

TOWN OF WOODRUFF COMPREHENSIVE PLAN



Prepared by:
Town of Woodruff Plan Commission
With the Assistance of:
North Central Wisconsin Regional Planning Commission

TOWN OF WOODRUFF

PLAN COMMISSION

Sarah Kemp, Chair
Pat Bickner, Secretary
Judy Allen
Betty Henry
Joan Seramur

TOWN BOARD

Michael Timmons, Chair
Judy Allen
Dean Daulton
Tom Granlund
Clark Henry
Shirley Jacoby, Clerk

Adopted: *September 16, 2010*

This plan was prepared as part of the Oneida County Comprehensive Plan process under the direction of the Town of Woodruff Plan Commission by the North Central Wisconsin Regional Planning Commission. For more information contact:

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



ph: 715-849-5510

fax: 715-849-5110

email: staff@ncwrpc.org

www.ncwrpc.org

TABLE OF CONTENTS

Town of Woodruff Comprehensive Plan: An Introduction	v
--	---

Chapters

1. Issues and Opportunities	2
2. Agricultural, Natural and Cultural Resources	12
3. Housing	22
4. Utilities and Community Facilities	27
5. Transportation	35
6. Economic Development	43
7. Land Use	46
8. Intergovernmental Cooperation.	55
9. Implementation	60

List of Tables

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

Table 8:	Industry Sectors	8
Table 9:	Year Structure Built, 2000	23
Table 10:	Residential Occupancy Status, 2000	23
Table 11A:	Housing Units by Structural Type, 2000	24
Table 11B:	Housing Units by Structural Type, 2000-2007	24
Table 12:	Housing Values, 2000	25
Table 13:	Road Mileage by Jurisdiction & Functional Class	37
Table 14:	Rural Highway Functional Classification System	39
Table 15:	Existing Land Use	46
Table 16:	Projected Land Use Demand to 2030	48
Table 17:	Town Equalized Land Values	48

List of Figures

1.	2000 Age Cohorts for Town of Woodruff	6
----	---	---

List of Maps

1.	Locational Reference	1
2.	Natural Resources	21
3A.	Community Facilities	33
3B.	Community Facilities Inset	34
4.	Existing Land Use Inventory	53
5.	Future Land Use Plan	54

Attachments

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

Town of Woodruff Comprehensive Plan: An Introduction

The Town of Woodruff is an unincorporated rural town in northwestern Oneida County with a northern border neighboring Vilas County. It is adjacent to the communities of Minocqua, Lake Tomahawk, and Newbold in Oneida County, and Arbor Vitae and the Lac du Flambeau in Vilas County.

Two influences that define the community are the major crossroads of US Highway 51 and Wisconsin State Highway 47 and the land dominance of the Northern Highland-American Legion State Forest. The availability of forestland contributed to the town's creation and growth in the late 1800s as a logging/sawmill/railhead community and continued to define the town as it developed over time.

As a result, the greatest concentration of commercial and residential development in Woodruff is found in the narrow "panhandle" bordered by the communities of Minocqua to the south, Vilas County's Arbor Vitae to the north, and bisected by Highways 51 and 47.

However, the majority of the town lies within the Northern Highland-American Legion State Forest (72%). Another 20% of the town is covered by water including Tomahawk Lake (3,392 acres) along the southeastern border running parallel to Highway 47, the lakes of Clear, Hasbrook, Gilmore, Buffalo, and Mid fully contained within the community, and several other smaller lakes. Regional medical facilities, including Howard Young Medical Center Hospital, nine churches, and several other non-profit and municipal buildings, leave only approximately 3% of the available land within Woodruff as revenue-bearing.

Despite the obvious handicap of limited taxing ability, Woodruff is known for the quality of its town roads, the professionalism of its police department and volunteer fire department, and excellent medical facilities. In 2007 completion of new town facilities began the effort to establish a new town center and revitalize the limited commercial opportunities available.

Woodruff's location as the center of many recreational opportunities demands that any future development preserve the natural beauty and easy access to these activities and natural resources for local residents and visitors alike. Development will be limited but should be seen as an opportunity to preserve these natural resources and prevent negative impacts of over-development not consistent with the town's Northwoods character and small town atmosphere. New residential development is limited by land constraint and density management, but remains a priority to meet a growing demand of reasonably-priced housing for a large retirement-age demographic. Redevelopment of existing properties may also provide alternative housing solutions.

Woodruff's vision of the future as presented in this Comprehensive Plan will involve working with Oneida County to update county land use strategies as well as maintaining and updating town ordinances and other land use implementation tools to fully preserve and protect the community's recreational opportunities and natural resources. These steps will hopefully lead to greater promotion of already-existing tourism that will in turn spur economic growth within the town.

Insert: Map 1 Location

CHAPTER 1: ISSUES AND OPPORTUNITIES

Introduction

The Town of Woodruff is the size and shape of a standard township with the addition of a narrow "pan-handle" off the northwest corner. The Town lies in the north central part of Oneida County, Wisconsin to the northwest of the City of Rhinelander. The Town of Woodruff is bordered by the towns of Minocqua, Lake Tomahawk and Newbold in Oneida County and Arbor Vitae in Vilas County to the north. It is one of twenty towns in the County. See the location map on page 1.

The Planning Process

The Town of Woodruff participated in the Oneida County Comprehensive Plan development program with the North Central Wisconsin Regional Planning Commission to develop plan documents and facilitate the process in preparing a comprehensive plan for the Town.

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

Purpose of the Plan

The purpose of this plan is to comply with the State of Wisconsin Comprehensive Planning Law, Statute 66.1001. This plan addresses the elements and factors spelled out in the "definition" of a comprehensive plan under the statute.

This plan is intended to be a guide for the future development of the Town not only for the Town of Woodruff as a town comprehensive plan but also for Oneida County as part of the Oneida County Comprehensive Plan.

A. BACKGROUND INFORMATION

This chapter, the first of nine chapters of the Town of Woodruff Comprehensive Plan, explores potential issues that may have an effect on the development of the Town over the 20-year planning period of the plan. As required by the state's comprehensive planning law [§66.1001(2)(a) Wis. Stats.], this 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 available sources had a shorter time period. 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 planning commission, a town land use survey, and observations of the NCWRPC professional planning staff.

Plans are required to be updated every 10 years, roughly corresponding to the decennial census with fresh community data. This is the minimum amount of time between extensive review and update of issues and related objectives, policies, and goals.

1. POPULATION TRENDS AND FORECASTS

In 2000, 1,982 people lived in Woodruff. Between the 1990 Census and the 2000 Census, the Town of Woodruff’s population increased by 21.3% (see TABLE 1). Both the county and the state grew slower than Woodruff, with growth rates of 16.1% and 9.6% respectively. Woodruff added 429 people from 1990 to 2005. According to the 2009 population estimate 2,189 people live in Woodruff.

Table 1: Population Trends

	1990	2000	Estimate 2009	% Change 1990-00	% Change 2000-09
Town of Woodruff	1,634	1,982	2,189	21.30%	10.44%
Town of Arbor Vitae, Vilas Co.	2,531	3,153	3,410	24.58%	8.15%
Town of Newbold	2,281	2,710	2,948	18.81%	8.78%
Town of Lake Tomahawk	851	1,160	1,233	36.31%	6.29%
Town of Minocqua	3,486	4,859	5,365	39.39%	10.41%
Oneida County	31,679	36,776	39,129	16.09%	6.40%
Wisconsin	4,891,769	5,363,675	5,688,000	9.65%	6.05%

Source: US Census, and WDOA Demographic Services Center

TABLE 1 displays the total population for the Town of Woodruff, the neighboring towns, county, and state. From 2000 to 2009 it is estimated that Woodruff has grown faster than the county, state, and surrounding towns except for the Town of Minocqua which has grown at about the same rate. Overall, this area has seen a slowing in population growth when comparing 1990-2000 to 2000-2009.

Population projections in TABLE 2 show the Town of Woodruff growing by 11.8% over the next 20-year period from 2005-2025. Minocqua is projected to

have about 20% total growth over the next 20 years. Newbold and Lake Tomahawk are both projected to have about 14% growth; and Arbor Vitae is projected to grow by 6.3% from 2005-2025. Oneida County is projected to have a 4.2% growth rate.

Table 2: Population Estimate 2005 and Population Forecasts to 2025

	Estimate 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Woodruff	2,063	2,137	2,201	2,254	2,306
Town of Arbor Vitae, Vilas Co.	3,284	3,366	3,430	3,461	3,492
Town of Newbold	2,845	2,963	3,068	3,158	3,245
Town of Lake Tomahawk	1,201	1,264	1,307	1,344	1,380
Town of Minocqua	5,174	5,484	5,752	5,985	6,209
Oneida County	38,073	38,284	38,846	39,254	39,674
Wisconsin	5,580,757	5,751,470	5,931,386	6,110,878	6,274,867

Source: WDOA Demographic Services Center

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

2. HOUSEHOLD TRENDS AND FORECASTS

866 households make up the Town of Woodruff. Total households are projected to increase by 242 from 2000 to 2025 (see TABLE 3). This reflects the population growth projected in TABLE 2. Average household size in Woodruff was 2.61 people in 1990 and 2.22 people in 2000. TABLE 3 reflects an overall trend of fewer people per household and projected population changes.

Table 3: Households

	Total 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Woodruff	866	920	981	1,035	1,076	1,108
Town of Arbor Vitae, Vilas Co.	1,373	1,451	1,543	1,613	1,655	1,689
Town of Newbold	1,114	1,193	1,285	1,364	1,425	1,476
Town of Lake Tomahawk	475	505	539	568	593	611
Town of Minocqua	2,189	2,385	2,606	2,801	2,960	3,095
Oneida County	15,333	15,992	16,809	17,469	17,934	18,265
Wisconsin	2,084,556	2,190,210	2,303,238	2,406,789	2,506,932	2,592,462

Source: US Census, and WDOA Demographic Services Center

Further analysis of housing unit change can be found in other chapters, particularly in the housing and the land use chapters.

3. AGE DISTRIBUTION

Population distribution by age is important in the planning process. Two age groups are examined here: 1) people 5 to 17 years old, and 2) people 65 years and older. These two age groups are often referred to as dependent populations but have different needs. The younger population requires quality schools, while the older group is retiring and need increased healthcare and social networks. TABLE 4 shows the population distribution by age for 1990 and 2000.

