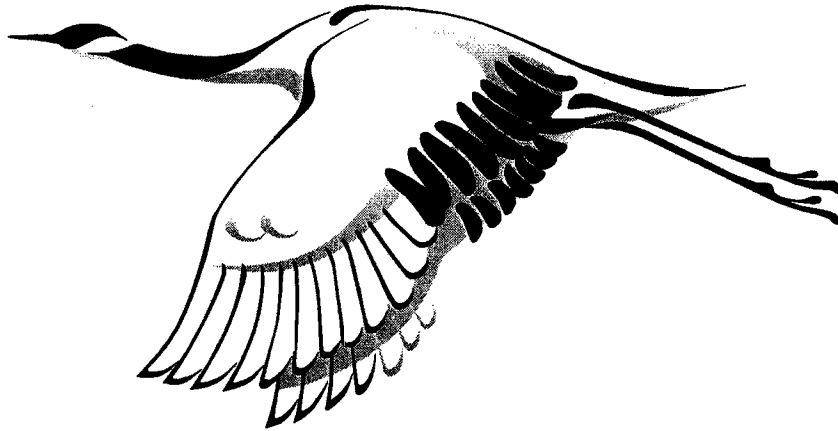


TOWN OF ENTERPRISE

LAND USE PLANNING

RESOURCE DOCUMENT



Prepared by:
NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

AUGUST 2000

TOWN OF ENTERPRISE

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This Resource Document was prepared August 2000 by the North Central Wisconsin Regional Planning Commission (NCWRPC) as part of a land use planning process for the Town of Enterprise, Oneida County, Wisconsin. The text, tables, and maps in this report provide support and additional documentation for the *Land Use Plan for the Town of Enterprise* separately published as a poster plan.

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SECTION 1 - INTRODUCTION

To insure that the Town of Enterprise moves forward in a positive direction regarding future land use, the Town Board has appointed a Land Use Management Committee. The Mission of the Committee, which consists of a cross section of Town residents, is to formulate a comprehensive Land Use Plan which will determine which directives are applicable to the Town of Enterprise and thereby avoid state originated zoning mandates which may not be in the best interest of the Township. The goal of this plan is to:

- Protect the Town's water resources
- Plan for and direct Town growth
- Manage Town Resources Efficiently

WHY PLAN ?

There are only a few things in life which are certain. Death and taxes are two that come to mind right away. Another is the fact that change is inevitable. A community, for example, will grow (or in some cases, shrink) and change either becoming better or turning for the worse. Change will occur with or without a local plan in place, and while in the short term the changes might not seem dramatic, accumulation over time can and probable will alter community character. One way that people can positively influence this change, for themselves and future generations, is to establish and participate in a community planning process.

People are planning on a personal level all the time, whether making financial/retirement plans, travel plans, or work plans. Planning helps to organize time and to work toward goals in a step-by-step fashion. By planning, people develop an understanding of where they are now and determine what must be done to get where they want to be (achieving their goal). Planning makes good common sense. Disorganized people, and communities, have a difficult time accomplishing anything. Planning saves time, effort and money. It makes sense for personal or household budgets as well as municipal budgets.

A good plan will guide decision making in such a way that growth does not occur in a haphazard manner that is unsightly, wasteful, and results in increasing public service costs and property taxes. As a guide, a plan identifies for private landowners and developers the types and locations of development wanted by the community. In this way, planning also saves private sector time and money and minimizes conflicts between private development plans and community plans and desires.

Planning can provide other benefits as well. Planning can help a community to direct efforts toward resolution of a pressing problem. Planning draws people into policy making through public hearings and debate and helps citizens make more effective decisions. The planning process generates a community consensus on the needs and goals of the

community. The more people that take part in the planning process, the more they will feel that the final plan is their plan. This ownership is what sustains the support needed to carry a plan through implementation and continuing planning activities.

Planning will assist a community in thinking regionally. The more a community becomes involved in the planning process, the more quickly it will realize that local problems, as well as local assets are not unique. Those who participate in the planning process will quickly come to think of the region as the community. Many problems are larger and more complex than first thought, and often these problems are shared with the neighboring community and county. It may become apparent that the solution to some problems requires cooperative efforts among communities.

Planning is the key to shaping a community's future for the better. Change happens, and it is in the hands of the community whether or not it wants to take a proactive role in ensuring that future residents will enjoy the same, if not better, quality of life as that of the current and prior generations.

THE LAND USE PLANNING PROCESS

A land use plan is a carefully thought out, thoroughly discussed, and mutually agreed upon vision of what a community would like to look like in the future. To develop a land use plan, a community starts by inventorying and discussing its existing land uses. Public opinion and input is sought to gain a better feel for the desires of the people as a whole. Then it examines the population and socioeconomic forces that shape its land uses, and it sets goals which it would like to work toward in striving for the future vision. It also suggests policies useful in attaining its goals.

Unfortunately, the planning process is not quite as easy as following a recipe. The analysis of extensive inventories and setting of goals and policy standards must be meshed with consensus building among competing interests. However, by having a rational process to follow, a plan to plan in place, a community can be assured that it is on the right track. The North Central Wisconsin Regional Planning Commission has developed a model planning process that has begun to receive state-wide recognition. The plan concept is a poster format that is user friendly and easy to read and understand rather than the typical bulky volume plan that sits on a shelf.

This planning process was formalized while developing the Town of Woodboro (Oneida County) Land Use Plan, which took first place in Land Use Planning Applications category at the Wisconsin Land Information Association's (WLIA) 1998 State Conference and was also recognized as one of Wisconsin's Top 50 Rural Development Initiatives of 1998. DNR's Land Information Systems project leader and member of the WLIA judging panel indicated that the judges liked the concept of a poster plan and thought that the plan could be a model used across the state. The Woodboro plan and planning process was also presented at the 13th annual Conference on the Small City and Regional Community

In Woodboro, the results of the community survey were used to create the vision for the Town and arrive at goals and policies to meet that vision. The local community and the County came together to implement of the Woodboro Plan by changing the County zoning districts throughout the Town. The Town of Clearfield in Juneau County which doesn't have any zoning beyond the shoreland, will use its plan as the basis for the development of a new town-wide ordinance.

In conclusion, planning is an organized way of finding out what a community's needs are and aiming for effective and efficient change which will make the community a better place in which to live. Good planning is ongoing and cyclical in nature. Even as portions of plans are implemented, evaluation should be occurring which influences remaining recommendations and the next cycle of planning. In this way, a plan becomes the cornerstone for building a better community.

