

# TOWN OF CONOVER, VILAS COUNTY COMPREHENSIVE PLAN 2010



Prepared by:

Town of Conover Plan Commission

With the assistance of the:

North Central Wisconsin Regional Planning Commission

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# **Chapter 1: Issues & Opportunities**

## **CHAPTER 1: ISSUES & OPPORTUNITIES**

This chapter, the first of nine chapters of the Town of Conover 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 acceptable sources had lesser time periods for their forecasts. Official sources are used for data and forecasting, including the WDOA Demographic Service Center, and the U.S. Census Bureau.

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

### **A. BACKGROUND INFORMATION**

#### **1. POPULATION TRENDS AND FORECASTS**

According to the 2000 Census, 1,137 people lived in the town. Between the 1990 and the 2000, the town's population increased by 205 persons or 22.0 percent. The surrounding towns all grew over the same period, as did the County and the State, with growth rates of 18.8 and 9.6 percent respectively.

Since 2000 the population has continued to increase in all of the nearby communities as well. Table 1 displays the total population for the Town of Conover, the neighboring towns, the County, and the State.

The 2008 population estimate from the Wisconsin Department of Administration for the town is 1,262.

**Table 1:  
Population Trends**

	1990	2000	Estimate 2005	% Change 1990-00	% Change 2000-05	% Change 1990- 05
Town of Conover	932	1,137	1,241	22.0%	9.1%	33.2%
Town of LOL	839	882	926	5.1%	5.0%	10.4%
Town of Plum Lake	465	486	527	4.5%	8.4%	13.3%
Town of Cloverland	768	919	1,004	19.7%	9.2%	30.7%
Town of Lincoln	2,310	2,579	2,718	11.6%	5.4%	17.7%
Town of Washington	1,189	1,577	1,621	32.6%	2.8%	36.3%
Town of Phelps	1,187	1,350	1,458	13.7%	8.0%	22.8%
Vilas County	17,707	21,033	22,215	18.8%	5.6%	25.5%
Wisconsin	4,891,769	5,363,675	5,580,757	9.6%	4.0%	14.1%

Source: U.S. Census, and WDOA Demographic Services Center

Population projections from the State of Wisconsin are displayed in Table 2. Overall the town and all of the surrounding communities, as well as the county and state are expected to increase in population.

**Table 2:  
Population Forecasts to 2030**

	Projection 2010	Projection 2015	Projection 2020	Projection 2025	Projection 2030
Town of Conover	1,303	1,374	1,442	1,500	1,542
Town of LOL	934	950	965	973	974
Town of Plum Lake	541	560	577	590	598
Town of Cloverland	1,051	1,107	1,159	1,202	1,235
Town of Lincoln	2,769	2,841	2,906	2,953	2,975
Town of Washington	1,673	1,741	1,802	1,852	1,885
Town of Phelps	1,506	1,566	1,622	1,667	1,697
Vilas County	22,953	23,829	24,645	25,295	25,720
Wisconsin	5,772,370	5,988,420	6,202,810	6,390,900	6,541,180

Source: WDOA Demographic Services Center

## 2. HOUSEHOLD TRENDS AND FORECASTS

In 2000, there were 483 households in the town. This is based on an Average Household size in town was 2.35 people in 2000, which is less than the 2.50 State average.

Overall, total households are projected to increase by 246 by 2030. Table 3 reflects an overall trend of more households based upon fewer people per household and projected population growth.

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

**Table 3:  
Households**

	Total 2000	<i>Estimate</i> 2005	Projectio n 2010	Projectio n 2015	Projectio n 2020	Projectio n 2025	Projectio n 2030
Town of Conover	483	539	583	629	671	705	729
Town of LOL	412	442	459	478	494	502	507
Town of Plum Lake	221	245	259	275	287	296	302
Town of Cloverland	416	465	501	540	574	602	623
Town of Lincoln	1,111	1,195	1,255	1,321	1,374	1,408	1,426
Town of Washington	683	718	763	813	855	887	909
Town of Phelps	560	615	655	697	733	761	780
Vilas County	9,066	9,821	10,429	11,087	11,648	12,067	12,350
Wisconsin	2,084,55 6	2,208,57 1	2,322,06 2	2,442,35 4	2,557,50 4	2,654,90 5	2,738,47 7

Source: U.S. Census, and WDOA Demographic Services Center

## 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 and have different needs. The younger group requires schools, and the older group is retiring from the workforce. Table 4 shows each of these groups in 1990 and 2000.

In 1990, the median age of Conover’s population was 42.7 years, by 2000 that had increased to 44.5. Compared to the county the town’s median age is slightly less, but compared to the state it is older. High median age reflects a retirement population. Cloverland has a median age of 49.6 which is highest in this region.

**Table 4:  
Age Distribution 1990 to 2000**

		Percent of Population				Median Age
		<5	5-17	18-64	65+	
Town of Conover	1990	5.9%	16.8%	55.7%	21.6%	42.7
	2000	3.2%	18.7%	57.7%	20.4%	44.5
Town of LOL	1990	5.8%	16.8%	56.3%	21.1%	43.4
	2000	3.9%	14.9%	56.1%	25.2%	48.6
Town of Plum Lake	1990	6.9%	17.2%	54.8%	21.1%	39.0
	2000	2.9%	16.9%	57.6%	22.6%	48.1
Town of Cloverland	1990	4.6%	16.4%	56.6%	22.4%	47.4
	2000	3.2%	13.6%	59.2%	24.0%	49.7
Town of Lincoln	1990	5.6%	17.6%	56.0%	20.8%	40.8
	2000	4.4%	15.9%	58.4%	21.3%	45.1
Town of Washington	1990	4.8%	19.8%	56.7%	18.7%	40.4
	2000	3.2%	17.2%	60.1%	19.6%	45.4
Town of Phelps	1990	5.1%	17.4%	51.6%	25.9%	44.8
	2000	3.4%	15.0%	53.8%	27.9%	49.3
Vilas County	1990	5.9%	16.3%	54.9%	22.9%	42.9
	2000	4.3%	16.4%	56.5%	22.8%	45.8
Wisconsin	1990	7.4%	19.0%	60.3%	13.3%	32.9
	2000	6.4%	19.1%	61.4%	13.1%	36.0

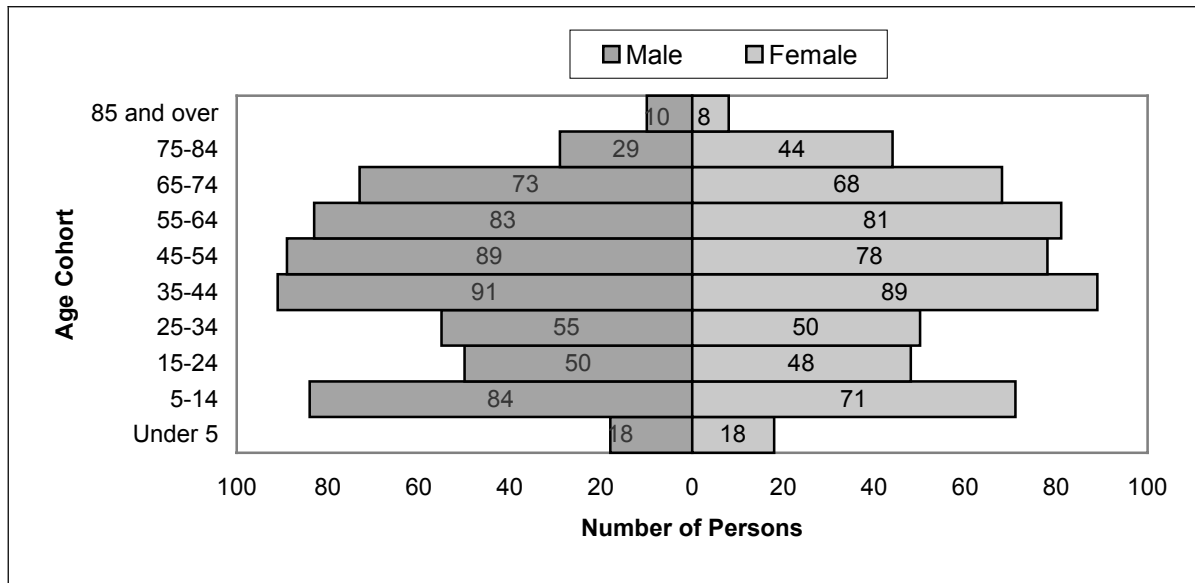
Source: U.S. Census Bureau

Another way to examine population is with a population pyramid, as shown in Figure 1. This shows males and females by detailed age categories. A typical pyramid would have a broad base of young people and a decreasing number as the population increases to show a narrowing toward to top.

In the town there is generally a balance between male to female in all age groups. However, there is a smaller number of young adults and has a larger concentration of older people. This is another indication of a retirement community.

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

**FIGURE 1:  
2000 Age Cohorts for Town of Conover**



Source: U.S. Census Bureau

#### 4. EDUCATION LEVELS

The educational attainment of persons within a community is often an indicator of the overall income, job availability, and well being of a community. See Table 5 for a detailed breakdown of the town, county and state.

In 1990, 76.9 percent of the town of population age 25 and over were high school graduates (or higher), compared to 76.1 percent in the County and 78.6 percent in the State. By 2000, the percentage of high school graduates had risen to 82.0 percent in the Town, compared to the County at 85.4 percent and the State at 85.1 percent.

In 1990, 16.6 percent of the town of population age 25 and over were college graduates (or higher), compared to 13.7 percent in the County and 17.7 percent in the State. By 2000, the percentage of college graduates had decreased to 15.4 percent in the Town, compared to the County at 17.6 percent and the State at 22.4 percent.

**Table 5:  
Education Levels**

	Town of Conover		Vilas County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Less than 9 <sup>th</sup> Grade	72	53	1,160	604	294,862	186,125
9-12 Grade / No Diploma	82	106	1,897	1,676	367,210	332,292
High School Diploma	277	332	4,687	6,233	1,147,697	1,201,813
College / No Degree	102	189	2,609	3,386	515,310	715,664
Associate Degree	23	65	709	1,014	220,177	260,711
Bachelor Degree	79	110	1,200	1,981	375,603	530,268
Graduate/Professional Degree	32	26	553	773	173,367	249,005
Total Persons 25 & Over	667	881	12,815	15,667	3,094,226	3,475,878
Percent high school graduate or higher	76.9%	82.0%	76.1%	85.4%	78.6%	85.1%
Percent with bachelors degree or higher	16.6%	15.4%	13.7%	17.6%	17.7%	22.4%

Source: U.S. Census Bureau

## 5. INCOME LEVELS

In 1990, the median household income for the town was \$18,281, compared to the county at \$20,352, and the state at \$29,442. The town lagged behind the state, but exceeded the county level. By 2000, incomes had risen to \$31,163 while the county increased to \$33,759, and state to \$43,791. In 2000, the town lagged behind both the county and the state.