		Percent of Population				Median Age
		<5	5-17	18-64	65+	
Town of Woodruff	1990	5.3%	15.4%	52.6%	26.6%	42.8
	2000	5.4%	16.4%	54.0%	24.2%	45.1
Town of Arbor Vitae, Vilas Co.	1990	5.8%	16.0%	55.3%	23.0%	41.6
	2000	4.1%	16.7%	57.5%	21.7%	43.9
Town of Newbold	1990	6.6%	18.1%	61.5%	13.8%	38.2
	2000	4.7%	18.0%	62.8%	14.4%	42.8
Town of Lake Tomahawk	1990	4.9%	16.8%	60.4%	17.9%	38.3
	2000	2.6%	14.0%	63.4%	20.0%	42.8
Town of Minocqua	1990	5.3%	15.9%	57.1%	21.6%	43
	2000	4.2%	15.4%	55.9%	24.5%	47.1
Oneida County	1990	6.3%	17.4%	58.2%	18.1%	38.7
	2000	4.7%	17.6%	59.0%	18.7%	42.4
Wisconsin	1990	7.4%	19.0%	60.3%	13.3%	32.9
	2000	6.4%	19.1%	61.4%	13.1%	36.0

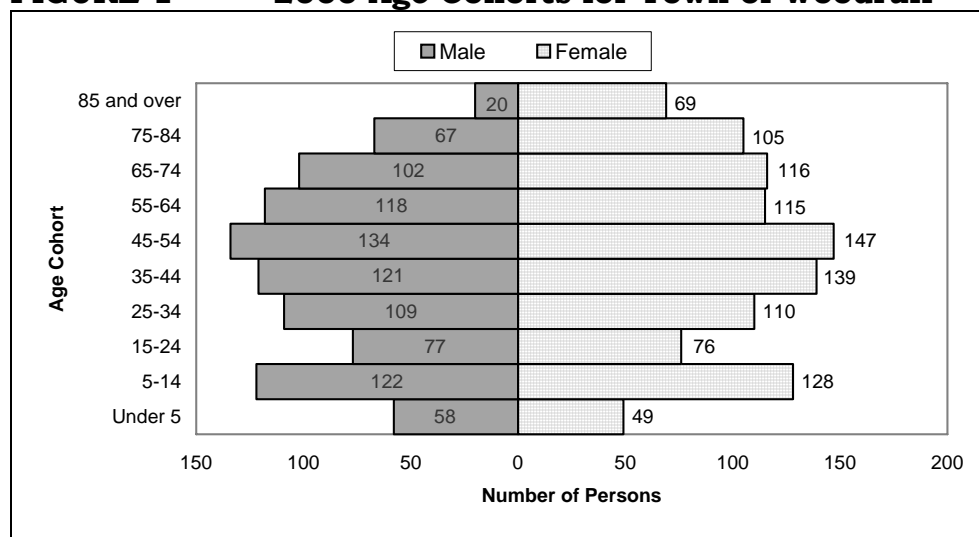
Source: U.S. Census Bureau

In 1990, the median age of Woodruff's population was 42.8 years. At that time, residents of the County had a much lower 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 Woodruff had a lower proportion of population (15.4%) in school (age 5-17) than the County (17.4%) and the State (19.0%). Woodruff's older population (age 65+) percentage of 26.6 is higher than both the County (18.1%), and the State (13.3%).

By 2000, the median age of Woodruff's population had advanced by 2.3 years to 45.1; which is less than the County (3.7 years) and State (3.1 years). Arbor Vitae, Newbold, and Lake Tomahawk all have slightly lower median ages than Woodruff. Minocqua has a slightly higher median age than Woodruff. The Town of Woodruff's school age population (age 5-17) increased one point to

16.4% in 2000. Woodruff's school age population increase was more than the County, and the State; which remained the same from 1990 to 2000. Woodruff's older population (age 65+) percentage of 24.2 is also still higher than the County, (18.7%), and the State, 13.1%).

FIGURE 1 2000 Age Cohorts for Town of Woodruff



Source: U.S. Census Bureau

FIGURE 1 shows the Town's population by age and gender in the form of a population pyramid, where each bar represents the number of people in each age group. The population pyramid shows a population with a large middle-age group (35-54 years). Also Woodruff has a large school age population (5-14 years), but the 15-34 age groups are smaller, indicating that residents may leave the town to seek employment or higher education after high school elsewhere. Women outnumbered men significantly in each age group above 35-44 years, except in ages 55-64 where the number of women almost equal the number of men.

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, 79% of the Town of Woodruff'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, the percentage of high school graduates had increased to 83.3% in the Town, and also rose significantly in both the County at 85.1% and the State at 85.1%. See TABLE 5 for details.

The number of residents in the Town who are 25 and older and have four or more years of college has increased in Town from 188 people in 1990 to 222 in 2000. Both the County and State also rose from 1990 to 2000.

	Town of Woodruff		Oneida County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Less than 9 th Grade	127	108	2,167	1,160	294,862	186,125
9-12 Grade / No Diploma	124	148	2,796	2,791	367,210	332,292
High School Diploma	480	543	8,379	9,648	1,147,697	1,201,813
College / No Degree	237	376	3,952	5,733	515,310	715,664
Associate Degree	51	136	1,558	1,837	220,177	260,711
Bachelor Degree	136	168	2,199	3,444	375,603	530,268
Graduate/Professional Degree	52	54	1,102	1,836	173,367	249,005
Total Persons 25 & Over	1,197	1,533	22,153	26,449	3,094,226	3,475,878
Percent high school graduate or higher	79.0%	83.3%	77.6%	85.1%	78.6%	85.1%
Percent with bachelors degree or higher	14.9%	14.5%	14.9%	20.0%	17.7%	22.4%

Source: U.S. Census Bureau

5. INCOME LEVELS

In 1990, the median household income for the Town was 6.6% lower than the County and about 31% lower than the State. On a per capita basis, the income of Woodruff's residents was 2.5% higher than that of the County, and about 11% lower than the State in 1990.

The Town of Woodruff's median household income expanded to 57.6 % and its per capita income grew 71.2% from 1990 to 2000. This growth was higher than the county but lower than the state.

	1990			2000		
	Town of Woodruff	Oneida County	State of Wisconsin	Town of Woodruff	Oneida County	State of Wisconsin
Median Household Income	\$22,415	\$23,901	\$29,442	\$35,335	\$37,619	\$43,791
Per Capita Income	\$11,978	\$11,681	\$13,276	\$20,508	\$19,746	\$21,271

Source: U.S. Census Bureau

6. EMPLOYMENT CHARACTERISTICS, TRENDS AND FORECASTS

According to the 2000 Census, of the 1,668 people 16 years old and older 730 of these people were not in the labor force. The civilian labor force (population 16 and over) living in Woodruff was 938 people in 2000.

The primary occupation of Woodruff residents in the labor force as of 1990 was *Sales and office*, with *Management* coming in second; but in 2000 it was *Management*, with *Sales and office* coming in second see TABLE 7.

	Town of Woodruff		Oneida County	
	1990*	2000	1990*	2000
Management, professional & related	181	277	3,791	5,117
Service	137	151	2,294	2,747
Sales & office	206	257	3,443	4,465
Farming Fishing & Forestry	7	7	410	268
Construction, extraction & maintenance	26	101	495	1,998
Production, transportation & material moving	50	105	3,352	2,604

Source: U.S. Census Bureau

*Adjusted for differences between 1990 and 2000 Census Categories.

In 1990 the leading industry sector in the Town was *Retail Trade*, and in 2000 it was *Education, health, and social services*. From 1990 to 2000, *Arts, Entertainment, Recreation, Accommodation, and Food Service* gained 131 people, see TABLE 8.

	Town of Woodruff		Oneida County	
	1990*	2000	1990*	2000
Ag., Forestry, Fishing, Hunting & Mining	6	7	422	526
Construction	77	83	1,013	1,455
Manufacturing	53	78	2,265	2,080
Wholesale Trade	13	20	320	425
Retail Trade	198	200	3,064	2,815
Transportation, Warehousing & Utilities	27	10	768	689
Information	N/A	23	N/A	434
Finance, Insurance, Real Estate & Leasing	61	33	566	636
Professional, Scientific, Management, Administrative & Waste Mgmt Services	66	39	1,089	898
Education, Health and Social Services	157	211	2,860	3,953
Arts, Entertainment, Recreation, Accommodation and Food Services	10	141	136	1,694
Public Administration	15	35	715	733
Other Services	36	18	740	861

Source: U.S. Census Bureau *Adjusted for differences between 1990 & 2000 Census Categories.

Historically, *Retail Trade* has been the strongest industry sector county-wide, with 3,064 workers in 1990, but declined by 8.1% to employ only 2,815 people in 2000. *Education, Health and Social Services* increased to 38.2% as the dominant industry sector in 2000 by employing 1,093 people county-wide.

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 Woodruff is not readily available.

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 to 2014 were released in August 2006. 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. Each of the following occupations is projected to require over 600 replacement workers each: *Production; Office & administration; Sales; and Food preparation & serving*. 22.8% of town residents travel outside of Oneida County for employment.

Another way to examine future employment is to review the labor force and unemployment rates. In 1990 the labor force in the Town was 751 people, with an unemployment rate of 2.4%. By 2000 there were 938 people in the labor force with 2.4% unemployment. The unemployment rate for the County was 6.1% in 2000. The degree to which this available workforce is employed is dependent on external economic factors reflected in the unemployment rate.

B. ISSUE IDENTIFICATION

1. REVIEW OF DEMOGRAPHIC TRENDS

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

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

- ✓ The Town of Woodruff is currently in a period of increasing growth.

- ✓ Household formation is driven by the decline in average household size or persons per household and a growing retirement population.
- ✓ A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care, and schools.
- ✓ Median household income of Town residents rose from 1990 to 2000, but still trails the county median.
- ✓ Unemployment rates in the town have been lower than the county as a whole, and most industry sectors have seen growth.

2. ISSUES IDENTIFIED BY PLANNING COMMISSION

After reviewing the background data and previous planning efforts as presented above, the Planning Commission discussed various issues it felt were pertinent to the future development of the Town. These issues are as follows:

- ✓ Large percentage of town area made up of state forest.
- ✓ Significant transportation issues, particularly Highway 51 and 47, face the Town.
- ✓ Town feels undue influence is exerted by outside agencies as a result of these land holdings and transportation issues.
- ✓ A major medical complex, 9 churches, 3 HUD housing facilities and state forests limit the tax base and availability of land for development.
- ✓ The land surrounding the new town hall and the north side of Highway J were areas identified for future economic development in the Town.

C. GOALS, OBJECTIVES, POLICIES & PROGRAMS

Each of the following seven topical chapters of this comprehensive plan includes a set of goals, objectives and policies, which the Town Board will use to guide the future development and redevelopment of the Town over the next 20 years.

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.

In addition, a listing of possible programs that the Town might implement in order to advance the goals and objectives of this plan is included in Attachment C. 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.

CHAPTER 2: AGRICULTURAL, NATURAL & CULTURAL RESOURCES

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

A. BACKGROUND

All planning efforts need to examine relevant previous plans about the community and the surrounding county. These plans are discussed below:

1. ONEIDA COUNTY LAND AND WATER RESOURCE MANAGEMENT PLAN

This Plan provides a framework for local/state/federal conservation program implementation efforts. Implementation of this plan will help protect and improve the valuable water and soil natural resources in Oneida County. Some of the plan's recommendations include protecting shoreland areas, reducing nonpoint source pollution, replace failing septic systems, and reduce wildlife conflicts. A copy of the 2006 - 2011 plan is available in the Oneida County Land Conservation Department.

2. ONEIDA COUNTY OUTDOOR RECREATION PLAN 2009-2013

The primary purpose of this recreation plan is to provide continued direction in meeting the current and future recreation needs of the County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs. Adoption of this plan and its subsequent acceptance by the Wisconsin Department of Natural Resources (WisDNR) allows for continued eligibility for financial assistance from the Land and Water Conservation Fund (LAWCON), the Stewardship Fund, and many other federal and state funding programs. A copy is available in the Oneida County Forestry Department.

3. ONEIDA COUNTY FOREST USE PLAN 2006-2020

The mission of the County Forest is to manage, conserve and protect the natural resources within the county forest on a sustainable basis for present

and future generations. The Plan contains information about forest resource planning, outdoor recreation planning, silvicultural practices, aesthetic management zones, trails and access control, biological communities, and wildlife species that exist within the county forest. A copy is available in the Oneida County Forestry Department.

4. NORTHERN HIGHLAND AMERICAN LEGION STATE FOREST MASTER PLAN

NH-AL State Forest encompasses more than 220,000 acres in parts of Vilas, Oneida and Iron Counties. A significant portion of land within the town of Woodruff is part of this state forest. The NH-AL State Forest master plan spells out how the property will be managed, used and developed, how it will look, and the benefits it will provide. It defines the recreational uses, forestry and other land management practices in addition to other aspects of the property's future use and development.