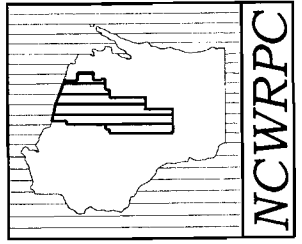
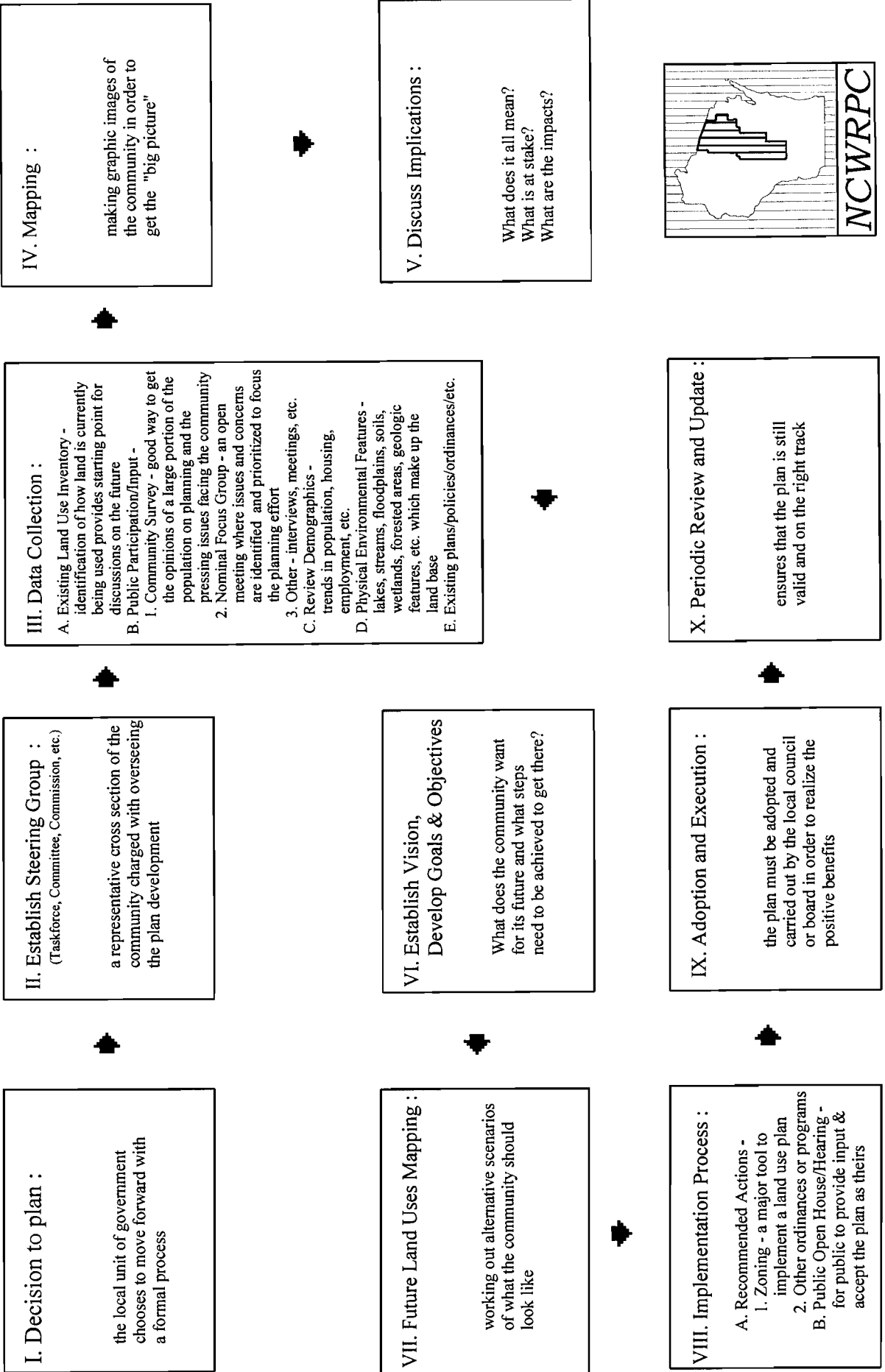
USING THIS RESOURCE DOCUMENT

This Resource Document contains the extensive maps, charts, tables and narrative data used during the preparation of the Town's Poster Plan. This material provides an indepth look at the Town's planning process and final plan. It also provides additional supporting information useful in making a case as to why a particular element of the Town Plan was established as shown on the Poster, and it further backs-up land use decisions made based on guidelines contained in the Poster Plan.

The Poster Plan contains everything a good land use plan should have. The Resource Document contains all the exhaustive detail many land use plans contain. The Poster Plan should be read to completely understand the plan for the future of the Town of Enterprise, and used on a day to day basis in making land use decisions. The Resource Document should be referenced to clarify points of the Poster Plan or make an argument in support of a decision based on the Poster Plan.



LAND USE PLANNING PROCESS

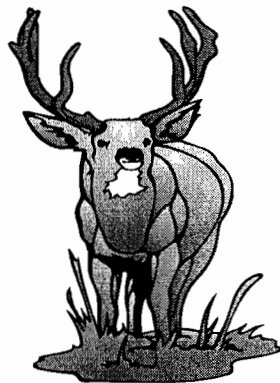


PURPOSE OF PLAN and METHODOLOGY

The Town of Enterprise is at a critical junction in its development. Over the last decade, Enterprise has experienced slow but steady growth. However, concern over increasing development and interest in "Northwoods" property has spurred the Town to take a closer look at land use issues. Town officials have recognized the need to plan ahead for the future of the Town of Enterprise to avert a crisis situation and be prepared in advance of controversial and disruptive developments.

The process of developing this plan was carried out by a seven member Town of Enterprise Land Use Management Committee with the technical assistance of the North Central Wisconsin Regional Planning Commission (NCWRPC). A community focus group identified preliminary development issues in the Town. All Town property owners were surveyed on their opinions regarding future development and an inventory of existing land-uses was conducted. A community vision and set of goals and objectives were established to guide future development in ways that will not sacrifice the qualities and character of the community. Proposed future land uses for all areas of the Town were then mapped out. All meetings were posted and open to the public, and special informational meetings/hearings were held to keep the public informed and provide everyone opportunity for input.

The purpose of this land use plan is, therefore, to encourage orderly land use and development in the Town of Enterprise, based on an analysis of the existing situation and future needs. At the same time, the preparation of the plan is also intended to promote and stimulate public participation in the planning process by bringing local issues to the forefront. A land use plan does not directly regulate land use. It provides a statement of basic principles to guide Town and County officials when making decisions regarding growth and development in the Town of Enterprise, and it creates a basis for such regulatory decisions like reviewing subdivision plats, certified survey maps, rezoning requests, or other land use proposals. The plan will also be used as a guide when developing (and updating) the Town zoning map. The plan's general philosophy is to encourage growth in a fashion that protects and preserves the natural beauty and integrity of the Town's environment which is the foundation of its quality of life.



SECTION 2 - PLAN ELEMENTS

VISION STATEMENT

Using the results of the community survey mailed to all property owners, the Town of Enterprise Land Management Committee developed the following vision statement to describe the desired future condition of the Town of Enterprise:

The Town of Enterprise is a small, rural, recreational based community where friendly people enjoy a tranquil and peaceful atmosphere. This rural setting is dependant on a natural environment that provides ample opportunities for boating, fishing, hunting, swimming, and other lake or woods based experience.

The people of Enterprise envision a future where the peaceful atmosphere and natural environment now so enjoyed are preserved through land conservation, shoreline protection, and management of development so that "the lake and the woods will always be there for the future enjoyment of everyone." They envision a town that will improve and maintain the appearance of development and manage the density of use and development on its lakes and streams. There will be a place for commercial and industrial development to provide for jobs and the economic prosperity of the Town, as well as, affordable housing so that the elderly or other fixed income residents may continue to share what the Town of Enterprise has to offer.

In this way, Enterprise will continue to be progressive and open-minded while maintaining the peaceful and natural Northwoods Atmosphere that is the reason the people come and stay.

GOALS & POLICIES

The responses from the community survey were further utilized to identify key issues affecting the vision. These issue areas formed the basis around which the following list of goals and related policies were crafted. The combined goals/policies act as statement of the Town's basic land use philosophy and a planning guide for local officials, residents, and other interests to use and rely upon.

GOAL1. To maintain orderly, planned growth which promotes the health, safety, and general welfare of Town residents and makes efficient use of public facilities and services, and tax dollars, while balancing the private property rights of individuals against the greater good.

POLICIES:

1A. Maintain a long-range development plan which will serve as a guide for future land use and zoning decisions. New development will be permitted

based on consideration of the plan, as well as, other Town, County, Regional and State plans and ordinances.

1B. Require minimum lot sizes of 2 acres except those areas where inappropriate due to severe soil conditions.

1C. Encourage single-family residential development over other housing types both on and off water based on community survey results.

1D. Adopt design standards for mobile and manufactured housing, including specifications for permanent foundations, skirting, permanent water systems, and minimum floor area.

1E. Restrict the size and number of mobile home parks allowed within the Town.

1F. 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.

1G. Utilize forestry zoning on county owned and other large parcel forested lands in order to manage change in the event of transfer of ownership of such parcels.

1H. Work with UW-Extension to do some zoning education programming for the Town.

1I. Any Town level regulations (zoning) enacted should allow "non-conforming" type structures to remain with normal and reasonable maintenance to the extent authorized under state statute.

1J. Address solid waste, composting and recycling issues.

