

# Town of Presque Isle Comprehensive Plan

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**September 2021**

Assistance provided by:  
**North Central Wisconsin Regional Planning Commission**

# Town of Presque Isle

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September 2021

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This plan was developed by the Town of Presque Isle Zoning Committee and Planning Commission with assistance from the North Central Wisconsin Regional Planning Commission (NCWRPC).

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- 1. Public Participation Plan**
- 2. Plan Commission Resolution**
- 3. Town Board Ordinance**
- 4. Town Owned Lands**

# Chapter 1

## Demographics

### INTRODUCTION

The Town of Presque Isle is located in the northwest corner of Vilas County. It is bordered by the Town of Winchester to the west, the Upper Peninsula of Michigan to the north, the Town of Land O' Lakes to the east, and the Town of Boulder Junction to the south. The Town covers 49,139.3 acres and had a year-round population of 608 in 2018. The Town of Presque Isle is a rural community with concentrated lakeshore development, and can be seen on Planning Area Map 1.

In 2002, the following Vision Statement was developed by the Land Use Planning and Lakes Classification Committee:

#### Vision Statement

A place of abundant natural beauty and rural character featuring:

- Pristine lands teeming with wildlife,
- 342 lakes and streams including 345 miles of shoreline,
- 9,586 acres of surface water...over 19% of the Town,
- Mixed forests of conifer and hardwoods,
- Over 8,767 acres of wetlands comprising 18% of the Town,
- Wild, natural areas in 9,380 acres of State Forest,
- Friendly, caring people who care about the future.

This is the Town of Presque Isle in the 21<sup>st</sup> Century. As a result of the proactive cooperation of its residents, the unique Northwoods character of Presque Isle will be well preserved with diverse forest areas, high water quality, a variety of wild life and the protection of environmentally sensitive areas...the last wilderness.

A well informed and involved community will result in:

- The conservation and preservation of the forest lands,
- The implementation of shoreland management standards,
- Appropriate water body use,
- Managed growth,

which will allow Presque Isle to continue to be Wisconsin's last wilderness. Revised land use and land division policies will lead to a system of planned and orderly growth. Consequently, the Town will establish itself as an area that takes pride in its natural beauty, aesthetic recreational experiences, and appealing residential and business uses.

By proactively guiding growth, the Town of Presque Isle will preserve its strongest asset, the integrity of its forest lands and waters, providing its residents and guests with the opportunity to enjoy the "northwoods" experience.

## DEMOGRAPHICS

This chapter reviews the demographics of the Town of Presque Isle and identifies the major trends impacting the Town over the next few decades. Both Vilas County and the State of Wisconsin are presented for comparison.

### Population and Households

#### Historical Trends

The estimated 2018 population for the Town of Presque Isle provided by the American Community Survey is 608 people. As shown in Table 1A, the Town experienced a swell in population from 1990 to 2010 at a rate of 31.21 percent. The percentage increase was greater than Vilas County and the State of Wisconsin as a whole at 21.03 percent and 16.26 percent respectively. From 2010 to 2018, the population stabilized which was true in the county and state as well. The Town had a slight decline of 1.62 percent, which the county and state had slight gains of 0.76 percent and 1.61 percent respectively.

<b>Table 1A: Demographic Change 1990-2018</b>						
<b>Minor Civil Division</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>2018</b>	<b>1990-2010 % Change</b>	<b>2010-2018 % Change</b>
<b>Total Population</b>						
<b>T. Presque Isle</b>	471	513	618	608	31.21%	-1.62%
<b>County</b>	17,707	21,033	21,430	21,593	21.03%	0.76%
<b>State</b>	4,891,769	5,363,675	5,686,986	5,778,394	16.26%	1.61%
<b>Total Households</b>						
<b>T. Presque Isle</b>	212	241	298	316	40.57%	6.04%
<b>County</b>	7,294	9,066	9,658	10,914	32.41%	13.00%
<b>State</b>	1,822,118	2,084,544	2,279,768	2,343,129	25.12%	2.78%
<b>Average Household Size</b>						
<b>T. Presque Isle</b>	2.22	2.13	2.07	1.92	-6.76%	-7.25%
<b>County</b>	2.40	2.32	2.22	1.96	-7.50%	-11.71%
<b>State</b>	2.61	2.5	2.43	2.40	-6.90%	-1.23%

Source: U.S. Census, 2018 American Community Survey 5-Year Estimates

Growth in the number of households followed the same trend with a dramatic upswing from 1990 to 2010. This was true to a great extent in the Town of Presque Isle, where there was a 40.57 percent increase in the number of households during this time. Vilas County had a 32.41 percent increase in the number of households and Wisconsin had an increase of 25.12 in the number of households from 1990 to 2010. The number of households levelled from 2010 to 2018 which was consistent with the stabilization in population. Presque Isle had a 6.04 percent increase in the number of households after 2010 which was higher than the state at 2.78 percent, but lower than the county at 13.00 percent.

The average household size has been decreasing steadily across the nation over the past few decades. This is due to a multitude of factors including longer life spans, less people having children, and

people having fewer children. In the Town, the average household size has decreased fairly steadily in the past few decades, from 2.22 average people per household in 1990 to 1.92 in 2018, for a decrease of 0.3 persons per household. This decrease is less than the county which has dropped from 2.40 in 1990 to 1.96 in 2018, for a total of .44 persons per household. However, it is greater than the state which has gone from 2.61 in 1990 to 2.40 in 2018, for a net reduction of 0.21 persons per household on average.

In addition to the year-round population shown in Table 1A, a significantly large portion of the Town’s economy is centered around the recreation and tourism industry. Consequently, there are a considerable number of seasonal residents. The summer season is identified as the most popular time for recreational tourists, although fall and winter recreational opportunities are continuing to increase in popularity. It is important to identify the number of seasonal residents as this population creates an increased demand on public services including roadways, outdoor recreation spaces, and public utilities.

Table 1B displays the peak summer population for the Town of Presque Isle in 2018. Of the total peak summer population, 90 percent of residents are seasonal and 10 percent are year-round residents. Some of these seasonal visitors own or rent second homes including houses, cabins, and cottages that are typically utilized for a few months of the year. These residents often own year-round homes in other parts of the state or neighboring states. Therefore, these residents make the Town of Presque Isle their “home away from home” for a portion of the year.

Table 1B: Peak Summer Population Town of Presque Isle 2018										
2018 Population	Hotel Rooms	x 2.2 persons	Campsites	x 3.5 persons	Seasonal homes	x 4 persons	Day visitors	Total	% year-round pop.	% seasonal pop.
608	165	363	94	329	1,137	4,548	300	6,148	10%	90%

Source: U.S. Census, DATCP Recreational Facility Licenses 2018

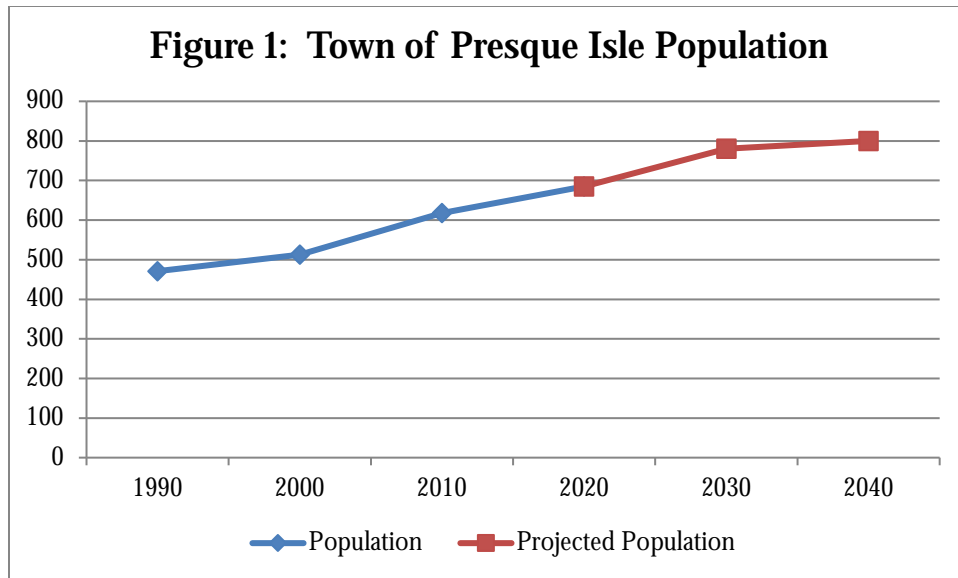
In addition to those utilizing seasonal homes, there are a high number of seasonal visitors. These visitors utilize resorts, hotels, lodges, and campgrounds in the Town for a period of days or weeks. There are two campgrounds located within the Town: Presque Isle Campground and Trailer Park and Big Lake Campground. Big Lake Campground includes 70 campsites in the northern portion of the Northern Highland American Legion State Forest. Presque Isle Campground is located on Stateline Lake and includes 24 campsites available for short term or seasonal use. There are also several hotels, lodges, and cabin rentals throughout the Town. Most of these are small scale operations with fewer than five units.

### Projections

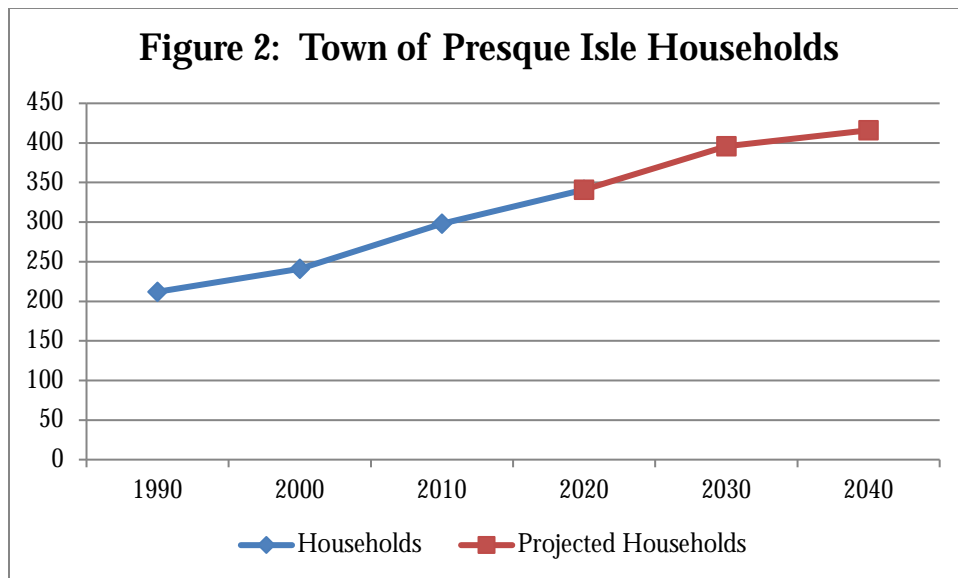
Figure 1 shows population projections for the Town of Presque Isle and Table 2 compares projected population in the Town to Vilas County, based on projections made by the Wisconsin Department of Administration (DOA). The Wisconsin DOA population projections are recognized as Wisconsin’s official population projections. These projections are based on historical population and household growth in the community, with more recent years given a greater weight. The Town of Presque Isle is expected to grow at a much faster rate than Vilas County through the year 2040, at

29.45 percent compared to 11.48 percent. This is likely due to the aging baby boomer population and the Town being a desirable retirement location.

Figure 2 and Table 3 include household projections completed by the WDOA. Projections indicate that although both population and number of households are expected to increase, the number of households is expected to increase at a faster rate. This is consistent with the recent downward trend in household size. The average household size was 2.07 in 2010 and is expected to decrease to 1.91 by 2040. Growth in the number of households is expected to continue for Vilas County and the Town through the year 2040.



Source: U.S. Census, WI DOA



Source: U.S. Census, WI DOA



**Table 2: Population Projections, 2010-2040**

Total Population by Year								
	2010	2015	2020	2025	2030	2035	2040	% change 2010-2040
<b>T. Presque Isle</b>	618	645	685	740	780	795	800	29.45%
<b>Vilas County</b>	21,430	21,840	22,535	23,645	24,395	24,305	23,890	11.48%

Source: WI DOA Population Projections, 2013

**Table 3: Household Projections, 2010-2040**

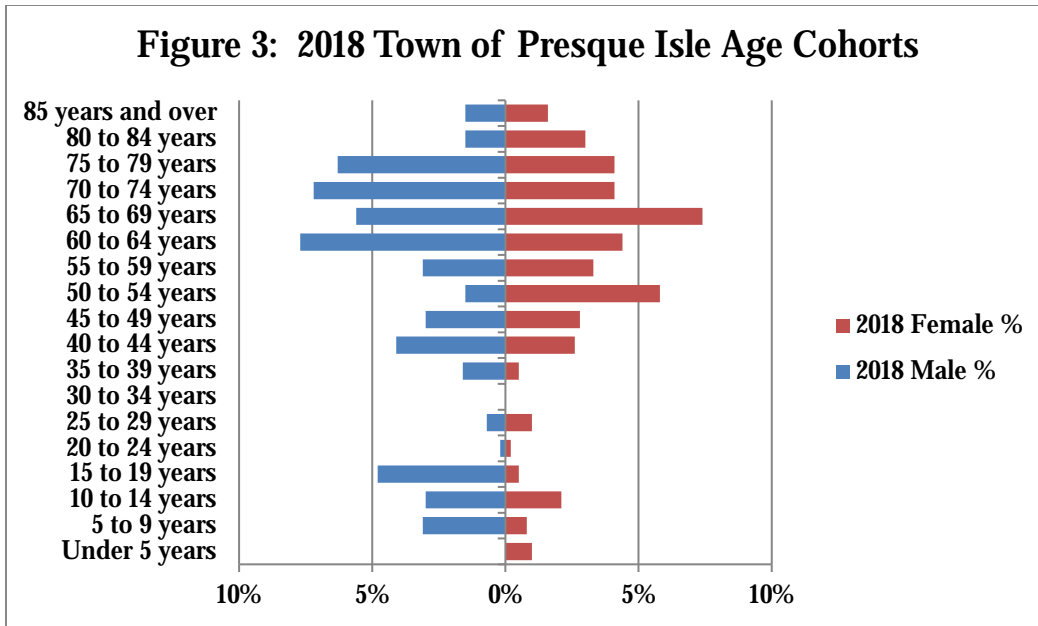
Total Households by Year								
	2010	2015	2020	2025	2030	2035	2040	% change 2010-2040
<b>T. Presque Isle</b>	298	318	341	372	396	408	416	39.60%
<b>Vilas County</b>	9,658	10,056	10,470	11,071	11,513	11,596	11,518	19.26%

Source: WI DOA Household Projections, 2013

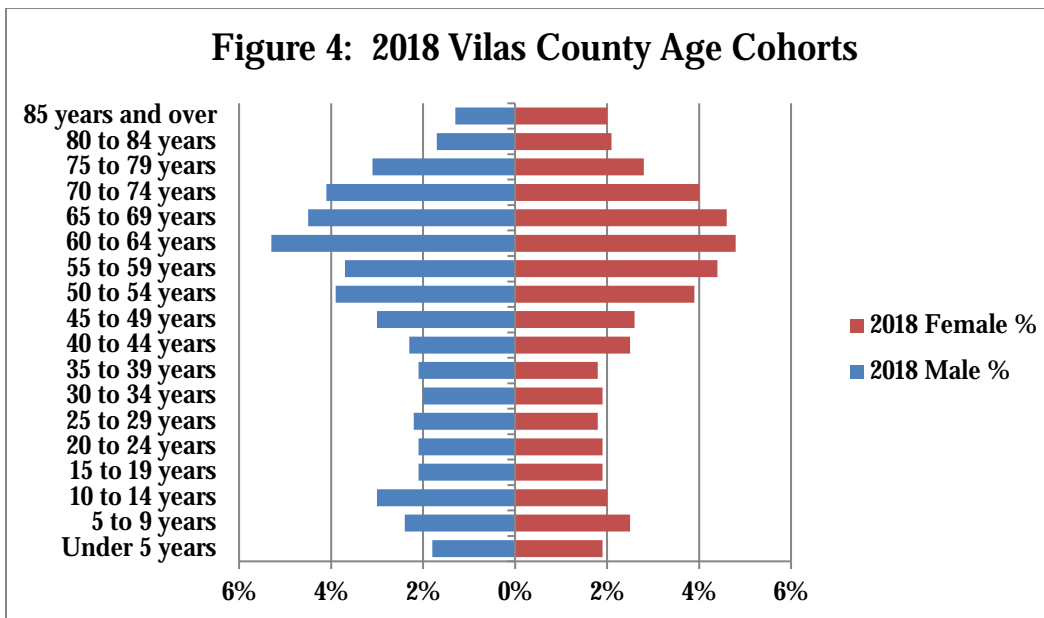
### Age

Figures 3 and 4 compare the distribution of age group for the Town of Presque Isle and Vilas County. Vilas County's population pyramid is highly constrictive with far greater numbers in the higher versus lower age ranges. This is indicative of aging populations with slow population growth. Similarly, the Town of Presque Isle also has a highly constrictive population pyramid with very few residents in the younger age categories. For example, in the 30-34 year age range there are no reported males or females. However, the Town of Presque Isle had proportionately more males in the 5-9 and 15-19 year age ranges than Vilas County. Most males in the Town are in either the 60-64 age category or the 70-74 year old category, and most females are in the 65-69 year old category.

In 2018, the median age in the Town was 62.0 years, up from 60.9 in 2000. The county's median age was 54.1 in 2018. The median age for both the Town and the county was significantly higher than the state at 39.6 in 2018.



Source: 2018 American Community Survey 5-Year Estimates



Source: 2018 American Community Survey 5-Year Estimates

Population distribution is important to the planning process. Two age groups are of particular note, those 17 years of age and younger and those 65 years of age or older. These are often referred to as dependent populations, but each have different needs. For example, the younger group requires schools and child care and the older group requires increased levels of medical care.

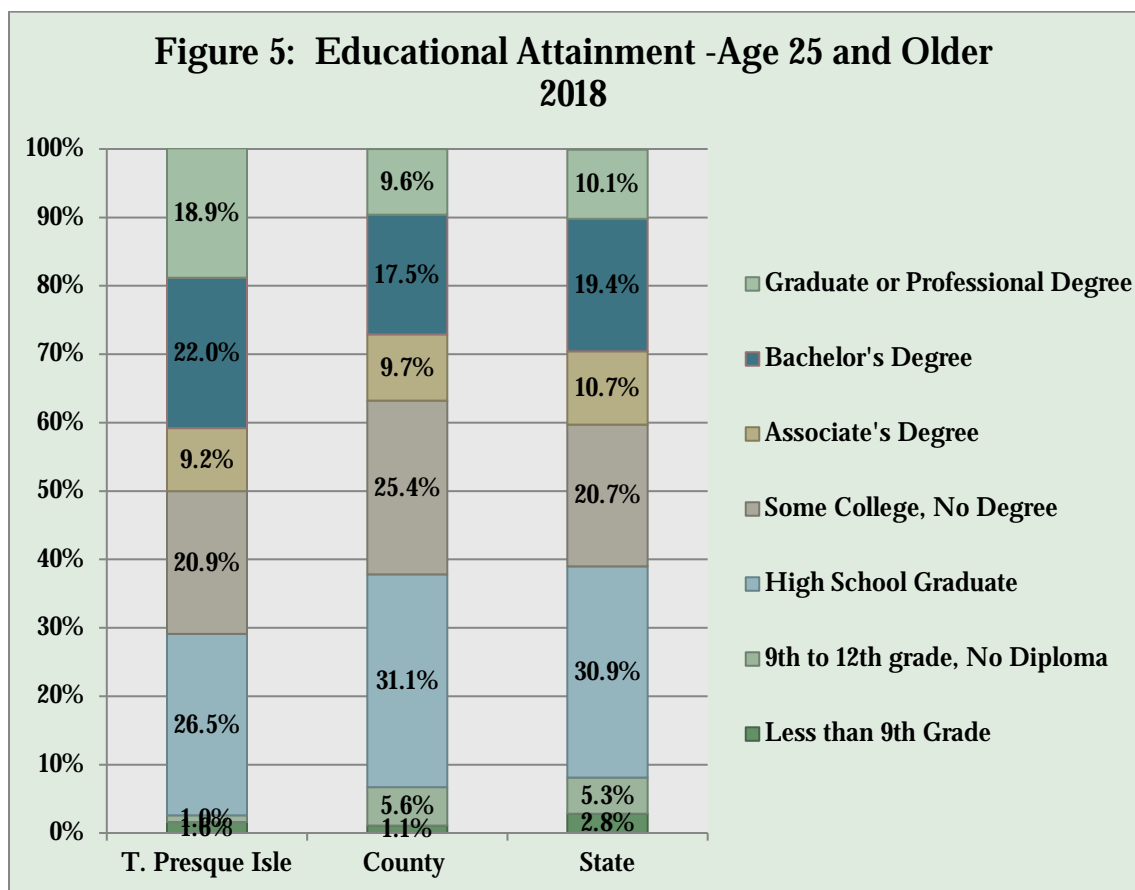
From 2010 to 2018, the population of 17 and younger group in Presque Isle increased from 11.5 percent of the population to 15.3 percent of the population. In short, this was a net gain of 22 people from this age cohort. From 2010 to 2018, the population percentage of those in the 65 and older group increased from 38.3 percent in 2010 to 42.3 percent in 2018, with a net gain of 20

people. Due to longer life expectancy and the size of the Baby Boomer generation, the 65 and older age group is expected to continue to increase in size. The trend is occurring at the state and national levels and to an even greater degree within the rural Wisconsin counties. This population trend whereby older age categories increase significantly while younger age categories decline will impact the future labor supply, school system, and health care industry at the national, state, and local levels.