B. INVENTORY

According to the *Wisconsin Land Use Databook*, the Town of Woodruff between 1991 and 1993 was 1.6 percent agricultural, 83.5 percent forested, and 11.8 percent wetlands. The town's total land area is 28.5 square miles. Of the total land area, 0.7 percent was used for row crops, 0.1 percent was used for foraging, and 0.8 percent was grassland.

1. SURFACE WATER

Surface water resources support the area's economy by drawing tourists, and providing a good quality of life for residents. Oneida County contains one of the highest concentrations of natural lakes in the world.

Woodruff is part of several watersheds. A jagged watershed boundary divides the Town from east to west. The western side is in the Upper Tomahawk River watershed. The northeastern side lies in Sugar Camp Creek watershed, and the southeastern corner lies in the Rhinelander Flowage watershed. All of these watersheds drain into the Mississippi River.

Shoreland zoning is controlled by Oneida County Shoreland Zoning. Actual shoreland jurisdiction measurements are coordinated through the County Zoning Department. Refer to the Natural Resource Map for water bodies in the Town.

Several water bodies within the Town are listed as Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs) as defined by the WDNR. ORWs include Clear Lake (T39N R7E Sec 16 area) and Tomahawk

Lake (T39N R7E Sec 32 area). ERWs include the Wisconsin River (T39N R7E Sec 36).

ORWs and ERWs share many of the same environmental and ecological characteristics. The primary difference between the two is that ORWs typically do not have 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. An Outstanding or Exceptional Resource Water classification gives Wisconsin the authority to limit pollution from grading and dredging on river banks, sewage and industrial sources of pollution, and depletion by high capacity groundwater wells.

Designation as an ORW also offers some additional increased protections. For example, under Wisconsin's current groundwater law, automatic review of proposed high capacity well permits is only triggered if a water body is designated as a trout stream, ERW, or ORW.

2. WETLANDS

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

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

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

The wetlands shown for the Town of Woodruff were mapped from the WisDNR Wetlands Inventory, see Natural Resources Map.

3. FLOODPLAINS

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

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

4. 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 has filtrated 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.

The majority of the Town lies within a glacial drift aquifer, which is the major source of ground water in most of the county. The fractured crystalline bedrock underlying the county is not considered a significant source of water, although locally it provides a small amount for domestic uses.

Groundwater quality in Oneida County and the Town of Woodruff is generally good. The aquifer water principally contains calcium, magnesium, and bicarbonate ions, and a high concentration of iron also exists, but it is not considered a health hazard. In areas with moraines, the aquifer water is hard.

Susceptibility of groundwater to pollutants can be defined as the ease with which a contaminant can be transported from the land surface to the top of the groundwater called the water table. The overlying soil and bedrock materials may allow contaminants to reach the groundwater more easily than in other areas of the state. Groundwater contamination susceptibility in Oneida County is "most susceptible" based upon soil characteristics, surficial deposits, depth to water table, depth to bedrock, and type of bedrock.

Many land use activities have the potential to impact the quality of

groundwater. A landfill may leach contaminants into the ground that end up contaminating groundwater. Gasoline may leak from an underground storage tank into groundwater. Fertilizers and pesticides can seep into the ground from application on farm fields, golf courses, or lawns. Leaking fluids from cars in junkyards, intentional dumping or accidental spills of paint, used motor oil, or other chemicals on the ground can result in contaminated groundwater.

Wellhead protection plans are developed to achieve groundwater pollution prevention measures within public water supply wellhead areas. A wellhead protection plan uses public involvement to delineate the wellhead protection area, inventory potential groundwater contamination sources, and manage the wellhead protection area. A wellhead protection ordinance is a zoning ordinance that implements the wellhead protection plan by controlling land uses in the wellhead protection area.

The Lakeland Sanitary District 1 has a wellhead protection plan but does not have a wellhead protection ordinance.

5. AIR QUALITY

Northwoods towns are often sought out as places to live because the air quality is superior to that of cities. The town of Woodruff does not have industrial smoke stacks or rush hour traffic jams. However, air quality is compromised by vehicle traffic and indoor and outdoor burning. Burning is an issue that has not been adequately addressed with regulation and enforcement. Many residents use “burn barrels” to dispose of their trash in spite of state law forbidding it, possibly due to low public awareness of the law. Still more dispose of yard debris by burning it. The burning of yard waste and paper frequently occurs within close proximity to homes. The use of fireplaces and outdoor wood-burning boilers is another source of air pollution, aggravated by the burning of green or damp wood. These practices adversely impact the health of residents, particularly those with asthma or other conditions, and detract from enjoyment of the outdoors and sometimes indoor spaces. Air quality is often severely degraded in residential areas.

6. FORESTS

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

The pre-settlement composition of forestland in the Town of Woodruff was a mix tree species that was dominated by white pine and red pine.

All forests are dynamic, influenced by natural forces and human activity.

Changes can be subtle and occur over long periods, or can happen suddenly from a timber harvest, windstorm, or fire.

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

7. METALLIC & NON-METALLIC MINERAL RESOURCES

The Wisconsin Department of Natural Resources estimates that there could be as many as five metallic mineral mines developed in Wisconsin over the next twenty years (1997-2017). This includes the Flambeau Mine at Ladysmith, recently closed, the Crandon Project, undeveloped and now owned by Native American tribes, the Lynne Project, shelved in the mid-1990s, and possibly under renewed consideration, and the Bend Project. This estimate is based on the current state of knowledge about the geology of northern Wisconsin and the time it takes to complete the regulatory requirements.

There are a number of active quarries throughout the Town of Woodruff, as well as a few closed or inactive sites.

8. PRODUCTIVE AGRICULTURAL AREAS

The town lost 100 percent of farmland acreage on tax rolls between 1990 and 1997. According to the *Wisconsin Land Use Databook* there were no farms in 1997. Soils classified as "prime farmland" produce the highest yields with minimal inputs and results in the least damage to the environment; see Natural Resource Map for areas of these soil types within the Town.

9. ENVIRONMENTALLY SENSITIVE AREAS

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

One type of area which might fall under the environmentally sensitive

designation is contaminated or potentially contaminated sites in part because they may need special care or monitoring to prevent further environmental degradation or hazard to human life. The WDNR Internet database known as the Bureau of Remediation and Redevelopment Tracking System (BRRTS) lists a number of sites within the Town.

LUST (Leaking underground storage tank) sites have contaminated soil and/or groundwater which includes toxic and cancer causing substances. Spill sites are a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment.

One site in Woodruff is listed as open (clean-up is not completed): LUST Site: Krist Oil/Citgo 8403 Elm St. Monitoring of that site is ongoing. Twenty-two sites are listed as closed, meaning that the remediation was completed. The BRRTS list is available online.

10. RARE SPECIES & NATURAL COMMUNITIES

The Town of Woodruff has 28 sections with occurrences of endangered resources (rare, threatened, or endangered species of plants & animals, and high-quality natural communities) as identified in the Wisconsin Natural Heritage Inventory. More information is available online at dnr.wi.gov/org/land/er/nhi/CountyMaps/

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

11. HISTORICAL & CULTURAL RESOURCES

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

Historic Name (current name if different from historic name, location)

- Milwaukee Road Depot (T39N R6E Sec 1)--restaurant;
- Howard Young Medical Center (T39N R36E Sec 2);
- Woodruff Fish Hatchery buildings (Timber Rd 0.8 mi S of CTH J);
- Gilmore Dam (CTH E and Gilmore Creek);
- and 5 houses of various styles.

There is a Tomahawk Lake site listed on the Wisconsin and National Registers

of Historic Places but information is restricted because the site may contain prehistoric burials.

C. GOALS, OBJECTIVES & POLICIES

Goals and Objectives:

1. Protect and retain natural areas (wetlands, lakes and streams, forests, and wildlife habitat).
2. Maintain or improve surface water quality and protect groundwater quality to ensure that no contamination occurs.
3. Protect air quality.
4. Expand and support recreational opportunities in ways that are consistent with goals one, two, and three.
5. Protect and promote economically productive land areas, including forests and natural areas used for outdoor recreation.
6. Raise public awareness of the primacy of Woodruff's public lands and their importance to both the local economy and to the physical and mental health of visitors and residents.
7. Preserve and promote scenic, cultural, historic, archaeological and recreational sites.

Policies:

1. The Town will recommend approval for development or commercial/industrial activity only in the case that such complies fully with WDNR rules.
2. The Town will actively promote the value of its natural resources and high concentration of campgrounds, trails, beaches, boat landings, and other outdoor recreation features.
3. The Town will not approve any metallic mining, and will require a reclamation plan for new non-metallic mining excavations.
4. Ensure that new on-site septic systems and developments that involve potential sources of groundwater contamination are compliant with all governing regulations.

5. The Town will seek inclusion of all homes within the Town of Woodruff into the sanitary district. New construction within the sanitary district must connect to the sanitary sewer. No new onsite sanitary systems (septic) will be allowed within the sanitary district.
6. Review stormwater runoff, and where indicated, make necessary modifications to streets, parking lots and curbs to ensure that stormwater is properly diverted to avoid pollution of lakes and streams, as well as standing water and ice. Close attention will be paid to past, current and potential hazardous waste sites.
7. The Town shall establish a burn ban. The Town shall enforce the state law banning the burning of trash, and actively promote public awareness of the ban.

Insert Natural Resources Map

CHAPTER 3: HOUSING

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

Forecasts for housing demand (residential land) are discussed in the Land Use Chapter. The existing residential housing base is shown on the Existing Land Use Inventory Map. The potential future residential housing areas to meet forecasted demand are shown on the Future Land Use Plan Map.

Following tables include housing information from the 2000 U.S. Census. Many of the tables may not fully reflect the unique characteristics of the Town of Woodruff. The community includes both full-time residence and seasonal homes. The location of housing stock includes homes located on water as well as homes within the “downtown” area and dispersed through the wooded areas of the Town.

A. HOUSING STOCK ASSESSMENT

1. AGE CHARACTERISTICS

TABLE 9 indicates the age of the housing stock in the Town of Woodruff area that is based on the year the structures were built as reported in the 2000 Census. About 7 percent of Woodruff's housing units were built before 1940, and another 7 percent were constructed in the 1960s. About two-thirds of Woodruff's housing is newer than 1970. More than twice as many homes were built in the 1990s than in the 1980s.

Table 9 **Year Structure Built, 2000**

	1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-2000
Town of Woodruff	102	268	102	339	207	495
Town of Minocqua	396	611	537	1,138	651	962
Town of Arbor Vitae, Vilas Co.	102	350	286	624	430	569
Town of Newbold	73	452	255	438	271	446
Town of Lake Tomahawk	91	179	148	271	157	250
Oneida County	3,806	5,176	3,263	5,851	3,357	5,174
Wisconsin	543,164	470,862	276,188	391,349	249,789	389,792

Source: U.S. Census Bureau

2. OCCUPANCY CHARACTERISTICS

TABLE 10 breaks down the occupancy status of housing units in the Town of Woodruff and surrounding area. Seasonal homes make up about 40% of the housing units in the Town versus about 43% full time owner occupied. Neighboring Minocqua has similar percentages, while Oneida County's full time residency is 46% owner occupied and seasonal residency is over 40%. Although the number of homeless people is not known, a homeless population does exist in the Town of Woodruff. Also, social services to assist this population are limited.