1K. Maintain and follow the Town's Town Road Improvement Program to address road maintenance and reconstruction priorities for the Town's road system.

GOAL2. To preserve, protect, and enhance the Town's shorelands as an important resource due to demand for shoreland property throughout the Northwoods area that 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.

POLICIES:

2A. Encourage low density, single family residential development for lake- and river- front properties.

2B. New 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, duplexes, mobile home parks, businesses, or keyhole access should be discouraged or prohibited.

2C. Promote waterfront development in areas that are best suited to development and restrict development where critical natural habitats, floodways, historic sites, old growth forests, scenic open spaces, "poor" soils, steep slopes, and/or wetlands are present.

GOAL3. To provide for commercial and industrial development which is compatible with the rural, Northwoods Character of the Town.

POLICIES:

3A. Set specific standards for business advertising signs, including location, size, and maintenance requirements.

3B. Control the location of commercial and industrial development to minimize conflict with residential and recreational areas of the Town.

BACKGROUND INFORMATION

Topography

Part of the Northern Highland geomorphic region of Wisconsin, the Town of Enterprise is characterized as a pitted out-wash plain to the east and end moraine, west. The out-wash plain varies from nearly level to steep with drumlins, and water-worked moraines while the end moraine is part of a ridge of small, gently rolling, rounded hills with tracts of forest rising above adjacent marshy areas. The topographic features of the Town are resultant from the last glacial age about 15,000 years ago.

Surface Water

The Town of Enterprise is located in the Upper Wisconsin River Northern Sub-Basin. Three main watersheds: Pelican River, Noisy & Pine Creeks and Prairie River, which drain the Town via tributaries to the Wisconsin River. Many of these tributaries are classified trout waters. Noisy Creek (from sec. 21 to Camp Six Cr.) is classified as an Outstanding Resource Water (ORW) and should be protected. No discharge is allowed to ORW waters unless its quality is equal or better than the ORW.

The principle waterbody in the Town is Pelican Lake. Pelican Lake is a 3,585 acre lake

with heavy recreational/residential development located at the tension line between the boreal and deciduous forest. The wooded areas are known for wildflowers including lady slippers, wild ginger, ginseng, and jack-in-the-pulpit. It is a soft-water drainage lake with water levels controlled by WVIC through a dam at its outlet. WVIC utilizes Pelican Lake as a storage reservoir to augment Wisconsin River flows. The Wisconsin DNR manages the lake as a warm-water sport-fishery. The DNR has identified Pelican Lake as an exceptional-quality lake. Resource values include water quality, musky (trophy) fishery, unique white bass population, significant waterfowl production, blue heron rookery, and multi-use recreation. Management problems include past development on substandard lots and impacts on unique features of the area.

Groundwater

The main aquifer in the area is glacial drift, particularly glacial outwash sand and gravel. The groundwater in the County is generally of good quality. Total mineral content is less than 150 milligrams per liter. The main components in the water are calcium, magnesium, and bicarbonate ions. A large concentration of iron is in the groundwater throughout the County but is not considered a health hazard.

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

Wetlands

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

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

Significant wetland areas cover the Town. These wetlands include a wide diversity of wetland types from emergent/wet meadow to scrub/shrub to deciduous and coniferous forested.

Woodlands

Woodland and forest cover is significant within the Town of Enterprise. Over 93 percent of the Town is forested (approx. 35,470 of 37,791 acres). The majority of this land is County Forest Land and not in private ownership. The State of Wisconsin holds a number of parcels in the Town. Consolidated Papers and Irma Northwoods Inc. also hold significant forested tracts.

Population

The estimated population in 1999 for the Town of Enterprise is 337, an increase of 24 percent since 1990. This rate far out paces the statewide average growth of 6.14 percent, and is among the highest rates of growth within Oneida County where the overall growth rate is about 10 percent. These significant growth rates reflect the demand for Northwoods living. Enterprise's neighbors: Crescent, Pelican and Schoepke in Oneida, Harrison in Lincoln, and Elcho and Parrish in Langlade have had growth rates of 8.1, 2.2, 4.0, 8.6, 8.0, and 7.4 percent respectively over this period. Enterprise's population actually decreased 2 percent between 1980 and 1990, following expansion of 30 percent during the 1970s.

Housing

According to the 1990 Census of Population and Housing there were 407 housing units in the Town of Enterprise. Of these, 28 percent were occupied (year-round), while 72 percent were seasonal, recreational, or occasional use housing units. Approximately 5 percent of the housing stock was vacant for sale, rent, or some other status. Mobile homes comprised about 13 percent.

Since 1990, new dwelling unit additions have averaged 11 per year based on septic permit data. From the above estimated population, approximately 3.08 of these units are year-round occupied, indicating that 7.92 new seasonal units have been added to the Town, annually. At the projected rate of growth, an additional 220 dwelling units will be added to the Town by 2020.

Existing Land Use

The table below shows a breakdown by acres of the different land use types in the Town of Enterprise based on the land use inventory. Town of Enterprise Land Uses 1999:

<u>Use Type</u>	<u>Acres</u>	<u>Percent</u>
Residential	402.56	1.07
Commercial	31.42	0.08
Agricultural	17.60	0.05
Forest/Woodlands	35,469.98	93.86
Recreation (non forest)	1.04	0.003
Other Public (non forest)	8.56	0.02
Lakes/Streams	1,651.56	4.37
Vacant/Open Space	<u>207.97</u>	<u>0.55</u>
Total	37,790.69	100.00

Forest/Woodlands comprise 94 percent of the land in the Town of Enterprise. Surface water (lakes and streams) is the next largest category with 4.4 percent. Only 1.1 percent of the land area is currently being used for residential purposes, while 0.1 percent of the land is in commercial/industrial use. Another 208 acres (0.55%) is classified as vacant or open space and potentially could be developed for some other use.

TOWN RESIDENT FOCUS GROUP SESSION

Citizen participation is essential to the planning process. In the Town of Enterprise, initial input was obtained through a focus group or "identification of issues" session. On October 8, 1998, residents of the Town participated in the identification of issues session which was facilitated by North Central Wisconsin Regional Planning Commission (NCWRPC) staff. The leading concerns facing the Town as voted by the entire group were as follows:

Top Five Issues Identified

	<u>Weighted Score</u>
Groundwater pollution (water quality may decline)	24
Lack of place to get rid of garbage or brush/leaves	22
Condo's, mobile homes, businesses & trailer parks being developed without plan or regulations to guide their placement--may result in increased cost to tax payers for increased services.	19
Old or inadequate septic systems on lake side parcels	18
Maintain landowners rights	16

Subgroup 1 Issues Identified:

Subgroup Votes:

Unplanned development will result in increased cost to tax payers (more services required).	4
Groundwater quality may decline.	6
Lake water quality (surface water quality).	5
Roadside litter and illegal dumping.	1
Violations of shore zoning laws and lack of enforcement.	5
Failing septic systems (ground water and surface water pollution).	3
Condo's, mobile homes, businesses and trailer parks being developed without plans or regulations to guide their placement. May result in increased cost to taxpayers.	4
Road maintenance.	2
Maintain snowmobile trails.	0

Lack of control or input regarding use of county owned land.	1
Increase communication with ALL town residents (on-water & off-water property owners).	4
Concern that large scale development may occur without town input or control.	3
Maintain Northwoods atmosphere.	1
Permit snowmobiles on roads.	1
There's nowhere to get rid of garbage or brush/leaves.	4
Need web page on Pelican Lake area to promote tourism.	0
Have fall clean-up day.	1
Any type of development may occur any place or at any time.	0
Jet skis and their damage to fish habitant.	3
Housing development on lakes is too dense--too many houses and people on the lakes.	0
Require inspections/pumping of all septic systems.	2

Subgroup 2 Issues Identified:

Subgroup Votes:

Structures (homes, boathouses, etc.) on the lake that need repairs but cannot due to 50% rules .	4
Lack of regulations to ensure quality of future growth--"subdivision", "condos", etc.	6
Possibility of metallic mining within the county forest in the town.	4
Lack of place to get rid of "yard waste"....	2
Structures in rural areas without number or clear access for emergency.	1
Improper dumping of garbage (garbage along the roadsides).	3
Preserving the quality of our waters for future generations.	6
Specific areas set aside for business separate from residential areas.	2
Shoreline appearance--ability to repair erosion problems, etc.	4
Maintenance of mobile homes, trailers, campers, etc., on small parcels of land.	2
Zoning can be okay if not over restrictive.	1
Maintaining the <u>natural</u> look of the area.	3
Could road side clearing practices be improved?	1
Old and or inadequate septic systems on lakeside parcels.	9
Lack of enforcement of existing regulations.	4

Subgroup 3 Issues Identified:

Subgroup Votes:

Eliminate shore stations.	1
Privacy, land ownership rights.	4
Concern of water quality and working with others.	2
Would like to see no condo's in the town (on water specifically).	1
Reduction in tourist trade (resorts) as a result of spearing fish.	2

Environmental issues: mineral rights, water quality, do not deteriorate forest lands, agricultural growth, no mining, improve wildlife habitat.	5
Appearance standards.	3
Snowmobiles on private property.	1
Keep heavy industry or commercial in one area (if it is in the town).	5
Keep shoreline for residences and recreational business.	3
Eliminate jet skis.	4
Improve waste removal services (frequency, yard waste, or plan/education).	5
Should have lot size and set backs on Pelican (150' frontage/ 1 acre lot).	1
Road improvement plan--is there one and keep it going (road side brush a problem).	6

Major Themes Excerpted from Exit Questionnaire:

Opportunities Available in the Town of Enterprise:

Natural beauty of area, rural setting (not over developed), peaceful, safe environment. Schools, fire department, "close" to services, recreation/County land available for use. Large body of clean water, good lake access. Control growth - zoning / keep local control.

Environmental Features Important in the Town of Enterprise:

Lake and stream water quality, groundwater quality. Forests, wildlife habitat, rural landscape, shorelines, and public access. Air quality, low noise. No mine/mining guidelines.

What makes Town of Enterprise a Good Place to Live:

Natural appearance/beauty, northwoods atmosphere. Small population, sense of community, good/friendly people, low crime. Good environment, low noise. School system. No zoning. Easy/Relaxed living, space, no commercial or large residential development.

COMMUNITY PLANNING SURVEY

By conducting a community survey, consensus on the issues facing the Town and a shared vision for its future can be developed. Of the 463 surveys that were mailed to property owners in Enterprise, 180 were returned for a response rate of 39%. Twenty-seven percent of those surveyed described themselves as being a permanent resident of Enterprise, while 38% indicated that they were seasonal residents. About 32% of respondents owned undeveloped land in the Town, and 3% owned commercial or industrial

land. Forty-eight percent describe their land as an individual lot with 24% 1 to 5 acres in size and 24% over 5 acres. Thirty-six percent described their property as a lake lot, and 4% checked "on a farm". Over three-quarters (82%) of all respondents were over the age of 45, and 36% were retired. Roughly one-third of survey respondents have owned their property less than 10 years (31%), between 10 and 25 years (32%), and more than 25 years (37%). See the Resource Appendix for detailed results of the survey.

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

- Survey respondents had mixed reviews on what the minimum lot size should be for a residential lot with one acre leading at 37%, followed by two acres with 14%, and 8 to 9% for each of less than one, three, five, and ten or more. About 14% weren't sure.
- Housing development that respondents felt should be encouraged in the Town included single family homes at 42%, seasonal/recreational housing at 11%, and elder housing and manufactured homes at 8 and 9 % respectively. Other choices were not as popular including subdivisions, cluster development, apartments, duplexes, condominiums, mobile homes, and not sure all with 3 to 5% response. Mobile home parks only received 2%.
- A majority (64%) were in favor of the Town adopting design standards for mobile and manufactured homes.
- A strong majority were in favor of restricting condo units, duplexes, and apartments on waterfront property.
- Almost 90% indicated that the Town should restrict the size and number of mobile home parks within the community.
- When asked if the Town should set specific standards for business advertising signs such as where they can be located, size, and maintenance requirements, 80% checked yes.
- There was a clear preference for what type of development ought to be allowed on lakes and streams with 77% indicating residential,
- About 44% felt that current Oneida County regulations are sufficient to protect water resources in the County, while 41% were not sure, but 70% felt that Oneida County *should* restrict waterfront development to those areas best suited (i.e. appropriate soils, slopes, etc.) to development.
- With regard to lakes in the Town of Enterprise, 40% indicated they felt that lakes were overdeveloped, and 43% indicated lakes were developed at an acceptable level, while only 2% felt lakes in the Town were under developed.
- From a list of ten, non-metallic mining (sand, gravel, etc.), landfill, construction of modular and manufactured homes, lack of control on location of business growth and lack of control

on location of residential growth, were ranked as the most important issues facing the Town.

- About 95% (54% strongly) of survey respondents believe that the Town should protect the independence of property owners; 95% (66% strongly) believe that the Town should take a role in preservation of the beauty of the area; and 95% (62% strongly) believe the Town should work to improve or maintain natural resources.

- About 65% of respondents felt that the Town of Enterprise should have a say in where new growth should occur, and 77% indicated that the Town should limit development in some areas to protect critical wildlife or sensitive natural habitats.

- Respondents indicated that the Town should do more planning in long-range road repairs (25%), land use and zoning (20%), and shorelands (19%).

- Approximately 72% think that non-metallic mining should be allowed in the Town, but 43% felt that some limitations should be applied.

- When asked what they liked most about living or owning property in the Town of Enterprise, respondents indicated quality of life issues like the natural environment, tranquil and peaceful atmosphere, rural setting, and friendly people, as well as recreational opportunities such as the lake (fishing, boating, swimming), woods, and hunting.

- When asked what they liked least about living or owning property in the Town of Enterprise, respondents indicated high taxes for services received, waste removal, junk in yards, and zoning issues (lack of enforcement / being too restrictive).

- When asked how they would ideally picture the Town of Enterprise in the next 10 years survey respondents indicated a vision including preservation of the natural environment, land conservation, regulation of development, and shoreland protection, as well as preservation of the peaceful atmosphere and keeping the Town much the same as it is today.



PROPOSED LAND USE TYPES

The plan recommends conceptual land use categories. These categories are not "zones" and do not have the authority of zoning. Following is a description of the use categories on the map, which must be used in the context of the other provisions of this plan report:

Conservancy

To protect environmentally sensitive shoreland areas within the Town, the purpose of this category is to prevent water pollution, to protect fish spawning grounds and wildlife habitat, to preserve shore cover and natural beauty and to control development in wetlands whenever possible. Any type of development which might be permitted in this area should occur in a manner that minimizes adverse impacts on the wetlands.

Woodlands

This category includes all Oneida County Forest lands, state land, and commercial forest crop lands under corporate ownership. Future development of these lands out of the basic permitted forestry uses will require review by the Town of Enterprise for consistency with the intent of the this land use plan and/or its future updates.

Shoreland-Residential and Shoreland-Resort

Survey responses indicate the desire to maintain the lake shoreline areas with high quality single family residences while not adversely affecting existing resort-type business within the Town. Existing resorts should not be any further restricted than the current General Use provisions of County Zoning. However, all shoreland owners should be encouraged to go "beyond" the minimum restrictions by increasing the setback distance of new structures, minimizing the amount of impermeable surfaces (roof, pavement) to limit runoff, and minimizing shoreland vegetation clearing. When developed or improved, impacts on the natural shoreline aesthetics, water quality, fish & wildlife habitat and other public natural resource values of the lakes should be minimized. Other uses of these properties should be limited as protection for the high property values of these lake residences.

Woodland-Residential

A rural residential use category intended to allow operation of forestry related activities, forest recreation based activities and home-occupations while maintaining a largely rural residential atmosphere with single-family housing or other low density development. Future development should be planned/permitted in such a manner as to minimize conflict between residential and forestry or other rural activities through the use of various types of "buffer zones" or other appropriate measures.