Meanwhile in 1990, the per capita income for the town was \$9,601, compared to the county at \$10,866 and the state at \$13,276. The town had surpassed the county, but lagged behind the state in 2000. By 2000, incomes had risen to \$18,692, while the county increased to \$18,361, and state to \$21,271.

**Table 6:  
Income Levels**

	1990			2000		
	Town of Conover	Vilas County	State of Wisconsin	Town of Conover	Vilas County	State of Wisconsin
Median Household Income	\$18,281	\$20,352	\$29,442	\$31,163	\$33,759	\$43,791
Per Capita Income	\$9,601	\$10,866	\$13,276	\$18,692	\$18,361	\$21,271

Source: U.S. Census Bureau

## 6. EMPLOYMENT CHARACTERISTICS AND FORECASTS

The following tables use U.S. Census information related to occupation and industry sectors. These figures reflect the occupations and the type of industry that residents are engaged. These jobs and industry sectors may or may not be located in the town.

Table 7 displays the primary occupations of the employed residents in the labor force in year 1990 and 2000, as well as the county. Sales and Office, Service, Management, professional & Related moving were the top three occupations in the Town of Conover. Those were also the top three occupations in Vilas County.

**Table 7:  
Occupation of Employed Workers**

	Town of Conover		Vilas County	
	1990	2000	1990	2000
Management, professional & related	83	108	1,764	2,338
Service	84	105	1,341	1,901
Sales & office	76	155	1,787	2,608
Farming Fishing & Forestry	15	19	271	128
Construction, extraction & maintenance	6	88	269	1,332
Production, transportation & material moving	81	51	1,568	961
Totals:	345	526	7,000	9,268

Source: U.S. Census Bureau

The Wisconsin Department of Workforce Development (WDWD) prepares employment forecasts. These projections are by industry for its multi-county service regions. The current projections, released August 2006, cover 2004-2014.

The projections for the North Central Workforce Development Area cover Vilas County and include eight other counties. These projections show increases in all occupations. *Production*; and *Farming, fishing, & forestry* occupations both are projected to gain less than 30 positions each for the whole region. The following occupations are all projected to need over 600 replacement workers each: *Production*; *Office & administration*; *Sales*; and *Food preparation & serving*.

## 7. 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.

- ✓ The Town of Conover is currently in a period of increasing population and economic 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.
- ✓ Conover has a younger population compared to surrounding communities and the county.

Median household income of Town residents rose from 1990 to 2000, but still trails the county median.

## **B. ISSUE IDENTIFICATION**

The citizens, landowners, Plan Commission, and Town Board have identified a variety of issues and trends during the planning process. They are:

Little change has occurred in the community. The community lacks amenities & activities of some of the surrounding communities.

There are some seasonal and year round resident conflicts.

Area lakes nearly fully developed with residential uses. Limited growth in that area, more wooded subdivisions anticipated throughout the town.

A sanitary sewer study was completed previously and the conclusion was that there was limited feasibility for the development of a district, due to limited users, geography, and overall costs.

Numerous outdoor activities are available throughout the community because of the abundance of natural resources. There are vast areas of forested public lands and lakes.

Community needs to promote the areas ATV and Snowmobile trails, and its location at the headwaters of the Wisconsin River.

### **C. GOALS, OBJECTIVES, POLICIES, & PROGRAMS**

Each of the following chapters of this comprehensive plan includes a set of goals, objectives and policies, which the Town Board will use to guide the future development 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.

Some chapters also includes a listing of possible programs that the Town might access in order to advance the goals and objectives of this plan. The listing does not imply that the Town will utilize every programs 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: Natural Resources**

## **CHAPTER 2: NATURAL, AGRICULTURAL AND CULTURAL RESOURCES**

This chapter, the second of nine chapters of the Town of Conover 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. Those plans are discussed below:

#### 1. Vilas 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 Vilas County. Some of the plan's recommendations include: a variety of information strategies, encouraging lake planning & monitoring by the public, promoting stormwater management, developing shoreland protection measures, reducing sediment erosion into waterways, encouraging creation of shoreland buffers, upgrading failing septic systems with new technology where applicable, and promoting forest silviculture. A copy is available in the Vilas County Land and Water Conservation Department.

#### 2. Vilas County Outdoor Recreation Plan

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 Vilas County Forestry Department. This plan needs to be updated.

### 3. Vilas County Forest Comprehensive Land Use Plan, 2006-2020

The mission of the Vilas County Forestry Department 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 at the Vilas County Forestry Department.

## **B. INVENTORY**

### WATER RESOURCES:

#### 1. SURFACE WATER

Conover is part of two watersheds. The majority of the town is located in the Tamarack Pioneer River watershed; except for a small portion of the northwest corner of the town is located within the Presque Isle River Watershed. The sub continental surface-water divide determines where surface water will drain. All streams in Conover flow into the Mississippi River.

Vilas County Shoreland Zoning is in effect. Actual shoreland jurisdiction measurements are coordinated through the County Zoning Department. Refer to Natural Resources Map for water bodies in the Town.

#### Outstanding and Exceptional Resource Waters

Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised.

Several water bodies are listed as ORWs in Conover— North Twin Lake, Tamarack Creek, Stormy Lake and the Wisconsin River. There are four water bodies listed as ERWs in Conover— Pioneer Creek, Muskrat Creek, Sucker Creek and an unnamed creek (Sections 28 and 33 T41N R10E).

#### Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." A water body is

considered impaired if a) the current water quality does not meet the numeric or narrative criteria in a water quality standard or b) the designated use that is described in Wisconsin Administrative Code is not being achieved. A documented methodology is used to articulate the approach used to list waters in Wisconsin. Every two years, states are required to submit a list of impaired waters to EPA for approval.

Three water bodies in Town are listed as not meeting the standards set under the U.S. Clean Water Act, Section 303(d). The impaired waters in Conover are: Pioneer and Upper Buckatabon. Both lakes have mercury contamination from the air, and are rated a low priority for clean-up by the WDNR. The only action taken based upon that pollution is for the WDNR to issue fish consumption advisories.

### Invasive Aquatic Species

Surface water resources in Vilas County are threatened by the introduction of invasive aquatic species. These species out compete native species and degrade habitats possibly by decreasing biodiversity from having less plant and animal species. North Twin Lake has infestations of eurasian water-milfoil (*Myriophyllum spicatum*), rusty crayfish (*Orconectes rusticus*), and Chinese mystery snail (*Cipangopaludina chinensis*). Stormy Lake has infestations of rusty crayfish (*Orconectes rusticus*) and Spiny Waterflea (*Bythotrephes cederstroemi*). Big Portage Lake have infestations of rusty crayfish (*Orconectes rusticus*). Pioneer and Hunter Lake has an infestation of Chinese mystery snail (*Cipangopaludina chinensis*). Contact the County Land and Water Conservation Department for public outreach education strategies.

## 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 Conover were created from the WisDNR Wetlands Inventory. See the 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.

### 4. GROUNDWATER & GEOLOGY

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

Most groundwater in Vilas County is obtained from sand and gravel aquifers. These aquifers occur as surficial sand and gravel deposits or as isolated buried deposits.

Surficial sand and gravel deposits are mainly on extensive outwash plains. Well yields range from 50 to 2,000 gallons per minute. Most high-capacity wells are 40 to 130 feet deep, and yield 15 to 60 gallons per minute per foot of drawdown. Shallow wells in these deposits are subject to pollution.

Isolated buried deposits are located in the moraine areas of eastern and northwestern Vilas County. Water is obtained mainly from lenses of saturated sand and gravel buried within or below glacial till. Wells are drilled 20 to 200 feet deep to yield 5 to 50 gallons per minute, but yields of 200 gallons per minute are possible.

Groundwater quality in Vilas County and the Town of Conover is generally good. Local differences in quality are the result of the composition, solubility, and surface of the soil and rock through which the water moves, and the length of time that the water is in contact with these materials. The main constituents in the water are calcium, magnesium, and bicarbonate ions. Mainly in the moraines, the water is hard. A high content of iron is a problem in many wells, but it is not a health hazard.

Susceptibility of groundwater to pollutants is defined here as the ease with which a contaminant can be transported from the land surface to the top of the groundwater called the water table. Many materials that overlie the groundwater offer good protection from contaminants that might be transported by infiltrating waters. The amount of protection offered by the overlying material varies, however, depending on the materials. Thus, in some areas, the overlying soil and bedrock materials allow contaminants to reach the groundwater more easily than in other areas of the state.

The Town of Conover is susceptible to Groundwater contamination throughout the town. Five physical resource characteristics were identified as important in determining how easily a contaminant can be carried through overlying materials to the groundwater. These characteristics are depth to bedrock, type of bedrock, soil characteristics, depth to water table and characteristics of surficial deposits

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.

## LAND RESOURCES:

### 1. 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 Conover was a mix of conifer and deciduous tree species that included hemlock, sugar maple, yellow birch, jack pine, scrub (Hill's oak), beech, with white pine, and red pine throughout.

All forests are dynamic, always changing from one stage to another, influenced by natural forces and humans. Changes can be subtle and occur over long periods, or can happen in seconds 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.

## 2. METALLIC & NON-METALLIC MINERAL RESOURCES

The Wisconsin Department of Natural Resources estimates that there could be no more than five metallic mineral mines developed in Wisconsin over the next twenty years (1997-2017). This includes the Flambeau Mine now in operation, the Crandon Project now owned by two tribes, the Lynne Project no longer being considered, the Bend Project known but not yet under consideration, and one additional ore body not now known. This estimate is based on the current state of knowledge about the geology of northern Wisconsin and the steps necessary to discover an ore body and the time it takes to complete the regulatory requirements.

There are a number of quarries throughout the Town of Conover, as well as a few closed or inactive sites. All quarries are shown on the Natural Resources Map.