Table 10 **Residential Occupancy Status, 2000**

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units	
					Seasonal (Part of Vacant Units)
Town of Woodruff	1,515	651	215	649	600
Town of Minocqua	4,284	1,728	461	2,095	1,964
Town of Arbor Vitae, Vilas Co.	2,442	1,194	179	1,069	956
Town of Newbold	2,074	1,006	108	960	889
Town of Lake Tomahawk	1,052	401	74	577	548
Oneida County	26,627	12,213	3,120	11,294	10,429
Wisconsin	2,321,144	1,426,361	658,183	236,600	142,313

Source: U.S. Census Bureau

3. STRUCTURAL CHARACTERISTICS

The vast majority of housing units in the Town of Woodruff are single-family homes at 70.8% (see TABLE 11). Minocqua has almost 3 times as many total

housing units than Woodruff. 9.8% of housing in Woodruff consists of other housing types. 7.6% of the housing units are classified as mobile homes within Town of Woodruff, as shown in TABLE 11-A. TABLE 11-B provides number of housing units by housing type from 2001-2007.

	Single-family	%	Multi-family	%	Mobile Home	%	Other	%	Total
Town of Woodruff	1,071	78.5	178	11.7	115	7.6	149	9.8	1,513
Town of Minocqua	3,603	83.9	430	9.9	238	5.5	24	0.6	4,295
Town of Arbor Vitae, Vilas Co.	1,827	77.4	142	6.0	392	16.6	0	0	2,361
Town of Newbold	1,684	87.0	29	1.5	222	11.5	0	0	1,935
Town of Lake Tomahawk	915	83.5	39	3.6	137	12.5	5	0.5	1,096
Oneida County	22,156	83.2	2,061	7.8	2,179	8.2	231	0.9	26,627

Source: U.S. Census Bureau

Year	Single-family	%	Multi-family	%	Mobile Home	%	Total
2000	1,071	78.5%	178	13.0%	115	8.4%	1,364
2001	1,098	78.5%	180	12.9%	120	8.6%	1,398
2002	1,128	78.5%	184	12.8%	125	8.7%	1,437
2003	1,147	78.4%	187	12.8%	129	8.8%	1,463
2004	1,182	78.9%	187	12.5%	129	8.6%	1,498
2005	1,215	79.3%	189	12.3%	129	8.4%	1,533
2006	1,234	79.4%	191	12.3%	129	8.3%	1,554
2007	1,252	79.6%	191	12.2%	129	8.2%	1,572

Sources: U.S. Census and WI Department of Administration

4. VALUE CHARACTERISTICS

2000 median housing value (\$101,800) in the Town of Woodruff is similar to Oneida County's median (\$106,200). See TABLE 12 for more details. About 76 percent of Woodruff house values are below \$150,000. Minocqua has 51 percent, and Arbor Vitae has 74 percent of its housing values below \$150,000.

Table 12 Housing Values, 2000

	<\$50,000	\$50,000 to 99,999	\$100,000 to 149,999	\$150,000 to 199,999	\$200,000 to 299,999	\$300,000 and up	Median Value
Town of Woodruff	8.0%	40.4%	28.0%	9.0%	9.9%	4.7%	\$101,800
Town of Minocqua	0	24.7%	26.0%	17.1%	17.3%	14.8%	\$148,300
Town of Arbor Vitae, Vilas Co.	1.5%	33.6%	38.6%	14.5%	10.0%	1.9%	\$116,100
Town of Newbold	4.6%	33.4%	26.8%	22.3%	8.3%	4.6%	\$122,600
Town of Lake Tomahawk	7.9%	32.9%	31.6%	18.4%	4.6%	4.6%	\$112,100
Oneida County	7.1%	39.3%	24.3%	12.6%	11.4%	5.3%	\$106,200
Wisconsin	6.5%	35.4%	30.6%	15.5%	8.5%	3.5%	\$112,200

Source: U.S. Census Bureau

B. GOALS, OBJECTIVES & POLICIES

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

Goals and Objectives:

1. Promote housing development that provides a variety of housing choices for residents of all income levels, age groups, and people with special needs.
2. Promote the availability of land for the development or redevelopment of low- and moderate-income housing.
3. Maintain and rehabilitate the existing housing stock as appropriate.
4. Promote housing programs and provide educational opportunities to the community.

Policies:

1. The Town will direct residential development to areas designated on its Future Land Use Plan Map.
2. The Town will encourage residential developers to provide a variety of housing types for all income and age groups.

3. The Town will maintain designation of adequate areas for residential development on its Future Land Use Plan Map.
4. The Town will promote programs to assist residents in maintaining or rehabilitating existing housing units.
5. The Town will encourage a regional effort to provide and promote social services that address housing issues for low income residents and people with special needs.
6. New subdivision development will be required to include suitable green space.
7. The Town will work with Oneida and Vilas Counties to establish a Lakeland area social services facility.

CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

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

A. INVENTORY & ANALYSIS OF EXISTING FACILITIES

1. WATER AND WASTEWATER FACILITIES

The Lakeland Sanitary District operates a public water supply system and sanitary sewer service in the Woodruff–Minocqua downtown area. The sanitary system's capacity was expanded in 2007 to nearly double its former capacity, and the area served by the District has been enlarged.

Water supplies outside of downtown are accessed via individual private wells. The drilling, use and abandonment of private water supply wells is regulated by the Wisconsin Department of Natural Resources. The disposal of wastewater outside of downtown is handled by private on-site septic systems that discharge wastewater to underground drainage fields and which may include: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. These on-site wastewater treatment technologies are regulated by both the Wisconsin Department of Commerce and Oneida County Planning and Zoning.

2. SOLID WASTE DISPOSAL AND RECYCLING FACILITIES

Although the Oneida County Landfill, located in the Town of Woodboro, no longer has active land filling, the site still handles disposal, recycling, and composting of waste within Oneida County. Waste collected at the site is hauled out of the county by Waste Management Inc under contract with the County. There is a small demolition waste area on site. There are no plans to reopen/expand landfilling operations, and it is unlikely that Oneida County would develop a new landfill elsewhere.

Private haulers provide "curbside" pick-up of garbage and recycling for residents in the Town of Woodruff on an individual fee basis, or residents can self-haul to the county landfill with a tipping fee, to the transfer site on Hwy J operated by the private company, Veolia, Inc., or to Trig's Recycling Center on

Blumenstein Road. The Town does maintain its own brush site on CTH J east of Bass Lake Road.

3. POWER AND TELECOMMUNICATIONS FACILITIES

Electrical service is provided by Wisconsin Public Service Corporation (WPS). One high-voltage electric transmission line runs from the east and one from the southeast passing through the Northern Highland–American Legion State Forest to converge at State Highway 47 and Mid Lake Road. Three-phase power branches out from a junction of the two high-voltage lines.

The WPS distribution system that provides electricity to the area is located at the northwestern end of the portion of the transmission system known as the "Rhineland Loop". Demand for electricity in the Woodruff-Minocqua area has been increasing at about 4% per year, and the distribution system needs additional transmission support to maintain local reliability. American Transmission Company (ATC) has proposed a new 7-mile power line to extend from the Clear Lake Substation on Hwy 47 near Mid Lake Road to a proposed new distribution substation west of Woodruff.

Natural gas service exists within a few miles of downtown. Liquid petroleum (LP gas) is available for home and business delivery from several vendors.

Telephone service is provided by Charter Communications and Frontier. Charter also provides cable television and high-speed Internet service. Frontier provides DSL Internet in some areas.

4. PARKS, RECREATION AND OTHER YOUTH FACILITIES

Brandy Park, located in the Town of Arbor Vitae, is jointly operated by Arbor Vitae and Woodruff through the Brandy Park Commission. Facilities include baseball and soccer fields, basketball, tennis and volleyball courts, playgrounds, swimming beach, pier, shelter buildings, restrooms, grills, picnic tables, walkways and parking. Across Lemma Creek Road there is a skate board park, and ice skating rink with a warming house and restrooms.

The Town's outdoor recreation facilities are augmented by facilities provided by the Northern Highland–American Legion State Forest and the local school system. The WDNR maintains public campground facilities at Lake Cunard, Carrol Lake, Clear Lake, Tomahawk Lake, and Buffalo Lake within the Town of Woodruff. The Raven Trail system and the Madeline Lake Trail system have groomed cross-country ski trails maintained by the WDNR. Boat landings provided by the WDNR exist on Minocqua, Tomahawk, Clear, Madeline, Carrol, Dorothy, Sweeney, Cunard, Hasbrook, Gilmore, Johnson, and Buffalo lakes.

The Town of Woodruff is part of two school districts: Arbor Vitae–Woodruff Pre-K to 8th grade, and Lakeland Union High School. Students may attend schools outside the district through the state's open enrollment program. The Lakeland Campus of Nicolet Technical College is located in the Town of Minocqua next to Lakeland Union High School.

The Minocqua Public Library serves the Town. The Library is part of the Wisconsin Valley Library System, and Woodruff pays part of its operational costs partially based upon circulation rates from Woodruff.

5. SIDEWALKS/PEDESTRIAN WALKWAYS

Woodruff is fortunate to have sidewalks throughout the downtown area. Sidewalks provide a safe place for walking and for children on tricycles, and encourage pedestrian traffic and exercise, and a sense of common space. Many communities do not have any sidewalks, so these are a significant asset for the Town.

6. EMERGENCY SERVICES

Police protection in the Town of Woodruff is provided by the Woodruff Police Department with an officer on-duty at all times. Police dispatch is operated by the Minocqua Police Department, with both departments sharing a boat patrol, dive team, and a snowmobile patrol. The Oneida County Sheriff Department keeps an office in the Woodruff Town Hall.

The Woodruff Volunteer Fire Department is located behind the Town Hall, and shares a garage with the Town road crew. The Department has mutual aid agreements with surrounding fire departments including Lake Tomahawk which helps cover the southern part of the Town. The Town has its own first responder network.

Woodruff is served by Howard Young Medical Center, a hospital/medical center located in the town. This facility provides 24-hour emergency service and critical care. Marshfield Clinic in Minocqua offers general care and specialists including ambulatory surgery.

Oneida County maintains a countywide ambulance service in conjunction with Howard Young Medical Center and St. Mary's Hospital. The service maintains a number of ambulances with back-up. Two of these ambulances are based at Howard Young Medical Center to serve Woodruff and the surrounding area.

7. OTHER COMMUNITY FACILITIES

The local road system is the most significant public facility maintained by the

Town and is covered in the Transportation Element.

The Town Hall, Police Department, and Community Center are all in one building that was constructed on State Highway 47 just east of downtown in 2007. The Community Center has a 180-person capacity; with restrooms, a full kitchen, and a 15-person conference room that doubles as a storm shelter. The old town hall was located several blocks northeast of the current building, and is currently for sale. The Town garage and fire department are located behind the Town Hall in a separate building also constructed in 2007.

The non-profit Lakeland Community Senior Center serves seniors from Woodruff and the surrounding area with a variety of programs. The Center is a host site for Oneida County meal programs.

The Dr. Kate Museum and Historical Society is a non-profit facility supported in part by the Town of Woodruff. The "World's Largest Penny" site is a part of Woodruff's community identity associated with the history of Dr. Kate.

Evergreen Municipal Cemetery in Woodruff is adjacent to St. Patrick's Catholic Cemetery in Minocqua along State Highway 51. Another cemetery is located on Towline Road.

Animal shelter for stray pets is provided by The Northwoods Animal Hospital for a fee to the town. The nearest animal shelters are in Rhinelander and Eagle River.

B. ASSESSMENT OF FUTURE UTILITIES & COMMUNITY FACILITY NEEDS

The town's residents contract for many services from outside providers such as waste disposal and recycling.