Commercial-Residential

A broad use category intended to allow continued operation of existing business; while maintaining a largely rural atmosphere with housing and other rural developments. Future development should be planned/permitted in such a manner as to minimize conflict between residential and commercial or other rural activities through the use of various types of "buffer zones" or other appropriate measures.

IMPLEMENTATION

Implementation of this plan depends on the willingness of local officials (both Town and County) to use it as a guide when making decisions that affect growth and development in the Town of Enterprise. It is also important that local citizens and developers become aware of the plan.

The tools and techniques recommended to implement the land use plan are as follows:

Town Decision Making. The Town Board should adopt the plan and use it as a guide in decisions that affect development in the Town. The Town's Land Use Management Committee should become very knowledgeable of the plan and use it when making recommendations to the Town Board on development issues.

Zoning. The Town should consider its options for developing and implementing zoning in the Town. Zoning is one of the primary tools for implementing and achieving community plans.

Adoption of Ordinances. The Town should consider the development of design standards for mobile and manufactured housing including specifications for permanent foundations, skirting, permanent water systems and minimum floor area. An ordinance dealing with solid waste, composting, recycling and landfill siting issues should also be looked into. A sign ordinance setting specific standards for advertising signage to include location, size and maintenance requirements is also recommended, as is a lake use ordinance in conjunction with local lake associations.

Town Road Improvement Program. Survey results indicated some concerns regarding the quality and condition of town roads. The Town should follow its Town Road Improvement Program to address these concerns.

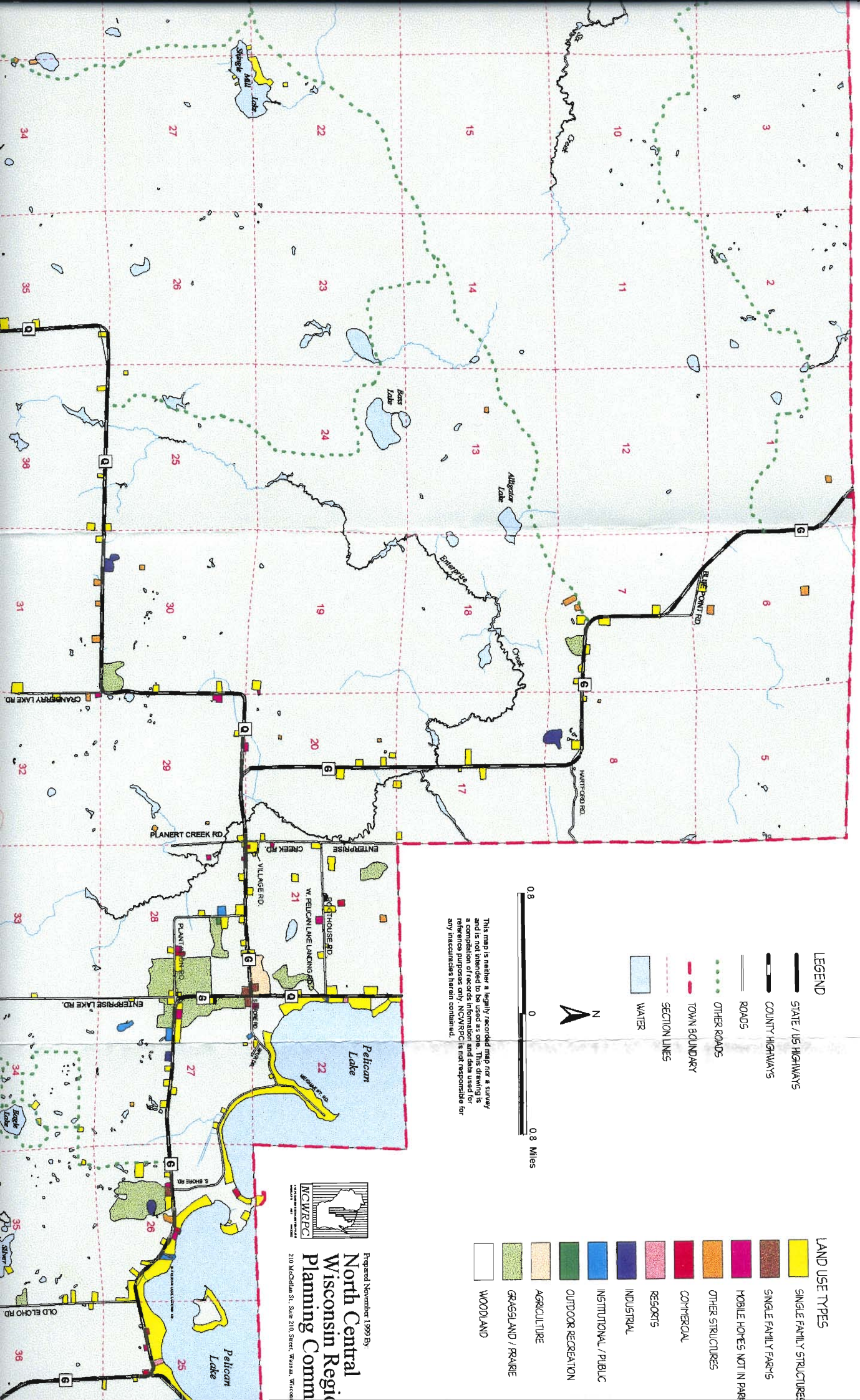
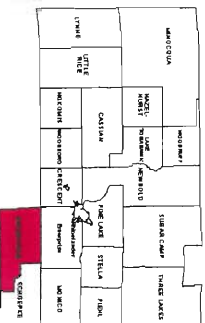
Citizen Participation/Education. The Town should encourage citizen awareness of the Town's land use plan by making copies available and conducting public informational meetings with the assistance of Oneida County UW-Extension.

Consider Other Tools. Additional tools and approaches can be utilized by the Town to achieve the goals of the plan. These include but are certainly not limited to the following: fee simple land acquisition, easements (purchased or volunteered), deed restrictions, land dedication, and ordinances or programs regulating activities such as impact fees, land division, building permits, erosion control, septic pumping, mobile homes and/or *keyhole* access, etc.

Review and Update. An essential characteristic of any planning program is that it be ongoing and flexible. Periodic updating of the plan is necessary for continued refinement and course correction in the planning program to insure that it reflects the desires of the Town's citizenry.

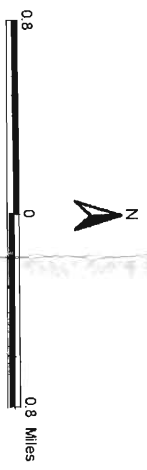
Town of Enterprise

T36N - R9E & R10E
Oneida County, Wisconsin

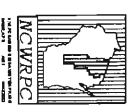


Generalized Land Use Inventory

- LEGEND**
- STATE / US HIGHWAYS
 - COUNTY HIGHWAYS
 - ROADS
 - OTHER ROADS
 - TOWN BOUNDARY
 - SECTION LINES
 - WATER
- LAND USE TYPES**
- SINGLE FAMILY STRUCTURES
 - SINGLE FAMILY FARMS
 - MOBILE HOMES NOT IN PARKS
 - OTHER STRUCTURES
 - COMMERCIAL
 - RESORTS
 - INDUSTRIAL
 - INSTITUTIONAL / PUBLIC
 - OUTDOOR RECREATION
 - AGRICULTURE
 - GRASSLAND / PRAIRIE
 - WOODLAND



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North Central Wisconsin Regional Planning Commission
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Town of Enterprise

T.36N - R.9E. & R.10E.
Oneida County, Wisconsin

Wetlands

- LEGEND**
- STATE / US HIGHWAYS
 - COUNTY HIGHWAYS
 - ROADS
 - OTHER ROADS
 - TOWN BOUNDARY
 - SECTION LINES
 - WATER
 - DNR WETLANDS