## 3. SOILS & PRODUCTIVE AGRICULTURAL AREAS

According to the *Wisconsin Land Use Databook*, the Town of Conover between 1991-1993 was 1.9 percent agricultural, 74.0 percent forested, and 23.2 percent wetlands. The town's total land area is 80.6 square miles. Of the total land area, 0.2 percent of land was used for row crops, 0.2 percent was used for foraging, and 1.5 percent was grassland.

In terms of farming trends, the town has lost 6 acres of farmland acreage on tax rolls between 1990 and 1997. According to the *Wisconsin Land Use Databook* there were no farms remaining in 1997.

#### 4. ENVIRONMENTALLY SENSITIVE AND REDEVELOPMENT AREAS

Environmentally sensitive areas typically include groundwater protection areas, threatened or endangered species habitat, floodplains, wetlands and other unique or special resources where encroachment or development could have negative consequences.

Redevelopment is the reuse of a parcel of land. Within the town there are 16 sites identified by the WDNR Internet database known as the Bureau of Remediation and Redevelopment Tracking System (BRRTS). These sites were contaminated or potentially contaminated sites with their prior use. All of these sites have been remediated to DNR standards and are available for use.

The following sites were listed as closed (or remediated):

- ERP Site: Harold Johnson Sand and Gravel, 3572 McSpeak Rd (open site)
- ERP Site: Prince Corp, Highway 45 South of Lake Pleasant
- ERP Site: Remington Oil, 4127 Highway 45
- ERP Site: Robert Burns, 6231 W Buckatabon
- LUST Site: Conover Service Station, 560 Highway 45
- LUST Site: Maple View Resort, 3360 Mcpeak Rd
- LUST Site: Conover Town Garage, 430 Town Rd
- LUST Site: Anderson Property, 4860 Highway K
- LUST Site: Cocktail Corners, 306 Highway 55
- Lust Site: Hedberg Well Drilling, 3908 Chicago Ave
- Spill Site: East Side of Highway 45 South of Lake Pleasant
- Spill Site: Energy Mart, 4127 S Highway 45
- Spill Site: 6231 W Buckatabon
- Spill Site: Central Timber Inc, Deep Lake Rd
- Spill Site: Poly Foam Insulation Spill, 2.5 Miles south of Conover on Highway 45
- Abandoned Container Site: Vilas County Forest, Highway K

**ERP** sites are sites other than LUSTs that have contaminated soil and/or groundwater.

**LUST** sites have contaminated soil and/or groundwater with petroleum, 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.

**Abandoned Container** sites have an abandoned container with potentially hazardous contents has been inspected and recovered.

## 5. RARE SPECIES & NATURAL COMMUNITIES

The Town of Conover has 41 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.

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

The Wisconsin Land Legacy Report 2006-2056, compiled by the WDNR, is a comprehensive inventory of the special places that will be critical to meet future conservation and outdoor recreation needs for the next fifty years. The report focused on identifying what areas of our state or regionally significant green infrastructure remains to be protected. One Land Legacy Areas that exist in the Town of Conover are summarized below.

Border Lakes Region is a DNR Legacy Place that was identified to meet future conservation and outdoor recreation needs for the next 50 years. The DNR Land Legacy report recommends protection of such places. A table of current status summarizes each place with 5 stars representing the highest level for that category:

Border Lakes Region	
Size	Large
Protection Initiated	Moderate
Protection Remaining	Moderate
Conservation Significance	5 Stars
Recreation Potential	2 Stars

Vilas, Oneida, and Iron Counties harbor on of the highest concentrations of lakes in the world. Although most of the privately owned lake shoreline in these counties is developed, a pocked of mostly undeveloped or lightly developed lakes exists along the border with Michigan's Upper Peninsula. These lakes support an unusually diverse and high quality assemblage of aquatic natural communities.

The Border Lakes Region is flanked by the NH-AL State Forest, several large County Forest properties, the Nicolet National Forest, and Michigan's Ottawa National Forest. This area harbors a high quality forest complex with several patches of old-growth forest. Numerous rare bird and plant species are known to exist here.

Protection of this unique mosaic of lakes, wetlands, and upland forests—with its significant water quality, fisheries, wildlife, and forestry resources—is important to maintaining the biological diversity and recreational opportunities of northern Wisconsin.

## 6. HISTORICAL & CULTURAL RESOURCES

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

- Buckatabon Dam (located at: T41N R09E Sec 24);
- Heulla Lodge/Towering Pines Resort (T41N R11E Sec 05);
- Sunset Resort (T41N R10E Sec 25);
- Twin Pine Resort (T41N R11E Sec 07); and
- Maple View Resort (T41N R10E Sec 26);

There are several original homes and the above buildings in the town. However, none of these are officially registered on the historic registry.

## 7. NATURAL, AGRICULTURAL & CULTURAL RESOURCES PROGRAMS

Natural, agricultural, and cultural resource programs available to the town are identified below. The following list is not all-inclusive. For specific program information, the agency or group that offers the program should be contacted.

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

Drinking Water and Groundwater Program: This WDNR program is responsible for assuring safe, high quality drinking water and for protecting groundwater. This is achieved by enforcing minimum well construction and pump installation requirements, conducting surveys and inspections of water systems, the investigation and sampling of drinking water quality problems, and requiring drinking water quality monitoring and reporting. A team of specialists, engineers, hydrogeologists, and a program expert and program

assistants staff the program. WDNR staff provide assistance to public and private well owners to help solve water quality complaints and water system problems. They also provide interested citizens with informational or educational materials about drinking water supplies and groundwater.

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

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

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

Forest Management Program:

Funding for the forestry program is supported primarily by a fixed rate mill tax on all property in the State of Wisconsin. Other support is received from the federal government, from recreation fees, from sale of forest products, from sale

of state produced nursery stock, forest tax law payments, and other miscellaneous sources. All activities of the Forestry Program help support efforts to promote and ensure the protection and sustainable management of Wisconsin's forests.

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

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

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

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

Land and Water Conservation fund (LAWCON), and the recycling fund, and program revenue funds.

Stewardship Grants for Nonprofit Conservation Organizations:

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

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

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

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

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

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

### **C. GOALS, OBJECTIVES & POLICIES**

#### **Goals:**

1. Preserve and protect the unique natural resources of the Town that are key elements of the "Northwoods" character, which include wetlands, groundwater, and forests.
2. Protect economically productive areas, including farmland, forests and recreational areas.
3. Preserve, protect, and enhance shoreland in the Town.
4. Preserve scenic, cultural, historic, archaeological and recreational sites.

#### **Objectives:**

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

2. Preserve wetlands and floodplains to minimize flooding, filter runoff, and provide wildlife habitat.
3. Protect working forests from residential development pressure that would limit active forest management and recreational uses.
4. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.
5. Minimize impacts to the Town's natural resources from metallic or non-metallic mining.

**Policies:**

1. Make residents, developers, and potential landowners aware of active forest management activities and other aspects of living in a forest.
2. Discourage the draining or filling of wetlands.
3. Work with Vilas County to enforce existing regulations of septic systems to protect groundwater quality.
4. Protect wildlife habitat and natural settings.
5. Preserve shorelands where critical natural habitats, floodways, historic sites, old growth forests, scenic open spaces, steep slopes, or wetlands are present.
6. Review development proposals so they do not deteriorate the historical and cultural resources of the Town.
7. Expansion of existing non-metallic mining operations or development of new sites may be allowed.
8. Protect the water quality in lakes and streams through zoning, land division regulations, and performance standards to prevent pollution from erosion during and after construction.

## **Chapter 3: Housing**

**CHAPTER 3:  
HOUSING**

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

**A. Housing Assessment**

**1. STRUCTURAL CHARACTERISTICS**

The majority of housing units in the Town of Conover and the surrounding towns are single-family homes (1-detached), see Table 1. Single Family units make up 94.8% of the housing units in the Town of Conover. The remaining housing units within the town consist of multiple unit housing (0.9%), mobile homes (4.1%) and other housing units (0.1%). The "5 or more" housing unit buildings in Town may be group residences, or could be apartment buildings.

**Table 1:  
Housing Units by Structural Type, 2000**

	1, detached	1, attached	2	3 or 4	5 +	Mobile Home	Other	Total
Town of Conover	1,520	3	6	4	5	67	2	1,607
Town of Land O' Lakes	1,157	18	17	4	101	77	--	1,374
Town of Plum Lake	745	2	6	4	--	17	--	774
Town of Cloverland	858	11	10	--	--	50	8	937
Town of Lincoln	1,630	50	48	23	9	113	2	1,875
Town of Washington	1,504	4	17	--	29	112	4	1,670
Town of Phelps	1,388	12	6	6	42	134	18	1,606
Vilas County	19,928	261	306	120	536	1,197	49	22,397

Source: U.S. Census Bureau

## 2. AGE CHARACTERISTICS

TABLE 2 indicates the age of the housing stock in the Town of Conover area that is based on the year the structures were built as reported in the 2000 Census.

Housing in Conover, Phelps, and Washington all include a spike of over 400 housing starts from 1940-1959; then declined to only about 100 housing starts in the 1960s; followed by about 250 housing starts in the 1970s; and then each town followed its own path of growth. Conover continued a gradual climb in housing being built in each of the following decades. Phelps and Washington both contracted to 200 housing starts in the 1980s, and then housing starts climbed to more than 300 and 450 respectively in the 1990s.

**Table 2:  
Year Structure Built, 2000**

	1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-2000
Town of Conover	104	471	76	256	338	362
Town of Land O' Lakes	202	242	181	221	217	311
Town of Plum Lake	74	137	30	134	111	288
Town of Cloverland	127	149	122	203	115	221
Town of Lincoln	289	328	281	317	239	421
Town of Washington	156	500	140	243	158	473
Town of Phelps	281	438	109	271	188	319
Vilas County	2,375	4,889	2,153	4,066	3,374	5,540
Wisconsin	543,164	470,862	276,188	391,349	249,789	389,792

Source: U.S. Census Bureau

### 3. OCCUPANCY CHARACTERISTICS

TABLE 3 breaks down the occupancy status of housing units in the Town of Phelps. Over 64 percent of homes are seasonally used, which is no surprise since this area is known as “Up North” to visitors statewide. Only 483 of the housing units were occupied year round. Of those occupied houses, 445 or 92 percent were owner occupied, while 38 or 8 percent were renter-occupied.