For services directly under the control of the Town, including roads, the Town prepares regular capital improvements plans and budgets that set timetables to address its equipment and facility needs, based on available funds. The town crew supervisor reports to the town chairperson; board members review the condition of roads annually.

C. GOALS, OBJECTIVES & POLICIES

Goals and Objectives:

1. Support and expand use of the services of the Lakeland Sanitary District to maintain ground water quality for residents.

2. Ensure that the town is covered by adequate trash and recycling collection services.
3. Ensure that power and telecommunications services keep up with the demand of the community.
4. Maintain existing recreation facilities and expand facilities when opportunities present themselves. Support the maximum use of these facilities with town infrastructure where possible, and ensure that new development does not negatively impact recreation.
5. Encourage use of pedestrian walkways, and maintain the existing walkways.
6. Maintain and support existing emergency services, and ensure that these services remain adequate to the needs of the town, and are delivered in the most cost-efficient manner possible.
7. Maintain and support existing facilities and infrastructure to keep pace with the community's needs.
8. Plan growth in a way that ensures the town's services and facilities will be adequate to the needs of residents and will not pose undue burdens on taxpayers.

Policies:

1. New development within the Lakeland Sanitary District shall utilize the treatment system. No new on-site waste treatment shall be permitted within the sanitary district. New development adjacent to the Sanitary District will review the feasibility of inclusion in the treatment system.
2. The Town will seek Community Block Grant funds to expand the Sanitary District hookups into adjacent areas where homes are on lots less than two acres in size.
3. The Town will consider the potential impacts of stormwater runoff from new development and will require the developer to provide an engineering assessment and mitigation plan.
4. The Town should consolidate services and/or facilities with other towns whenever the same or greater level of services can be provided for lower cost to the town.

5. New utility, power and telecommunications systems and infrastructure shall be required to locate in existing rights-of-way and shall be approved by the Town.
6. The Town shall require new development or reconstruction within the area currently served by sidewalks to retain or build a sidewalk or paved walkway, where appropriate connecting to the adjacent sidewalk.
7. The Town shall enforce the ordinance requiring property owners to maintain sidewalks in a safe, passable condition year-round. When owners do not clear snow and ice from the walkway, the town shall undertake the clearing and charge the property owner for the cost.
8. The Town shall mark pedestrian crossings at Hwy 47 (1st Street) and Park Ave., with road paint and signs in cooperation with the DOT to facilitate crossing Hwy 47 and Lemma Creek Road to use the recreation facilities at Brandy Park; and in the intersection of Veterans Drive and Hwy 47 for pedestrians crossing at the post office.
9. The Town will seek establishment of bicycle routes through Woodruff, using signs available from Oneida County or DOT to identify the routes.
10. The Town should establish a citizen task force on bicycle trails, possibly in cooperation with the Towns of Arbor Vitae and Lake Tomahawk, to study routes, plan and apply for funding to establish new bicycle trails.
11. The Town should explore with adjacent towns the feasibility of establishing an animal pound/shelter facility.

Insert Map - Community Facilities

Insert Com Facil Inset

CHAPTER 5: TRANSPORTATION

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

A. REVIEW OF STATE & REGIONAL TRANSPORTATION PLANS

This section contains a review of state and regional transportation plans and how they affect the Town of Woodruff.

Corridors 2020

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

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

TransLinks 21

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

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

Connections 2030

Connections 2030 will be a 25-year statewide multi-modal transportation plan that is policy-based. The policies will be tied to “tiers” of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, WisDOT may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan. This plan will not conflict with the Town of Woodruff Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21. Recommendations will be presented in "multimodal corridors." The Town of Woodruff is in part of the Wisconsin River corridor (US 51) between Wausau and Ironwood.

State Trails Network Plan

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

This plan shows one existing and one potential trail near Woodruff. The Bearskin State Trail, named for the Bearskin Creek, is an 18-mile former railroad corridor surfaced with compacted granite for walking and bicycling in summer, and snowmobiling in winter. This trail passes in a north-south orientation from Minocqua south to Tomahawk via the Hiawatha Trail, to the south. The Ashland to Rhinelander segment is a potential corridor of abandoned rail lines including a possible loop from Manitowish Waters to Woodruff to Boulder Junction. The segment follows the old rail corridor along STH 47 to Rhinelander.

Oneida County Pedestrian and Bicycle Corridors Plan, 2002

In 2002, this plan was created to guide the development of bicycle and pedestrian facilities in Oneida County. The vision of this plan is to increase the mobility of people within the County by making walking and bicycling viable and attractive transportation choices. Two routes partially exist in Woodruff. One route is designed to parallel STH 47 on the former railroad bed, as discussed above. The other route is on CTHs D & E, then this route turns into an off road trail from the junction of CTHs J & E and travels north to the county line.

Regional Comprehensive Plan

The Regional Comprehensive Plan (RCP), “A Framework for the Future”, adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in December of 2003, is an updated plan adopted by NCWRPC in 1981. The RCP looks at transportation in all ten counties that make up the

North Central Region, including Oneida County. The plan reviews general transportation trends within the region and recommends how county and local government can address transportation issues.

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

B. TRANSPORTATION MODE INVENTORY

1. HIGHWAYS AND TRUCKING

a. Functional and Jurisdictional Highway Identification

Public highways are generally classified by two different systems, functional and jurisdictional. The functional class refers to the role a particular segment plays in moving traffic within the overall system. The jurisdictional class refers to the entity that owns the facility and holds responsibility for its operations and maintenance. Each is described in more detail below.

In addition to these main classifications, a road or segment of road may hold a variety of other designations including county forest road, rustic road, emergency route or truck route. There are no rustic roads within the Town of Woodruff.

The highway system within the Town of Woodruff is a network of federal, state and county highways along with local roads. Road mileage by jurisdictional and functional classes is shown in TABLE 13.

Table 13: Road Mileage By Jurisdictional And Functional Class				
JURISDICTION	FUNCTIONAL CLASSIFICATION			TOTALS
	ARTERIAL	COLLECTOR	LOCAL	
State*	7.84			7.84
County		11.61		11.61
Town		5.54	42.26	47.80
Other				
TOTALS	7.84	17.15	42.26	67.25

Source: WisDOT & NCWRPC.

* WisDOT has jurisdiction over interstate and federal highways.

The Town of Woodruff is served by U.S. Highway (USH) 51 and State Highway (STH) 47. USH 51 from CTH J to 3rd Avenue is scheduled for reconstruction with new curb, gutter, storm sewer, and sidewalks and on-street bicycle accommodations in 2012, and from 3rd Avenue to the county line is scheduled for reconstruction in 2014.

USH 51 north of USH 8 is designated as Corridors 2020 Connector Route by WisDOT. The significance of this corridor is reflected in the increasing level of traffic. According to WisDOT, which records average daily traffic volumes (number of vehicles) for major state roadways, traffic on USH 51 near the Town has increased about 38% between 1988 and 2006 (from 12,230 to 16,900 vehicles per day).

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

The backbone system is a 1,650-mile network of multilane divided highways interconnecting the major population and economic centers in the State and tying them to the national transportation network. The connector system is 1,550 miles of high-quality highways that link other significant economic and tourism centers to the backbone network. All communities over 5,000 in population are to be connected to the backbone system via the connector network. Within Oneida County, USH 8, USH 45 and USH 51 are highways designated as part of the Corridors 2020 system.

The Town is served by the network of county trunk highways (CTHs). These roads serve rural land uses and distribute local traffic to the regional arterial system. They serve an important role in linking the area's forestry resources to the major highways and urban centers. The County highways serving the Town include CTH D, CTH E, and CTH J. Traffic on CTH J has increased from 1,190 (1988) to 1,700 (2003) vehicles per day. Traffic on CTH E has also increased from 350 (1988) to 570 (2003) vehicles per day.

Town roads are an important component of the county-wide transportation system. Town roads serve local development, as well as the forestry areas. A particular issue of concern with Town roads is that of seasonal weight limits. Forestry activities within the Town make logging trucks a significant concern.

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

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

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

Source: WisDOT

USH 51 is a Principal Arterial while STH 47 southeast of USH 51 is a Minor Arterial. CTH J, CTH E, CTH D and Mid Lake Road are Major Collectors. Woodruff Road is a Minor Collector. All other roads within the Town are classified as Local.

b. Trucking

USH 51 is the principal truck route within the Town as designated by WisDOT. This corresponds with its role as Corridors 2020 connecting route, linking to the Backbone highway system, and facilitating the movement of goods between Oneida County and the rest of the State and nation. STH 47 is also a state designated truck route within the Town.

Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities within the local area. Mapping these local routes is beyond the

scope of this study, and local issues such as safety, weight restrictions, and noise impacts play significant roles in the designation of local truck routes.

2. TRANSIT AND TRANSPORTATION FACILITIES FOR THE DISABLED

The Oneida County Department on Aging coordinates driver-escorted service to residents of Oneida County, which includes Woodruff. These drivers provide transportation to elderly and disabled residents of Oneida County. Travel includes both in and out of county travel, and volunteers provide the service any day or time necessary. The County also operates specialized transit vans in the Minocqua-Woodruff area to provide transportation to meal sites, medical appointments and shopping.

The Discab Company based in Minocqua and Eagle River Taxi provides taxi service in the area. Scheduled intercity bus service is no longer available in the area since Greyhound discontinued service to Rhinelander in a cost cutting measure. Private charter/tour bus companies are based in surrounding cities.

3. BICYCLES, ELECTRIC PERSONAL ASSISTIVE MOBILITY DEVICES AND WALKING

In 2002, Oneida County developed a bike route plan (Oneida County Pedestrian and Bicycle Corridors Plan, 2002) with assistance from the North Central Wisconsin Regional Planning Commission. This plan established a number of scenic bike routes throughout the County.

Two routes partially exist in Woodruff. One route is designed to parallel STH 47 on a former railroad bed. The other route follows CTHs D & E, and then turns into an off road trail from the junction of CTHs J & E traveling north to the county line.

Within the downtown area safe crossing by bicyclists and pedestrians is a challenge at 2nd Street and USH 51 (near the movie theater), STH 47 at Veteran's Drive (near the post office) and Park Avenue adjacent to Brandy Park.

On rural town roads where traffic volumes are less than 1,000 vehicles per day, generally, no special improvements are made to accommodate bicycles. This "shared-use" concept applies to most roads within the Town. Bicyclists and pedestrians commonly utilize these town roads. Electric personal assistive mobility devices such as wheel chairs, scooters and Segways can utilize many of the same trails and roadways as cyclists and pedestrians.

4. RAILROADS

There is no rail service in proximity to the Woodruff area. Shipments needing rail service have to be trucked to nearby cities with rail access including Rhinelander, Tomahawk or Wausau.

5. AIR TRANSPORTATION

Air transportation for Woodruff is provided by three primary airports and one private airstrip, known as Dohlun Airport, located near the Town's southern border.

Lakeland Airport

The Lakeland Airport/Noble F. Lee Memorial Field is cooperatively owned and operated by the Towns of Woodruff, Minocqua, Arbor Vitae, and Lac du Flambeau and located within the Town of Arbor Vitae. This transport/corporate airport is intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston or turboprop) used in commuter air service. The difference between a transport/corporate airport and a commercial airport is that the commercial airport has scheduled passenger service.

Total aviation operations (take-offs and landings) at Lakeland Airport are projected to remain stable around 21,090 per year through 2010, by 2020 the amount of operations will increase to 21,510 according to WisDOT. The airport is served by a full service fixed base operator and includes single hangars, multi-unit T-hangars, and a terminal building.

Howard Young Medical Center Heliport

This heliport is for medical use only, located on the Howard Young Medical Center grounds in the Town of Woodruff.