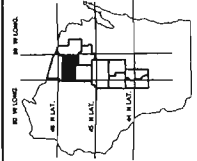
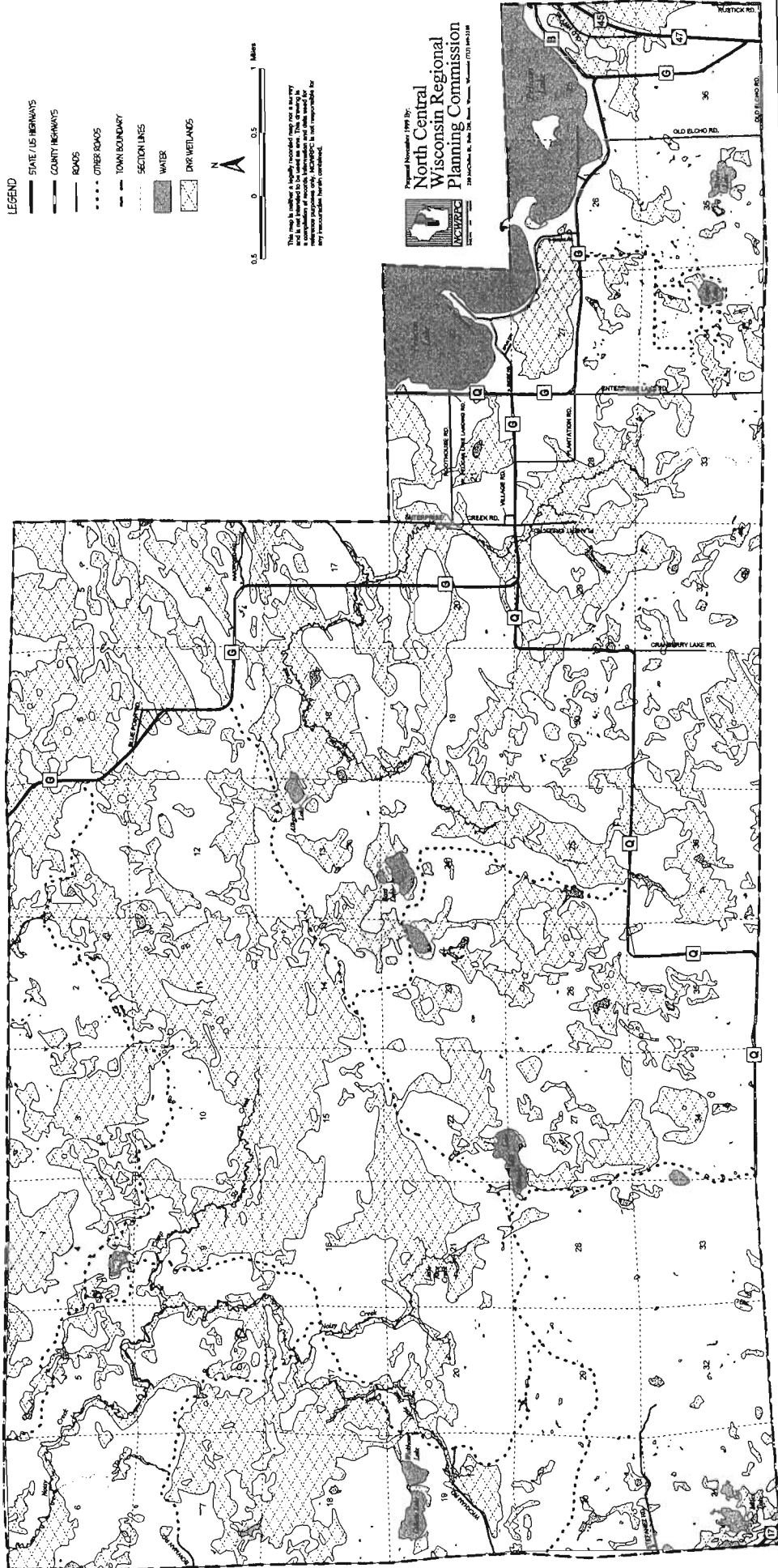
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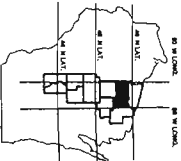


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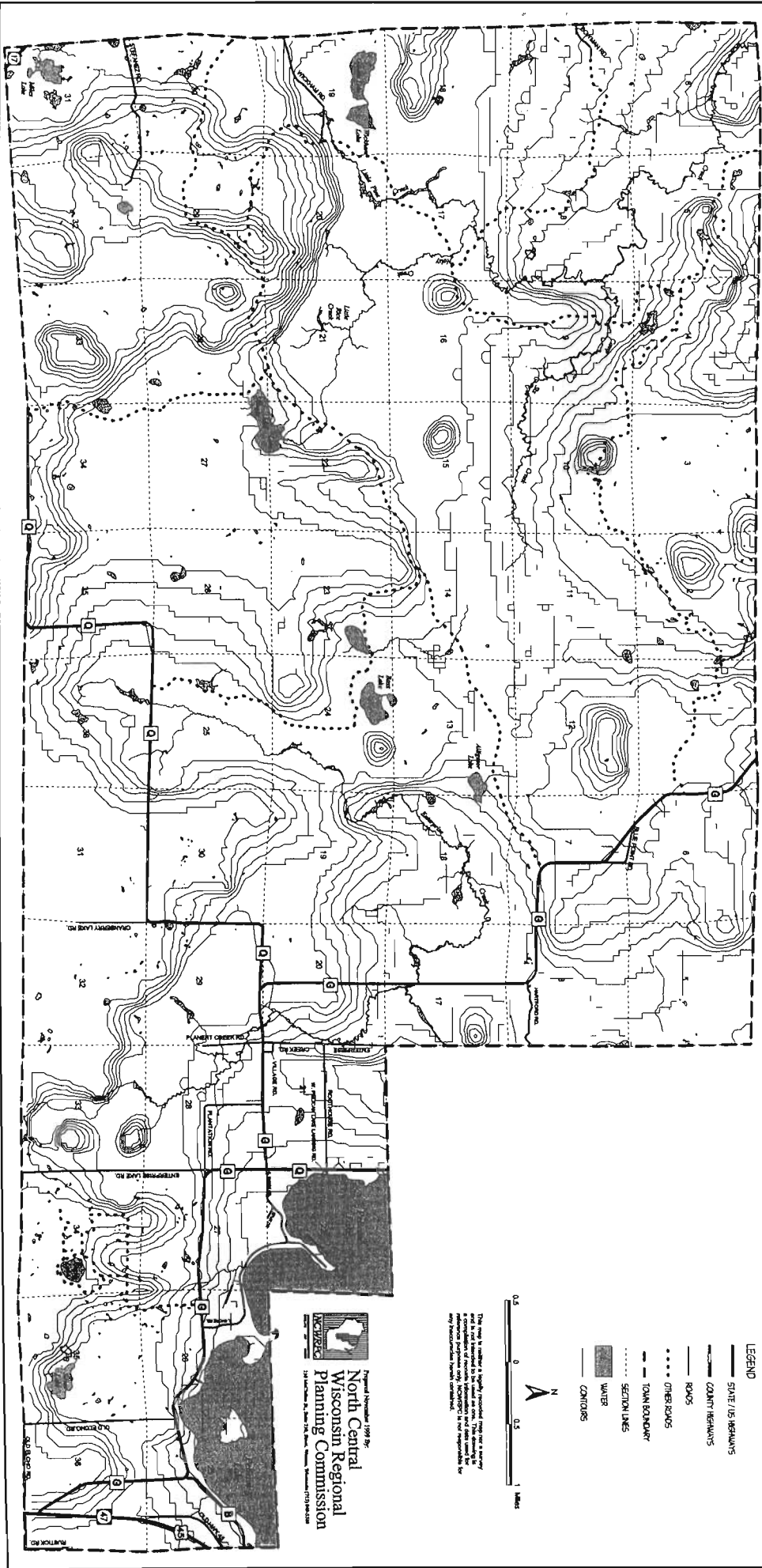
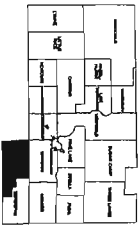
Wetland	Water	Section Line	Town Boundary	Road	County Highway	State / US Highway
Wetland	Water	Section Line	Town Boundary	Road	County Highway	State / US Highway





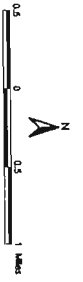
Town of Enterprise

T36N - R9E - E12D
Oneida County, Wisconsin



Topography

- LEGEND
- STATE / US HIGHWAYS
 - COUNTY HIGHWAYS
 - ROADS
 - OTHER ROADS
 - TOWN BOUNDARY
 - SECTION LINES
 - WATER
 - CONTOURS



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SECTION 4 - ZONING OPTIONS

ZONING OPTIONS FOR IMPLEMENTATION OF PROPOSED LAND USES

Background

The Town of Enterprise is currently zoned under Oneida County's shoreland zoning.