## Education and Income Levels

### Education

Figure 5 compares educational attainment of those in the Town of Presque Isle to the county and the state. In 2018, 97.5 percent of town residents age 25 and older had a high school education or higher. This was 4.2 percent more than the county average and 5.6 percent higher than the state average.



Source: 2018 American Community Survey 5-Year Estimates

In 2018, 40.9 percent of Town residents had earned a bachelor's degree or higher. This was substantially higher than both the county and the state at 27.1 percent and 29.5 percent respectively. Education and how it relates to economic development will be discussed in the economic development chapter.

## Income

Median household income and per capita income are two commonly used measures of income. Median household income is the amount that divides the income distribution into two equal groups, meaning half of all households have income above that amount, and half have income below that amount. Per capita income is the average income earned per person.

Median household income for Town of Presque Isle residents was \$69,250 in 2018. Table 4 shows that this was significantly higher than Vilas County and the State of Wisconsin. In 2000, the Town of Presque Isle median income was slightly lower than the state, but higher than the county. When adjusted for inflation, the median household income in the Town has risen considerably over the past few decades. This was not the case in the county or the state.

Table 5 illustrates that income per capita in the Town of Presque Isle is higher than the county or the state. This was true in 2000 as well. Per capita income in the Town has increased 5.08 percent when adjusting for inflation from 2000 to 2018. This rate of increase is higher than the state at 2.80 percent but lower than the county which increased at a rate of 23.12 percent.

**Table 4: Median Household Income**

Minor Civil Division	2000	2018	*Net Change	*% Change
T. Presque Isle	\$43,438	\$69,250	\$5,465	12.58%
Vilas County	\$40,876	\$44,285	-\$19,147	-46.84%
Wisconsin	\$43,791	\$59,209	-\$5,093	-7.92%

Source: U.S. Census, 2018 American Community Survey 5-Year Estimates  
\*Adjusted for inflation in 2018 dollars

**Table 5: Per Capita Income**

Minor Civil Division	2000	2018	*Net Change	*% Change
T. Presque Isle	\$25,798	\$39,193	\$1,311	5.08%
Vilas County	\$18,361	\$31,206	\$4,245	23.12%
Wisconsin	\$21,271	\$32,108	\$874	2.80%

Source: U.S. Census, 2018 American Community Survey 5-Year Estimates  
\*Adjusted for inflation in 2018 dollars

## Employment Characteristics

Tables 6 and 7 illustrate the breakdown of the labor force and employed population living in the Town of Presque Isle in 2000 and 2018. The “employed population” includes those that are 16 and older. There was a decrease of 14 people in the labor force from 2000 to 2018 in the Town. This is likely due to the rise in median age, whereby more people are entering retirement. This decline was in contrast to the labor force growth seen the state. The decline was also greater than in the county where the labor force has remained relatively stable since 2000.

Labor force participation indicates the percent of those 16 years and over that are in the labor force. The labor force participation rate decreased 12.9 percent in the Town of Presque Isle from 2000 to 2018. There was a decrease in the county and state during this period also, but to a lesser degree.

<b>Table 6: Labor Force</b>					
<b>Minor Civil Division</b>	<b>Labor Force</b>			<b>Labor Participation Rate</b>	
	<b>2000</b>	<b>2018</b>	<b>2000-2018 % Change</b>	<b>2000</b>	<b>2018</b>
<b>T. Presque Isle</b>	210	196	-6.67%	50.2%	37.3%
<b>Vilas County</b>	9,869	9,907	0.41%	57.3%	53.8%
<b>Wisconsin</b>	2,872,104	3,092,330	7.67%	69.1%	66.7%

Source: U.S. Census, 2018 American Community Survey 5-Year Estimates

In 2000, the Town of Presque Isle had an employed population of 208 people. This number decreased 12 people to 196 by 2018, for a decline of 5.77 percent. The employed population remained relatively stable in the county from 2000 to 2018, and increased 8.40 percent in the state. The U.S. Census classifies individuals as unemployed if they are not working, actively seeking work, and available to accept a job. The unemployment rate in the Town was 0.0 percent in 2018. This was lower than both the county and the state at 7.3 percent and 4.0 percent respectively.

<b>Table 7: Employment</b>				
<b>Minor Civil Division</b>	<b>2000</b>	<b>2018</b>	<b>2000-2018 % Change</b>	<b>Unemployment Rate</b>
<b>T. Presque Isle</b>	208	196	-5.77%	0.0%
<b>Vilas County</b>	9,268	9,182	-0.93%	7.3%
<b>Wisconsin</b>	2,734,925	2,964,540	8.40%	4.0%

Source: U.S. Census, 2018 American Community Survey 5-Year Estimates

As shown in Table 8, in 2018 most Presque Isle residents were employed in the areas of management, business, science and the arts. This is a shift from 2000, when most residents were employed in sales and office occupations. In 2018, the second sector most represented was the area of natural resources, construction, and maintenance followed by service occupations. From 2000 to 2018, the most significant increase was seen in management, business, science, and arts positions. The most significant decrease during this time period was in sales and office positions.

<b>Table 8: Resident Occupations 2000-2018</b>		
<b>Occupation Sector</b>	<b>2000</b>	<b>2018</b>
<b>Management, business, science, and arts**</b>	42	86
<b>Service occupations</b>	41	28
<b>Sales and office occupations</b>	63	26
<b>Natural resources, construction, and maintenance occupations</b>	39	47
<b>Production, transportation, and material moving occupations</b>	23	9
<b>Total employed*</b>	<b>208</b>	<b>196</b>

Source: U.S. Census, 2018 American Community Survey 5-Year Estimates

\*Total employed represents employed civilian population 16 years and over

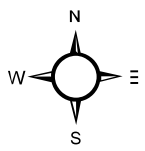
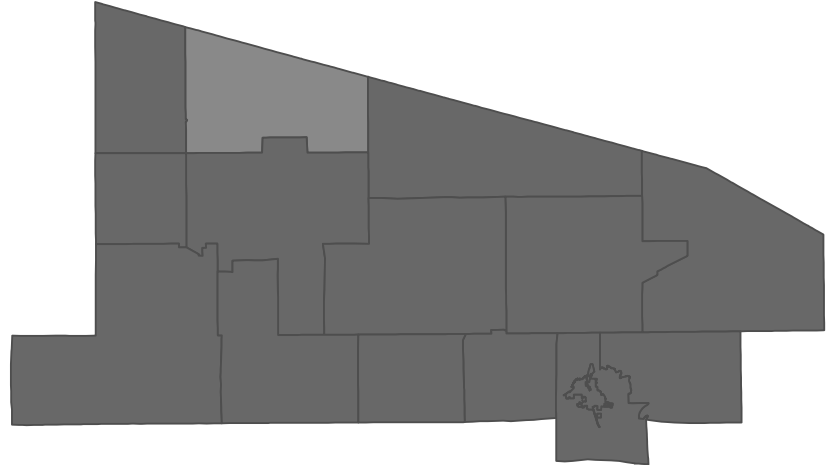
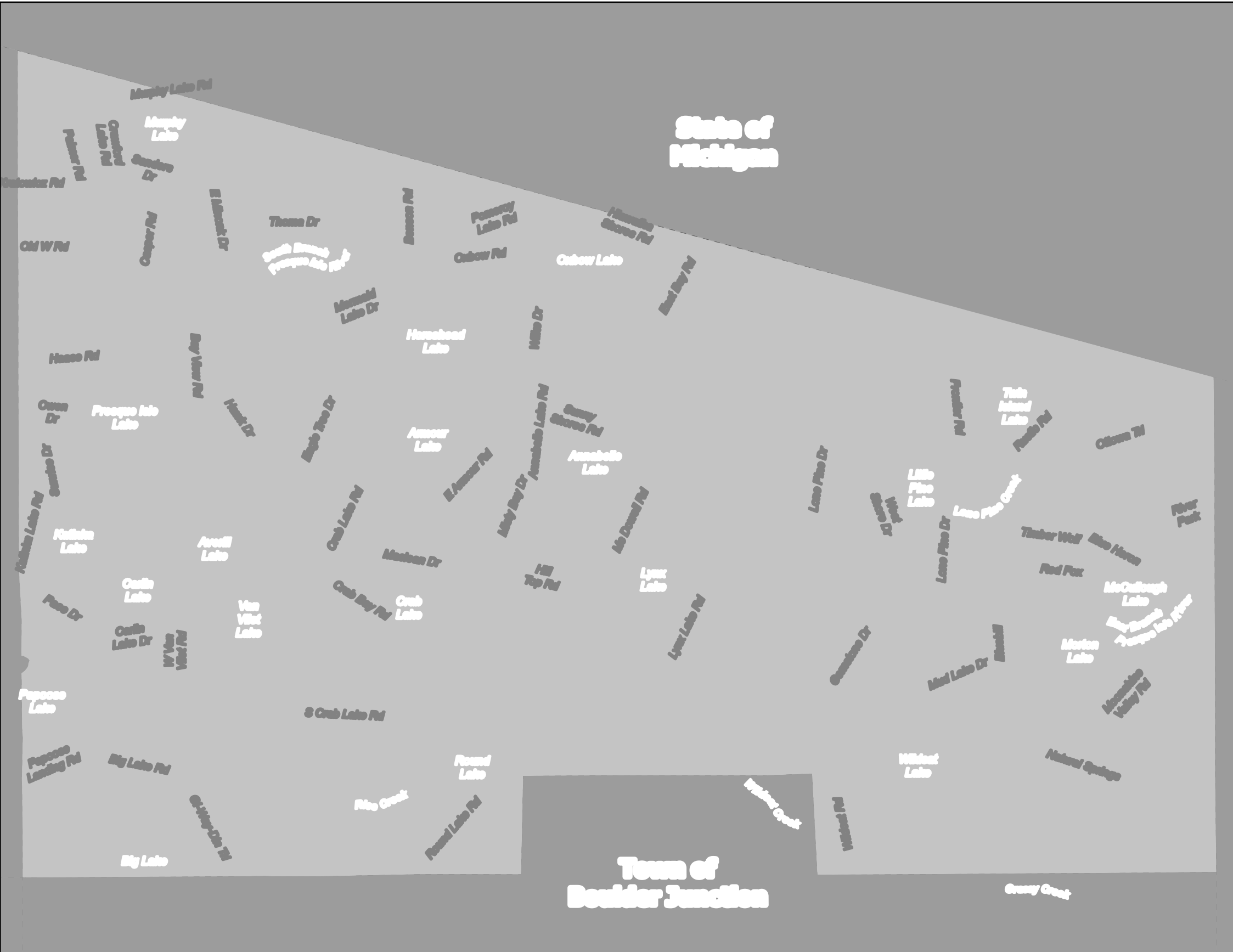
\*\*Some changes may be due to changes in name and categorization of occupations between the 2000 and 2018 Census

### Demographic Snapshot

- The population and number of households have increased significantly over the past few decades, with some levelling after 2010. There has been a notable decline in household size.
- The Town of Presque Isle is expected to continue to increase both in terms of population and in the number of households.
- There are a large number of people in the older age categories and the median age is higher than the county and the state.
- The median age rose 1.1 years from 60.9 in 2000 to 62.0 in 2018.
- The Town of Presque Isle has a very high number of those with a high school diploma or higher (97.5%) or a bachelor’s degree or higher (40.9%), significantly more than the county or the state.
- The average household income and per capita income are higher than the county or the state.
- The labor participation rate is lower than the county or the state, and the unemployment rate is lower than either the county or the state.
- Most people working in the Town of Presque Isle work in the areas of management, business, science, and the arts.

**State of Michigan**

**Town of  
Boulder Junction**



# Chapter 2

## Natural, Agricultural, and Cultural Resources

This chapter describes local land and water conditions in detail as well as agricultural resources and cultural heritage. It is important to consider the patterns and interrelations of natural resources on a broader scale because they do not follow geo-political boundaries. In addition, many of the programs for protecting or mitigating impacts to natural resources are administrated at the county, state, or federal level. Thus an overview of recent county-wide natural resource planning efforts is described below.

It is in the best interest of the community to plan for, preserve and protect natural, historic and cultural resources as these resources serve as a catalyst for many who desire to live and own property in the Northwoods. Additionally, these resources have more than aesthetic and recreational value, they are essential to long-term human survival and general welfare.

### PREVIOUS NATURAL, AGRICULTURAL, & CULTURAL RESOURCE PLANS AND STUDIES

In the last decade, several plans were prepared by the county specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision making regarding resource management and protection.

#### **Vilas County Land and Water Resource Management Plan, 2015-2024**

This plan outlines a comprehensive strategy for the implementation of soil and water conservation in Vilas County from 2015 to 2024. The County Land and Water Conservation Department, in partnership with the NCWRPC, identified the following goals for Vilas County's natural resource protection efforts:

- Goal 1: Increase the publics' level of natural resource knowledge and stewardship
- Goal 2: Protect aquatic and terrestrial environments from non-point source pollutants
- Goal 3: Protect aquatic, terrestrial, and wetland ecosystems from invasive species
- Goal 4: Organize sites of concern within watersheds, wetlands, lakes, and forests
- Goal 5: Attend to state and local conservation funding and policy issues

#### **Vilas County Farmland Preservation Plan, 2015**

The Vilas County Farmland Preservation Plan is required under Chapter 90 of Wisconsin Statutes. The Plan's Purpose is to guide and manage farmland preservation and agricultural production capacity from 2015 to 2030. The plan identifies portions of the county as designated farmland preservation areas and existing farmland preservation areas.

- Farmland Preservation Areas are also located throughout the Town.



### **Vilas County Forestry Plan**

The Vilas County Forestry Plan, updated in 2017, is a management guide for the Vilas County Forest and is updated every decade. The mission of the plan is to manage and protect natural resources on a sustainable basis for ecological, economic, educational, and research needs of present and future residents throughout Vilas County.

### **USGS Protecting Wisconsin's Groundwater through Comprehensive Planning**

In a joint effort by the Wisconsin Department of Natural Resources (DNR), the University of Wisconsin System, and the United States Geological Survey, a website was made available with data and information on geology, general hydrology, and groundwater quality. The website was developed to aid government officials in their comprehensive plans, including this plan.

The most recent data available for Vilas County was public in 2007. The full Vilas County report can be found at their website: [https://wi.water.usgs.gov/gwcomp/find/vilas/index\\_full.html](https://wi.water.usgs.gov/gwcomp/find/vilas/index_full.html).

## **NATURAL RESOURCES**

Examining the natural environment is essential to the planning process. For instance, soils, topography and geology can pose limitations to certain types of development, while an inventory of surface water resources, vegetation types, environmentally significant areas, and historical features identify those resources and areas which should be protected from over-development. This section of the plan identifies both the land and water resources of the town, detailed on Natural Resources Map 2.

### **Land Resources**

The Town is located in the northwest portion of Vilas County. The Town is bounded by the Upper Peninsula of Michigan to the north, the Town of Winchester to the west, the Town of Boulder Junction to the south and Town of Land O' Lakes to the east. The Town of Presque Isle covers 49,852 acres of land.

### **Topography and Geology**

Vilas County is in the Northern Highland physiographic region of Wisconsin. This region has some of the highest elevations in the state. Elevations range from about 1,560 feet above sea level in an area along Squaw Creek in the southwest corner of the county to 1,845 feet at Muskellunge Hill.

There are three geographic regions in Vilas County. The drumlins and ground moraines in the eastern portion of the county are characterized by low, smoothly rounded, elongated, and oval ridges that are nearly level to moderately steep, and are interspersed with long, narrow drainage ways. The second area is an outwash plain characterized by a rolling or hilly topography with many enclosed basins and depressions. The Town of Presque Isle is located in the third area, the Winegar moraine area, a major end moraine that is dominantly undulating to steep, which extends across the northwest portion of Vilas County. This area is hummocky and is characterized by short, steep slopes and ridges, and by numerous wet depressions, most of which have no outlets.

According to the Soil Survey of Vilas County, the secondary drainage system is rather poorly defined, and includes the Town's numerous lakes which drain into the river systems through shallow, crooked drainageways. Glacial meltwater was unable to establish a system of deeper channels in the glacial topography of the area. In addition, many of the lakes do not have any outlets.

The soils of Vilas County are primarily sandy and loamy soils which are suited to, and do support, forested/woodland uses. Due to the sandy and droughty nature of the soils, most are of relatively low agricultural value. In addition, the growing season in the county is relatively short. The soil in the Town of Presque Isle is made up primarily of the Gogebic-Sarona-Whitbeck association, which is described as a "heavy" clay-rich soil that retains moisture and has relatively poor permeability. The soil is the Padus-Pence-Greenwood association in the southern section and a small western portion of the Town. Along the Town's eastern boundary the soil is mainly the Sayner-Rubicon-Omega association.

### Forests

Forests are the predominant land cover within the Town of Presque Isle, covering 36,958 acres or approximately 74 percent of the Town's total area. Forests are an important resource in the Town. Forests provide protection for environmentally sensitive areas, such as steep slopes, shorelands, wetlands, and flood plains. In addition, expansive forests provide recreational opportunities aesthetic benefits, and economic development.

The DNR publication, Wisconsin Biodiversity as a Management Issue, reported that prior to widespread human habitation, the Town of Presque Isle forests consisted of predominately coniferous species including both the white and red pine. While these conifers were dominant to the south of the Winegar Moraine, most of the Presque Isle township has soils which are not optimal for the dominant (white and red) pines; forests here were mixed hardwoods with significant stands of hemlock, cedar, spruce, and birch. This type of pine forest was extremely limited in the State, with Oneida and Vilas Counties containing the most extensive block.

From the mid-1800's to early 1900's, much of the forest areas in Wisconsin were cut over. The early logging concentrated on the white pine and to some extent the red pine. This practice, in addition to purposeful or unintentional fires, almost eliminated the white pine seed from the northern forest area. Efforts to replant over 500,000-acres of forestlands in Wisconsin from 1956 to 1968 met with mixed success. However, from 1968 to 1982 nearly every tree species increased in overall volume throughout the state. At present, Vilas County is characterized by well-developed secondary growth forests with a mixture of hardwoods and conifer stands that cover 81 percent of the county.

Woodlands in the Town are owned by several different entities including private property owners, public owners, and conservation/education organizations. Most of the forestland in the Town of Presque Isle is privately owned, including approximately 2,040 acres enrolled in Managed Forest Law (MFL) program and approximately 1,544 acres in Forest Crop Law (FCL) program, as of January 2019. Some, but not all of this land is open to public access. These programs have been established to preserve and protect woodlands through practicing proper management techniques.