**Table 3:  
Residential Occupancy Status, 2000**

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units	
					Seasonal (Part of Vacant Units)
Town of Conover	1,440	445	38	957	925
Town of Land O' Lakes	1,337	325	87	925	886
Town of Plum Lake	762	189	32	541	530
Town of Cloverland	936	374	42	520	499
Town of Lincoln	1,873	937	174	762	674
Town of Washington	1,706	605	78	1,023	988
Town of Phelps	1,605	474	86	1,045	987
Vilas County	22,397	7,416	1,650	13,331	12,587
Wisconsin	2,321,144	1,426,361	658,183	236,600	142,313

Source: U.S. Census Bureau

### 4. VALUE CHARACTERISTICS

The year 2000 median value of housing stock in the Town of Conover is below Vilas County's median. See TABLE 4 for more details. About 50 percent of Conover, Phelps, and Plum Lake house values are below \$100,000. Phelps, Land O' Lakes, Washington, and Vilas County all have at least 8 percent of housing valued above \$300,000.

**Table 4:  
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 Conover	5.1%	43.3%	20.5%	17.7%	10.2%	3.0%	\$103,500
Town of Land O' Lakes	6.0%	32.7%	27.6%	10.6%	13.4%	8.8%	\$127,800
Town of Plum Lake	3.7%	48.8%	23.5%	9.9%	9.9%	4.3%	\$98,100
Town of Cloverland	3.0%	25.2%	25.9%	27.1%	12.8%	6.0%	\$141,900
Town of Lincoln	2.0%	40.9%	27.4%	9.9%	12.1%	7.7%	\$110,400
Town of Washington	2.3%	30.3%	35.6%	13.9%	9.7%	8.4%	\$125,800
Town of Phelps	14.5%	34.9%	16.1%	15.5%	10.2%	8.9%	\$102,100
Vilas County	5.0%	33.3%	25.5%	14.3%	13.3%	8.7%	\$120,200
Wisconsin	6.5%	35.4%	30.6%	15.5%	8.5%	3.5%	\$112,200

Source: U.S. Census Bureau

## **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:

Community Development Block Grant (CDBG) Housing Program: This program is administered by the Wisconsin Department of Commerce, and provides grants to local governments for programs to benefit low and moderate-income households. CDBG funds flow from the federal government and can be used from housing rehabilitation, acquisition, relocation, demolition and handicap improvements. For more information contact the Bureau of Housing at Commerce. The website is [www.commerce.wi.gov/CD](http://www.commerce.wi.gov/CD).

Wisconsin Housing and Economic Development Authority (WHEDA): WHEDA serves individuals and local governments by working to provide information and create financing resources to stimulate and preserve affordable housing and small business.

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.

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

Rural Housing Direct Loan: USDA-Rural Development also offers this loan to provide financing at reasonable rates and terms with no down payment. The loan is intended for low-income individuals or households to purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

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.

## **C. Goals, Objectives & Policies**

### **Goals:**

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 existing housing as appropriate.

### **Objectives:**

1. Direct residential development to areas designated on the Future Land Use Map.
2. Discourage residential development in agricultural or silvicultural areas except for related uses (i.e.: farm family or worker).

### **Policies:**

1. Provide adequate areas for residential development on the Future Land Use Map.
2. Promote housing programs that assist residents with maintaining or rehabilitating existing housing units.
3. Encourage residential developers to provide a variety of housing types for all income and age groups.

## **Chapter 4: Utilities & Community Facilities**

## **CHAPTER 4 UTILITIES AND COMMUNITY FACILITIES**

This is the fourth of nine chapters of the Town of Conover Comprehensive Plan. 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 [§66.1001(2)(d) Wis. Stats.], this chapter inventories existing public utilities and community facilities and assesses future needs for such services including those beyond the control of the Town located outside the community and/or under another jurisdiction.

### **A. Background**

Providing public infrastructure, such as roads and parks, and services, such as police, fire, and ambulance protection are the major functions of local government. In addition to these public services, both public and private entities provide electricity and telephone service as well as such specialized services as child-care, health-care, and solid-waste disposal. They also represent a large investment of public and private resources.

The efficient utilization of these resources is one of the basic principles of comprehensive planning. Already in-place infrastructure is a public asset that must be safeguarded for the future and maximized for economic growth.

### **B. Inventory of Existing Facilities**

As a community anticipates future growth it is important that the necessary infrastructure and services are inventoried. See the Community Facilities Map.

#### **1. Water and Wastewater Facilities**

The Town does not operate nor does a sanitary district operate within the Town. Water is provided via private water wells throughout the town. Groundwater is the source of all of these water systems. Wastewater is also handled by private on-site septic systems that discharge to underground drainage fields and may include: conventional (underground), mound, pressure distribution, holding tank, or sand filter systems. These on-site wastewater treatment technologies are regulated by the Wisconsin Department of Commerce.

## 2. Solid Waste Disposal and Recycling Facilities

Private haulers provide container pick up of garbage and recycling for businesses and residents in town. The town maintains a transfer station for solid waste and recycling, which is available to all town residents. Solid Waste and Recyclables are collected at the Conover Transfer Station Site and then transported for handling and processing via the Vilas County Highway G Landfill. The Conover Transfer Station is located East of of Highway 45 on County Road K near the Conover Center.

## 3. Power and Telecommunications Facilities

Electrical service is provided by WE Energies and Wisconsin Public Service, while telephone service is provided by Verizon, Charter Fiberlink and Powercom. Dial up Internet service providers with local numbers include Verizon North.

## 4. Park and Open Space Facilities

The Town maintains Conover Park, which is located adjacent to the Community Center. The park has a shelter, ball fields, and play equipment, including a sledding hill. The Town also maintains a small wayside park near Highways 45 and K. There are picnic tables at that site.

In addition, there are vast public lands throughout the Town. The Nicolet National Forest and Vilas County have major land holdings in the Town that provide numerous outdoor activities.

## 5. Child Care

According to the Wisconsin Department of Health and Human Services the Town of Conover has no regulated child care providers. The nearest regulated childcare providers are located in the Towns of Land O' Lakes and Phelps, as well as the City of Eagle River. Combined these areas provide 11 regulated childcare centers, with 7 being group child centers and 4 being family childcare centers.

## 6. Schools

The Town of Conover is in the Northern Pines School District, but the Wisconsin Open Enrollment program allows children to attend Phelps, or other nearby high schools, provided that the school has the necessary space to accept the student. The elementary schools that serve students in Conover are located in Eagle River and Land O'Lakes, and the Northland Pines High School is located in Eagle River.

## 7. Emergency Services

Police: The Vilas County Sheriff's Department provides police protection in the Town of Conover. They patrol all county roads and respond to 911 calls. In addition, the Wisconsin State Patrol has statewide jurisdiction on all public roads.

Fire: The Conover Fire and EMS Facility is located at 4661 Co. Rd. K East. The Building houses the Conover Volunteer Fire Department as well as the Conover Ambulance and is just to the East of the Conover Center and U. S. Post Office. Mutual aid agreements exist with the surrounding communities, including with Watersmeet, Michigan.

## 8. Medical Services

The nearest full service medical facility is Memorial Hospital located in Eagle River. Eagle River Memorial Hospital, part of Howard Young Health Care, joined Ministry Health Care and the Sisters of the Sorrowful Mother in 2001.

## 9. Cemeteries

There is one cemetery in the town, which is located just off County Highway K on Cemetery Lane. The site is approximately 40 acres.

Minimum acreage requirements exist for cemeteries established on or after November 1, 1991 unless the cemetery is owned by a religious association, or the Town enacts an ordinance allowing new cemeteries of less than 20 acres to be constructed.

## 10. Library

The Town of Conover does not have local library. Town residents generally use the libraries in Eagle River, Land' O Lakes, and Phelps which are all part of the Northern Waters Library Service.

## 11. Government Facilities

The Conover Center is the town office for the Town of Conover. The Conover Center was opened in the fall of 1997 after the Elementary School was opened in Land O'Lakes. The Conover Center is a block and brick building constructed in 1972 and served as the Conover Elementary School for the Northland Pines School District until vacated in 1997. The Center is over 11,000 square feet of area and in 1999, the United States Postal Service moved into a 1,500 Sq Ft area. There is also a County Highway Shop and a Town building used for storage.

### **C. Goal, Objective, and Policy**

#### Goal:

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

#### Objective:

1. Share equipment and services across Town boundaries, whenever possible.

#### Policies:

1. Develop and maintain a Capital Improvements Plan for major equipment purchases.

## **Chapter 5: Transportation**

## **CHAPTER 5: TRANSPORTATION**

This is the fifth of nine chapters of the Town of Conover Comprehensive Plan. It 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 chapter compares the Town's objectives, policies, goals and programs to state and regional transportation plans. The chapter also identifies highways within the Town by function and incorporates state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply.

### **A. Review of State Plans**

#### **1. 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 to the backbone system via the connector network. Within Vilas County, U.S. Highway (USH) 51 is designated as part of the Corridors 2020 system. USH 51 is a connector that runs north and south just to the east of Town.

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.

#### **2. 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
- No plans exist for transit or local roads.

### 3. 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 Conover 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 Conover is in the Wisconsin River corridor.

### 4. State Trails Network Plan

The Wisconsin 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(s) develop, operate, and maintain the trail.

## **B. Transportation Inventory**

### 1. Road Network

The road network provides for the movement of people and products within the town with connections to county, state and federal highways. Highway 45 and 17, and County Highways K and S are the primary roads in the Town, along with the numerous town roads. See the Community Facilities Map (Chapter 4).

#### a. Jurisdictional and Functional Classification

Public roadways are generally classified by two different systems, the jurisdictional and functional. The jurisdictional class refers to which entity owns the facility and holds responsibility for its operations and maintenance.

The functional class refers to the role the particular segment plays in moving traffic within the overall system. Each is described in more detail below.

The jurisdictional breakdown is shown in Table 5-1. All road mileage totals listed under the jurisdiction of Town are submitted to WisDOT for local road funding.

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

**Principal Arterials** – The principal function is to provide the most efficient movement for relatively large volumes of traffic at increased speeds. Movement to and from other road facilities is limited to controlled interchanges. Regional movement of traffic contributes an increasing portion of the traffic counts.