The draft land use plan identifies a variety of proposed land uses. Zoning is one major implementation tool to achieve the proposed land uses. Other implementation tools include such things as purchase of land or easements, subdivision ordinance, mobile/manufactured home restrictions, nuisance regulations, design review for commercial and industrial developments, infrastructure improvements (sewer and water, utilities), road construction and maintenance, and public services, among others.

A zoning ordinance should be derived from, and be consistent with, the policy recommendations adopted in the land use plan. The desired land uses should "drive" the development of specific zoning ordinance provisions including district descriptions, permitted uses, conditional uses and the zoning map. This consistency has been important in upholding legal challenges in the Courts.

To achieve the proposed land uses under the existing comprehensive County zoning authority, a variety of options are available. All options however would require County approval for implementation. The options include the following.

Option 1 – Utilize existing County zoning ordinance/districts: Under this option, the Town Planning & Zoning Committee could carefully review the existing district descriptions to determine which "best fit" or are most appropriate to each of the proposed land uses.

Advantages – The zoning map would be easy to administer by the County Zoning staff. County Board approval of proposed zoning map amendments may be easier to achieve.

Disadvantages – The existing zoning districts may not enable the Town to achieve the preferred future condition of the proposed land uses. For example, permitted uses in an existing district may not fit well with the proposed land uses, causing conflicting land uses.

Option 2 – Propose new zoning districts or modifications to existing district descriptions for the countywide ordinance: The Town would need to petition the County for zoning ordinance amendments that would be in effect for the entire county.

Advantages – Other towns may be in support of similar modifications and could provide political support for the changes. If approved, the Town would be able to create a better match between the zoning districts and proposed land uses. County staff would continue to administer zoning.

Disadvantages – Changes would affect the entire county and may not be politically

supported by other towns, the County Zoning Committee, Zoning staff, or County Board. More zoning districts may make the existing County ordinance more complex and difficult to administer.

Option 3 – Propose unique Town zoning as appendix to County Zoning ordinance:

The Town could petition to have the Town's zoning district descriptions and related text and map stand alone as an appendix to the County Zoning ordinance. The County could still administer the town's zoning, but the zoning could be quite different from the countywide zoning provisions.

Advantages – The Town could propose their own unique zoning districts, permitted uses and conditional uses that will better achieve the preferred conditions of the proposed land uses. The County could still administer this as a more or less stand alone zoning ordinance for the Town.

Disadvantages – Creating unique zoning districts and map for a single Town may not be politically supported by the County. Other municipalities may wish to do the same thing, creating a wide diversity of zoning provisions to try to interpret and administer. The County zoning ordinance would become even more complex. Administration could be difficult and time consuming for the zoning staff.

Option 4 – Establish a Town of Enterprise zoning ordinance including Town administration and enforcement:

The Town could draft their own zoning ordinance. This would require village powers, a referendum vote, and County Board approval to establish. Also, the County Board would continue to have "veto" power over future amendments to the Town's ordinance.

Advantages – This option would provide for the greatest amount of "local control" over zoning decisions. The zoning districts and other ordinance provisions could be tailor made to best achieve the desired future conditions in each land use area.

Administration of this option could be achieved in a variety of ways. The Town could fund its own administration. The County and Town could jointly administer this ordinance by having a Town zoning administrator that is also a County deputy zoning administrator. Another alternative could involve 66.30 intergovernmental agreements to contract with the County or an adjacent town for zoning administration and enforcement.

Disadvantages – This would be a more expensive option as it would require funding zoning administration and enforcement (including legal expenses) at the local level instead of the County. The Town would likely need to hire at least a part time zoning administrator, and would need to establish a Board of Appeals. Requires County Board approval to establish and for future changes. There still would be some areas of overlap between the County and Town ordinances for shoreland and floodplain areas.

SECTION 5 - WATER QUALITY MANAGEMENT ELEMENT

The following sections outline the basic goals of the plan and a list of activities that the Town might undertake to enhance the lake areas.

5.1 Goals of the Water Quality Management Element

Goals are intended to provide the direction for the Town in its efforts to maintain the quality of lake life. The following goals were developed:

- Goal 1: To protect and maintain public health, and promote public comfort and convenience in concert with the natural resource, through environmentally sound management of the vegetation, fishery and wildlife populations in and around the Town's water bodies;
- Goal 2: To promote a quality, water based experience for residents and visitors to Enterprise consistent with the policies and objectives of the Wisconsin DNR;
- Goal 3: To manage the lake in an environmentally sound manner, to preserve and enhance its water quality and biotic communities, their habitats, and essential structure and function in the water body and adjacent areas; and
- Goal 4: To effectively control the quantity and density of aquatic plant growth in portions of the Town's water ways and lakes to better facilitate water-related recreation, improve the aesthetic value of the resource.
- Goal 5: To collect base data and identify areas for further study.

5.2 Plan Actions

This water quality management plan for the Town of Enterprise provides an overall strategy for accommodating increased demands for additional recreational activities, and more public access without damaging it's most valuable and limited high quality water resources. The plan contains recommendations to protect ecologically valuable areas, to abate excessive sediment loadings from agricultural run off and to restrict boating to safe and environmentally-sound levels while providing adequate public access.

It is recommended that the Town of Enterprise take the lead in implementing the plan. The following summarizes the recommended management actions:

5.2.1 Protection of Sensitive Areas:

It is recommended that measures be taken to preserve and protect ecologically

valuable areas within the Town and its watersheds. The following restrictions are recommended:

- a. That the Town of Enterprise develop a boating ordinance to limit boat speeds in the ecologically sensitive portions of the lake (where speeds are not reduced naturally).
- b. That the Town through an education and information program, discourage human disturbances in the riparian areas except as needed to provide residents with a minimum level of access to the main body of the Lake.
- c. That the Town prohibit dredging, placement of materials, and herbicide usage within the lake;
- d. That the ecologically sensitive areas be marked by the Town with buoys and signs to help enforce the recommended restrictions.

It is further recommended that wetlands be preserved in essentially natural open-space uses, primarily through land use controls. Such preservation should be promoted through the placement of such resources in appropriate zoning districts, such as a conservation district.

5.2.2 Abate Non-point Sources of Pollution:

It is recommended that the Town conduct a public education and information program providing lake residents with information on alternative forms of lawn and garden care, household chemical usage, shoreland protection structures, and other relevant information to reduce and minimize the adverse impacts of residential development in the lake's watershed.

A program to test private septic systems should be established. Failing septic systems are a pollution problem for many lakes. Once problem systems are identified a replacement program can be initiated. The Town should investigate taking on sanitary powers to make testing mandatory.

5.2.3 Protect Water Quality:

The Town should undertake regular water quality measurements as outlined by the DNR Self-help Monitoring Program. This data will help in identifying trends in water quality. In addition, the Town should have the lake chemistry data already obtained, further analyzed to determine existing water quality and establish a baseline of data for identifying trends.

It is recommended that lake vegetation be inventoried and monitored to develop an Aquatic Lake Management Plan. It is further recommended that the Town continue to identify and monitor the extent of infestation of any detrimental species in the watershed and to work with the DNR and other support groups to further assess needed management actions to limit the impacts of this plant on the lake and its watershed areas.

Lake aquatic growth should be controlled. The Wisconsin Waterways Commission program should be pursued to secure funding for a weed harvester, if needed.