Public lands account for the second largest category in the Town of Presque Isle, most of which are state lands and are part of the Northern Highland American Legion (NHAL) State Forest. A Master

Plan Amendment in 2013 included the addition of the Van Vliet Hemlocks Block, which added 433 acres (355 acre east unit and 78 acre west unit), which include old-growth hemlocks, white birch, white cedar, and black spruce. The Presque Isle Block was also added, which included 101 acres that includes hardwoods and aspen.

The smallest category, but of unique significance are woodlands owned by conservation/educational organizations. One such area is Border Lakes State Natural Area owned by the Nature Conservancy. There are two preserves owned and managed within this area, the Catherine Wolter Wilderness Area, consisting of 2,654 acres, and the Guido Rahr, Sr. Tenderfoot Forest Reserve, consisting of 500 acres. Both serve as a means of preservation and are open for low-impact recreation.

In the summer of 2019, the Northwoods Land Trust (NWLTL) accepted 16 transfers of conservations projects (690 acres) from the Last Wilderness Conservation Association (LWCA). The LWCA existed as an all-volunteer land trust conserving natural resources in the “Border Lakes” Region in Presque Isle and Winchester since the early 1990’s. The NWLTL felt it was important to transfer the properties all at once to ensure the integrity of the project and continue perpetual stewardship of the properties.

### **Agricultural Areas**

There are no agricultural lands within the Town of Presque Isle. While there are no agricultural lands within the Town, horses are stabled within at least two locations in the Town.

### **Metallic and Non-Metallic Mineral Resources**

There are no active metallic mines within the Town. However, there are a limited number of non-metallic mines throughout the Town.

### **Environmentally Remediated Areas**

Brownfields are commercial or industrial properties that contain or may contain hazardous substances, pollutants, or contaminants. Expansion, redevelopment, or reuse of these properties can be especially difficult. The Bureau for Remediation and Redevelopment Tracking System (BRRTS) is an online database that provides information about contaminated properties and other activities related to the investigation and clean-up of properties with contaminated soil and/or groundwater. Contaminated sites are not uncommon as all communities with commercial and industrial development have the potential for air emissions, groundwater contamination, soil spills, and surface water contamination. Contaminated sites originate when a property is used for such activities as a gas station, industrial processing facility, a landfill, or a laundromat. There are no listed open sites on the BRRT currently in the Town of Presque Isle.

### **Rare Species and Natural Communities**

Wisconsin’s National Heritage Inventory Program (NHI) is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features throughout the State. The program’s database, on the Wisconsin DNR website, identifies species and natural communities that are currently tracked by the NHI. As of April 2019, NHI tracked 24 species or communities in the Town of Presque Isle. The species tracked by NHI include 14 communities and a bird rookery. The list also includes four plants and five animals and insects. The animals and insects identified are the Mink Frog, Water Shrew, Four-toed Salamander, Boreal Chickadee, and Lake Emerald Dragonfly.

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.

### State Natural Areas (SNA)

State natural areas were designated to protect the state's natural diversity, provide sites for research and environmental education, and serve as benchmarks for assessing and guiding use of other lands in the state. Natural areas are defined as tracts of land or water, which have native biotic communities, unique natural features, or significant geological or archeological sites. These sites do not have much facility development, though there may be a designated trail on the site. There are four SNAs in the Town of Presque Isle:

- Border Lakes SNA (No. 411) is 2,383 acres
- Dunn Lake SNA (No. 237) is 954 acres
- Rice Creek SNA (No. 504) is 435 acres
- Van Vliet Hemlocks SNA (No. 673) is 412 acres

## Water Resources

The Town of Presque Isle, as well as the whole of Vilas County, is characterized by numerous natural surface water features, including rivers, streams, lakes and wetlands. Many have remained in a fairly pristine state and others are in need of focused efforts to improve water quality. This section discusses the characteristics of the major surface water features located within the Town.

### Watersheds

A watershed is an area of land in which water drains to a common point. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas and typically range in size from 100 to 300 square miles. River basins encompass several watersheds. There are 32 river basins in Wisconsin, which range in size from 500 to over 5,000 square miles.

A majority of the Town of Presque Isle consists of two watersheds. The northern portion of the Town is located within the Presque Isle River watershed, which flows north to Lake Superior and eventually to the Atlantic Ocean. The southern portion of the Town lies in the Manitowish River watershed, which flows west to the Flambeau-Chippewa Rivers which feed the Mississippi River, which eventually empties into the Gulf of Mexico. There are also two small portions along the western Town boundary that are included in the Flambeau Flowage watershed.

### Surface Water

According to the Soil Survey, Vilas County ranks second in the state in total acreage of surface water with 96,321 acres, of which approximately 98 percent is lakes and the remaining 2 percent is rivers and streams. Overall the county ranks first in the state in total number of lakes with 1,327. The

Town of Presque Isle contains 9,586.33 acres of surface water, including lakes and streams which comprise approximately 19% of the Town's total land area.

### Rivers

The Town of Presque Isle contains many river systems and creeks that run through the Town. Most notably the South Branch Presque Isle River (6.2 miles) and East Branch Presque Isle River (6.6 miles) wind through the Town.

### Lakes

There are a multitude of lakes throughout the Town of Presque Isle, 78 of which are categorized as named lakes by the Wisconsin DNR. Major lakes include Presque Isle Lake (1,165 acres), Crab Lake (909 acres), Oxbow Lake (523 acres), and Armour Lake (328 acres). The Town also shares several lakes with neighboring towns, including Big Lake (827 acres), High Lake (741 acres) and Papoose Lake (422 acres).

Table 9 contains an inventory of the 22 lakes within the Town that are 100 acres or greater in size. The lakes vary in size, clarity, and health. Some lakes contain aquatic invasive species which is very common in areas throughout Vilas County and the northwoods. The Town of Presque Isle has not experienced widespread infestations of the worst of the aquatic invasive species that are common in other portions of Oneida and Vilas Counties. There are very significant efforts being made to ensure continued education and the maintenance of best practices to minimize the risk of future infestations.

In recent decades, lake associations have become quite common. Lake associations typically are responsible for evaluating and reducing the presence of invasive species and monitoring residential and commercial development along shorelines. Additionally, the Presque Isle Town Lakes Committee (PITLC) includes representative from various lake and property owner associations. Since 2006, the PITLC has studied 31 lakes and 2 rivers in Presque Isle as part of the DNR Lake Study Grant program. In addition, in 2019 the PITLC sponsored the creation of the "Wilderness Waters Adaptive Management Plan". The plan seeks to move beyond individual lake-by-lake studies and systematically integrate lake monitoring and management efforts into a single program. The following are represented on PITLC:

- Annabelle Lake Property Owners Association
- Friends of Armour Lake
- Carlin Lake Association
- Crab Lake Property Owners Association Inc.
- Frontier Lakes Owners Association
- Horsehead Lake Association
- Katinka Lake Association
- Lynx Lake Association
- Natural Lake Owners Advancement Association
- Oxbow Lake Association
- Papoose/Rosalind Lake Association
- Presque Isle Lake Homeowners Association

- Val Vliet Lake Association
- Wildcat Lake Association

**Table 9: Town of Presque Isle Lake Inventory**

Lake Name	Area	Maximum Depth	Lake Association	Invasive Species
<b>Annabelle Lake</b>	194 acres	30 feet	Annabelle Lake Property Owners Association	No
<b>Armour Lake</b>	328 acres	56 feet	Friends of Armour Lake	No
<b>Big Lake</b>	827 acres	61 feet	No	Yes (Banded Mystery Snail, Chinese Mystery Snail, Narrow-leaf cattail, Purple Loosestrife, Rusty Crayfish)
<b>Carlin Lake</b>	155 acres	36 feet	Carlin Lake Association	No
<b>Crab Lake</b>	909 acres	60 feet	Crab Lake Property Owners Association Inc.	Yes (Narrow-leaf cattail, Rusty Crayfish)
<b>Flora Lake</b>	102 acres	40 feet	No	No
<b>Horsehead Lake</b>	250 acres	24 feet	Horsehead Lake Association	No
<b>Katinka Lake</b>	170 acres	60 feet	No	No
<b>Little Presque Isle Lake</b>	144 acres	18 feet	No	No
<b>Lone Pine Lake</b>	137 acres	41 feet	No	No
<b>Lynx Lake</b>	307 acres	48 feet	No	No
<b>McCullough Lake</b>	221 acres	27 feet	Natural Lakes Owners Advancement Association	Yes (Rusty Crayfish)
<b>Minonk Lake</b>	100 acres	27 feet	No	No
<b>Morton Lake</b>	165 acres	29 feet	Natural Lake Owners Advancement Association	No
<b>Oxbow Lake</b>	523 acres	44 feet	Oxbow Lake Association	Yes (Banded Mystery Snail, Freshwater Jellyfish)
<b>Papoose Lake</b>	422 acres	65 feet	Papoose/Rosalind Lake Association	Yes (Rusty Crayfish, Yellow Iris)
<b>Presque Isle Lake</b>	1,165 acres	103 feet	Presque Isle Lake Homeowners Association	Yes (Rusty Crayfish)
<b>Round Lake</b>	173 acres	25 feet	No	Yes (Chinese Mystery Snail, Rusty Crayfish)
<b>Stateline Lake</b>	205 acres	67 feet	No	Yes (Rusty Crayfish)
<b>Twin Island Lake</b>	203 acres	15 feet	No	No
<b>Van Vliet Lake</b>	230 acres	20 feet	Van Vliet Lake Association	Yes (Rusty Crayfish)
<b>Wildcat Lake</b>	293 acres	38 feet	Wildcat Lake Association	Yes (Banded Mystery Snail, Chinese Mystery Snail, Freshwater Jellyfish)

Source: Wisconsin Department of Natural Resources

### **Outstanding and Exceptional Resource Waters**

The Wisconsin DNR classifies major surface water resources. These classifications allow water bodies of particular importance to be identified because of their unique resource values and water quality. The DNR has two categories which include Outstanding Resource Waters (ORW) which have the highest quality water and fisheries in the state and are therefore deserving of special protection, and Exceptional Resource Waters (ERW) which have excellent water quality and valued fisheries but receive or may receive water discharges.

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. Crab Lake is the only waterbody within the Town of Presque Isle that falls into either of these classifications, and is listed as an Outstanding Resource Water (ORW).

### **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 the Town of Presque Isle are listed as not meeting the standards set under the U.S. Clean Water Act, Section 303(d). The impaired waters in the Town of Presque Isle are Lynx Lake, Annabelle Lake, and Oxbow Lake all because of contaminated fish tissues caused by high levels of mercury.

### **Invasive Aquatic Species**

Surface water resources in Vilas County are threatened by the introduction of invasive aquatic species. Invasive species can alter the natural ecological relationships among native species and affect ecosystem function, economic value of ecosystems, and human health. It is recommended that the Town continue to work with the County Land and Water Conservation Department to develop public outreach education strategies. It is also beneficial that lake districts and associations continue to work with the DNR and property owners to manage invasive aquatic species within lakes and waterbodies throughout the Town of Presque Isle.

### **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.

There are approximately 9,059 acres of wetlands within the Town of Presque Isle. These wetlands include a wide diversity of wetlands types including emergent/wet meadow, scrub/shrub, and deciduous and coniferous forested. These areas should be protected and development should be encouraged away from these environmentally sensitive areas.

### **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. Floodplains 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 most substantial (regional) flood, i.e. those that have a probability of occurring once every one hundred years.

### **Groundwater**

Groundwater is water found underground in the cracks and spaces in soil, sand, and rock. It is replenished by rain and snow melt that seeps down into cracks and crevices beneath the land's surface. 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. Most groundwater in Vilas County is obtained from sand and gravel aquifers. 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. Shallow wells in these deposits are subject to pollution.

Contamination of groundwater typically is the result of land uses associated with modern development. 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.



The Wisconsin DNR in conjunction with the University of Wisconsin Extension, Wisconsin Geological and Natural History Survey and USGS, analyzed the ease whereby contaminants can be carried through overlying materials to groundwater. Variables relevant to this are depth to bedrock, type of bedrock, soil characteristics, depth to water table, and characteristics of surficial deposits. Nearly all of Vilas County including the Town of Presque Isle has been identified as being susceptible to groundwater contamination.

The water quality throughout the Town 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.

## **HISTORICAL AND CULTURAL RESOURCES**

A cultural resource is a broad term that can encompass many aspects of heritage. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to Native Americans or other cultural groups. Cultural resources are those elements that signify heritage and help to evoke the sense of place that makes an area distinctive. Cultural resources include buildings; sites and landscape that help communities retain their sense of identity in an increasingly homogenized society.

### **Community History**

The derivation of the name Presque Isle was tied to the location of the Presque Isle River where shipwrecked explorers spent the winter. The name is taken from the French language, *presqu'île* meaning a peninsula. At spring melt-out and flooding, their campsite was essentially an island, as the river flowed in two channels on either side of their overwinter shelter. The river was subsequently named the Presque Isle River and the Town of Presque Isle is the headwaters of the river, with the largest lake also named Presque Isle Lake.

In 1905 Foster and the Vilas County Lumber Company (VCLC) built their sawmill, deployed loggers into the surrounding forests, and built a company town adjacent to the mill to house and support the needs of the employees. The town and the mill were served by a spur of the Chicago & Northwestern (CNW) Railroad which established daily freight and passenger service. Foster named the company town Fosterville and it was subsequently renamed after WS Winegar took over management in 1910. The community retained the Winegar name long after the VCLC departed in 1933. In 1955 local residents elected to adopt the name of the civil entity (Vilas County designated town) Presque Isle. Vilas County recognized Presque Isle as an independent town in 1907, at which time it included what is now the Town of Winchester. The Town of Presque Isle split off from Winchester in 1921.

As the lumber era drew to a close in 1933, the community of Winegar shrank dramatically as the lumber company relocated to the Upper Peninsula of Michigan. The sawmill and many of the municipal and residential structures were dismantled and moved. The CNW stopped rail service and

removed the tracks of the spur off of the Green Bay to Ashland mainline. The greater Presque Isle area endured real hardship during the Great Depression years and the Town barely held on with residents often surviving with only what they could source from their own land. Many relied on whatever work they could find and depended upon limited public assistance.

In the late 1940's the Town worked with the Wisconsin Conservation Commission (predecessor to the modern DNR) to renovate the former sawmill pond and convert it to the largest walleye rearing facility in the state. This facility operated until the 1970's, when the WDNR moved the operation to updated facilities. The land and the ponds reverted to the Town of Presque Isle became what is now Pipke Park. At present, the park features hiking trails, boating, fishing, ice skating, and cross-country skiing. The park also provides adjacent access to bicycle and snowmobile trails.

## **Resources**

Historic structures and cultural areas provide a sense of place, enhance community pride, and reinforce social and cultural enrichment. The identification of existing historic structures and cultural areas are an important consideration in all town planning efforts, as these features are critical to defining a community's look and character.

There are no properties within the Town on the National or State Register of Historic Places. However, there are several properties that appear on the Wisconsin Architectural History Inventory. A collection of resorts built as early as 1918 demonstrates the historical significance that seasonal destinations had on the early development of the Town. The Town has been viewed as a desirable seasonal destination for over 100 years and that seasonal appeal has influenced this area substantially. These properties include the following:

- Bay View Lodge
- Schacht's Alpine Resort
- Sunrise Resort

## Natural, Agricultural, and 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**

This is a program by the Wisconsin Department of Commerce, Safety and Buildings Division. Grants are provided to homeowners and small commercial businesses to help offset a portion of the cost for the repair, rehabilitation, or replacement of existing failing Private Onsite Wastewater Treatment Systems (POWTS). Eligibility is based upon several criteria, including household income and age of the structure.

### **Endangered Resources Program**

The 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**

Support for the Forest Management Program is received from the federal & state 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.

### **Forest Land Enhancement Program**

The Forest Land Enhancement Program (FLEP) encourages the long-term sustainability of non-industrial private forestlands by providing financial, technical and educational assistance by state forestry agencies to assist private landowners in actively managing their land. To be eligible for cost-share assistance, an owner of a non-industrial private forest (NIPF) must develop and implement a management plan (addressing certain criteria) that provides for the treatment of no more than 1,000 acres of non-industrial private forestlands. The acreage may be increased to 5,000 acres if it is determined that the treatment of additional acres will result in significant public benefit.

## OBJECTIVES AND STRATEGIES

### **Objective #1: Maintain and enhance the aesthetic, ecological quality, function, and other values of the Town's land and water resources.**

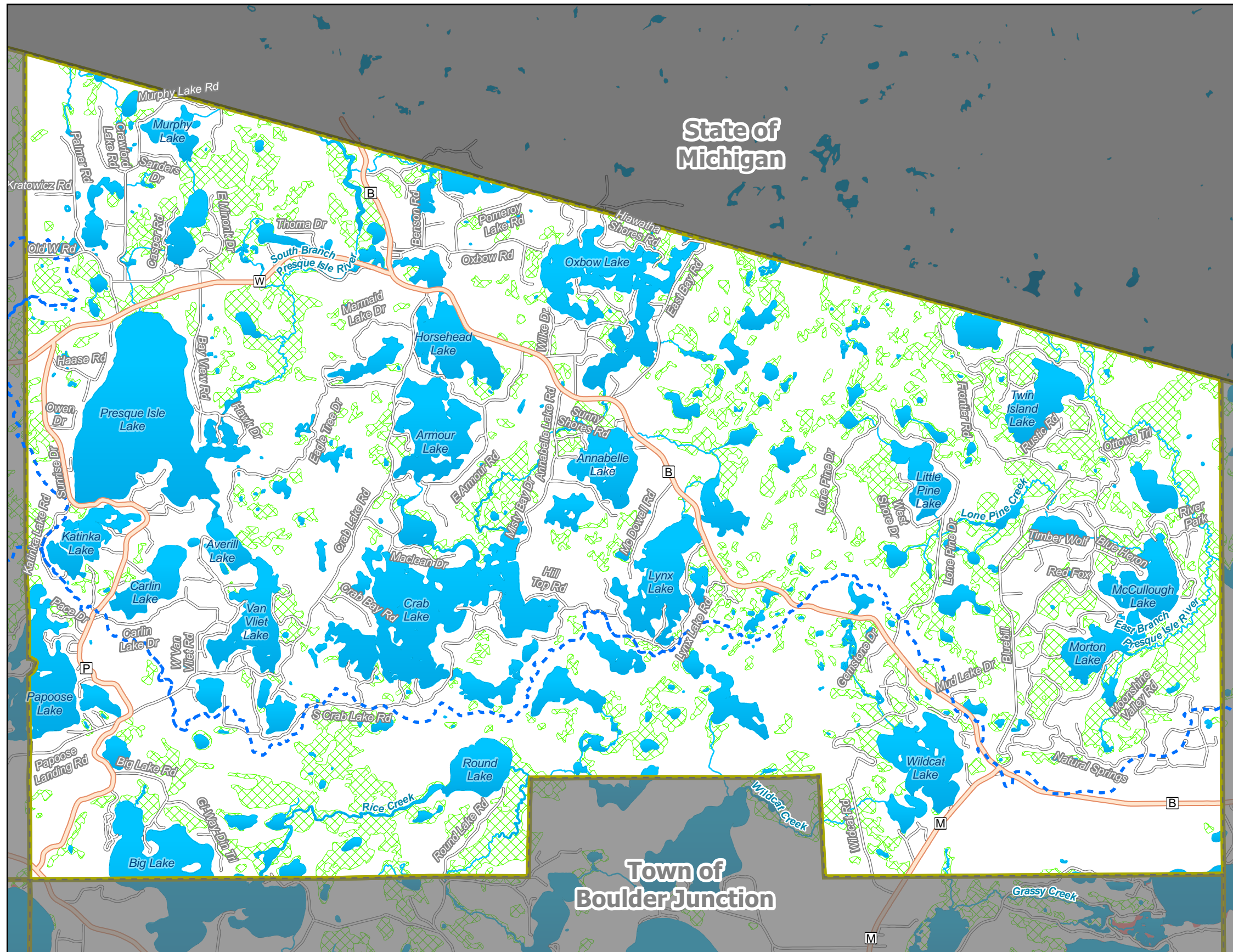
#### **Strategies:**

1. Use zoning, permitting, and enforcement of state and municipal regulations to protect and preserve the quality of lakes, waterways, and aquifers within the Town.
2. Use zoning, permitting, and enforcement of state and municipal regulation to protect public health and address degradation or neglect of septic or related solid or liquid waste-disposal systems.
3. Use zoning and permitting to minimize development in environmentally sensitive areas such as wetlands, lowlands, rare species/communities habitat, and steep slopes.
4. Promote citizen engagement in maintaining and enhancing the Town's resources by fostering citizen engagement with local, government, and non-profit programs devoted to developing and implementing management plans, resource monitoring, and restoration/improvement initiatives. Opportunities for engagement include:
  - Lake associations
  - Resource monitoring sponsored by Vilas County, WDNR, USFS, etc. (e.g. water quality, lake levels, water chemistry, etc.)
  - Citizen science and wildlife conservation initiatives (e.g. Ducks Unlimited, Walleyes Unlimited, Fish Surveys, Hunting & Trapping programs, Loon nesting surveys, Clean Boats/Clean Lakes, Healthy Lakes, etc.)
5. Promote and actively support programs related to the prevention, management, mitigation, and education about Invasive Species in the aquatic and terrestrial lands in the Town.
6. Use zoning and permitting to retain large, contiguous forested tracts within the Town.