**Minor Arterials** –The principal function is to provide efficient traffic movement for larger volumes of traffic. Little or no direct access is strived for with non-local destinations comprising a major portion of the traffic.

**Major Collectors** –The principal function is to provide an intermediary link between efficient movement of arterials and accessibility of local roadways. They serve to funnel or collect traffic from local roadways to arterials. More efficiency of movement is strived for in favor of accessibility.

**Minor Collectors** – The principal function is to provide traffic with access to and from property. It is the grass roots classification where accessibility for vehicles and pedestrians is emphasized and efficiency of movement is secondary.

**Local Roads** – provide direct access to residential, commercial, and industrial developments.

Within the town there the state highways would be seen as principal arterials, while county roads would be minor arterials, towns roads would be either major or minor collectors. Table 5-1 displays mileage for both the jurisdictional and functional classification of roads within the town.

**Table 5-1:  
Road Mileage by Jurisdiction and Functional Class**

Jurisdiction	Functional Classification			Totals
	Arterial	Collector	Local	
Federal/State	9.72	2.4		12.12
County		18.68		18.68
Town		11.44	79.20	90.64
<b>TOTALS</b>	<b>9.72</b>	<b>32.52</b>	<b>79.20</b>	<b>121.44</b>

Source: WisDOT & NCWRPC.

In addition to these main classifications, a road or segment of road may hold a number of other designations, such as forest road, rustic road, emergency or evacuation route, truck route, bike route, etc.

b. Average Annual Daily Traffic (AADT) Counts

Annual average daily traffic (AADT) counts are measured and calculated on selected high traffic roads and highways every three-, six-, or ten-years (depending upon functional classification) by the Wisconsin Department of Transportation (WisDOT). Monitoring these counts provides a way to gauge how traffic volume is changing in Conover.

There are six count sites located throughout the town. Count data from 2001 and 2007 is listed below for each site. The Community Facilities Map identifies the site locations.

	<b>Location</b>	<b>2001</b>	<b>2007</b>
Site 1:	USH 45 South of CTH K	5,100	4,900
Site 2:	W Buckatabon Lake Rd	N/A	470
Site 3:	CTH S, North of CTH K	440	430
Site 4:	CTH K, West of USH 45	1,400	1,200
Site 5:	CTH K, East of USH 45	330	350
Site 6:	USH 45 North of CTH K	3,900	3,700

Overall traffic counts have decreased statewide according to DOT. The traffic counts in Conover reflects this decrease as well. In general traffic generated and attracted by any new land use can increase congestion on the roadway system. Even without creating new access points, changes in land uses can alter the capacity of the roadway. Uncontrolled division of land tends to affect highways by increasing the amount of turning traffic into and out from intersecting driveways, therefore impairing safety and impeding traffic movements.

c. Road Improvements

WisDOT requires all local units of government to submit road condition rating data every two years as part of the Wisconsin Information System for Local Roads (WISLR). The Pavement Surface Evaluation and Rating (PASER) program and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. Local governments can use this information to develop better road budgets and keep track of roads that need repair. The Town participates in this program to maintain WisDOT funding for local roads.

Table 5-2 lists the only state road improvements in the Town from WisDOT's 6-year highway improvement program. This project is currently underway and should be completed by the end of the year.

**Table 5-2:  
Planned State Road Improvements in Conover (2006 – 2011)**

Year	Road/Highway	Type of Improvement
2009	USH 45 Eagle River to Land O' Lakes	Replace existing pavement, guardrails, culverts, and signs. Provide bike lanes

Source: WisDOT, March 2009

d. Trucking

The WisDOT truck operator map identifies Wisconsin highways for operation of vehicles and combinations of vehicles where the overall lengths of which cannot be limited. County trunk highways limit semi-truck travel when they are posted with weight limits in spring. When county trunk highways do not have posted weight limits, then basic semi-trucks are allowed.

Local truck routes often branch out from these highways to link local industry with the official designated state highways as well as for the distribution of commodities with the local area. Mapping these local truck routes is beyond the scope of this plan, 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

There is no fixed route or on-call transit available to the general public. Specialized transit is transportation that is accessible to elderly and handicapped people. Vilas County has applied for several specialized transit vehicles for use among various non-profit providers that serve people in Conover. The following groups provide specialized transit:

Vilas County Commission on Aging Escort—Any older adult (60 and older) and handicapped people (any age) are eligible. Letters are sent out at the end of each month requesting a donation for the number of miles the passenger was transported. Donations are not required for further service. Reservations are needed one day in advance for this door-to-door service that is provided on weekdays and weekends upon request.

### 3. Bicycling and Walking

All roads except freeways are available for bicycle and pedestrian travel. The Wisconsin DOT has determined bicycling conditions on all county and state highways. Under current conditions, the entire length of Highway 45 through the Town and Highway K from Highway 45 west to County Highway S, are considered undesirable for biking. The remaining County Highways and local roads were identified as moderate or best conditions for bicycling.

There are some trail that have been developed, including the Land O' Lakes to Eagle River along Highway S. In addition, there numerous trail developments being discussed in the area.

### 4. Rail

There is no rail service in close proximity to Conover. Shipments via rail would have to be trucked from nearby cities with rail access.

### 5. Air Transportation

Air passenger services available to Conover residents include the facilities in Eagle River, Land O'Lakes, and Rhineland.

The Eagle River Regional Airport is located approximately 7 miles south of Conover. This facility provides charter services, and facilities for private and corporate air transportation.

The King's Land O' Lakes Airport (LNL) in Land O' Lakes is a general utility (GU) airport that is designed to accommodate virtually all small general aviation aircraft. Typically, these aircraft are used for business and charter flying, or for personal use. Total aviation operations (take-offs and landings) at King's Land O' Lakes Airport are projected to remain stable around 8,400 per year through 2020.

Scheduled passenger service is available nearby from two airports located in Rhineland, WI and Ironwood, MI. The Rhineland/Oneida County Airport (RHI) in Rhineland is a short haul air carrier airport. This airport serves scheduled, nonstop, airline markets and routes of less than 500 miles. The Gogebic-Iron County Airport (IWD) in Ironwood is a short haul air carrier airport. This airport serves scheduled, nonstop, airline markets and routes of less than 500 miles.

## 6. Water Transportation

There are no harbors or ports within the Town, although there are several navigable lakes and rivers within town available for pleasure boating. There are several public boat landings are located in the town.

### **C. Goals, Objectives, and Policies**

#### Goals:

1. Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety to meet the needs of all citizens, including disabled citizens.
2. Support and maintain a safe and efficient Town road system.

#### Objectives:

1. Land uses that generate heavy traffic will be avoided on local roads that have not been constructed or upgraded for such use.
2. Promote the development of multi-use trails, trail linkages, and wide shoulders on roads as part of new developments or road projects.
3. Future road locations, extensions or connections will be considered when reviewing development plans and proposals.

#### Policies:

1. Prepare and update a 5-year Town Road Improvement Plan.
2. Design all Town roads to accommodate access requirements for emergency vehicles as well as school busses and snowplows.
3. Cooperate with the county and the state on any project that affects the Town.

## **Chapter 6: Economic Development**

## **CHAPTER 6 ECONOMIC DEVELOPMENT**

This is the sixth of nine chapters of the Town of Conover 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 reviews the economic base, labor force, and identifies select county, regional, state, and federal economic development programs.

### **A. Background**

Economic development is an organized process to expand the number and types of business, increase employment levels and opportunities, and increase the tax base. A part of the process to prepare for economic development is to identify local strengths and weaknesses and develop strategies to promote strengths and address weaknesses.

#### **1. Business Strengths and Weaknesses**

The town has tourism related businesses and some service type business, but no major industrial uses. The vast forests in town and the surrounding areas are strength for the wood industry, and those same forests provide for numerous recreational business opportunities. Some weaknesses in attracting or retaining industries include: lack of municipal sewer and water, lack of rail access, and distance to labor pool and markets.

This in turn creates a challenge for attracting or retaining residents. There limited employment opportunities, a lack of starter housing for young families, and the general distance to retail needs and other amenities.

### **B. Economic Base, Labor Force and Forecasts**

#### **1. Economic Base**

In 1990, retail trade was the largest industry sector in Vilas County. By 2000, that sector decreased to the third largest behind Education, Health, and Social Services. Table 6-1 displays the thirteen major sectors.

**Table 6-1:  
Industry Sectors**

Sector	Town of Conover		Vilas County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	12	31	223	231
Construction	41	94	780	1,107
Manufacturing	12	29	640	643
Wholesale Trade	6	16	163	264
Retail Trade	96	72	1,852	1,457
Transportation, Warehousing & Utilities	36	17	326	324
Information	N/A	5	N/A	145
Finance, Insurance, Real Estate & Leasing	5	17	374	425
Professional, Scientific, Management, Administrative & Waste Mgmt Services	29	25	772	489
Education, Health and Social Services	72	85	1,205	1,666
Arts, Entertainment, Recreation, Accommodation and Food Services	3	65	91	1,536
Public Administration	18	52	346	521
Other Services	9	18	357	460
<b>Total Employment:</b>	<b>339</b>	<b>526</b>	<b>7,129</b>	<b>9,268</b>

Source: U.S. Census Bureau

Commuter data from 2000 indicates that only about 22 percent of workers remain in the town. Many travel outside of the town for employment about 62 percent travel outside the town, but still in the county to work. About 16 percent of commuters leave the county, with most of those going to Oneida County (8%).

The Census data presented is based on the where the person lives and not where they work. Since many town residents leave the town for employment we have added some additional information that examines the county as a whole. Using the Wisconsin Department of Workforce Development, where employment information is collected by location of the job. Using that county level data for 1990 and 2000, total county employment increased from 6,459 to 8,314, which is over a 28 percent increase.

In 2000, the largest sectors were Services, Retail Trade and Government. Meanwhile, according to 2006 County Business Patterns, there were 959 business establishments operating in the county. There were 215 Accommodation & Food Services firms, followed by 201 Construction firms, and 171 Retail Trade firms. Total payroll of these firms exceeded \$148,350,000 that year.

## 2. Labor Force

Labor force is a critical component of economic development. In 2000, the total labor force in the Town was 415 of which 391 or 94.2 percent were employed. County wide the workforce in 2000 was 9,896. Therefore the town makes up a very small percent of the overall workforce in the county.