5.2.4 Control Congestion:

It is recommended that the Town's boating ordinance limit high speed boating activities to the deeper water portions of the lakes. This may or may not require buoyage depending on the sufficiency of the notice provided to users and riparian residents, enforcement and compliance by the public. Alternatively, the town could consider imposing slow-no-wake speed restrictions on motor-driven water craft near the shoreline, especially within sensitive areas. These boating regulations will help to reduce ecological damage, safety hazards, and recreational use conflicts associated with powered water craft activities. This ordinance should also be beneficial in reducing the incidences of shoreland and lake bottom erosion arising from the passage of boats in the shallow areas of the Lake.

5.2.5 Upgrade Public Access:

It is recommended that public access in the form of an adjoining park be developed to provide off lake residents access to the lake amenities. There is sufficient boat access, but very limited access for non-boating activities.

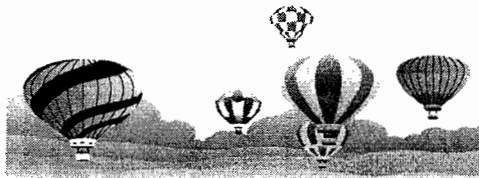
5.2.6 Ground Water

A ground water monitoring program could be established, but would most likely not be cost effective. This is an area that requires additional in-depth study to determine the complexities of this issue.

5.3 Summary

A variety of recommendations were made in this plan in relation to the concerns identified through the survey and from issues common to lakes in the area. These issues, ranging from aquatic plants growth to conflicting lake uses, were addressed in a way to alleviate the concern and still preserve the sensitive environment of the area.

These recommended actions will help minimize existing problems and prevent future problems in the Town of Enterprise. However, no plan can address everything. Additional study will be required at some time, but this plan provides a solid foundation for those studies. The plan itself should be updated, in some manner, every five years to keep it as current as possible.



TOWN SURFACE WATER RESOURCES/ENVIRONMENTAL FEATURES

Principle Lakes	Acreage	SDF*
Alligator Lake	2.8	1.2
Bass Lake	26	1.25
Eagle Lake	15.8	1.07
Gillette Lake	32.2	1.38
High Lake	13.9	1.33
Hildebrand Lake		
Little Bass Lake	2.8	1.23
Miles Lake (Beaver Lk?)	26	1.97
Pelican Lake	3,585	1.9
Shingle Mill Lake	45.2	1.8
Silver Lake	21.4	1.55
Wickham Lake	17	1.56

* **Shoreline Development Factor (SDF)** is a convenient method of expressing the degree of irregularity of the shoreline of a lake compared to the surface area. The SDF is the length of shoreline versus the circumference of a circle having the same surface area as the lake. A perfectly round lake would have a SDF of 1.00.

Lakes with high SDF have more shoreline in relation to surface area and thus are more vulnerable to development pressures per linear foot of shoreline that is developed. These lakes can become more easily overdeveloped and are more susceptible to various types of contamination and runoff resulting from shoreline development.

Principle Creeks

<i>Bergman Creek</i>	<i>Camp Six Creek</i>	<i>Enterprise Creek</i>
<i>Lassig Creek</i>	<i>Little Pine Creek</i>	<i>Noisy Creek, *Outstanding Resource</i>
Water (From Camp Six Creek to Section 21)		
<i>Pine Needle Creek</i>	<i>Planert Creek</i>	<i>Smallpox Creek</i>

*Outstanding Resource Water - has the highest quality water and fisheries in the state and therefore deserves special protection. No discharge is allowed to these waters unless its quality equals or surpasses the quality of the receiving water body. This classification includes wild and scenic rivers (such as the Upper Wolf River) and the best trout streams.

Watersheds

The Town of Enterprise is located in the Upper Wisconsin (UW) River Northern Sub- Basin. The two major watersheds in the Town are UW 40 (Pelican River Watershed) and UW 33 (Noisy and Pine Creek Watershed). A small part of another watershed, UW 30 (Prairie River Watershed). **Below are excerpts from the Department of Natural Resources 1996 Water Quality Management Plan regarding these watersheds:**

UW 40 (Pelican River Watershed):

This is a large watershed which majority of the watershed in Oneida County and small

portions in Langlade County and Forest County. This watershed has two point sources of Camp Deerhorn Inc., which discharges to groundwater within the basin and the City of Rhinelander municipal waste discharging into the Pelican River.

Endangered Resources

1. Timber Wolf, *Canis lupus*, endangered
2. Lynx, *Lynx canadensis*, endangered
3. Bald eagle, *Haliaeetus leucocephalus*, threatened
4. Freija fritillary, *Boloria freija*, special concern
5. Jutta arctic, *Oeneis jutta ascerta*, special concern
6. Farwells water milfoil, *Myriophyllum farwellii*, special concern
7. Round-leaved orchid, *Platanthera orbiculata*, special concern

Significant Streams

Enterprise Creek:

Enterprise Creek is classified as both warm water sport and Class II trout water. Beavers affect the creek.

Local communities have expressed interest in purchasing lands adjacent to critical areas of Enterprise Creek. WDNR should work with these local units of government on land acquisition issues. The overall goal is to protect habitat, water quality and the riparian lands in these selected areas.

Significant Lakes

Pelican Lake:

Pelican Lake is a soft water drainage lake about 10 miles southeast of Rhinelander. Water levels are controlled by WVIC-owned dam at the outlet.

WDNR manages Pelican Lake as a warm water sport fishery and monitors water quality regularly as part of the Long-Term Trend Monitoring Program. WVIC manages Pelican Lake as a storage reservoir to augment Wisconsin River flows. WVIC has periodically monitored Pelican Lake's water quality as well.

Pelican Lake was identified by WDNR managers as an exceptional-quality lake. High quality resource values included water quality, a trophy fishery (muskellunge), unique for population of white bass, a significant waterfowl production and staging area and high quality, multi-use recreation.

UW 33 (Noisy and Pine Creek Watershed):

Endangered Resources:

- Vasey's pondweed *Potamogeton vaseyi*, special concern
Farwell's water -milfoil, *Myriophyllum farwellii*, special concern
Missouri rock cress, *Arabis missouriensis* var. *deamii*, special concern
Twin stemmed bladderwort, *Utricularia geminiscapa*, special concern

Purple bladderwort, *Utricularia purpurea*, special concern
Algal -leaved pondweed, *Potamogeton confervoides*, threatened
Wood turtle, *Clemmys insculpta*, threatened
Lynx, *Lynx canadensis*, endangered
Bald Eagle, *Haliaeetus leucocephalus*, threatened

North Branch of Pine Creek:

The North Branch of the Pine Creek is classified Class III trout fishery. Before the development of Harrison Flowage, the creek was considered to be a fair to good brook trout stream. The flowage may have raised the water temperatures in the stream above optimal levels for trout survival.

Other trout waters within the Town of Enterprise

Bergman Creek Camp Six Creek (From High Lake up to Noisy Creek.)
Enterprise Creek (From CTH G to County Line.)
Lassig Creek Planert Creek
Smallpox Creek Unnamed 21-8 Unnamed 21-14

Natural Areas in the Town of Enterprise

(Information taken from an undated "local" workshop titled, "Oneida County Natural Areas Workshop".)

ID 2/24 - Oneida County Forest - Enterprise Unit

An esker covered with 3 acres of red pine is the major natural feature of this larger, 18,000+/- acre public forest. Workshop participants felt that heavy logging equipment was causing damage and that several areas needed controlled burning. The area supports a large deer population. Major tree species include mixed hardwoods, poplar and pines.

ID 20 - Pelican Lake Area

A 3,585-acre lake with heavy recreational/residential development located at the tension line between the boreal and deciduous forest. The wooded areas are known for wildflowers, including lady slippers, wild ginger, ginseng, and jack-in-the-pulpit. Management problems include past development on substandard lots and impacts on unique features of the area.

ID 22 - Pelican Blue Heron Rookery

Workshop participants felt that these DNR trust lands (40 acres) should be transferred to Scientific Area status.