### **Objective #2: Preserve and maintain culturally and historically significant structures and places.**

#### **Strategies:**

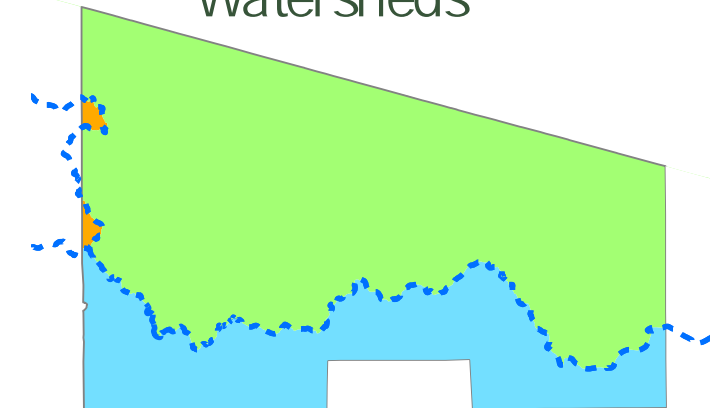
1. Support local preservation and historical group's efforts to document and preserve materials and personal documentaries of historical interest.
2. Support local preservation and historical group's efforts to educate and make materials of historical interest available to the public.



## Natural Resources

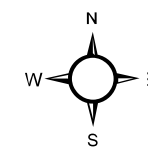
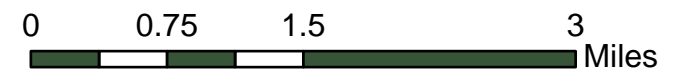
- Minor Civil Division
- County Highway
- Local Road
- Water
- Floodplain
- Wetlands
- Watershed Boundary

### Watersheds



#### Watershed

- Flambeau Flowage
- Manitowish River
- Presque Isle River



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



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# Chapter 3

## Housing

Housing characteristics and trends are important components of comprehensive planning. The physical location of housing can determine the need of many public facilities and services. Furthermore, understanding dynamics in the market likely to affect housing development in the future provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of residential development. Understanding the factors affecting people's ability to meet their own housing needs provides a basis for reinforcing community ties, fostering economic development and environmental sustainability and improving the quality of life.

### PREVIOUS HOUSING PLANS AND STUDIES

#### **Wisconsin State Consolidated Housing Plan**

The Consolidated Housing Plan is required by the U.S. Department of Housing and Urban Development (HUD) in the application process required of the states in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants and Housing Opportunities for Persons with AIDS (HOPWA).

“The Consolidated Plan provides the Framework for a planning process used by states and localities to identify housing, homeless, community, and economic development needs and resources and to tailor a strategic plan for meeting those needs.”

#### **Regional Livability Plan, 2015**

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission (NCWRPC), addresses issues of livability in the areas of housing, transportation, economic development and land use. The RLP identifies a number of issues affecting community livability related to housing:

- Aging Population
- Smaller household sizes
- Lack of Housing Options
- Increase in Housing Costs related to incomes

#### **Vilas County Comprehensive Plan, 2009**

The Vilas County Comprehensive Plan was prepared by the County's Land Use Planning Committee and Zoning & Planning Committee, with assistance from the NCWRPC. The plan closely examines the state of housing throughout Vilas County, examining housing issues and qualities such as age of housing units, housing value, housing types, seasonal housing, and general housing characteristics. The identified goal in the Vilas County Comprehensive Plan as pertains to housing is as follows:

- Provide opportunities for a broad range of housing choices that will meet the needs of all residents while maintaining the predominantly rural forested and lakeshore residential character of Vilas County.

## HOUSING ASSESSMENT

### Housing Type and Tenure

In 2018, the Town of Presque Isle had approximately 298 occupied housing units, 94.3 percent of which were owner occupied, see Table 10. The Town of Presque Isle had a significantly higher percentage of owner-occupied homes than Vilas County or the State of Wisconsin as a whole. There were 17.8 percent more owner-occupied homes than in Vilas County and 27.4 percent more than in Wisconsin. The average household size was low at 1.92, slightly lower than the county (1.96) and significantly lower than the state (2.40). In 26.9 percent of households the householder lived alone and 70.3 percent of households had an individual age 60 or older. The number of households that included someone age 60 or older was significantly greater in the Town of Presque Isle (70.3%) when compared to the county (53.5%) and the state (39.7%).

	<b>T. Presque Isle</b>	<b>Vilas County</b>	<b>Wisconsin</b>
<b>Total occupied housing units</b>	316	10,914	2,343,129
<b>Owner occupied units</b>	298	8,354	1,568,040
<b>Renter occupied units</b>	18	2,560	775,089
<b>Average household size</b>	1.92	1.96	2.40
<b>% owner occupied</b>	94.3%	76.5%	66.9%
<b>% householder living alone</b>	26.9%	31.6%	29.2%
<b>% with individuals 60 or over</b>	70.3%	53.5%	39.7%

Source: 2018 American Community Survey 5-Year Estimates

### Seasonal Housing

In the Town of Presque Isle, much of the housing stock is used seasonally. As shown in Table 11, in 2018, 1,137 of the 1,536 total housing units were seasonal housing units, for a total of 74.0 percent. This was substantially higher than the statewide average of 7.3 percent. However, it was even notably higher than the Vilas County average of 50.7 percent. Almost three out of four housing units in the Town are for seasonal usage only.

	<b>Total Housing Units</b>	<b>Seasonal Housing Units</b>	<b>% Seasonal Housing Units</b>
<b>T. Presque Isle</b>	1,536	1,137	74.0%
<b>Vilas County</b>	25,691	13,028	50.7%
<b>Wisconsin</b>	2,681,232	194,810	7.3%

Source: 2018 American Community Survey 5-Year Estimates

### Structural Characteristics

Tables 12 and 13 detail the number and percentage of housing units by type. Housing in the Town of Presque Isle is almost exclusively single-family detached housing. The only exceptions are a small number of attached single family units and mobile homes. Vilas County is also comprised mainly of single family housing, does have some variety in housing types, but to a much smaller degree than the statewide average. One exception is mobile homes, which account for 4.7 percent of Vilas County housing stock, compared to only 3.5 percent throughout the state. There is a need for additional diversity in housing styles within the Town and the county. This would better accommodate those at various income levels and from different economic backgrounds.

**Table 12: Housing Units by Structural Type, 2018**

	1- Detached	1- Attached	2	3 or 4	5 or more	Mobile Home	Other	Total
<b>T. Presque Isle</b>	1,507	2	0	0	0	27	0	1,536
<b>Vilas County</b>	22,521	218	787	216	705	1,208	36	25,691
<b>Wisconsin</b>	1,785,339	113,291	172,688	99,630	416,560	93,043	681	2,681,232

Source: 2018 American Community Survey 5-Year Estimates

**Table 13: Housing Units by Structural Type (Percentage), 2018**

	1- Detached	1- Attached	2	3 or 4	5 or more	Mobile Home	Other	Total
<b>T. Presque Isle</b>	98.1%	0.1%	0%	0%	0%	1.8%	0%	100%
<b>Vilas County</b>	87.7%	0.8%	3.1%	0.8%	2.7%	4.7%	0.1%	100%
<b>Wisconsin</b>	66.6%	4.2%	6.4%	3.7%	15.5%	3.5%	0%	100%

Source: 2018 American Community Survey 5-Year Estimates

### Age Characteristics

The age of a community's housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1960's for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the later part of the previous century and the first decade of the millennium are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Vilas County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Tables and 14 and 15 outline build dates of housing units throughout the Town, county, and state based on 2018 American Community Survey data. Much of the housing in the Town of Presque Isle was built in 1970 or later, which is true in Vilas County as well. The greatest increase in the Town was seen from 2000 to 2009, when 348, or 22.7 percent of housing units were constructed.

Approximately 39.9 percent of the housing stock in the Town was constructed in 1990 or later. This is higher than both Vilas County at 34.2 percent and Wisconsin at 29.5 percent. Only 21.7 percent of homes in the Town were built prior to 1960. This is lower than the county at 24.2 percent and the state at 36 percent. The housing stock in the Town is comparatively newer than the county and state.

**Table 14: Year Structure Built, 2018**

	1939 or earlier	1940 to 1949	1950 to 1959	1960 to 1969	1970 to 1979	1980 to 1989	1990 to 1999	2000 to 2009	2010 or later
<b>T. Presque Isle</b>	118	109	106	109	252	230	241	348	23
<b>Vilas County</b>	2,414	1,675	2,131	2,221	5,111	3,333	4,186	4,046	574
<b>Wisconsin</b>	523,371	149,246	293,236	261,113	394,062	266,845	372,967	341,400	78,992

Source: 2018 American Community Survey 5-Year Estimates

**Table 15: Year Structure Built (Percentage), 2018**

	1939 or earlier	1940 to 1949	1950 to 1959	1960 to 1969	1970 to 1979	1980 to 1989	1990 to 1999	2000 to 2009	2010 or later
<b>T. Presque Isle</b>	7.7%	7.1%	6.9%	7.1%	16.4%	15.0%	15.7%	22.7%	1.5%
<b>Vilas County</b>	9.4%	6.5%	8.3%	8.6%	19.9%	13.0%	16.3%	15.7%	2.2%
<b>Wisconsin</b>	19.5%	5.6%	10.9%	9.7%	14.7%	10.0%	13.9%	12.7%	2.9%

Source: 2018 American Community Survey 5-Year Estimates

### Value Characteristics

Table 16 details housing values in owner-occupied homes throughout the Town, county and state. In 2018, the median housing value of \$308,100 in the Town of Presque Isle was nearly double that of the State of Wisconsin, and it was almost 50 percent greater than Vilas County. When compared to the state and county, there are a far greater number of homes valued at \$300,000 and over in the Town of Presque Isle. In addition, there are also far fewer homes valued under \$200,000 in the Town, when compared to the county and the state.

There is a need for housing availability within a broader range of values. A shortage of workforce housing is a problem throughout Wisconsin. This clearly is a problem throughout the Town of Presque Isle and Vilas County as well. It would be beneficial for the Town to explore avenues to encourage the construction of housing at a wider range of values.

**Table 16: Housing Values Owner Occupied, 2018**

	\$99,999 and under	\$100,000 to \$149,000	\$150,000 to \$199,000	\$200,000 to \$299,000	\$300,000 to \$499,000	\$500,000 or more	Median Value
<b>T. Presque Isle</b>	7.4%	9.4%	10.7%	21.5%	31.5%	19.5%	\$308,100
<b>Vilas County</b>	16.6%	16.5%	15.3%	21.5%	19.0%	11.1%	\$206,900
<b>Wisconsin</b>	18.5%	20.6%	19.9%	23.1%	13.5%	4.5%	\$173,600

Source: American Community Survey 5-Year Estimates

### Summary of Housing Characteristics

The Town of Presque Isle is regarded as a desirable location for year-round residents, seasonal residents, and seasonal visitors. The Town is abundant with natural resources, recreational opportunities and historic northwoods character. The vast majority of the housing is single-family detached housing. Nearly three out of four units are seasonal housing units. Most year round homes are owner-occupied. Housing is generally newer and much more costly than the county or state on average.

There is a need for more variety of housing both in terms of style and value. This would be beneficial both to accommodate those in need of workforce housing and those in need of senior housing. There are a large number of senior residents in the Town. Seniors typically desire housing that is smaller, accessible, and near needed healthcare services and amenities.

The high number of seasonal residents and visitors also present unique challenges and opportunities. These tourists and visitors create opportunities for economic development. However, they do tax infrastructure and natural resources all within a very concentrated timeframe. These are important considerations when looking at future housing policy and planning.

## 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 Grants (CDBG)**

These grants are administered by the Department of Administration, Division of Housing & Intergovernmental Relations (DHIR). Communities are allowed great latitude in how CDBG funds can be used, including land acquisition, housing rehabilitation, and in certain circumstances new construction, direct assistance to homeowners such as down-payment assistance or revolving loan funds for first-time buyers, concentrated building code enforcement, and planning and administrative expenses. There is a range of programs that can be utilized in the form of CDBG grants to foster affordable housing.

### **Housing Repair and Rehabilitation Grant or Loan**

This program is administered by the Rural Housing Service of the USDA Rural Development Department. Seniors aged 62 and older may obtain a grant or loan 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 loans used to help low-income individuals or households purchase homes, construct homes, or secure financing in rural areas.

### **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.

**North East Wisconsin Community Action Program (NEWCAP)**

This is an organization serving twelve counties providing assistance in the area of housing, emergency services, and employment & training among others. In Vilas County the agency provides housing assistance for the Section 8 - housing voucher program and homebuyer and rehabilitation program.

## OBJECTIVES AND STRATEGIES

### **Objective #1: Maintain and enhance the availability and condition of housing in the Town.**

#### **Strategies:**

1. Ensure *Future Land-Use Map* and zoning enable and support development of housing that is consistent with the housing inventory goals, needs, interests, and character of the Town.
2. Review undeveloped properties owned by the Town and where appropriate, devote these lands to development of residential housing.
3. Monitor the status of existing housing in the Town and develop strategies for managing residential housing that falls into disrepair or decay.
4. Use property assessment and tax relief strategies to incentivize rehabilitation of distressed or dilapidated properties.
5. Work with local builders to construct, maintain, and rehabilitate a wide range of housing types and styles that meet a diverse range of needs and preferences, and which match the character and values of the Town.

### **Objective #2: Promote development that provides housing choices for residents of all income levels, age groups, and people with special needs.**

#### **Strategies:**

1. Promote making land available and suitable for development or redevelopment that would meet the needs of low- and moderate-income residents.
2. Focus development of low- and moderate-income housing on locations that leverage emerging trends in employment, community services, transportation, and utilities/infrastructure.











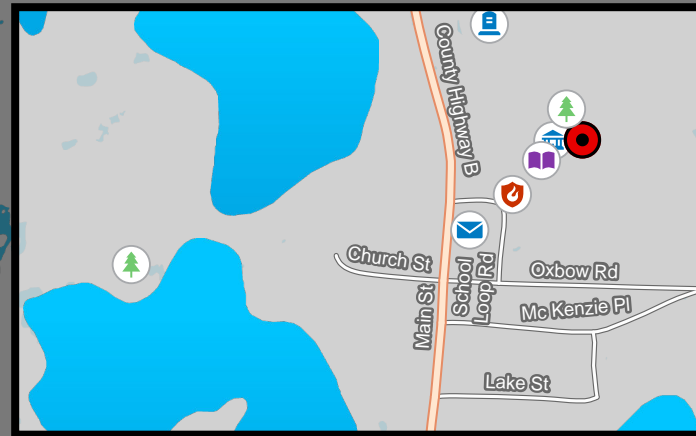
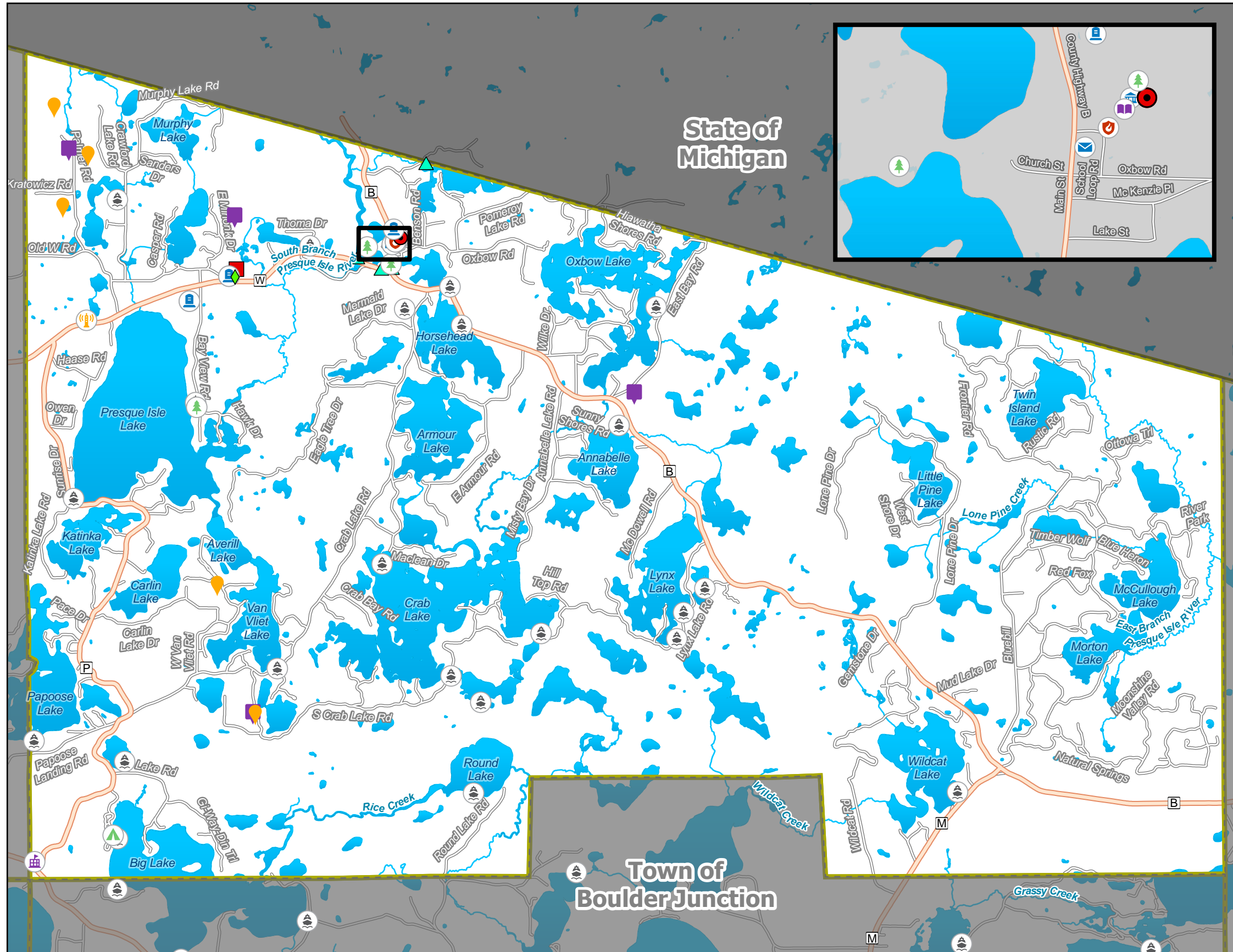






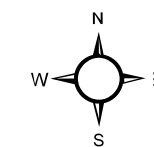
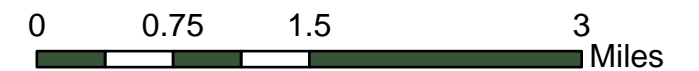






## Utilities & Community Facilities

- Mnor Civil Division
- County Highway
- Local Road
- Boat Launch
- Campgrounds
- Communication Towers
- Dams
- Parks
- Cemetery
- Town Garage
- Community Center
- Fire Station
- Former Landfills
- Library
- Non-Metallic Mnes
- Post Office
- Transfer Station
- School
- Town Hall
- Water



Source: WisDOT, WI DNR, NCWRPC, Vilas Co  
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# Chapter 5

## Transportation

The transportation system in a community consists of a variety of roads; some are owned and maintained by local officials and others are part of the county or state road systems. In addition to roads, the transportation system includes facilities for pedestrians (e.g. sidewalks), bicyclists (e.g. trails), railroads, airports, and in more urban areas, public transit.