## 3. Forecasts

Employment forecasts are difficult to come by and not available at the town level. However, the Wisconsin Department of Workforce Development (WisDWD) prepares workforce projections by industry for its multi-county service regions. The current projections, released in October 2004, forecast only to 2012. The projections for the North Central Workforce Development Area cover Vilas County and include eight other counties. These projections show increases in all employment sectors except food manufacturing (0.2% decline) and paper manufacturing (16.4% decline).

The other sectors increase within a range from 0.2% (overall manufacturing) to 36.9% (ambulatory health care services). Town residents commute to jobs over a large part of the nine county area included in the forecasts, including Forest, Langlade, Lincoln, and Oneida.

## **C. Economic Development Programs**

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

### 1. Town

Tax Increment Financing or TIF allows communities to undertake public infrastructure investment to stimulate development that would not otherwise take place. It is a financing mechanism that takes taxes generated from the increase in the property values to pay for the public infrastructure.

Cities and villages have used this tool, until recently. However, state law now allows towns to establish TIF districts to promote agricultural and forestry

development. This is a complex tool and requires the development of a local project plan and usually involved bonding. More information can be obtained from the Wisconsin Department of Revenue.

## 2. County

The county has a standing Economic Development Committee that deals with numerous issues related to economic development. This committee has three standing duties:

- It shall perform duties as prescribed by the County Board and §59.56, Wisconsin Statutes. Pursuant to these statutes, this Committee shall sign contracts and hire University faculty and academic staff in conjunction with the University of Wisconsin-Extension.
- It shall promote economic and resource development, youth development, and family living education in the County.
- It shall cooperate with all federal, state and local agencies and officials in establishing any long range planning programs.

The county has a UW-Extension agent that staffs the committee and provides education and related services to the residents of the county. The county is underway with a study to examine the feasibility of creating a county economic development corporation.

## 3. Regional

In 2009 the county became a member of the North Central Wisconsin Regional Planning Commission (NCWRPC). Membership brings with it a variety of planning benefits and services. Among them are participation in the Economic Development District, including eligibility for a variety of grants administered by the U.S. Department of Commerce Economic Development Administration.

In addition, by way of membership in the NCWRPC, the county is a member of the North Central Wisconsin Development Corporation which manages a three revolving loan funds designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing.

## 4. State

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.

## 5. Federal

U.S. Dept. of Commerce - Economic Development Administration (EDA): EDA offers a public works grant program. These are administered through designated economic development district's and local governments 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.

## **D. Goal, Objectives, and Policies**

### Goal:

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

### Objectives:

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
2. Encourage businesses to locate in Town that are compatible in a "Northwoods" setting.

### Policies:

1. Direct commercial and industrial development to designated areas on the Future Land Use Map.
2. Continue to support the Chamber of Commerce and the county economic development efforts.

## **Chapter 7: Intergovernmental Cooperation**

## **CHAPTER 7: INTERGOVERNMENTAL COOPERATION**

This is the seventh of nine chapters in the Town of Conover Comprehensive Plan. The purpose of this chapter is to overview intergovernmental cooperation, inventory existing cooperative efforts, identify potential opportunities, and establish goals, objectives, and policies to promote intergovernmental cooperation.

### **A. Background**

State-wide, Wisconsin has over 2,500 units of government and special purpose districts. Having so many governmental units allows for local representation, but also adds more players to the decision making process. As a result of these many local units, the issue of intergovernmental cooperation has become increasingly important; since many issues cross over political boundaries, such as watersheds, labor force, commuter patterns, and housing. Communities are not independent of each other, but rather dependent on each other. The effects from growth and change on one spill over to all surrounding communities and impact the region as a whole.

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communication and information sharing, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue.

#### **1. Benefits**

There are many reasons intergovernmental cooperation makes sense. Some examples include:

- **Trust:** Cooperation can lead to positive experiences and results that build trust between jurisdictions. As jurisdictions 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.
- **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.

- Consistency: Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- Address Regional Issues: Communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues, which are regional in nature.

The major beneficiary of intergovernmental cooperation is the local resident. They may not understand, or even care about, the details of a particular intergovernmental issue, but residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

## 2. Trends

A variety of factors, some long-standing and others more recent have brought the issue of governmental cooperation to the forefront. Some of these factors include:

- Local governments financial situation;
- Opportunity to reduce costs by working together;
- Elimination of duplication of services;
- Population settlement patterns and population mobility; and
- Economic and environmental interdependence.

In addition, as more jurisdictions create comprehensive plans and share them with surrounding communities, new opportunities for intergovernmental cooperation will be identified.

## 3. Shared Service Agreements

The primary tool used in the area of intergovernmental cooperation is a legal instrument called a shared service agreement. Wisconsin Statute s.66.0301, formerly 66.30, entitled "Intergovernmental Cooperation"; does enable local governments to jointly do together whatever one can do alone. Typically, intergovernmental cooperation and coordination refers to the management and delivery of public services and facilities. It is also dependent upon a defined geographic area within which cooperation and coordination may be feasible.

Intergovernmental agreements prepared using this statute, are the most common form 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.

## **B. Inventory & Trends**

Currently there are numerous intergovernmental relationships and several general agreements in place. The following is a summary of existing and potential cooperative efforts.

### 1. Surrounding Townships

There are mutual aid agreements in place with all surrounding towns and most in the county related to fire protection. The Town has a plowing and maintenance agreement in place with Plum Lake for Plum Lake Road.

### 2. County

Vilas County directly and indirectly provides a number of services to the Town and the Town enjoys a good working relationship with many of the responsible departments. These departments include Finance, Highways, Sheriff, Forestry, and Land Records.

The County Highway Department maintains and plows County, state and federal highways within the Town. The County Sheriff provides protective services through periodic patrols and on-call 911 responses. The Sheriff also manages the 911-dispatch center, not only for police protection, but also for ambulance/EMS response and dispatching the Town Fire Department. The Forestry and Outdoor Recreation Department maintains a county-wide park system and county forest system for the use and enjoyment of all residents. The County Zoning Department administers zoning in the Town, as well as providing land records and land conservation services including joint monitoring of surrounding lakes.

In many cases where state and federal agencies require area-wide planning for various programs or regulations, the County sponsors a county-wide planning effort to complete these plans and include each individual local unit in the process and resulting final plan. Examples of this include the County Outdoor Recreation plan which maintains the eligibility for Wisconsin Department of Natural Resources administered park and recreation development funding of each local unit that adopts it, and All Hazard Mitigation Plans which are required by Federal

Emergency Management Agency in order for individual local units of government to qualify for certain types of disaster assistance funding. In addition, the Town works with the Vilas County related to the County Forest.

### 3. School Districts

Conover is in the Northland Pines School District and is included in the Nicolet Technical College District. Neither has any facilities located in the town.

### 4. North Central Wisconsin Regional Planning Commission

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §60.0309 Wis. Statutes as a voluntary association of governments serving a ten county area. Vilas County is a member of the NCWRPC, which includes all of its local units of government. Typical functions of the NCWRPC include (but are not limited to) land use, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

The NCWRPC is also assisting the county and several town comprehensive plans. Other countywide projects by the NCWRPC that cover the Town include a county economic development strategy, county regional bike route plan, human services public transit coordination plan, and the Conover – Land O’ Lakes Community Wildfire Protection Plan (CWPP).

### 5. State and Federal Government

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

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

submission for the Wisconsin Information System for Local Roads (WISLR).

In Wisconsin, most federal programs are administered by the state, so the Town would be dealing with the responsible state agency with regard to federal programs and regulations. One example is the arrangement with the DNR related to the Heart Lake Game Trail.

#### 6. Existing / Potential Intergovernmental Conflicts

No existing or potential intergovernmental conflicts were identified in this process. The only issue discussed was the county ordinance related to the issuance of fire numbers and restriction of lettering.

The process for resolving some of these conflicts will in part be achieved by meeting with the surrounding towns when significant issues of mutual concern arise.

### **C. Goal, Objective & Policies**

As in the previous chapters of this plan, a series of goals, objectives, and policies are identified.

Goal:

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

Objective:

1. Maintain current agreements and explore additional opportunities with adjacent communities.

Policies:

1. Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient services or public utilities.
2. Meet with surrounding communities and the county to discuss issue of mutual concern.

## **Chapter 8: Land Use**

**CHAPTER 8:  
LAND USE**

This is the eighth of nine chapters of the Town of Conover Comprehensive 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 future land use.

**A. Existing Land Use**

Large blocks of forest cover much of the Town with residential development concentrated mainly along some of the lakeshores and primary roadways. The limited commercial development is concentrated along state and county roads, particularly along Highway 45 and Highway K.

See Existing Land Use Map.

Table 1 presents the current breakdown of land-use types within the Town. The majority of the Town is woodlands at over 49,000 acres or 88 percent and water covers about 9 percent of the Town. The next most significant land use type is residential with less than 2 percent or about 750 acres.

<b>Table 1: Existing Land Use</b>		
Land Use Classification	Acres	Percent
Agriculture	42	0.07%
Commercial	88	0.16%
Industrial	77	0.14%
Open Land	336	0.62%
Outdoor Recreation	32	0.06%
Governmental/Public	16	0.03%
Residential	745	1.36%
Transportation	400	0.73%
Woodlands	48,088	88.04%
Water	4,800	8.66%
<b>Total</b>	<b>54,623</b>	<b>100.0%</b>

Source: Air Photos, Plan Commission & NCWRPC GIS

## **B Land Use Trends**

### 1. Land Supply

As shown by the existing land use inventory, the majority of the Town is "undeveloped" woodlands, so the supply of land "available" for development appears to be adequate, however, much is in public ownership. Even under a rapid growth scenario, the supply of land in Conover is more than sufficient to accommodate projected demand over the next 20 years for all use categories.

### 2. Land Demand

#### Residential:

DOA population projections indicate a population increase of 405 persons between 2000 and 2030. As a result 172 new housing units will be added locally, using the 2000 population per household ratio of 2.35. In addition to those new units, we estimate 110 additional seasonal units to be added. Based on the current ratio of seasonal, which is 65 percent. Therefore, a total of 282 new housing units will be added in the town over the period. Assuming about 2 acres of land per unit we would expect total demand of 564 acres, or about 47 units and 94 acres every five years.