Rhineland/Oneida County Airport

The Rhineland/Oneida County Airport in Rhineland is the closest commercial airport to Woodruff with regular scheduled passenger service. This airport is an air carrier/air cargo airport, which is designed to accommodate virtually all aircraft. There were 42,340 total aviation operations (take-offs and landings) in 2000. WisDOT projections show total aviation operations increasing to 44,040 by 2010, and 45,740 by 2020 (8 percent increase from 2000).

6. WATER TRANSPORTATION

There are no harbors or ports within the Town, so there is no significant water transport of passengers or freight. Some of the streams within the Town could

support a canoe or small boat potentially but such use would be primarily recreational. No water trails have been designated at this time.

C. GOAL, OBJECTIVES & POLICIES

Goals and Objectives:

1. Support and maintain a safe and efficient Town road system.
2. Support and maintain safe and efficient bicycle routes.
3. Support and maintain safe pedestrian routes and crossings.

Policies:

1. The Town shall work with WisDOT, Oneida County and surrounding communities in transportation planning efforts to achieve the goals stated above, identify significant issues and to ensure consistency in these efforts.
2. Future road locations, extensions or connections will be considered when reviewing development plans and proposals.
3. Town roads serving residential areas must accommodate access requirements for emergency services (fire, EMS and ambulance), school bus routes and snowplows. Review of new developments by these departments should be required pursuant to the Town's recommendation of CUP approvals.
4. The Town shall work with Oneida County Trails Council to develop bike and pedestrian routes and trails within the Town that connect to a system linking adjoining communities.
5. The Town shall identify bicycle routes into and out of the downtown area and provide appropriate signage, road markers and safe crossings to encourage and support bicycle traffic.
6. The Town should update street signage in order to improve visibility and consistency for all residents, delivery services and visitors.
7. The Town will work with WisDOT to determine appropriate locations for access along and in the vicinity of USH 51 and STH 47.
8. The Town will avoid land uses that generate heavy traffic on roads and highways that have not been constructed or upgraded for such use or do not have adequate traffic control.

CHAPTER 6: ECONOMIC DEVELOPMENT

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

A. LABOR FORCE, ECONOMIC BASE ANALYSIS & ASSESSMENT OF LOCAL CONDITIONS

1. Labor Force

According to the Department of Administration's population projections, the population of the Town of Woodruff is projected to grow by 19% from 2000 to 2025. The civilian labor force (population over age 16) living in the Town of Woodruff was approximately 938 workers in 2000. Of these, 40 were unemployed for an unemployment rate of 4.3%. The current County unemployment rate is about 8.2% (7/2009). As a community we can enhance the growth of the Town by retaining businesses and work to attract new business that will provide jobs for our residents.

Commuting patterns provide one way to estimate the number of jobs within a community. The 2000 commuting data shows a total of 1,466 workers traveling to the Town of Woodruff for work. About 16% of these people actually represent residents of the Town working at jobs in the Town. The others travel to jobs within Woodruff from other towns in Oneida County (38%), Vilas County (38%) and other surrounding counties and Michigan (8%). About 329 (37%) Woodruff residents travel to the Town of Minocqua for work, while the next largest group is 89 (10%) who travel to the City of Rhinelander.

2. Economic Base Analysis

The Town is characterized by residential, commercial and light industrial development in the "panhandle" with the majority of the land covered by the Northern Highlands American Legion State Forest. With 71% of the land in the Town of Woodruff occupied by forests (woodland) and unavailable for development economic, development is at a premium in the Town of Woodruff. A strong economic base will provide the higher quality of life and increased incomes for individuals and revenue for businesses will benefit the Town by increasing the tax base.

3. Assessment of Local Conditions

Based on the limited availability of commercial space, redevelopment of the existing downtown becomes an important focus for the Town. The Town desires family oriented entertainment and services, restaurants and small retail shops that serve both tourism and local needs. Beyond this, other specific preferences for categories or types of business desired include: low-impact technology based enterprises and other non-industrial type businesses.

The Town has a number of strengths that may be helpful in attracting and retaining businesses. These include quality of life factors, low crime rates, recreational opportunities and potential economic development in the downtown area.

Some weaknesses in attracting or retaining businesses and industry include: distance to metro-areas, limited skilled workforce, competition with neighbors for tourism dollars, lack of available sites for development, non-resident ownership of many properties, high land values and transportation issues.

The area around the town hall presents a location for town-center type development while space along County J provides a location for highway commercial type uses. The Future Land Use Map (see Chapter 7) identifies areas planned for potential commercial use in the Town of Woodruff.

Reuse or redevelopment is an important concept for towns like Woodruff with limited space for future development. A reuse opportunity of significant importance to the Town lies in the old town hall property, which is currently for sale. Reuse of environmentally contaminated sites is an important emphasis in Wisconsin. The Town supports the reuse of such sites provided that the Town is secure from liability issues.

B. GOALS, OBJECTIVES & POLICIES

The Town of Woodruff supports efforts to stabilize and expand the economic base and employment opportunity for its residents and the community. A review of economic base assessment information has led to the establishment of the following economic development goals, objectives and policies:

Goals and Objectives:

1. Promote the expansion of the current economic base and develop new employment opportunities that will enhance the “northwoods” character.

Policies:

1. The Town will encourage light industrial, commercial, and technological development in designated areas that will not negatively impact environmental resources or adjoining property values.
2. The Town will encourage businesses that are compatible with a "northwoods" setting and will promote tourism including gift shops and restaurants.
3. The Town will review costs and benefits to the Town of a proposed development project prior to approval.
4. The Town will encourage development of recreational infrastructure with linkages to the downtown such as trails and promote multiple use of the right of ways.
5. The Town will encourage expansion of technology infrastructure that businesses need in today's economy such as broadband Internet access.
6. The Town will accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding residential areas.
7. The Town will support efforts to promote economic development in the community with the local chamber of commerce and economic development corporations.

**CHAPTER 7:
LAND USE**

This chapter of the Town of Woodruff Comprehensive Plan addresses the land use portion of the plan. This chapter is based on the statutory requirement [§66.1001(2)(h) Wis. Stats.] for a "compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property". This chapter reviews existing land uses, trends, programs, and proposes future land uses.

A. EXISTING LAND USE INVENTORY

Current land use activity in the Town is characterized by residential, commercial and institutional development in the "panhandle" with a majority of the township adjacent to the "panhandle" comprised of forestlands making up part of the Northern Highlands American Legion State Forest. Some privately held parcels of land are interspersed with the forestlands. These areas are mainly associated with Tomahawk, Hasbrook, Gilmore and Buffalo lakes and contain significant residential development. The area between Tomahawk Lake and State Highway 47 is the largest and has the most significant residential and some commercial development.

The existing land use map was developed in two steps. The first step was an air photo interpretation by NCWRPC. The Town Plan Commission then reviewed the map for corrections. The intent of this map is to provide a generalized overview of land uses as they currently exist in the town.

The NCWRPC developed calculations to determine land areas by use after the existing land use map was completed. Table 15 presents the current breakdown of land-use types within the Town. The majority of the Town is woodlands at 16,696 acres or 72%. Approximately 13,040 of those acres are state forest land. Water covers about 20% of the Town. The next most significant land use type is residential at 4.1%. The other land uses combined are only about 4% of the total area.

Table 15: Existing Land Use		
Land Use	Acres	Percent
Agriculture	14	0.06%
Commercial	132	0.58%
Government/Institution.	66	0.29%
Industrial	19	0.08%
Open Land	401	1.77%
Outdoor Recreation	69	0.30%
Residential	934	4.11%
Transportation	205	0.90%
Water	4,623	20.36%
Woodlands	16,248	71.54%
Total	22,711	100%

Source: NCWRPC, Town of Woodruff

B. LAND USE TRENDS

1. LAND SUPPLY

The presence of the Northern Highlands-American Legion State Forest, limits the supply of land available for development or other uses. In the short term, there appears to be privately held, undeveloped land to meet the Town's needs. Long term, however, availability of land may affect the Town's ability to grow.

2. LAND DEMAND

RESIDENTIAL:

The overall residential demand for land in the Town of Woodruff results from a projected 242 increase in households (2000–2025). TABLE 16 shows projected residential land demand based on household projections for the Town and an average lot size of one acre. Although some of the development will occur on larger or smaller parcels, this is more difficult to predict. In order to accommodate anticipated population growth by the year 2025, an average of 48 acres of residential land will need to be added to the Town every 5 years. This does not account for seasonal home development.

About 172 of the 242 new housing units will probably be built as single-family, since 71 percent of all housing stock in Town is single-family dwellings. About 29 (12%) of the projected 242 housing units are likely to be multi-family housing units, and another 19 (8%) of the projected housing would be mobile home-type units. The remaining 22 units represent "other" types of residential development. The multifamily units may reduce the overall demand for residential acreage slightly, but the difference is expected to be negligible.

Seasonal housing comprises about 40% of the total units within the Town. Although existing seasonal homes are being converted to full-time permanent residences, it is assumed for planning purposes that new seasonal units will remain a stable proportion resulting in an additional 161 seasonal homes. These units would consume an average of about 32 acres every five years.

INDUSTRIAL, COMMERCIAL AND AGRICULTURAL:

Industrial use within the Town is primarily scattered non-metallic mining operations. By their nature, non-metallic mining operations expand overtime, and as existing pits are closed, new pits will open. As a result, the amount of industrial land attributed to non-metallic mining is anticipated to fluctuate but remain fairly constant at about 19 acres over the planning period.

Commercial development is subject to market forces and difficult to predict. There has been significant commercial development in the Town, but new

commercial enterprises have appeared sporadically over time. As a result an optimistic estimate of doubling of the current level of commercial from 132 acres to 174 acres by 2025 will be anticipated.

The total acreage of agricultural land is minimal within the Town of Woodruff and it is anticipated to remain stable over the planning period. Table 16 shows the projected increase of residential, commercial, industrial and agricultural land uses in 5-year increments from 2010 to 2030.

	2010	2015	2020	2025	2030*
Residential Acreage Demand	934	1,014	1,094	1,174	1,254
Industrial/Commercial Acreage Demand	151	195	239	283	327
Agricultural Acreage Demand	14	14	14	14	14

Source: NCWRPC

*Extension of 2000-2025 trend.

3. LAND VALUE

Overall equalized land values in the Town have increased about 71 percent over the last eight years. However, not all categories of land values have increased. Residential property values increased by about 139 percent, while undeveloped decreased by 44 percent. Table 17 shows the Equalized Land Values in the Town of Woodruff comparing 2000 with 2008.

Type of Property	2000	2008	% Change
Residential	44,236,700	105,894,700	139.4%
Commercial	6,010,200	12,955,600	115.6%
Manufacturing	17,400	19,300	10.9%
Agricultural	0	0	--
Undeveloped	39,500	22,100	-44.1%
Ag. Forest	0	0	--
Forest	1,653,000	2,966,200	79.4%
Other	0	0	--
Total Value	51,956,800	121,857,900	134.4%

Source: WI DOR, 2000 & 2008

4. OPPORTUNITIES FOR REDEVELOPMENT

There is potential for the redevelopment and reuse of sites and buildings in the downtown area including the old town hall property. This becomes critical for future growth and development of the Town because of the lack of developable land.

There are a number of properties in Town that contain environmental contamination and are still in use. See the Natural, Agricultural, and Cultural Resources and Economic Development chapters regarding these sites. Quarries have a built-in redevelopment mechanism via reclamation regulations. Most existing quarries within the Town have a number of years of life left. Reclamation to a useable state is required upon closure of any quarry.