The local transportation network is an important factor in the safe movement of people and goods, as well as in the physical development of the Town. There is no transit, passenger rail, air, or water transportation service within the Town's jurisdiction. This section describes the transportation system in the Town of Presque Isle and related improvements or issues affecting the system.

### PREVIOUS PLANS AND STUDIES

#### **Regional Livability Plan, 2015**

The 2015 Regional Livability Plan (RLP), prepared by NCWRPC, addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies three major transportation issues

- **Modes of Transportation to Work:** The Region's workforce is extremely dependent on the automobile. In 2012, over 80 percent of the Region's workforce drove alone to work on a daily basis. Another ten percent carpooled, leaving less than ten percent for the non-automobile methods such as walking, biking, and using transit. The average commute time in Vilas County was 19.6 minutes.
- **Age of Drivers in the Region –** The Region is seeing a change in the number of licensed drivers by age groups. Between 2004 and 2013, the Region saw a 20 percent decrease in the number of drivers 17 and age 19. During the same years, the Region had a 20 percent increase in drivers over age 65. These changes mean communities increasingly need multimodal options for those who are either unable or choose not to drive.
- **Transportation Costs –** It is expensive to maintain the transportation infrastructure in the Region. The current reliance on fuel tax and registration fees is inadequate, unstable, and may soon be outmoded. The inability to fund improvements, and maintenance on transportation infrastructure will impact the ability to transport goods and provide safe, reliable, and efficient roads. Additionally, transportation accounts for a large portion of the average household's budget, and is greatly affected by housing location. Many low income and fixed income families are unable to afford the cost of owning and maintaining vehicles, thereby limiting employment opportunities.

#### **Connections 2030**

This is WisDOT's latest long-range, statewide, multimodal transportation plan. It identifies a series of system-level priority corridors that are critical to Wisconsin's travel patterns and the State economy.

### **North Central Wisconsin Regional Bicycle & Pedestrian Plan, 2018**

This 2018 plan is a regional effort to improve bicycling and walking across communities in north central Wisconsin. The plan, written by NCWRPC, assesses existing conditions related to bicycling and walking, identifies other potential trail and route user groups, identifies routes, and describes policies and programs to assist local governments in improving bicycling and walking to promote connectivity between communities and destinations throughout the Region.

### **Vilas County Countywide Bike/Ped Route & Trail Plan, 2011**

The Vilas Area Silent Sports Association (VASSA), in conjunction with the local area trail groups around Vilas County and assistance from NCWRPC, prepared this plan to establish a fresh blueprint for its efforts and the efforts of other agencies and organizations with intersecting trails and routes within Vilas County. The Trails and routes recommended within this plan would connect people to destinations.

### **Vilas County Shared Use Trail Study, 2018**

The Vilas County Shared Use Trail Study was conducted after shared interest among different trail-user groups in potential routes within Vilas County. The goal of the Vilas County Shared Use Trail Study is to: “Assist government entities, route & trail interest groups and individual trail users within Vilas County in working together to plan, develop and maintain a comprehensive and sustainable route and trail network for diverse outdoor recreation”. Existing and proposed routes for five different trail-uses are identified as part of this study.

## **ROAD NETWORK**

In analyzing the road system, several aspects and factors should be examined to discern possible shortcomings as well as plan for future needs. Analysis of traffic patterns through the examination of the road system, analysis of road conditions, review of traffic counts, discussion with individuals at the local, county and state levels, and finally observation can assist in providing possible recommendations relevant to the system. Map 4 Transportation details the Town transportation system.

The Town of Presque Isle road network consists 0 miles of federal highway, 0 miles of state highway, 25.20 miles of county highway, and 61.53 miles of local roads. As Map 4 depicts, the Town’s road configuration does not follow the typical rural roadway pattern of primarily north-south and east-west roads. Rather, the abundance of natural features within the Town, including its many lakes, creeks and forested areas tend to direct roadway patterns.

The road system is composed of two levels of government jurisdiction. These include the Town system, encompassing the local roads and the county system of trunk highways. Map x identifies the existing road patterns. Although the local roads comprise the greatest net mileage, CTH B, CTH W, CTM M, CTH P and Crab Lake Road carry the most significant traffic volumes.

### **Jurisdictional and Functional Classification**

#### **Functional Classification**

A functionally classified road system is one in which streets and highways are grouped into classes according to the character of service they provide, ranging from a high degree of travel mobility to

land access functions. At the upper limit of the system (principal arterials, for example), are those facilities that emphasize traffic mobility (long, uninterrupted travel), whereas at the lower limits are those local roads and streets that emphasize access.

The functional classifications are generally defined as:

- **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.

Using the roadway classifications, the Town of Presque Isle has the service of five major collectors and three minor collectors. CTH B, CTH W, CTH M, CTH P, and Crab Lake Road are major collectors. Bay View Road, Oxbow Road and Pomeroy Lake Road are minor collectors.

### **Jurisdiction**

Jurisdiction refers to a governmental ownership, not necessarily responsibility. For example, some state owned roads are maintained by local jurisdictions. Additionally, the designation of a “Federal aid highway” does not alter its ownership or jurisdiction as a state or local road, only that its service value and importance have made the road eligible for Federal-aid construction and rehabilitation funds.

Ownership is divided among the federal, state and local governments. States own over 20 percent of the national road network. The Federal Government has responsibility for about five percent, primarily in national parks, forests and Indian reservations. Over 75 percent of the road system is locally controlled. As of January 2020, there were 86.73 total miles of roadways in the Town under both the jurisdiction of the Town of Presque Isle and Vilas County.

In some cases, local municipalities are responsible for conducting routine maintenance and minor repairs on state and federal highways within their jurisdictional boundaries. In return, the state generally provides financing to those jurisdictions. However, major repairs and reconstruction are generally still the responsibility of Wisconsin Department of Transportation. Road mileage by jurisdiction for the Town of Presque Isle is indicated in Table 17.

<b>Jurisdiction</b>	<b>Arterial</b>	<b>Collector</b>	<b>Local</b>	<b>Totals</b>
<b>Federal</b>	0.00	0.00	0.00	0.00
<b>State</b>	0.00	0.00	0.00	0.00
<b>County</b>	0.00	25.20	0.00	25.20
<b>Town</b>	0.00	9.93	51.60	61.53
<b>Totals</b>	0.00	35.13	51.60	86.73

Source: WisDOT

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.

## Pavement Conditions

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. Towns can use this information to develop better road budgets and monitor roads in need of repair.

<b>Surface Type</b>	<b>Miles</b>
Unimproved	0.26
Sealcoat or Gravel Road	38.76
Asphalt	22.82
<b>Surface Condition Rating</b>	<b>Miles</b>
Very Poor	2.26
Poor	12.39
Fair	27.67
Good	15.97
Very Good	2.46
Excellent	1.10
<b>Total</b>	<b>61.85</b>

Source: WisDOT, 2019

A summary of pavement conditions in the Town of St. Presque Isle can be found in Table 18 (note: Road Mileage Total Disparities are due to a difference in WISLR's inventories of the Town's

functional classifications and road ratings). Roads exhibiting a surface condition rating at or below “Fair” must be examined to determine what type of reconstruction or strengthening is necessary. Roads that display a surface rating of “Good” or better will only require minimal preventative maintenance to promote safe travel conditions. Most Town roads are in relatively good condition, as about 23.7% of roads rate as “Poor” or “Very Poor” and about 76.3% of roads rate as “Fair” or better. However, there is room for improvement.

As part of their jurisdictional ownership and responsibilities, the Town conducts maintenance, including snowplowing, on all local roads located within the Town.

## Traffic and Safety

### Traffic Volumes

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 the Town of St. Presque Isle.

<b>Intersection:</b>	<b>2010</b>	<b>2019</b>	<b>% Change</b>
CTH W (between CTH P and Bay View Rd.)	790	700	-11.4%
CTH B (between Crab Lake Rd. and CTH W)	1100	990	-10.0%
CTH B (southeast of CTH W)	920	830	-9.8%
CTH B (between Lone Pine Rd. and Lynx Lake Rd.)	860	660	-23.3%
CTH M (southwest of CTH B)	1800	1400	-22.2%

Source: WisDOT

There are several count sites located throughout the Town, with many located along CTH W, CTH B, and CTH M. Map 4 identifies the site locations with the most current count information for all sites. Table 19 details some key locations throughout the Town and shows that on the whole, traffic volumes have decreased within the last decade.

Although traffic volumes have decreased in the past several years, it remains important to balance planned land use with existing roadway infrastructure. Land use type and intensity has a direct relationship on traffic volumes, with higher density and intensity of land use generally leading to higher traffic volumes. To maximize safety, proposed land use should be considered in conjunction with the existing road network.

Increased traffic volume, congestion concentrated in certain areas, and even the types of vehicles travelling to and from a site can be impacted depending on land use. Mitigation is possible through measures such as creation of new access points, changes in circulation patterns, and general roadway modifications. Uncontrolled division of land tends to affect highways because of the increased intensity, which impairs safety and impedes traffic movements.

### Evacuation Routes

The town should meet with the Vilas County Sherriff's Office and Emergency Management Office to discuss a plan for evacuation of residents and visitors in the town. Areas of high population concentration like campgrounds and other high density developments should have plans for efficient evacuations in times of emergencies.

## ALTERNATIVE TRANSPORTATION MODES

### Airports

The Rhinelander-Oneida County Airport (RHI) is the airport nearest to the Town of Presque Isle that offers commercial airline passenger service. The airport is served by Delta Air Lines with passenger service to and from the Minneapolis-St. Paul International Airport. Air freight is also flown year round and flown by carriers on contract with FedEx and UPS. The airport also supports military and medical flights, general aviation, on-demand charter, flight instruction, and aircraft rental and maintenance.

### Bus/Transit

Northwoods Transit Connections (NTC) provides transportation opportunities to residents of Oneida and Vilas Counties. There are five different routes that serve the two counties, with the Eagle Eye running nearest to the Town of Presque Isle, with stops in Boulder Junction and Manitowish Waters.

The Aging and Disability Resource Center (ADRC) of Vilas County provides a Volunteer Transportation Program for any citizen of Vilas County. Older adults (60 and older) and/or those that are disabled (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.

### Rail

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

### Snowmobile

Snowmobiling has been organized in Vilas County for over 50 years. As a result, the system is well established and completely interconnected. There is very little new route planning, and the system is in more of a "maintenance mode"; annually dealing with reroutes around landowner changes or other issues that arise. Additionally, Eagle River is known as the "*Snowmobile Capital of the World*" and hosts the World Championship Snowmobile Derby every January. There are over 623 miles of snowmobile trails throughout Vilas County. The Town of Presque Isle/Winchester SnoBunnies maintain and provide trail condition information within the Towns of Presque Isle and Winchester. There are 50 miles of snowmobile trails within the Towns of Presque Isle and Winchester.

### **ATV/UTV**

All-terrain and utility terrain vehicles are becoming increasingly popular. More and more communities are allowing these vehicles on local roadways. The Town Board has the authority to open its roads to these vehicles. A town can designate some or all of its roads. Signage is critical to informing the public which roads are open or closed. In considering this issue the town can examine cost, safety and other impacts to the town. Roads designated as an ATV route are signed where allowed. On June 3, 2021, the Town enacted an ordinance permitting the use of ATV/UTV's on town roads within the Town of Presque Isle. Permission for use on Vilas County roads with the Town was granted in September of 2021.

### **Bicycling**

All roads except freeways are available for bicycle and pedestrian travel. The 2011 Vilas County Countywide Bike/Ped Route & Trail Plan included a proposed on road bicycle trail along CTH P, CTH W and Crab Lake Road. Because of the recreational nature of the area, bicycle trails have become very popular. Creating safe bicycle and pedestrian pathways that provide loops of travel and connect recreational centers and community hubs should continue to be a priority for the Town.

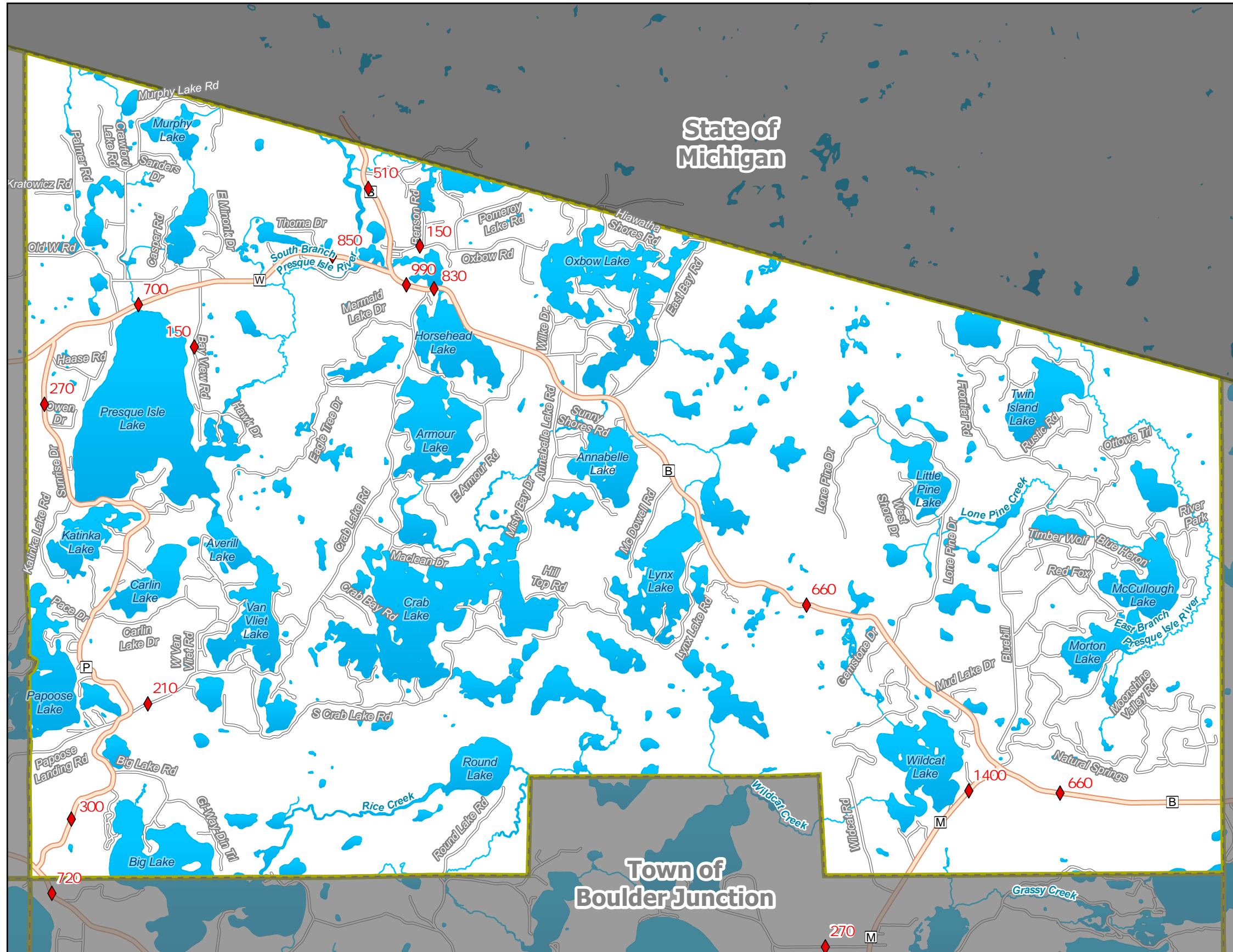


## OBJECTIVES AND STRATEGIES



**Objective #1: Provide and maintain safe and reliable transportation that meets the needs of all citizens.**

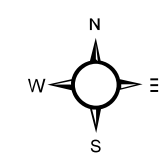
**Strategies:**

1. Continue to conduct an annual evaluation of road maintenance needs and a rigorous maintenance program.
2. Develop and maintain a transportation plan to ensure the needs of all residents and visitors – regardless of age, physical abilities, or income – can be accommodated.
3. Develop and maintain a transportation plan that incorporates emerging trends in transportation. This plan should be a basis for development and land use planning/decision making and be designed to match the Town’s long-range land use planning and strategies.



# Transportation

-  Minor Civil Division
-  County Highway
-  Local Road
-  Traffic Count Location
-  Water



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



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# Chapter 6

## Economic Development

The economic base of the community serves as an important driver for current and future land use. Economic characteristics include such components as the size of the civilian labor force, comparative employment growth, employment by industry, unemployment rates, and commuting patterns. Employment patterns and economic trends generally occur on a regional scale. Residents of one community often work in another. Similarly, changes in a major industry can impact jobs and growth far beyond the community where the business is physically located. It is therefore important to understand a local community's economy in light of its regional context.

For Presque Isle and other communities in Vilas County, much of the economic base is centered around the tourism industry and other natural resource-based businesses. The lake-rich area is also attractive for seasonal/recreational homes, and serves as a major retirement area. Assessment of these components of the economic base provides an important historical perspective on current land use patterns, and provides insights that help to predict possible future directions and opportunities for growth of the local economy.

Data in this chapter comes from a variety of sources, including Economic Modeling Specialists International (EMSI), which uses the Quarterly Census of Employment and Wages (QCEW) as its source data; directly from the QCEW; the ACS; and Longitudinal Employer-Household Dynamics (LEHD) through the U.S. Census Bureau's "On the Map" application.

### PREVIOUS PLANS AND STUDIES

#### **Comprehensive Economic Development Strategy (CEDS), 2017**

Vilas County is one of ten counties included in the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, Economic Development Administration (EDA). The North Central Wisconsin Regional Planning Commission (NCWRPC) is the agency responsible for maintaining that designation. As part of the designation, the NCWRPC annually prepares a CEDS. This report summarizes and assesses economic development activities over the past year and presents new and modified strategies to promote growth.

#### **Regional Livability Plan (RLP), 2015**

Economic Development is one of four elements included in the RLP, adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in 2015. The Economic Development Assessment Report within the RLP observes in detail the economic health of the ten-county region and identifies trends and issues facing the local economy. The RLP address three issues: the disparity between the available labor force and employment, the need for a living wage, and broadband access. The four economic development goals of this plan are as follows:

- Ensure the future availability of a skilled and flexible workforce.
- Support and develop a diverse economic base ensuring economic growth and resiliency.
- Support infrastructure needed for economy development.

- Develop tourism and knowledge-based economy into leading economic sectors.

### **ALICE: A Study of Financial Hardship in Wisconsin**

This report, developed in part by Northwoods United Way based in Rhinelander, described the households in Vilas County that are above the federal poverty level but still struggle to afford basic household necessities. These households are considered to be “ALICE” (Asset-Limited, Income-Constrained, Employed) households. “ALICE” households are largely employed but do not earn enough in wages to meet the “household survival budget,” which does not allow for any savings. The report states that many “ALICE” households work in fields that provide vital services, such as retail, health care, child care, and security, but cannot make ends meet on the income from these jobs.

- The “ALICE” report shows that in 2018, 26 percent of Town of Town of Presque Isle households were either below the federal poverty level or are considered to be “ALICE” Households.

### **Vilas County Comprehensive Plan, 2019**

The Vilas County Comprehensive Plan guides county decision-makers on a wide array of issues. Chapter Six of this plan discusses economic development in Vilas County. The Plan establishes the following goals relating to bolstering economic development in the County.