#### Industrial, Commercial and Agricultural:

Commercial and industrial development is subject to market forces and difficult to predict in a small rural community. There has been limited commercial development in the Town over the years. As a result, a simple estimate of doubling the current level of commercial uses from 88 acres to 176 acres, and industrial uses from 77 acres to 154 acres, by 2030 is used.

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

Table 2 shows the projected increase of residential, commercial, and industrial land uses in 5-year increments. Overall about 127 acres every five years is needed to provide the residential, commercial and industrial demand in the town.

**Table 2:  
Projected Land Use Demand to 2030**

	2010	2015	2020	2025	2030
Residential Acreage	94	94	94	94	94
Commercial Acreage	18	18	18	18	18
Industrial Acreage	15	15	15	15	15

Source: NCWRPC

### C. Land Values

Overall equalized land values have increased about 126 percent over the last nine years; however, not all categories increased at the same rate. Residential property values increased nearly 140 percent, while manufacturing and commercial increased by 284 and 204 percent respectively. See Table 3 below.

**Table 3:  
Equalized Land Values (\$)**

Type of Property	2000	2009	% Change
Residential	\$74,965,700	\$178,819,000	139%
Commercial	\$2,604,200	\$7,918,300	204%
Manufacturing	\$21,600	\$82,900	284%
Agricultural	\$31,200	\$8,600	-73%
Undeveloped	\$707,700	\$1,294,900	83%
Ag. Forest	0	0	NA
Forest	\$18,577,900	\$30,247,200	63%
Other	0	\$5,500	NA
<b>Total Value:</b>	<b>\$96,908,300</b>	<b>\$218,376,400</b>	<b>126%</b>

Source: WI DOR, 2002 & 2009 (land values only, does not include improvements)

## **D. Opportunities for Redevelopment**

The most efficient development utilizes existing public services and infrastructure; these areas are referred to as “*Smart Growth*” areas. These areas have existing infrastructure and service capacity. The use of existing infrastructure and services is more cost-effective; therefore, new commercial, industrial and higher density residential development should be located in these areas. There are no areas identified in the town.

## **E. Existing and Potential Land Use Conflicts**

This Plan seeks to avoid or minimize potential future land use conflicts. Only a few conflicts were identified. None of these were seen as major conflicts, but rather more nuisance issues. Unkempt properties were identified, along with conflicts between residential and non-metallic mining operations, with complaints of noise and dust. Also, the Vilas County shooting range is located in the Town and from time to time there are some complaints about noise from nearby residents. A final conflict discussed was the development of new subdivisions on private roads and residents assuming these are town roads.

## **F. Land Use Programs and Tools**

The principle land use program in Wisconsin is the comprehensive planning program. The primary land use tools are zoning, land division ordinance, and official mapping.

- Wisconsin Comprehensive Planning Program:

In October of 1999, the Governor signed into law Wisconsin Act 9, the Budget Bill, containing substantial revisions of statutes governing comprehensive planning. The law has been revised by the signing of two additional bills into law. The first is AB 872, containing “technical revisions” which was signed May 10, 2000. The second bill, signed April 13, 2004, is AB 608, which reduced the number of items that must be consistent with the plan to three, these are: official mapping, subdivision ordinances and zoning ordinances. Taken together these bills represent the most sweeping revision of the State’s planning enabling laws in half a century.

The law (§66.1001 WI Stats.) requires all jurisdictions within the state that exercise control over land-use to prepare a comprehensive plan by 2010. It lays out the nine required chapters of the plan and requires a public participation process. Jurisdictions that do not have a comprehensive plan in place by the deadline may not engage in actions that impact land-use.

The comprehensive planning law is significant in many ways. The law creates for the first time a definition of a comprehensive plan; it requires that almost all local units of government have a plan; it sets requirements for public participation; and requires that the plan be consistent with local implementations tools. Most important, is that it maintains that the process be locally driven so all local units of government decide their own future. Implementation of the comprehensive plan is carried out through zoning, subdivision ordinance, and official mapping, among other tools.

- Zoning:

Zoning is the major tool used to regulate land uses and implement a comprehensive plan. The zoning ordinance regulates the use of property to advance the public health, safety, and welfare. It has been used throughout the United States and in Wisconsin since the 1920's.

A zoning ordinance creates different use zones or districts within a community. Each district has a list of permitted uses, which are uses that are desirable in a district. Each district may also contain a list of special uses, sometimes called special exceptions or conditional uses, which are allowed under certain circumstances, and require review by a local body in to be allowed. All other uses are prohibited.

Zoning regulations are adopted by local ordinance and consist of two basic things, a map and related text. The zoning map displays where the zoning district boundaries are, and the text describes what can be done in each type of district. The Future Land Use map and zoning are similar but they are not the same. Land use categories are more general, while zoning is much more detailed. Zoning is the legal tool to regulate specific land uses. Since the land use categories are generalized it is possible that more than one zoning district would correspond to each of the categories.

Zoning should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should “drive” the development of specific zoning ordinance provisions including district descriptions, permitted uses, conditional uses and the zoning map. This consistency has been important in upholding legal challenges in the Courts. Therefore, following the planning process it is critical that the zoning ordinance be updated to incorporate the findings of the plan.

- Land Division:

Land or subdivision regulations relate to the way in which land is divided and made ready for development. A community can control the subdivision of land by requiring a developer to meet certain conditions in exchange for the privilege of recording a plat. While imposing conditions restricts the use of private property, the cumulative effect of land subdivision on the health, safety, and welfare of a community is so great as to justify public control of the process.

Of all the land use control devices available, subdivision regulation has probably the greatest potential. When compared with zoning, a well-administered subdivision control is more useful in achieving planning goals and its influence is far more lasting. Once land is divided into lots and streets are laid out, development patterns are established. Subdivision regulations can ensure that those development patterns are consistent with community standards. Subdivision regulations can also ensure the adequacy of existing and planned public facilities such as schools, wastewater treatment systems, water supply, to handle new growth. Finally, subdivision regulation can help ensure the creation and preservation of adequate land records.

There is some overlap between zoning and subdivision codes in terms of standards. Both ordinances, for example, can set lot sizes. Both can deal with the suitability of land for development. Implementing important plan techniques such as rural cluster development often requires use of the zoning ordinance and the subdivision ordinance.

- Official Mapping:

Towns that have adopted Village Powers have the authority to develop and official map. See Wisconsin Statutes 62.23 (6). These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways and public transit facilities. The map may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law.

Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of imminent development of a neighborhood.

## **G. Future Land Use**

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.

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Before the future land use map is developed land use classification are established. These become the foundation of the map.

Land Use Map Classifications:

Land use classifications are groups of land uses that are compatible, and that separate conflicting uses. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide when making land use and zoning decisions. A general description of each classification follows:

### **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 lot sizes than the residential category.

### **3. Commercial**

Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the community.

### **4. Industrial**

Identifies areas recommended for industrial development, as well as existing industrial areas located throughout the community.

## **5. Governmental/Public/Institutional**

Identifies existing or planned governmental/public/institutional facilities within the county, including recreational facilities.

## **6. Agricultural Areas**

Identifies areas to be preserved for the purpose of general crop farming or the raising of livestock.

## **7. Forestry Areas**

Identifies areas of large woodlands within the community.

## **8. Transportation Corridors**

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the county. This also includes rail corridors and airports.

## **9. Conservancy**

Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, steep slopes, and open water. This could include endangered species habitat or other significant features or areas identified by the community.

### Future Land Use Map:

The Future Land Use map is not the same as the Existing Land Use map. The existing land use map categorizes the way land is being used today, while the intent of the future land use map is to identify areas for future development. Often times there is overlap, but the purpose of each map is very different.

The Town Plan Commission participated in a mapping exercise with NCWRPC staff to identify the desired future land uses. First, the existing land use map and the other information collected as part of the planning process, was reviewed as the starting point. Then the existing zoning map was reviewed and a discussion followed. The Plan Commission then used their broad knowledge of the Town to identify areas on the map representing various future land uses. The goal was to produce a generalized land use plan map showing desired future land uses to guide the Town's growth. See the Future Land Use map.

Once the map was finalized the areas were again calculated for each of the categories using GIS software. The results are not exact acreage calculations, but rather generalized areas as calculated from the lines on the map.

The Future Land Use map reflects no major changes in land use over the next twenty years. Forestry will continue to be the major land use in the town using nearly 20,000 acres or about 36 percent of the land, followed by Residential uses with about 17,000 acres or about 30 percent. See Future Land Use Table.

Land Use Type	Acres	Percent
Agricultural	613	1.12%
Commercial	1,104	2.02%
Forestry	19,640	35.96%
Governmental/Public/Institutional	16	0.03%
Conservancy	11,405	20.88%
Residential	12,956	23.72%
Rural Residential	3,690	6.75%
Transportation	400	0.73%
Water	4,800	8.75%
<b>Total Acres</b>	<b>54,623</b>	<b>100%</b>

Source: Town of Conover Plan Commission and NCWRPC GIS

The Future Land Use map is not a zoning map. The Future Land Use map is general in nature and was developed as a general guide for future development in the town. Although general, the future land use plan map indicates appropriate future land uses, and as the result shows where rezonings may occur. In many areas the existing zoning districts already reflect the desired future land uses; while in other areas, zoning map or text changes may be required to meet some of the desired future land uses.

The identification of desired future land use types through the map does not imply that an area is immediately appropriate for rezoning. Given service demands and a desire for controlled growth, careful consideration to the timing of zoning decisions is essential. In some places, it may be desirable to rezone land to reflect the planned land use designations as soon as possible. In other cases, it may be appropriate to wait to rezone the area until an actual development proposal is brought forward.

One of the goals of this land use plan is to balance individual private property rights with the town's need to protect property values community-wide, minimize the conflicts between land uses and keep the cost of local government as low as possible. An essential characteristic of any planning program is that it be ongoing and flexible. Periodic updates to the plan are needed to maintain that it is reflective of current trends.

## **H. Goals, Objectives, and Policies**

### Goals:

- 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: Preserve the productive forest in the Town for long-term use as an important economic activity.

### Objectives:

1. Planning and development of land uses that create or preserve the rural "Nothwoods" character of the community.
2. Land uses should be planned so that development occurs in an orderly manner and land use conflicts are avoided.
3. Balance individual property rights with community interests and goals.

### Policies:

1. The Town will maintain the 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. New development should not adversely the property value or livability of neighboring properties.
3. Future commercial development should be clustered in planned development districts.

4. Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
5. Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
6. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
7. Marginal lands, not suited to forestry should be the focus of development activity in the Town. Land best suited to timber production (or agriculture) should remain in that use, to the extent possible, and new development should be steered toward land less well adapted to productive use.

## **Chapter 9: Implementation**

## **CHAPTER 9: IMPLEMENTATION**

This is the final chapter of the Town of Conover Comprehensive Plan. This chapter outlines plan adoption, plan review, plan amendment, plan update, and implementation. This chapter also includes the recommended steps to implement this plan.

The Plan Commission, the Town Board, and its various committees should use the Comprehensive Plan to guide the physical development of the Town. In addition, developers and landowners will use the document.

### **A. Plan Adoption**

The adoption process requires that the Plan Commission develop and review the Comprehensive Plan, and pass a “resolution” to recommend the adoption of the plan to the Town Board. That recommendation is forwarded to the Town Board who must hold a public hearing to solicit public comment prior to adoption of the Comprehensive Plan by “ordinance”. That public hearing must be advertised with at least 30 days notice.

Adoption formalizes the plan document as the framework to guide local growth and development decisions over the next 10 years or more. The adopted plan should also be recognized as a tool for communicating the community’s vision related to natural resources, housing, utilities & community facilities, transportation, economic development, intergovernmental cooperation, and land use.

### **B. Plan Review**

Members of the Town Board, Plan Commission, and other local decision-making bodies should periodically review the plan and identify areas that might need to be amended or addressed during a future plan update.

As part of the comprehensive planning process, a number of goals, objectives, and policies were developed. These statements are intended to provide direction to local leaders and staff, as well as residents of the Town of Conover. To measure progress towards meeting these goals, objectives, and policies, a regular plan review needs to take place. Therefore, the task to review/measure plan progress, is as simple as

determining if any action was taken on the various goals, objectives, and policies identified.

It should be noted that many of the policies identified in the plan are continuous or on going and should also be monitored to measure the plan's overall success. Many of these are short term (1 to 5 years), while others are longer term, (6 to 10 years or more).

### **C. Plan Amendments**

The plan may be amended at any time, if needed, upon the recommendation of the Plan Commission and approval from the Town Board following the same statutory process described for initial plan adoption. The procedures are the same regardless of how minor the proposed amendment.

Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change, or an error is discovered. However, frequent changes to accommodate specific development proposals should be avoided. Some reasons an amendment include:

- ✓ Plan amendment corrects an error made in the original plan
- ✓ A certain goal, objective, or policy is no longer relevant
- ✓ Future land use map is no longer reflective of community desires

The Plan Commission prior to the public hearing and adoption by the Town Board must review proposed amendments. The public should be notified of proposed plan changes and allowed an opportunity for review and comment. For major amendments, it may be desirable to solicit public opinion through surveys and/or community meetings prior to the public hearing.

### **D. Plan Updates**

According to the State's comprehensive planning law, comprehensive plans must be updated at least once every 10 years. As opposed to the more routine amendments described above, plan updates will involve re-writing entire chapters of the plan document. A plan update should include a thorough examination of the community's goals and objectives, based upon an analysis of current demographic information, growth

trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

It is important that the public be involved in the update process. To ensure that the public is engaged in plan amendments, the same procedure used for initial plan adoption must be followed. Again, the Plan Commission would review and pass a resolution recommending changes to the plan, the Town Board would hold a public hearing (advertised using a Class I notice) to allow property owners and citizens time to review and comment on recommended plan changes. Following that public hearing the Town Board would take final action.

## **E. Implementation**

The primary implementation tools for a plan are Zoning and Land Division ordinances. These ordinances provide the underlying regulatory framework that supports the plan's identified policies.

Conover is under county zoning and subdivision regulations. The Town Plan Commission reviews and recommends zoning and subdivision applications to the county. The Comprehensive Plan should be an important consideration in this process. Wisconsin's Comprehensive Planning Law requires that a local government's land use related decisions and actions be consistent with that unit's Comprehensive Plan.

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. These regulatory tools are used to protect existing development and guide future growth and development. There is also a non-regulatory approach to implementing the comprehensive plan; this generally involves decisions related to how the community will spend its limited financial resources on staffing and various capital improvements.

State law requires that by January 1, 2010, certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. To meet this deadline, the Town should update related ordinances as needed.

## **F. Consistency Among Plan Chapters**

The State of Wisconsin planning legislation requires that the Implementation section describe how each of the required chapters will

be integrated and made consistent with the other chapters of the plan. Since the Town completed all planning elements simultaneously, no known inconsistencies exist. It is noted that some overlap occurs between the nine plan chapters. Where deemed appropriate, certain goals, objectives, and policies have been repeated or restated within multiple chapters of the plan.

This Comprehensive Plan also references previous and current related planning efforts to ensure they are considered in the community's planning and development decisions. Some recommendations from other plans have been summarized and incorporated in this plan, as deemed appropriate, to foster coordination and consistency between plans.

In the future, as plan amendments occur, it is important that Town staff and the plan commission conduct consistency reviews. These reviews will ensure that the plan is up-to-date. It is also critical that the plan and/or maps are changed that these changes are made they do not conflict with other sections of the plan or other maps, or local implementation tools.

## **G. Recommended Action Steps**

This section outlines the steps to implement the goals, objectives, and policies contained in the comprehensive plan. These steps are:

1. The Plan Commission should pass a resolution recommending adoption of the Comprehensive Plan.
2. The Town Board should hold a public hearing and adopt the plan by ordinance.
3. The Comprehensive Plan will be used as a guide for decision-making and actions will be consistent with the plan.
4. The Town should incorporate changes to its local implementation tools to establish consistency.
5. The Plan Commission should become knowledgeable of the plan and use it to justify recommendations to the Town Board on development issues.
6. The Town should incorporate the goals, objectives and policies of the plan into annual work plans and budgets.

7. The Town should encourage citizen awareness of the plan. It is also important that developers are aware of the plan. An initial step would be to have the document hosted on the Town website.
8. The Town should provide copies of the plan to the surrounding communities and Vilas County.
9. The Plan Commission should review the Future Land Use Map at least annually and make needed amendment recommendations to the Town Board.
10. The Town should review the plan at least every five years, and update the plan at least every ten years.

**Attachments:**

**Public Participation Plan**

**Plan Commission Resolution**

**Town Ordinance**

## 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 North Central Wisconsin Regional Planning Commission (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 may 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 interest in the community as 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 Community Center and on the town's website.**
- 4. The draft plan will be distributed to all surrounding communities and the County for comment.**
- 5. A Public Hearing will be held prior to adoption by the Town Board.**

**Resolution 104-09  
Town of Conover  
Adoption of a Public Participation Plan (PPP)**



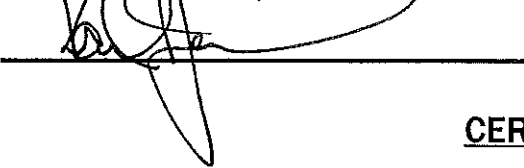
The TOWN OF CONOVER does hereby resolve as follows:

WHEREAS, the Town 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 Board to approve a process to involve the public in the planning process; and

NOW, THEREFORE, BE IT RESOLVED, that the Town Board does approve and authorize the Public Participation Plan as attached to this resolution.

  
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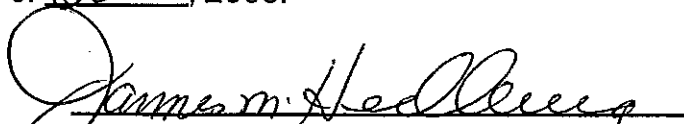
**CERTIFICATE**

STATE OF WISCONSIN }

SS.

COUNTY OF VILAS }

I, James M. Hedberg, Town Clerk, do hereby certify that the foregoing resolution was duly adopted at a meeting of Town Board of the Town of Conover held in the Conover Center on the 1 day of Oct, 2009.

  
\_\_\_\_\_  
James M. Hedberg - Town Clerk



**Resolution 112-09**

**Adoption Recommendation of Comprehensive Plan (66.1001(4)(b))**

STATE OF WISCONSIN

Town of Conover

Vilas County

The Plan Commission of the Town of Conover, Vilas 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 Conover as follows:

**Adoption of the Town of Conover Comprehensive Plan**

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

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

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

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

Adopted this 17<sup>th</sup> day of November, 2009



Karl Jennrich



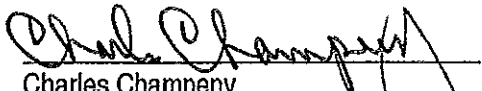
Robert Payseur



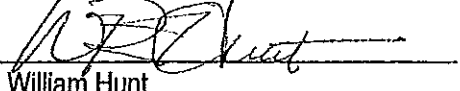
Fred Indermuehle



Brian Engle

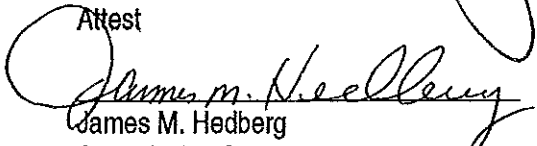


Charles Champeny



William Hunt

Attest



James M. Hedberg  
Commission Secretary



# Town of Conover Ordinance 112-10

RECORDED

JAN 11 2010

NORTH CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

Town of Conover  
Vilas County, Wisconsin

## SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of Conover Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Conover 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 Conover 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 Conover 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 Conover, 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 Conover 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 Conover 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 Conover, 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 Conover Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

SECTION VI – PUBLIC HEARING

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

SECTION VIII – SEVERABILITY



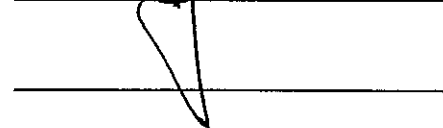
If any provision of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance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

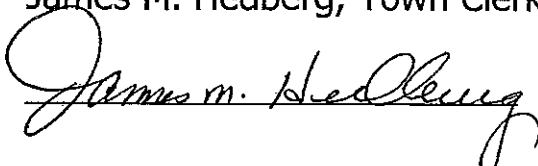
Adopted this 7th day of January 2010.

*Signatures of Town Board:*

  
\_\_\_\_\_  
  
\_\_\_\_\_  
  
\_\_\_\_\_

Attest:

James M. Hedberg, Town Clerk

  
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