5. EXISTING AND POTENTIAL LAND USE CONFLICTS

Unkempt or poorly maintained buildings and properties including accumulating junk and vehicles have been generally labeled as “eyesores” and identified as a conflict issue by the Town Plan Commission. Other areas of land use conflict within the Town include agricultural activity (ie hobby farms) adjacent to residential development and quarry activities adjacent residential development. This plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers and public information and education components.

C. FUTURE LAND USE 2009-2029

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

Town of Woodruff Plan Commission members participated in a mapping exercise to identify the desired future land uses by designating Land Use Map Classifications. Commission members used their broad knowledge of the Town to indicate different future land uses throughout the Town. The goal was to produce a generalized land use plan map (future land uses) to guide the Town's growth. The Future Land Use map can be found at the end of the chapter.

LAND USE MAP CLASSIFICATIONS:

Land use classifications describe a collection of land uses and are designed to be compatible with each other. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide when making land use and zoning decisions.

1. Residential

Identifies areas recommended for residential development typically consisting of smaller lot sizes.

2. Rural Residential

Identifies areas that are recommended for less dense residential development, consisting of larger minimum lot sizes than the residential category. These areas will also allow a mixture of residential uses, and provide a good transition from more dense development to the rural countryside.

3. Residential Retail

Identifies areas recommended for residential development, as well as allowing for existing commercial establishments located within this classification.

4. Commercial

Identifies areas recommended for commercial development.

5. Industrial

Identifies areas recommended for “light” industrial development.

6. Governmental/Public/Institutional

Identifies areas and facilities that are designated for the public good. For example: utilities, community facilities, schools, and governmental buildings.

7. Forest

Identifies areas of large woodlands.

8. Transportation

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the town.

9. Preservation & Open Space

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

D. GOALS, OBJECTIVES & POLICIES

A resource-based land management policy allows the Town to address competing development concerns that may arise. This policy utilizes physical characteristics of the land and current land uses to guide where future development should occur. The following land use goals, objectives and policies are a means of guiding future development within the Town towards a more orderly growth pattern:

Goals and Objectives:

1. Maintain orderly planned growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.
2. Promote and regulate development that preserves the rural character of the Town and minimizes groundwater impacts from on-site septic systems and other sources.

Policies:

1. The Town will maintain a long-range comprehensive plan, which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this plan, as well as other Town, County, and state plans and regulations.
2. Land uses should be planned so that development occurs in an orderly manner and land use conflicts are avoided.
3. When planning for new development it will not adversely affect the property value or livability of neighboring properties.
4. The Town will encourage future commercial development to be clustered in planned development commercial districts.
5. The Town will promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, agricultural, commercial and industrial structures.
6. The Town will encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
7. The Town will provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future

market demand for residential, agricultural, commercial and industrial uses.

8. The Town will balance individual property rights with community interests and goals.
9. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses.
10. All residential and commercial development should be set back from the roads and buffered by either natural vegetation or evergreen plantings.
11. Use-buffer areas should be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; landscape buffers should also be used, especially where use-buffers are impractical.

Insert Map
Existing Land Use

Insert Map
Future Land Use Plan

CHAPTER 8: INTERGOVERNMENTAL COOPERATION

The Intergovernmental Cooperation chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for sighting and building public facilities and sharing public services.

As required by the state's comprehensive planning law [§66.1001(2)(g) Wis. Stats.], the chapter discusses the potential benefits of intergovernmental cooperation and analyzes the relationship of the Town of Woodruff to school districts, adjacent local governmental units, the regional planning commission, the State and other governmental units. The chapter concludes with an identification of existing or potential conflicts between the governmental units and a process to resolve such conflicts.

A. BENEFITS OF INTERGOVERNMENTAL COOPERATION

1. COST SAVINGS

Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly. Examples include shared library services, police and fire protection, and recycling of household hazards.

2. ADDRESS REGIONAL ISSUES

By communicating and organizing their actions and working with County, regional, and State agencies local communities are able to address and resolve issues which are regional in nature. Examples include the construction and maintenance of highways and planning and construction of facilities for storm water management.

3. EARLY IDENTIFICATION OF ISSUES

Cooperation enables County and local governments and other agencies to identify and resolve potential conflicts at an early stage, before affected interest have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.

4. REDUCED LITIGATION

Communities that cooperate may be able to resolve issues before they become involved in litigation. Reducing the possibility of costly litigation can save

money, as well as the disappointment and frustration of unwanted outcomes.

5. UNDERSTANDING

As communities communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.

6. TRUST

Cooperation can lead to positive experiences and results that build trust and good working relationships between communities.

7. HISTORY OF SUCCESS

When communities cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.

B. ASSESSMENT OF INTERGOVERNMENTAL RELATIONSHIPS, PLANS AND AGREEMENTS

1. SCHOOL DISTRICT

The Town of Woodruff is part of two school districts including Arbor Vitae–Woodruff Elementary and Lakeland Union High School. The elementary school is located in the Town of Arbor Vitae and Lakeland Union High School is located in Minocqua. The Nicolet Technical College district includes the Town of Woodruff and has its Lakeland Campus located in the Town of Minocqua.

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

2. SANITARY DISTRICT

The Lakeland Sanitary District supplies water and sewer service around the "panhandle" area of the Town of Woodruff. The District also includes parts of the Towns of Minocqua and Arbor Vitae. The District is administered by an independent Board of Commissioners under state guidelines.

3. ADJACENT LOCAL GOVERNMENTS

a. Surrounding Towns

The Town of Woodruff is bordered by the towns of Minocqua, Lake Tomahawk and Newbold in Oneida County. To the north in Vilas County, Woodruff is adjacent to the Town of Arbor Vitae.

The joint Woodruff - Arbor Vitae Park Commission manages Brandy Park for both towns. The Town Fire and Police Departments have mutual aid with all surrounding departments. The Lakeland Airport administered through a joint commission between Towns of Woodruff, Arbor Vitae, Lac Du Flambeau, and Minocqua. The public library in the Town of Minocqua serves the surrounding area including the Town of Woodruff.

b. Oneida County

Oneida County directly and indirectly provides a number of services to the Town of Woodruff. The Town has a good working relationship with many County departments, including Finance, Highways, Sheriff, Parks, Planning and Zoning.

The County Highway Department maintains and plows County, State, and Federal highways within the Town. The Town's ambulance coverage is provided by the County, as well. The Sheriff manages the 911-dispatch center, not only for ambulance but also for dispatching the Town Fire Department, EMS and police. The Forestry and Outdoor Recreation Department maintains a county-wide park system and county forest system for the use and enjoyment of all residents including the Town of Woodruff. The Planning and Zoning, Land Information and Land & Water Conservation departments administers zoning, provides land records access and land conservation services.

In many cases where State and Federal agencies require area-wide planning for various programs or regulations, the County sponsors a county-wide planning effort to complete these plans and include each individual local unit in the process and resulting final plan. Examples of this include the County Outdoor Recreation plan which maintains the eligibility for WisDNR administered park and recreation development funding of each local unit of government, and All Hazard Mitigation Plans which are required by FEMA in order for individual local units of government to qualify for certain types of disaster assistance.

4. NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

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

qualifies the Town of Woodruff for low cost local planning assistance. Typical functions of the NCWRPC include (but are not limited to) land use, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

5. STATE AND FEDERAL GOVERNMENT

The Wisconsin departments of Natural Resources and Transportation are the primary agencies the Town will work with regarding development activities. Many of the goals and objectives of this plan will require continued cooperation and coordination with these agencies.

The Wisconsin Department of Natural Resources takes a lead role in wildlife protection and sustainable management of woodlands, wetland, and other wildlife habitat areas, while Wisconsin Department of Transportation is responsible for the planning and development of state highways, railways, airports, and other transportation systems. State agencies make a number of grant and aid programs available to local units of government. Examples include local road aids, the Local Roads Improvement Program (LRIP), WisDNR Stewardship program, and the Priority Watershed Program. There are also a number of legislative mandates from the State that the Town must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads (WISLR).

Most federal programs are administered by the State, so the Town would be working with the responsible state agency with regard to federal programs and regulations.

C. EXISTING / POTENTIAL INTERGOVERNMENTAL CONFLICTS

The following intergovernmental conflicts were identified:

- ✓ County Zoning administration.

The following potential intergovernmental conflicts were identified:

- ✓ Issues regarding the large percentage of state forest land.
- ✓ Issues regarding highways 51 and 47 corridor development.
- ✓ Issues regarding communications / services corridors.

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

D. GOALS, OBJECTIVES & POLICIES

Goals and Objectives:

1. Strive for intergovernmental cooperation with neighboring towns, Oneida County and State agencies.
2. Seek mutual cooperation with special-purpose districts.
3. Explore the advantages and disadvantages of incorporation and/or consolidation with adjacent towns.

Policies:

1. The Town will investigate cost sharing opportunities with neighboring towns and the Oneida County to provide more efficient services.
2. The Town will recognize the need to cooperate with entities sharing legal jurisdiction in the Town such as the State agencies, County departments, and special purpose districts.
3. The Town will work with Oneida County on the development of a County Comprehensive Plan.
4. The Town will work with the Town of Minocqua to establish a joint municipal court.
5. The Town will encourage intergovernmental cooperation when selecting sites for locating public facilities.
6. The Town will provide land use related information to help school districts and other special purpose districts plan for the future.
7. The Town will investigate the possibilities of incorporation and/or consolidation by holding discussions with adjacent towns.

CHAPTER 9: IMPLEMENTATION

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

A. ACTION PLAN RECOMMENDED TO IMPLEMENT THE COMPREHENSIVE PLAN

This plan is intended to be used as a guide by Town and County local officials when making decisions that affect growth and development in the Town of Woodruff. It is also important that residents and developers know of the plan.

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

RECOMMENDATION 1: PLAN COMMISSION

It is recommended that the Town Board use the adopted plan as a guide for decisions that affect development in the Town.

The Town of Woodruff Plan Commission is to review the plan's effectiveness on an annual basis and make a comprehensive review and update of the plan every ten years.

The primary implementation tool for this plan is the Oneida County Zoning Ordinance, which provides the underlying regulatory framework that supports many of the plan's policies. Currently, the Town Board reviews local zoning petitions and forwards their recommendation to Oneida County for consideration. Although the County makes the decision on the zoning petition, the Town has veto authority over zoning changes approved at the county level.

It is recommended that, eventually, the Plan Commission be given responsibility for reviewing zoning applications and proposed land uses and for making formal recommendations to the Town Board. This would relieve political pressure on the Town Board related to zoning decisions and add credibility to Town recommendations that are forwarded to the County. In addition, the Plan Commission would be most familiar with the Town of

Woodruff Comprehensive Plan and better able to focus on land use issues confronting the Town. This is consistent with a large number of towns across the State of Wisconsin.

Another recommendation is the creation of a standard form for recording Plan Commission zoning recommendations to the Town Board and Town Board zoning recommendations to the County, including all reasons for the recommendation and each member's vote on the matter, and that it be attached to the original zoning petition and copied for the Plan Commission records.

Any zoning change that the Town Board denies, or for any zoning change approved by the County, but vetoed by the Town, a Town resolution of disapproval should be passed and filed with the County within 10 days, as required by Wisconsin Statute §59.69(5)(e)3 to exercise Town veto authority. This procedure would strengthen the Town position on all zoning matter.

RECOMMENDATION 2: INTERGOVERNMENTAL COOPERATION

The Town of Woodruff's cooperation with neighboring towns and other units of government will minimize intergovernmental conflict and ensure that the goals and objectives of this plan are fully realized. Key recommendations include the following:

- ✓ Work with Oneida County to incorporate the Town of Woodruff Comprehensive Plan into the Oneida County Comprehensive Plan.
- ✓ Work with Oneida County to revise and implement the All Hazards Mitigation Plan for reducing the impacts of natural disasters.
- ✓ Continue to build on the initial framework established in the Intergovernmental Cooperation chapter of this plan.