- Encourage a variety of economic development opportunities appropriate to the resources and character of Vilas County.
- Enhance career opportunities and living wage jobs in an economy that is compatible with our natural resources and reflects the needs of the entire county.
- Enhance and diversify the economy consistent with other Vilas County goals and objectives.

## **PRESQUE ISLE AREA ECONOMIC ENVIRONMENT**

The Town of Presque Isle economy was shaped in large part by the logging industry which gained momentum in the early 1900’s. The Vilas County Lumber Company began operations in 1905 and a community with the associated goods and services formed around this major industry. As the lumber era drew to a close in 1933 the community underwent a dramatic retraction, like that experienced across the nation during the Great Depression. Rail service was terminated, the Town’s population declined dramatically, and many of the remaining residents were forced to rely upon public assistance.

The community was and continues to be largely based around the natural amenities found in the area. For the Town of Presque Isle and other communities in Vilas County, much of the economic base is centered around the tourism and outdoor recreation industry, local service businesses, and other natural resource-based businesses. The lake-rich area is also attractive for seasonal/recreational homes and serves as a major retirement area.

### **Key Economic Sectors**

#### **Location Quotient**

Key sectors of a regional economy can be identified by size, by growth or decline in employment, or by a concentration of the industry in a local area exceeding the national concentration. An industry

that shows a higher concentration of employment than the national average is considered a “basic industry” and is identified by a technique called “location quotient” analysis. Basic industries are those sectors that export a product or service from the local community into the national and international economies. They are a critical part of the “economic engine” for a region, affecting the growth and health of many dependent sectors such as retail, transportation, construction, and local services.

If a location quotient is equal to 1.0, then the industry has the same share of its area employment as it does nationally. A location quotient exceeding 1.0 indicates an industry with a greater share of the local area employment than the United States. Industries that have a high location quotient and employ large numbers of people reflect both significant size and importance as businesses that export a product or serve and bring new wealth to the region.

Table 20 displays the location quotients and job numbers for all economic sectors in 2020 for zip code 54557, which includes the Towns of Winchester and Presque Isle. Compared to the nation, greater Presque Isle industries are comprised of ten economic sectors. Accommodation and food service, construction, administration and support including waste management and remediation services, and other services had the highest concentration of employment when compared to the nation as a whole.

<b>Table 20: Presque Isle Area Location Quotient and Job Numbers 2020</b>			
<b>NAICS</b>	<b>Economic Sector</b>	<b>Location Quotient</b>	<b>2020 Jobs</b>
<b>72</b>	Accommodation and Food Service	4.44	73
<b>23</b>	Construction	4.28	47
<b>56</b>	Administration and Support/Waste Management and Remediation Services	1.51	18
<b>81</b>	Other Services (except Public Administration)	1.18	11
<b>90</b>	Government	0.90	25
<b>52</b>	Finance and Insurance	0.85	<10
<b>51</b>	Information	0.68	<10
<b>48</b>	Transportation and Warehousing	0.35	<10
<b>44</b>	Retail Trade	0.21	<10
<b>62</b>	Health Care and Social Assistance	0.07	<10

*Source: EMSI 2020 Zip Code 54557*

## Tourism

Tourism is a major component in Vilas County’s economy, as thousands of visitors and seasonal residents travel to the area to take advantage of the over 1,300 lakes, large public forest lands, and diversity of recreational resources. In 2019, Vilas County ranked 17<sup>th</sup> among the 72 counties in Wisconsin for total traveler expenditures. According to annual estimates prepared by the Wisconsin Department of Tourism, travelers to Vilas County spent \$241 million in 2019, up 3.7% from 2018. This level of expenditures is estimated to directly and indirectly support 2,081 full-time equivalent jobs and provide over \$48 million of resident income.

Accommodations such as motels, resorts, campgrounds, and other lodging facilities generate an influx of visitors and business to Presque Isle. According to licensing information from the Department of Agriculture, Trade, and Consumer Protection, a total of 165 rooms are available in Presque Isle. When these lodging facilities and the Town's seasonal homes are full during the peak summer visitor season, an estimated 5,540 day and overnight visitors are utilizing services in the Presque Isle area, adding significantly to the year-round resident population. Additionally, the growing availability of web-based short-term rental apps has the potential to significantly add to the number of rooms which can be available for occupancy by non-local residents. These non-traditional forms of leasing accommodations pose a number of challenges to local authorities, including ensuring that taxing, licensing and property use are compliant with existing codes and regulations.

## **ECONOMIC BASE, LABOR FORCE AND FORECASTS**

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.

### **Residential Strengths and Weaknesses**

The Town's strengths for attracting and retaining residential development are its lakes and forests. In addition, the town provides the basic services needed to support residential growth, such as emergency services and roadways. There are a variety of other amenities in the town as well.

The primary weaknesses for attracting or retaining residents are the lack of employment opportunities, limited broadband, a lack of starter houses for young families, and the general distance to more urban areas and their amenities.

### **Business Strengths and Weaknesses**

The Town has several tourism, service and retail businesses, but is lacking an industrial base.

The vast forests and lakes in the town and the surrounding area are strength for the forest products industry, as well as recreational and construction businesses. Some weaknesses in attracting or retaining businesses include lack of a business park, lack of rail access, distance to other industries and markets, and limited high-speed internet throughout the town.

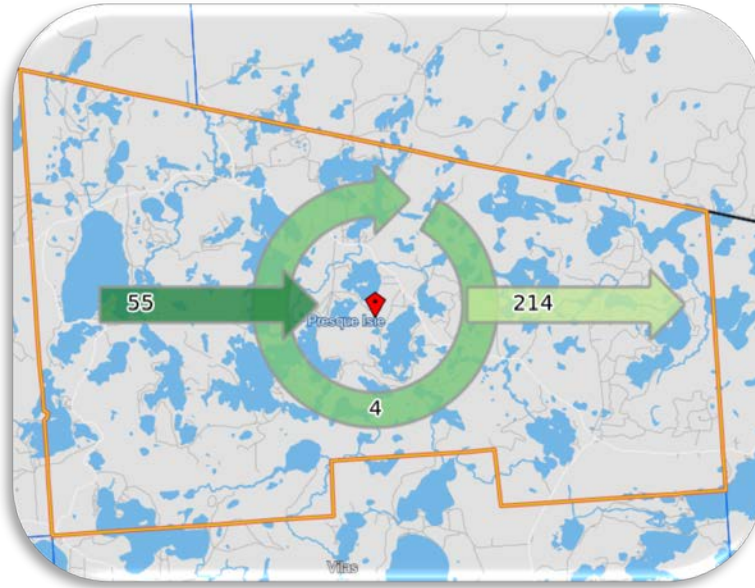
## Economic Base

Table 21 displays employment by industry sector for both the Town and Vilas County in 2010 and 2018. The top three industry sectors in 2018 for the town are: Construction; Educational Services, Health Care, and Social Assistance; and Professional, Scientific and Management, and Administrative and Waste Management Services. At the county level, the three largest sectors were Arts, Entertainment, Recreation, Accommodation and Food Services; Education, Health, and Social Services; and Retail Trade. In the Town of Town of Presque Isle, the top three sectors account for 55 percent of total employment in the Town. The top three sectors in Vilas County represent about 49 percent of total employment in the county.

Industry Sector	Town of Presque Isle		Vilas County	
	2010	2018	2010	2018
Agriculture, forestry, fishing and hunting, and mining	0	0	222	216
Construction	64	52	1,113	980
Manufacturing	13	9	512	386
Wholesale trade	9	0	164	158
Retail trade	35	8	1,517	1,361
Transportation and warehousing, and utilities	5	8	357	401
Information	12	6	243	185
Finance and insurance, and real estate and rental and leasing	3	11	633	445
Professional, scientific, and management, and administrative and waste management services	45	25	600	835
Educational services, and health care and social assistance	14	30	1,684	1,577
Arts, entertainment, and recreation, and accommodation and food services	50	20	1,791	1,650
Other services, except public administration	13	22	460	517
Public administration	0	5	468	471
<b>Total:</b>	<b>263</b>	<b>196</b>	<b>9,764</b>	<b>9,182</b>

*Source: American Community Survey*

Commuter data from 2017 indicates that 214 Town residents commuted outside of the Town for work, 4 remained within Town for work, and 55 residents from outside of the Town travelled to Presque Isle for work. Of the 214 residents that commute out, or leave Town for work, most travel to Eagle River (8.3%), followed by Minocqua (4.6 %), and then either the Town of Boulder Junction or the City of Marshfield (3.2 %). The remaining residents travel to a variety of locations, as far away as Milwaukee, Wisconsin.



### Worker Inflow/Outflow 2017

Source: LEHD/U.S. Census

## Labor Force

Labor force is a critical component of economic development. Labor force is defined as the number of persons, sixteen and over, employed or looking to be employed. In 2018, of the total 525 residents age 16 and over, 196 were in the labor force. Of those in the labor force, all 196 residents were employed, or 100 percent. The unemployment rate in 2018 was 0 percent in the Town. The overall labor participation rate was 37.3 percent.

In 2018, the remaining 329 residents were considered not in the labor force. This category encompasses a variety of people including students, housewives, retired workers, seasonal workers who are presently off-season, those in institutions, or those doing unpaid family work. In Presque Isle, most of those not in the labor force are likely retirees.

The labor force was 9,907 in Vilas County in 2018. The labor participation rate was 49.9 percent. Of the 9,907 members of the Vilas County labor force, 9,182 are employed, which represents about 92.7 percent of the County's labor force.

## Forecasts

The State of Wisconsin Department of Workforce Development prepares industry employment projections by region. The North Central Workforce Development Area (WDA) consists of nine counties, one of which is Vilas County. From 2016-2026 self-employed and unpaid family workers are expected to grow by the largest margin, at 29.2 percent. Professional and business services are expected to increase 12.6 percent, followed by education and health services, at 10.9 percent. The only sector expected to see a reduction in employment is the area of manufacturing at -1.3 percent.



## ECONOMIC DEVELOPMENT PROGRAMS

Various organizations at the local, 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:

### Local

#### **Presque Isle Chamber of Commerce**

The Town of Presque Isle Chamber of Commerce is a partnership of businesses and professionals working together to build an attractive and family friendly community through support of businesses, recreation, and tourism.

#### **Presque Isle Economic Development Committee**

The Town of Presque Isle Economic Development Committee (EDC) supports businesses and commercial/recreational initiatives that preserve the character of the Town and natural environment, while promoting and securing avenues that encourage business growth and development. The goal of the EDC is to attract opportunities and developments that increase residential property values, grow a sustainable year-round job market, and improve the quality of life. The EDC is served by a Town Board approved, seven-member volunteer committee.

### County

#### **Vilas County Economic Development Corporation**

The Vilas County Economic Development Corporation (VCEDC) is a 501(c)3 not-for-profit, quasi-governmental organization that was established in 2008. The VCEDC helps public, business and nongovernmental sector partners work collectively to create better conditions for economic growth and employment generation within Vilas County. The overall goal is to *“Connect resources to the various sector partners of Vilas County to improve economic future of the county and the quality of life for all of its residents.”* The VCEDC’s mission is to *“Promote innovative leadership and regional infrastructure to: improve the economic well-being of businesses, communities and residents; promote creation and retention of viable businesses and quality jobs; and provide increased opportunities for education strengthening workforce development.”*

### Regional

#### **Grow North**

Grow North began in 2004 as a private/public 501(c) (6) organization. Grow North serves an eight-county region in northern and northeastern Wisconsin, and includes Vilas County. Grow North is dedicated to economic development throughout the region, and focuses on forestry and wood products, workforce development, and broadband expansion.

#### **North Central Wisconsin Regional Planning Commission**

The Town is a member of the North Central Wisconsin Regional Planning Commission, as are all local governments in Vilas County based on county membership. Membership brings with it a variety of planning benefits and service. Benefits include 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, resulting in membership with the NCWRPC, the county is a member of the North Central Wisconsin Development Corporation which manages a revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing.

## **State**

### **Wisconsin Economic Development Corporation (WEDC)**

WEDC is the state's primary department for the delivery of integrated services to businesses. Their purpose is to 1) foster retention and creation of new jobs and investment opportunities in Wisconsin; 2) foster and promote economic business, export, and community development.

### **Wisconsin Small Cities Program**

The Wisconsin Department of Administration provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

### **Wisconsin Small Business Development Center (SBDC)**

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

### **Transportation Economic Assistance (TEA)**

This program, administered by the Wisconsin Department of Transportation, provides immediate assistance for the cost of transportation improvements necessary for major economic development projects.

### **Other State Programs**

Technology Development grants and loans; Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

## **Federal**

### **U.S. Dept. of Commerce - Economic Development Administration (EDA)**

EDA offers a public works grant program. These are administered through designated economic development districts 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.

## OBJECTIVES AND STRATEGIES

**Objective #1: Maintain, enhance, and diversify the local economy consistent with other community goals and objectives.**

**Strategies:**

1. Retain and enhance employment opportunities.
2. Support business development which strengthens and diversifies the economic base; creates family wage jobs; develops and operates in a manner that protects the environment; and uses our natural resources efficiently.
3. Accommodate home-based businesses that are compatible with the Town's services, infrastructure, character, and natural resources.
4. Support remote employment by providing infrastructure and amenities that allow residents to live, work, or operate a business locally regardless of the location of their employer or employees.

# Chapter 7

## Land Use

Land use analysis is a means of broadly classifying how land is used. Each type of use has its own characteristics that can determine compatibility, location and preference to other land uses in the Town. The land use plan brings together consideration for both the physical development as well as the social characteristics of the town. Land use mapping and related information is used to analyze the current pattern of development, and serves as the framework for formulating how land will be used in the future.

To arrive at an optimum plan that will be both effective and implemented, the plan must account for past development activity as well as current market factors and conditions that shape where and how land will be developed. This chapter discusses uses of land in the Town of Presque Isle. The existing land use types are defined, current land uses are analyzed, and existing and potential land use conflicts are identified.

### PREVIOUS PLANS AND STUDIES

#### **Regional Livability Plan (RLP), 2015**

Land use is one of the four elements included in the RLP, adopted by North Central Wisconsin Regional Planning Commission (NCWRPC) in 2015. The Land Use Assessment Report, a component of the plan, looks in detail at the land uses through the ten-count region and identifies issues and trends related to land use: housing density and farmland preservation. The two land use goals of the plan are as follows:

- Preserve and protect the Region's landscape, environmental resources and sensitive lands while encouraging healthy communities.
- Manage and reduce vacant land and structures.

#### **Vilas County Comprehensive Plan, 2009**

The Vilas County Comprehensive Plan is a policy plan. The Plan describes existing and future land uses, and regulatory tools for land use. The overall goal of the Comprehensive Plan is to provide consistency between official mapping, zoning and subdivision ordinances, local plans, and other implementation tools.

#### **Town of Presque Isle Comprehensive Plan, 2002 (Revised 2009)**

The Presque Isle Comprehensive Plan is a policy plan that was created in 2002, and was updated in 2009. The Plan describes existing and future land uses, and regulatory tools for land use. The overall goal of the Comprehensive Plan is to provide consistency between official mapping, zoning and subdivision ordinances, local plans, and other implementation tools.

## EXISTING LAND USE

The Town of Presque Isle covers an area of about 49,852 acres in Vilas County. The Town is bounded by the Upper Peninsula of Michigan to the north, the Town of Winchester to the west, the Town of Boulder Junction to the south and Town of Land O' Lakes to the east.

Knowledge of the existing land use patterns within a town is necessary to develop a desired “future” land use pattern. The Existing Land Use Map was developed using air photos from a countywide flight in 2015, with updates by the locals. Eight basic categories were used to classify the various existing land uses. These are: Commercial, Governmental, Outdoor Recreation, Quarry, Residential, Transportation, Water, and Woodlands.

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.

### Existing Land Use Classifications

Map 5 outlines the existing land use patterns throughout the Town. The intent of an existing land use map is to illustrate the location of existing land use categories within the Town for planning purposes. Land use classifications are grouped by the use most central to each parcel. For example, lands classified as residential may also have a barn or home based business on site.

<b>Land Use Classification</b>	<b>Acres</b>	<b>Percent</b>
<b>Commercial</b>	151.16	0.30%
<b>Governmental</b>	45.30	0.09%
<b>Outdoor Recreation</b>	9,652.55	19.36%
<b>Quarry</b>	85.12	0.17%
<b>Residential</b>	2,560.89	5.14%
<b>Transportation</b>	461.98	0.93%
<b>Water</b>	9,586.33	19.23%
<b>Woodlands</b>	27,308.62	54.78%
<b>Total Acres</b>	49,851.95	100.00%

*Source: NCWRPC GIS*

Existing land use classifications and acreage totals are presented in Table 22. As can be observed, forest is the largest land use category, with 54.78 percent or 27,308.62 acres in the Town. Outdoor recreation is next, with a total of 9,652.55 acres (19.36%), followed by surface water, with a total of 9,586.33 acres (19.23%). Forested lands, outdoor recreation (including four State Natural Areas), and surface water account for a combined 46,547.5 acres, or 93.37 percent. This data reinforces the fact that the Town of Presque Isle is closely tied to its natural resource base. As discussed in Chapter 2 Natural, Agricultural, and Cultural Resources, the publically owned lands and lands enrolled in forest management programs contribute to this scenario, although most land throughout the Town is privately owned.

The lakeshore areas on the Town's larger lakes are nearly completely developed with both seasonal and permanent single-family residential. Residential properties account for 2,560.89 acres, or 5.14 percent, within the Town. Commercial development is primarily scattered along the length of CTH W and concentrated north of the intersection of CTH B and CTH W. The overall development is low density with high concentrations along the lakeshores.

## **Public Lands**

Approximately 8,352 acres, or 16.75 percent, of the total land area of the Town of Presque Isle includes state land and is a part of the Northern Highland American Legion State Forest. There is 1.5 acre of federal forestland located within the Town and 33.61 acres of Vilas County forest acreage.

## **Land Supply and Demand**

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. Nevertheless, even under a rapid growth scenario, the supply of land in the Town of Presque Isle is more than sufficient to accommodate projected demand over the next 20 years for all use categories.

## **Opportunities for Redevelopment**

There are few sites within the Town available for redevelopment. Limited opportunities exist for redevelopment such as converting older residential properties within the Town to commercial businesses, public buildings, museums or non-profit entities. There are also a few commercial properties that may have the potential to serve in another capacity. See the Environmentally Remediated Areas section within the Natural, Agricultural and Cultural Resources Chapter.

## **Land Values**

Table 23 displays the assessed land values in the Town of Presque Isle. It is important to note that lands enrolled in the Managed Forest Law and Forest Crop Law programs and other exempt lands (such as the State lands) are not included in values for Table 23. Overall, land value per acre in the Town is valued at about \$15,415 per acre based on assessed land values from the Vilas County tax information.

**Table 23: Assessed Land Value (per acre), 2019**

Land Classification	Number of Parcels	Total Value of Land	Total Acres	Average Value per Acre
Non-Waterfront Residential	698	\$26,785,000	4,109	\$6,518
Waterfront Residential	1,487	\$300,332,000	11,570	\$25,957
Non-Waterfront Commercial	18	\$560,500	64	\$8,693
Waterfront Commercial	8	\$2,337,500	63	\$37,039
Non-Waterfront Woodlands	95	\$7,627,500	3,469	\$2,199
Waterfront Woodlands	57	\$12,762,500	3,457	\$3,691
Total	2,363	\$350,405,000	22,732	\$15,415

*Source: Vilas County Tax Roll and NCWRPC*

Properties assessed as “Waterfront Commercial” had the highest value per acre followed by those assessed “Waterfront Residential”. Waterfront commercial and waterfront residential parcels were selected from the Vilas County GIS to calculate the land value of on-water parcels vs off-water parcels. Because of the high demand for lake front property and few available vacant on-water parcels the land value per acres is much higher than off-water residential or commercial assessed values of land.