RECOMMENDATION 3: INFORMATION AND EDUCATION

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

B. PLAN REVIEW AND UPDATE

An annual review is to be completed by the Plan Commission, comparing how each land use decision made during the year addressed the goals, objectives

and policies of the plan. If land use decisions are inconsistent with the plan goals, objectives and policies, then consider the following options:

- ✓ Make appropriate revisions to land use decision-making to reflect the plan goals, objectives and policies.
- ✓ Review the goals, objectives and policies to ensure they are still relevant.
- ✓ New implementation tools may be considered to manage land use decisions.

A comprehensive plan update is required every 10 years by the State. At a minimum, the Plan Commission should conduct a detailed review of each element of the plan, and statistical information should be updated. An essential characteristic of any planning program is that it reflects the needs and desires of the Town's citizens.

C. PLAN AMENDMENT PROCEDURE

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

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

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

A copy of the proposed plan amendment will be available to all local governmental units within and adjacent to the Town, Oneida County and regional planning commission.

The Town Clerk publishes a 30-day Class 1 notice announcing a public hearing on the proposed change(s). At the same time, the Town Clerk also mails this notice to all owners and operators of nonmetallic mines within the Town.

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

A copy of the approved plan amendment will be sent to:

- All school districts, and the technical college district that serve the Town;
- All adjacent Town Clerks;
- Oneida County Clerk, and Oneida County Planning & Zoning;
- The local library
- North Central Wisconsin Regional Planning Commission
- WIDOA, Division of Intergovernmental Relations

D. PLAN CONSISTENCY BETWEEN CHAPTERS

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

ATTACHMENT A
PUBLIC PARTICIPATION PLAN

TOWN OF WOODRUFF

Public Participation Plan

I. Background

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

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

II. Objectives

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

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

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

III. Techniques

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

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

Town of Woodruff

RESOLUTION # 2009-03

For Adoption of a Public Participation Plan

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

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

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

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

ADOPTED on the 24 day of March 2009.

ATTEST: Shirley R Jacoby
Clerk

The governing body of the Town of Woodruff has authorized this Resolution, dated today.

ATTEST: Michael R. Tamm
Chairperson

ATTACHMENT B
PLAN ADOPTION DOCUMENTATION

66.1001 (4) * Ordinance to adopt comprehensive plan.

**STATE OF WISCONSIN
Town of Woodruff, Oneida County**

SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of Woodruff Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Woodruff to lawfully adopt a comprehensive plan as required under s. 66.1001 (4) (c), Wis. stats.

SECTION II – AUTHORITY

The town board of the Town of Woodruff has authority under its village powers under s. 60.22, Wis. stats., its power to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Woodruff must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the town board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

The town board of the Town of Woodruff, by this ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the town board present and voting, provides the authority for the Town of Woodruff to adopt its comprehensive plan under s. 66.1001 (4), Wis. stats., and provides the authority for the town board to order its publication.

SECTION IV – PUBLIC PARTICIPATION

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

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Woodruff, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the town board the adoption of the Town of Woodruff Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

SECTION VI – PUBLIC HEARING

The Town of Woodruff, has held at least one public hearing on this ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wis. stats.

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

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

SECTION VIII – SEVERABILITY

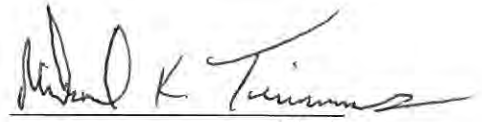
If any provision of this ordinance of its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance are severable.


SECTION IX – EFFECTIVE DATE

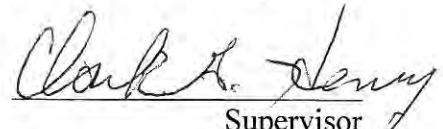
This ordinance is effective on publication or posting.

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

Adopted this 16th day of September, 2010.


Chair


Supervisor


Supervisor

Supervisor

Supervisor

Attest: 
Clerk

RECEIVED
JUL 02 2010
WOODRUFF TOWN OFFICE

Resolution

STATE OF WISCONSIN
Town of Woodruff
Oneida County

The Plan Commission of the Town of Woodruff, Oneida County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the town plan commission present and voting resolves and recommends to the town board of the Town of Woodruff as follows:

Adoption of the Town of Woodruff Comprehensive Plan.

The Town of Woodruff Plan Commission, by this resolution, further resolves and orders as follows:

All maps and other materials noted and attached as exhibits to the Town of Woodruff Comprehensive Plan are incorporated into and made a part of the Town of Woodruff Comprehensive Plan.

The vote of the town plan commission in regard to this resolution shall be recorded by the secretary of the town plan commission in the official minutes of the Town of Woodruff Plan Commission.

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

Adopted this 29 day of June 2010.

[Signatures of plan commission members]

<u>Deborah I. Kemp</u>	<u>Joan V. Wagner</u>
<u>Judith J. Allen</u>	<u>John K. Bickel</u>
_____	_____

Attest: [Signature of plan commission secretary]

John K. Bickel

**ATTACHMENT C
PROGRAMS**

PROGRAMS

The following provides a list of programs by element that the Town may already participate in or could potentially utilize in the future. They are listed in order of the plan chapters.

A. AGRICULTURAL, NATURAL & CULTURAL RESOURCES PROGRAMS

Programs available to the Town of Woodruff 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.

The Oneida County Land and Water Resource Management Plan, available in the County Land and Water Conservation Department, should be used to implement the following land and water resource management programs (*). The Land and Water Resource Management Plan shows the lead agency for a particular resource issue.

*Aquatic Habitat Protection Program: The WisDNR 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 rivers, 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 WisDNR for further information.

Drinking Water and Groundwater Program: This WisDNR 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. WisDNR 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.

*Endangered Resources Program: The WisDNR'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 WisDNR 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 WisDNR'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 WisDNR for further information.

*Nonpoint Source Pollution Abatement Program: This WisDNR 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 WisDNR 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 WisDNR 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 WisDNR approved outdoor recreation plan. Contact the WisDNR 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 WisDNR 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 WisDNR'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 WisDNR 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.

B. HOUSING PROGRAMS

Various organizations offer a variety of programs to assist with the purchase, rehabilitation, or construction of housing. Many of these programs are listed below:

Housing Repair and Rehabilitation Grant: This program is administered by the Rural Housing Service of the USDA Rural Development Department. Seniors aged 62 and older may obtain a grant for rehabilitating their home provided they are below 50% of the area median income and are unable to procure affordable credit elsewhere.

Housing Repair and Rehabilitation Loan: Also administered by USDA, this program is a loan for rehabilitation provided applicants meet the same standards as the grant above.

Rural Housing Loan: USDA Rural Development also offers direct loans or loan guarantees to help low-income individuals or households purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

HUD's FHA Loan: This program is administered by the U.S. Housing and Urban Development Department and offers a low down payment of 3% mortgage loan for home purchase or construction for selected applicants under certain income limits.

HUD Insured Loans for Condominiums, Energy Efficiency, Special Credit Risks, and Rehabilitation: These programs are administered by the U.S. Housing and Urban Development Department. HUD will insure selected applicants under certain income limits when procuring loans for rehabilitation or for rehabilitation at the time of purchase.

FHA HUD 203(k) Home Rehabilitation Loan Program: Whereas HUD desires to see current housing stock rehabilitated, this program provides owner

occupants of existing homes, or intended owner occupants who are looking to purchase a home, readily available mortgage money to refinance/rehabilitate or purchase/rehabilitate their homes, respectively.

VA Home Loans: These loans, administered by the U.S. Department of Veterans Affairs, are often made without any down payment at all, and frequently offer lower interest rates than ordinarily available with other kinds of loans. These loans may be used for purchase or construction up to \$240,000.

HOME Loans: The Wisconsin Housing and Economic Development Authority (WHEDA) offers federal HOME Investment Partnership Program loans with a low, fixed interest rate to help low- and moderate-income individuals and families buy a home.

Oneida County Housing Authority: The Oneida County Housing Authority is a local non-profit organization responsible for assisting in the development and maintenance of public housing facilities. The authority is funded by the Wisconsin Housing and Economic Development Authority (WHEDA), and it maintains three public housing facilities in Woodruff including Wood Court Apartments with 20 units, Woodland Lake Estates with 44 units and One Penny Place with 51 units..

Social Services: Various social service programs help with housing issues and homelessness including: Tri-County Women's Outreach, Salvation Army, Lutheran Social Services, AODA, NIJII, etc.

C. UTILITIES AND PUBLIC FACILITIES PROGRAMS

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

The efficient utilization of these resources is one of the basic principles of comprehensive planning. Already in-place infrastructure is a public asset that must be safeguarded for the future, both to conserve and protect environmental values and to maximize the benefits of economic growth. Development that bypasses or ignores existing infrastructure resources is wasteful of the public investment that they represent. Development patterns that require the extension of utilities and the expansion of public facilities while existing facilities go unused at other locations is probably not the best use of scarce public resources.

Both the state and federal governments offer programs that assist communities with the development of critical infrastructure and facilities. These programs are listed in more detail in the Economic Development Element of this plan.

D. TRANSPORTATION PROGRAMS

Below is a listing of programs that may be of assistance to the Town with regard to the development of the local transportation system. The Wisconsin Department of Transportation is the primary provider of programs to assist local transportation systems. A wide variety of programs are available to serve the gamut of jurisdictions from county down to the smallest town. The programs most likely to be utilized by rural towns such as Woodruff include:

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

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

E. ECONOMIC DEVELOPMENT PROGRAMS

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

Local:

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

County:

Oneida County Economic Development Corporation (OCEDC): The Oneida County Economic Development Corporation (OCEDC) was founded in 1989 as a nonprofit 501(c)(3) Corporation to act as an economic development coordinator for all of Oneida County. OCEDC assists individuals investigating the feasibility of going into business, works with existing business to expand and retain economic viability, and works to attract new business in an effort to expand our economic base and provide employment alternatives to the citizens of Oneida County. OCEDC also acts as a conduit between business and government on a local, regional, state, and federal level.

Oneida County Revolving Loan Fund: A Wisconsin Department of Commerce Economic Development Grant was awarded to Oneida County, which enabled the county to establish a revolving loan fund in order to assist local businesses. The fund is managed and administered by the OCEDC.

Regional:

North Central Wisconsin Development Corporation: The North Central Wisconsin Development Corporation (NCWDC) manages two revolving loan funds designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. The fund is targeted to businesses in the ten county region.

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

State:

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

Wisconsin Small Cities Program: The Wisconsin Department of Commerce provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and

for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

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

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

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

Federal:

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

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

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

F. LAND USE PROGRAMS

A number of different programs directly and indirectly affect land use within the Town. The principle land use programs include the Oneida County Zoning and Land Division ordinances. The Town of Woodruff also has a number of other ordinances contained within its municipal code. Official mapping authority is available but not widely used.

G. INTERGOVERNMENTAL PROGRAMS

66.0301 – Intergovernmental Cooperation: Wisconsin Statute §66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, and sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with §66.0301, formerly §66.30, are the most common forms of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

Municipal Revenue Sharing: Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement may be invalidated after the minimum 10 year period.

Incorporation: Wisconsin Statutes, 66.0201 – Incorporation of villages and cities; purpose and definitions, and 66.0211 – Incorporation referendum procedure, regulate the process of creating new villages and cities from Town territory. Wisconsin Statute, 66.0207 – Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation.

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

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

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