### Existing and Potential Land Use Conflicts

Any plan should seek to avoid or minimize potential future land use conflicts through controlled development, planned-use buffers, and public information and education components. In order to attain that outcome, it is important to identify the existing or potential conflicts between land uses in the Town.

The way in which land uses impact one another must be a consideration with all planning and development. Commercial and industrial businesses may create unsightly conditions, noise, odor, or increased traffic. Adjacent residential development could be adversely impacted as a result. Therefore intensity must be considered when evaluating business proposals. Of late, home based businesses and internet arranged short-term residential rentals have become increasingly popular. The convenience of working at home combined with the latest technology has made working from home possible for a much greater number of people. Similarly, the efficiency and simplicity of managing short-term residential rentals has introduced a great deal of flexibility and access to use of residences or rooms within residences for short-term rental use.

Home based businesses and short-term rentals should be initially monitored for impacts with regard to signage, parking, traffic, storage, and the like. These businesses may need ongoing monitoring as expansion opportunities could create issues that impact neighboring residences. In this way, the



Town can ensure that home based businesses are being conducted in harmony with the surrounding residential community.

Additionally, as identified in the Town Vision Statement, much of the Town's identity comes from the abundance of natural features including extensive woodlands and pristine surface waterbodies. The Town places high priority on the monitoring and oversight of development and growth. Therefore, conservation and preservation of forest lands, implementation of shoreland management standards, and maintaining appropriate waterbody use must all be considered when reviewing development proposals. Cluster development may be a strategy for balancing new residential development, while maintaining and preserving open space.

## **FUTURE LAND USE**

Future land use planning involves the long-term land use recommendations for all lands in the Town. Although the future land use 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 and manage future development of the Town. Before the future land use map is developed a land use classification system is established. These become the foundation of the map.

### **Future Land Use Plan 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:

## Future Land Use Classifications

### 1. Residential

Identifies areas recommended for residential development typically consisting of single-family and multi-family residences on a variety of lot sizes free from incompatible land uses. These areas may include residential areas that are used for vacation rentals as specified in state law.

### 2. Commercial

Identifies existing and potential business that include both those commercial and industrial businesses that serve a wide range of commercial and industrial purposes and those on a smaller scale such as retail stores and services.

### 3. Forestry/Woodlands

Identifies areas created to set aside areas for forestry and other land uses. It is designed to reduce the demands on public services and to promote the preservation of forestlands for sustained yield forestry, wildlife habitats, aesthetics, and recreation. Much of this is in public ownership or managed forest lands. The area also includes areas designated for agri-business and single and multi-family residences.

### 4. Outdoor Recreation

These areas are primarily oriented towards active outdoor recreation and areas located along and in proximity to lakes. The area includes golf courses, parks, resorts, campgrounds, and riding stables. Also included in this category are four State Natural Areas, which include the native landscape of natural communities that provide refuge for rare plants and animals.

### 5. All Purpose

These areas provide for a variety of mixed uses. Land may be used for any purpose; however, such uses are subject to the provisions of the local zoning ordinance and all other local, state and federal regulations.

## Future Land Use Map

Map 6 is the Future Land Use Plan Map, which details the desired arrangement of preferred land uses for the future of the Town of Presque Isle. 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 county. Although general, the future land use plan map indicated appropriate future land uses, and as a result shows where rezoning 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.

Future land use planning assists local governments with balancing individual property rights and community goals, minimizing conflict between different land uses, and maximizing use of public expenditures. It is essential that future land use planning is ongoing and flexible. Periodic plan updates ensure that the plan continues to reflect future community preferences.

## **LAND USE PROGRAMS AND TOOLS**

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

### **Zoning**

Under Wisconsin Statutes, counties and local units of government are authorized to adopt zoning ordinances. Zoning is a method for implementing or carrying out the land use plan by predetermining a logical pattern of land use development.

A zoning ordinance consists of a map and written text. The zoning map arranges the community into districts or zones, agriculture, residential, commercial, industrial, etc. Within each of these districts, the text of zoning ordinances specifies the permitted land uses, the size of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The goal of the zoning ordinance is to set a reasonable development pattern by keep similar and related uses together and separating dissimilar, unrelated and incompatible uses; particularly in relationship to transportation facilities, utilities and public services and facilities.

A county may promulgate a zoning ordinance as described above for the unincorporated areas of the county, that is, outside the corporate boundaries of cities and villages, but it is only effective if a town adopts it for application to its jurisdiction. In the absence of a county zoning ordinance, towns can elect to adopt their own zoning ordinances. Presque Isle has done this and the Presque Isle Comprehensive Shoreland District and Zoning Ordinance regulates land use within the Town. The Town's ordinance adopts the Vilas County Zoning Ordinance by reference to the name of zoning districts only, which means that land is regulated locally and not by the county.

### **Shoreland Zoning**

All counties are mandated by Wisconsin law to adopt and administer a zoning ordinance that regulates land-use in shoreland/wetland and floodplain areas for the entire area of the county outside of villages and cities. This ordinance supersedes any town ordinance, unless the town ordinance is more restrictive. The Town of Presque Isle Shoreland Zoning Ordinance is more restrictive than the Vilas County Shoreland Zoning Ordinance in some areas, and therefore regulates

land use within shoreland/wetland and floodplain areas throughout the Town. The shoreland district includes all lands within 1000 feet of a lake, pond or flowage and 300 feet from a river or stream. Since town shoreland zoning predates the county's, there are town regulations that are enforced.

## **Land Division**

Subdivision regulation relates 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, 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 set. 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.

A town land division code can provide the town the means to review and regulate new divisions of land to ensure consistency with the vision, goals, objectives, land protection criteria, and other recommendations of an adopted plan. The ordinance would require administration and enforcement by the town. Therefore, local control of divisions of land would require town funding. It also adds a layer of government involved in regulating proposals for land divisions.

The Town of Presque Isle regulates land division within the Presque Isle Comprehensive Shoreland District and Zoning Ordinance. All land divisions require a plat or Certified Survey Map prepared by a Wisconsin Professional Land Surveyor. The proposed land division is then reviewed by the Zoning Committee. Following review, the Zoning Committee makes a recommendation to the Town Board and the Town Board makes a decision in the form of approval, conditional approval, or denial. The Town also has its own zoning administration and permitting system. The Town may want to consider the creation of a Land Division Ordinance to more specifically and cohesively guide land division throughout the Town.

## **Ordinance Development**

The following Town ordinances have been identified as the potential tools to be used by Town decision makers to achieve the vision, goals, and objectives of this plan. These ordinances could

accompany the Presque Isle Comprehensive Shoreland District and Zoning Ordinance, as well as the Vilas County Zoning Ordinance as the Town's primary implementation tools to guide and manage new development.

### **Land Division Ordinance**

A land division ordinance is a planning tool to control how, when, and if rural areas, woodlands, and open spaces will be divided and developed while protecting the needs and welfare of the community. The impact of land division regulations is more permanent than zoning. Once land is divided into lots and streets are laid out, development patterns are set. Properly administered land division regulations can therefore be more useful in achieving plan implementation than zoning ordinances.

The Presque Isle Comprehensive Shoreland District and Zoning Ordinance establishes minimum lot sizes for various zoning districts and Section 902.9 outlines specifics regarding division of land. However, a land division ordinance would provide a cohesive framework to guide Town wide land division.

### **Design Review Standards**

Design review standards are typically used by communities to ensure quality community character through establishing regulations, standards and procedures for conducting site plan reviews as it applies to new business, industry and/or multi-family development. Some of the objectives of design review standards often include:

- to ensure efficient, safe and attractive land development that is compatible with surrounding land uses and community character;
- to implement the goals and policies of the land use plan; to provide for screening landscaping, signage, and lighting which enhances and complements land development activities and minimizes adverse impacts on surrounding properties; to develop proper safeguards to minimize environmental impact, and to advance and promote sound growth and continued development;
- to safeguard property values and promote high quality development. Standards could be developed for landscaping/screening, signage, parking, traffic, lighting, site layout/building orientation, and building design, along with any other areas deemed appropriate or necessary as identified by the Town.

This ordinance would help to ensure that the design and scale of new development is consistent with the character of the Town and would also safeguard property values.

### **Home Occupational Businesses**

Home occupations are becoming more popular, and rural locations (especially the northwoods) are prime candidates for the impacts associated with a shift in workforce locations. As technology has improved, more people are creating home based businesses. This has become increasingly true over the past couple of decades, and to an even greater degree as a result of the global pandemic that has played a key role in shaping workforce trends over the past year. The Town of Presque Isle does have some provisions in the zoning code, mainly in the form of specifying which zoning districts allow home occupations. This may also have some impacts on Short-term residential rentals.

However, as home based business become more predominant the Town could benefit from a specific Home Occupation Ordinance. This ordinance could regulate home based business size and scale, number of employees, parking, signage, noise, hours of operation, outdoor storage, and could include conditional use permit requirements. Prohibited home occupations could also be specified. In this way, the Town could ensure that home based businesses stay within the scale and intensity of the surrounding residential neighborhood and that home based businesses do not adversely impact the community. Additionally, Vilas County has established criteria for home based businesses. Presque Isle should stay abreast of county activity.

### **Short-Term Residential Rentals**

The short-term home-sharing model has become increasingly popular since the company Airbnb launched in 2008. This company and many similar companies use a business model whereby a community-based online platform is used for listing and renting local homes or individual rooms within local homes. These rentals have become especially popular in large cities and vacation destination including areas such as the Town of Presque Isle.

Local governments face the challenge of monitoring and managing the increase in short-term rental popularity and ensuring that potential resulting adverse effects are kept to a minimum. The Town may wish to consider the creation of a Short-Term Rental Ordinance. The ordinance could ensure that the proper licensure and permitting is in place and regulate noise, signage, number of occupants, availability of the owner or property manager, and maintenance of a guest register. This would help to ensure that short-term rentals are in keeping with the scale and intensity of the existing residential neighborhood. It would also provide a means to oversee the use of the property and ensure that it remains consistent with the surrounding neighborhood community.

### **Lake Organizations and Districts**

The Town of Presque Isle has a Town Lakes Committee (PITLC), which is chaired by volunteer residents who are approved by the Town Board. Both PITLC and lake organizations aim to improve, protect and preserve their representative precious water resources by promoting proper lakefront management practices, conducting weed harvesting, and obtaining funds to complete lake studies, lake management plans, and related activities. Membership is optional and varies greatly from association to association. Some lake and homeowners associations have only about 20 percent of landowners as active members and some have as many as 85 percent of landowners as active members. PITLC has representatives from the following:

- Annabelle Lake Property Owners Association
- Carlin Lake Association
- Crab Lake Property Owners Association Inc.
- Friends of Armour Lake
- Frontier Lakes Owners Association
- Horsehead Lake Association
- Katinka Lake Association
- Lynx Lake Association

- Natural Lakes Owners Advancement Association
- Oxbow Lake Association
- Papoose/Rosalind Lake Association
- Presque Isle Lake Homeowners Association
- Van Vliet Lake Association
- Wildcat Lake Association

## **Voluntary Implementation Tools**

This section provides a quick reference to programs, concepts and various federal, state and local conservation programs, which are available to private landowners and/or local units of government in Wisconsin. Participation in these programs should be considered and encouraged as a tool to help preserve the important features, natural resources and character of the Town.

### **Land Trusts**

A land trust is a private, non-profit organization dedicated to the protection of the natural resources. Land trusts develop partnerships with landowners and citizens of a community to achieve goals or natural value in the preservation of land and natural resources. Land trusts work with landowners, local community groups, recreation organizations, conservation clubs, and private individuals who have identified an area worthy of preservation. Land trust can work through direct assistance in land acquisitions, resource management and can offer tax benefits. A land trust operates through landowner property donation, outright purchase of land or through securing conservation easements.

For example, the Catherine Wolter Wilderness Area in northeast Presque Isle is owned by The Nature Conservancy. It consists of over 2,600 acres of undeveloped woodlands with 15 lakes and ponds that host a rich diversity of fish and aquatic species. The Northwood Land Trust also owns a small parcel on Van Vliet Lake, which protects over 700 feet of valuable Van Vliet Lake shoreline. The property is contiguous with the Van Vliet Hemlocks State Natural Area and provides a valuable habitat buffer for this unique site.

### **Cluster Development**

One of the most successful implementation techniques, which can be used to protect significant land resources, such as agricultural lands, woodlands, and natural, scenic and open areas are cluster development. This technique can be more effective when public, private, and non-profit agencies combine their tools through cooperative efforts. The appropriate combination of tools should be defined which are best suited to the successful protection of land in each individual situation. Cluster development should be a welcome option in the preferred rural areas of the Town such as development would allow for some residential development opportunities while at the same time preserving the Town's rural character.

The objective of cluster development is to concentrate development in one or more portions of an area so that significant tracts of important resources may be preserved. In fact, the primary design element in cluster development is open space; lot layouts are designed around the open

space/natural features. This type of development encourages the creation of small lots near agricultural, wooded, scenic or natural resource lands while protecting these resources, rather than scattering large lots throughout sensitive areas. Generally about 60 to 80% of the land in the development remains open, or in its natural state, when using cluster development.

### **Permanent Open Space Dedication in Cluster Developments**

Most often, the open space created through cluster development remains as common open space owned by residents of the subdivision (homeowners association). Each of the individual homeowner's deeds will account for this land; each homeowner will own a said amount of acreage plus a percentage of the open space, which will be deeded to each homeowner. Each homeowner should have equal interest (% ownership) of the open space, regardless of individual lot size ownership. Dedication of such land to a town or municipality is rather unsuccessful for the primary purpose that doing so takes this land off the tax roll. Management of the open space is the responsibility of the homeowners association and issues include such things as timber management, woodcutting, hunting, and recreational use should be addressed through covenants established by the homeowners association.

### **Management/Maintenance of Cluster Sanitary Systems in a Cluster Development**

The management/maintenance of a cluster sanitary system in a cluster development should be addressed by forming an independent sanitary sewer district which is under Town supervision. Allowing homeowner associations to manage and maintain these systems is often unsuccessful. Therefore, towns should be involved in the management of cluster sanitary systems to ensure proper maintenance of the system.

Cluster sanitary systems can be very successful if established correctly under proper management. It is imperative that towns are involved in monitoring these systems. Therefore, management of these systems is a concern that the town must be willing to address prior to permitting cluster developments. In addition, a land division ordinance allowing cluster developments should include language requiring that developers inform homebuyers of their responsibilities.



## OBJECTIVES AND STRATEGIES

**Objective #1: Sustain and enhance a balanced mix of residential, business, recreational, and forested/undeveloped uses to serve the future needs of the community and maintain the Town as a desirable place to live, work, and visit.**

### **Strategies:**

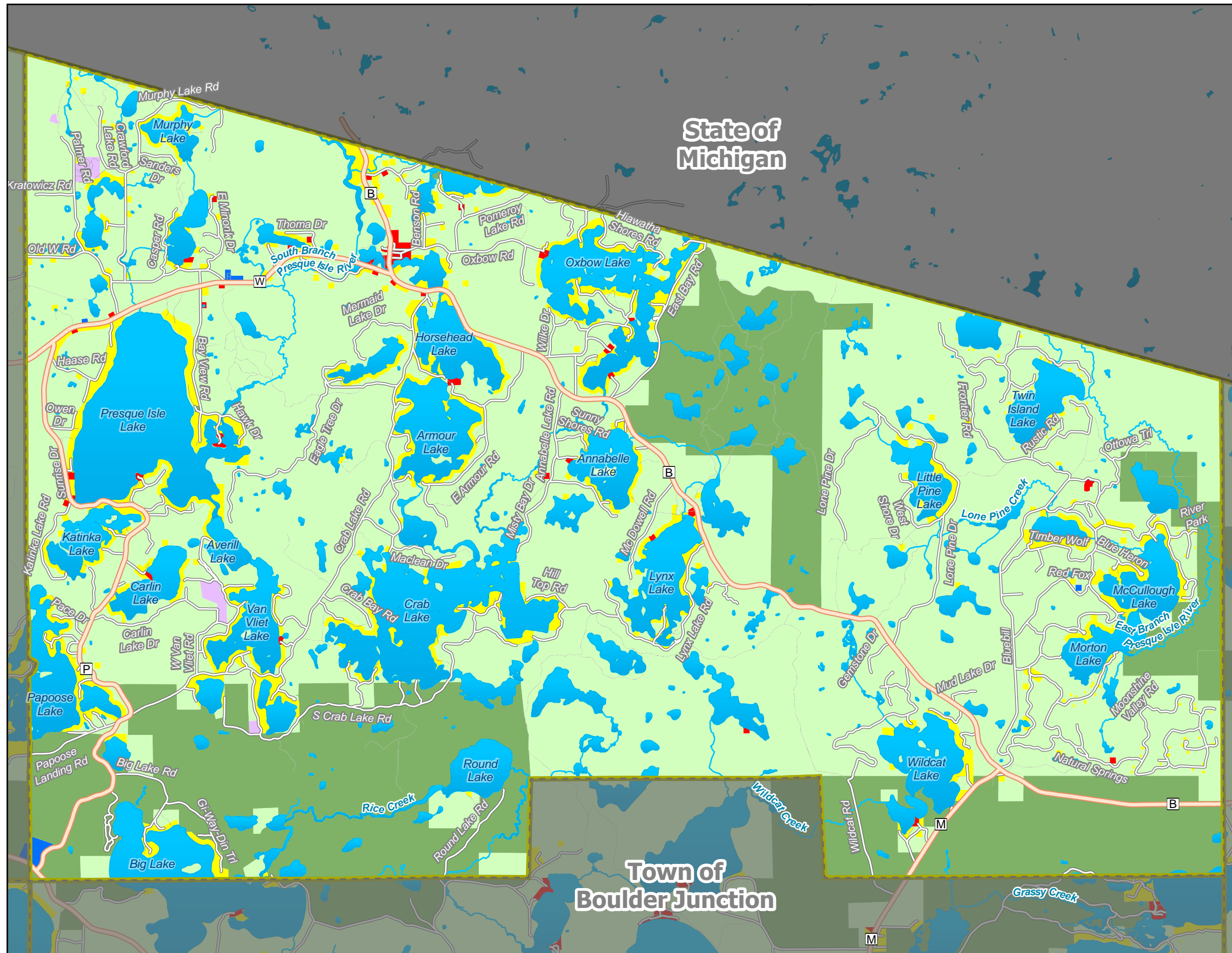
1. Review and revise Town zoning and other regulatory ordinances to ensure policies and regulations are consistent with the objective of maintaining and enhancing the mixed uses that match the Town's rural character and make it an attractive place to live, work, enjoy, and recreate.
2. Use available data and mapping of land use, zoning, ownership, resource protection, and water features to evaluate the conditions, features and uses that occupy land and inform zoning, permitting, and development decisions.

**Objective #2: Sustain and enhance community awareness, support, and involvement in planning and managing development, growth, and natural resource (land and water) conservation.**

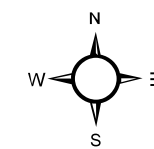
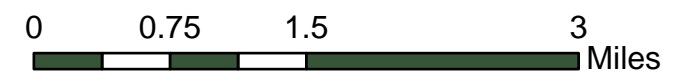
### **Strategies:**

1. Create opportunities for citizen participation throughout all stages of plan development, review, updating, and implementation.
2. Promote public access and understanding of available land use, planning, zoning, and environmental protection.
3. Sustain transparency and accountability of town officials and adherence to the Objectives and Strategies in the Comprehensive Plan by clearly and publicly documenting decisions related to land use, permitting, enforcement, and investments or improvements made by the Town. This documentation should go beyond stating just the decision and should make clear the basis and/or rationale behind the decision.

### Existing Land Use



- Minor Civil Division
- County Highway
- Local Road
- Existing Land Use 2015**
- Commercial
- Governmental / Institutional
- Outdoor Recreation
- Quarry
- Residential
- Transportation
- Woodlands
- Water



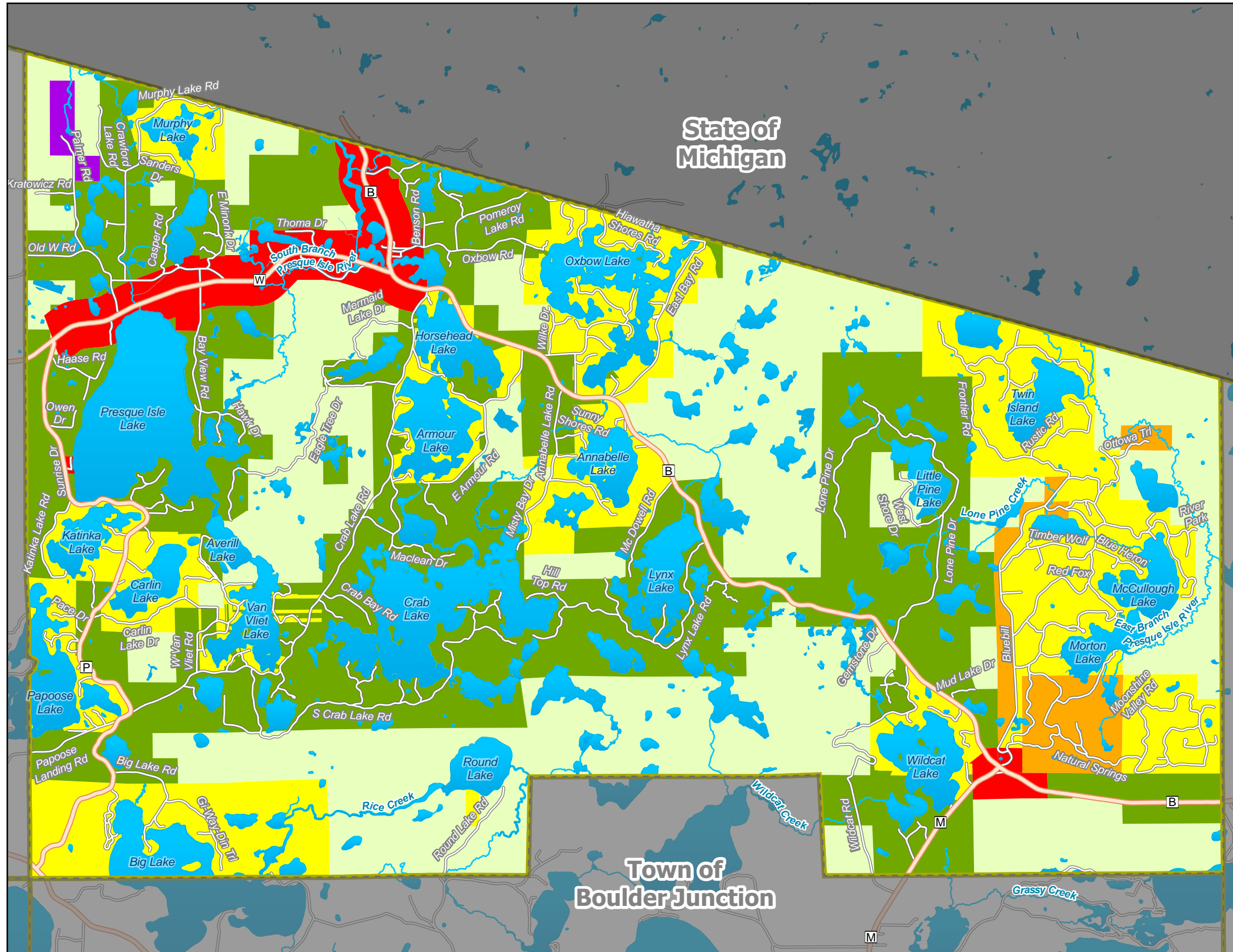
Source: WisDOT, WI DNR, NCWRPC, Vilas Co  
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



Prepared By:  
**North Central Wisconsin Regional Planning Commission**

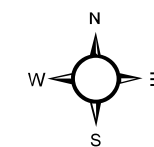
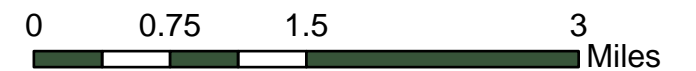
210 McClellan St., Suite 210, Wausau, WI 54403  
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org





### Future Land Use

- Minor Civil Division
- County Highway
- Local Road
- Future Land Use**
- Single-Family Residential
- Multi-Family Residential
- Commercial
- Forestry/Woodlands
- Outdoor Recreation
- All-Purpose
- Water



Source: WisDOT, WI DNR, NCWRPC, Vilas Co  
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# Chapter 8

## Intergovernmental Cooperation

The issue of intergovernmental cooperation is 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.

### OVERVIEW

Wisconsin Statute §66.30, entitled “Intergovernmental Cooperation”, does enable local governments to jointly do together whatever one can do alone. Unfortunately, there is little public policy in Wisconsin law that encourages, let alone requires, horizontal governmental relationships such as town to town and municipality to county or town. The result is that towns, municipalities, and counties act more as adversaries than as partners.

Statewide, Wisconsin has more than 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. 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.

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. Intergovernmental cooperation makes sense for many reasons including trust, cost savings, consistency, and ability to address regional issues. Cooperation can lead to positive experiences and results that build trust between jurisdictions. It can save money by increasing efficiency and avoiding unnecessary duplication. It can lead to consistency of goals, objectives, plans, policies, and actions of neighboring communities. Finally, by communicating and coordinating their actions and working with regional and state jurisdictions, local communities are able to address and resolve issues that 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 cost savings, provision of needed services, a healthy environment, and a strong economy.

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

- Local government’s 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 and implement comprehensive plans and share them with surrounding communities, new opportunities for intergovernmental cooperation will be identified.

## **INTERGOVERNMENTAL RELATIONSHIPS**

### **School Districts**

#### **Primary and Secondary Schools**

The Town of Presque Isle is located within the Lakeland School District, but the Wisconsin Open Enrollment program allows children to attend other nearby school districts, provided that the district has the necessary space to accept the student. The elementary school that serves the town's students is located in Presque Isle, at the intersection of the boundaries of the Town of Manitowish Waters, Winchester and Presque Isle; and the high school is in the Town of Minocqua. Additionally, there are several private schools located within driving distance.

#### **Post-Graduate Education**

Nicolet College is the closest option for post-graduate education. Nicolet College is a public two-year technical college located in Rhinelander. They also offer online classes and programs throughout the Nicolet College District which includes the Town of Presque Isle.

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

### **Adjoining Units of Government**

The Town of Presque Isle is bounded by Marenisco and Bessement Townships in the Upper Peninsula of Michigan to the north, the Town of Winchester to the west, the Town of Boulder Junction to the south and Town of Land O' Lakes to the east. Presque Isle also adjoins the Town of Manitowish Waters which is to the southwest, in a four-corner intersection.

The Town of Presque Isle Volunteer Fire Department provides fire protection and emergency medical services throughout the town. They also provide ambulance services throughout the Town. There are numerous mutual aid agreements in place with surrounding communities. Wisconsin law permits fire departments to respond to requests for mutual assistance from neighboring jurisdiction and Presque Isle has standing agreement with neighboring towns to support joint responses to fire calls.

## Vilas 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, Highway, Sheriff Office, Forestry, Land Records, and Zoning. The County Sheriff provides protective services through periodic patrols, response to criminal and civil complaints, and on-call 911 responses. The Sheriff also manages the 911-dispatch center, not only for law protection, but also for ambulance/EMS response and dispatching the local Fire Departments. The Forestry and Outdoor Recreation Department maintains a county-wide park system and county forest system for the use and enjoyment of all residents including the Town of Presque Isle.

In many cases where state and federal agencies require area-wide planning for various programs or regulations, Vilas 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 the Federal Emergency Management Agency in order for individual local units of government to qualify for certain types of disaster assistance funding.

## North Central Wisconsin Regional Planning Commission

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §60.0309 Wis. Stats. as a voluntary association of governments within a ten county area. Vilas County is a member of the NCWRPC, which qualifies the Town of Presque Isle for low cost local planning assistance. Typical functions of the NCWRPC include (but are not limited to) economic development, geographic information systems (GIS), intergovernmental cooperation, land use, and transportation planning.

## 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, lakes, 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 like the Town of Presque Isle. Examples include local road aids, the Local Roads Improvement Plan (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).



Most federal programs are administered by the states, so the Town would be dealing with the responsible state agency regarding Federal programs and regulations.

## Ceded Territory

Prior to the arrival of Europeans in North America, Indian tribes were independent, sovereign nations. Although the Chippewa tribes ceded their land in the northern one-third of Wisconsin to the United States government in the Treaties of 1837 and 1842, they reserved their off-reservation rights to hunt, fish, and gather within the Ceded Territory. The Ceded Territory, encompasses 22,400 square miles of northern Wisconsin, including Vilas County.

Native rights and legacy interests related to these lands are matters between sovereign nations, so an agreements, policies, or resolution of conflicting interest in the Town of Presque Isle involve guidance and coordination with the Federal government, and to a lesser degree the State of Wisconsin.

## EXISTING OR POTENTIAL INTERGOVERNMENTAL CONFLICTS

No existing or potential intergovernmental conflicts were identified in the Town of Presque Isle. Although, some issues related to shoreline restrictions and watercraft restrictions occasionally occur. The process for resolving any conflicts will in part be a continuation of past practices as new mechanisms evolve. The Town will continue to meet with surrounding towns when significant issues of mutual concern arise. Potentially significant conflicts have been averted to date, but some issues that may to be addressed could pose a challenge.

## PROGRAMS

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

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

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

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

## OBJECTIVES AND STRATEGIES

**Objective #1: Seek to establish mutually beneficial intergovernmental relations with other units of government.**

**Strategies:**

1. Coordinate land use planning activities with neighboring towns, Vilas County, and any applicable state and federal agencies to realize individual and shared visions, goals and objectives; to address regional issues that cross political boundaries and jurisdictions; to ensure efficient use of Town resources; and to provide for better alignment between all levels of government, development, and landowners.
2. Coordinate land and water conservation with appropriate resource agencies and private conservation organizations to take advantage of both technical and financial assistance, to promote consistency in preservation and stewardship efforts, to facilitate information exchanges, and to avoid duplication of efforts.

# Chapter 9

## Implementation

A primary reason for a community to prepare a comprehensive plan is to establish a framework for the future, especially as it relates to decisions regarding growth and regulation of development to protect and maintain the health, safety and welfare of the community. A plan also helps to set priorities for public expenditures. To be effective, this plan should be actively used as a tool to guide decisions concerning:

- The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.
- The development of programs and support systems that further the goals and objectives set forth in this plan.
- The location of specific land uses as identified in the comprehensive plan, and based on goals and objectives.
- The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.

### IMPLEMENTATION TOOLS

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the Town official controls or regulatory codes. Zoning ordinance and subdivision (or land division) regulations are used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan. These generally involve decisions about how the community will spend its limited funding resources on capital improvements, staffing and maintenance. These decisions will affect the development demand and the location of development in the Town.

The State planning law requires certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. To meet this requirement, the Town of Presque Isle should evaluate and update related regulations and ordinances after the adoption of the comprehensive plan update.

### Zoning Ordinance

The Presque Isle Comprehensive Shoreland District and Zoning Ordinance regulates land use within the Town. The Town's ordinance adopts the Vilas County Zoning Ordinance by reference to the name of zoning districts only, which means that land is regulated locally and not by the county. Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or intensity of development, and the height and bulk of building and other structures. The general purpose of zoning is to minimize undesirable externalities from development by

segregating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's character or environment. The zoning ordinance also controls the scale and form of development, which heavily influences how people will interact with their environment and their neighbors.

The establishment of zoning districts and the zoning map indicates where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the land use plan and map. While the zoning map and land use map do not need to directly match at the time the land use map is adopted, the intent is that the land use map will serve as a guide indicating how the property should eventually be zoned. Therefore, indiscriminate zoning changes may result in weakening of the comprehensive plan. In fact, changes to zoning district boundaries should only be made if they are consistent with the adopted land use map and the goals of the comprehensive plan.

However, there may be situations where changing the zoning district boundary makes sense and is in the best interest of the community. If changing the zoning would result in a conflict with the future land use map, the land use map should also be changed. However, the future land use map should only be changed if it does not accurately reflect the community's desired land use pattern.

### **Subdivision (Land Division) Ordinance**

The Town of Presque Isle regulates land division within the Presque Isle Comprehensive Shoreland District and Zoning Ordinance. Subdivision regulations are an important tool ensuring the orderly development of unplatted and/or undeveloped land. These regulations may regulate lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be a public asset.

### **Capital Improvement Plan (CIP)**

This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned expenses. A capital improvement plan consists of a list of proposed projects according to a schedule of priorities over a four-to-six year period. It identifies needed public improvements, estimates their costs, and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- Public buildings (i.e., town halls)
- Park and trail acquisition and development
- Roads and highways (maintenance and new construction/paving)
- Fire and law enforcement protection equipment

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.

The preparation of a CIP is normally a joint responsibility between the town board, plan commission, staff, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

## **Annual Operating Budget**

The Town prepares a budget each year and it is one of the most important policy documents prepared. It is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of Town residents and priorities set by the Town Board. The budget and the services provided by that budget are instrumental in achieving the goals and objectives of the plan.

## **CONSISTENCY AMONG PLAN CHAPTERS**

The State of Wisconsin planning legislation requires that the Implementation Chapter describe how each of the required chapters will be integrated and made consistent with the other chapters of the plan. Since the Town of Presque Isle completed all planning chapters simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine plan chapters. Where deemed appropriate, goals, objectives, and policies have been repeated under all applicable chapters to reinforce their importance.

## **PLAN ADOPTION, AMENDMENTS, UPDATES, AND MONITORING**

While this comprehensive plan provides a long-term framework to guide development and public spending decisions, it must also respond to changes that occur in the community and region that were not foreseen when the plan was initially adopted. Some elements of the plan are rarely amended while others need updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

### **Plan Adoption**

The first step in implementing this plan involves adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission (or other planning committee) who must adopt the plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the Town Board who must adopt the plan by ordinance (of majority vote). A public hearing is required to allow public comment on the ordinance prior to Board final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the next 20 years. The adopted plan should also be recognized as a tool for communicating the community's land use policy and goals and objectives regarding coordination of growth and development.

## Plan Amendments

The Town of Presque Isle Comprehensive Plan may be amended at any time by the Town Board following the same process described above for initial Plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity.

The following criteria shall be considered when reviewing plan amendments:

- The change corrects an error made in the original plan.
- The change is consistent with the overall goals and objectives of the Town of Presque Isle Comprehensive Plan.
- The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- Development resulting from the change does not create an undue impact on surrounding properties. Such development shall be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- There is a change in town actions or neighborhood characteristics that would justify a change.
- There is a community or regional need identified in the comprehensive plan for the proposed land use or service.

Proposed amendments must be reviewed by the Plan Commission prior to final action and adopted by the Town Board. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the Town might consider soliciting public opinion through surveys and/or community meetings prior to the official public hearing.

## **Plan Updates**

According to the State comprehensive planning law, comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates often involve rewriting of whole sections of the plan document and significant changes to supporting maps. A plan update should include a thorough examination of the community's goals and objectives based on an analysis of current 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.

## **Plan Monitoring**

The adopted plan should be used as a tool by the Town when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives, policies, and recommendations outlined in this plan.

Although this plan describes policies and actions for future implementation, it is impossible to predict the exact future condition. As such, the goals, objectives, and actions in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events.

This plan should be reviewed at least annually and updated at least every ten years. Members of the Town Board, Plan Commission, and any other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The review should involve first evaluating the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be modified to eliminate completed tasks and identify new approaches if appropriate.

## **Annual Review**

Following the adoption of the plan, the Plan Commission will review and prioritize the numerous objectives and strategies identified to establish a work plan. That work plan will focus the efforts for the first year. This process will be completed annually. In addition, each year the Plan Commission will present its work plan to the Town Board to discuss progress toward implementation of the plan.



## IMPLEMENTATION PLANS AND ACTIVITIES

### Overarching Implementation Initiatives:

1. Monitor and prepare an annual report on the effectiveness and implementation of the Town of Presque Isle Comprehensive Plan. Have the Town Board review and formally approve/endorse the annual report (for the record) at a Town Board meeting.
2. Establish a process for using findings of the annual report to revise and amend of the Town of Presque Isle Comprehensive Plan.
3. Summarize the Presque Isle Comprehensive Plan and the status of implementation programs or activities at the annual Town Meeting and solicit public endorsement or comment.

### Implementation Initiatives for Chapter 2 - Natural, Agricultural, and Cultural Resources

1. Review and revise town zoning and other regulatory ordinances to ensure policies and regulations are consistent with the objective of maintaining and enhancing the Town's natural and cultural resources. Consider particularly:
  - Zoning Committee review all development and land use regulations to ensure completeness and enforceability. As appropriate, establish new ordinances or regulatory mechanisms.
  - Develop checklists and Standard-Operating-Procedures (SOPs) for ensuring zoning and permitting decisions, enforcement actions, and detection of non-compliance are consistent with stated objectives and are conducted effectively.
2. Rigorously apply checklists and SOPs to all development permit applications (particularly shoreland development) to ensure impact to Presque Isle waters is minimized and within permitted specifications. Consider particularly:
  - mandating effective site management practices
  - preserving natural buffers and setbacks from all waters
  - preventing erosion and sedimentation
  - protecting and preserving wetlands
  - protecting groundwater and preventing contamination or disruption of water supplies
3. Identify a town official or town committee whose duties include serving as executor, manager, and advocate for protection of the town's natural resources. Consider particularly:
  - establish liaison and promote engagement with Vilas County Zoning, Conservation, Health, Forestry, and related resources
  - establish liaison and promote engagement with Wisconsin DNR water, forestry, wildlife and related resources
  - establish liaison and promote engagement with independent organizations that champion natural resources and engage in our region, such as local Lake Associations, the Wisconsin Lakes Association, Nature Conservancy, Land Trust(s), etc.

- periodically (at least annually) update reporting that allows citizens to track 1) monitoring programs, 2) significant mitigation or enhancement initiatives or programs, and 3) relevant sources or references that affect the natural resources of the town. This reporting should be discoverable from the Town webpage. Reporting should include:
    - a. aquatic invasive species
    - b. terrestrial invasive species
    - c. waters known to have unsafe levels of mercury or other toxins/pollutants
    - d. well water testing procedures and results, especially tests not meeting acceptable or safe levels of water quality
4. Work with Wisconsin's National Heritage Inventory Program and other resources to identify locations and status of rare species or communities within the Town of Presque Isle to help facilitate the monitoring thereof. Refer to the information collected when making land use and zoning change decisions.
  5. Seek formal Town Board endorsement and support for establishing a long-term location where valuable historical records and artifacts can be protected, preserved, and accessed for reference and research. This location should be secure, clean, and temperature and humidity controlled.

### **Implementation Initiatives for Chapter 3 - Housing**

1. Establish future housing inventory goals for the Town.
2. Ensure zoning and permitting decisions are consistent with the housing inventory goals and objectives documented in the *Future Land Use Map*.
3. Identify lands within the Town that are best suited for development of low- and moderate-income residents or other residents who have special needs or abilities. Where possible, consider town owned land for such development.
4. Identify a town official or town committee whose duties include serving as a housing advocate and can research and pursue appropriate State and Federal housing grant and partnership programs.

### **Implementation Initiatives for Chapter 4 - Utilities and Community Facilities**

1. Identify a town official or town committee whose duties include liaison with adjacent/regional municipal entities to share best-practices, explore strategies for shared public services or combined public service arrangements, and opportunities to leverage state or federal programs to help address service shortfalls.
2. Identify a town official, committee, or working group to do liaison with adjacent/regional municipal entities, engage with commercial service providers, and regulatory entities to evaluate and advocate for investment strategies to achieve deployment and availability of broadband internet service to businesses and residents of the Town.

3. Identify a town official, committee, or working group to do or coordinate liaison with landowners, public entities (WDNR), and private/non-profit organizations (Nature Conservancy, North Lakeland Discovery Center, public land trusts, Hunting & Sportsman organizations, etc.) to track best practices, establish or expand regional recreational resources, and pursue grants or sponsorship that will support maintenance and enhancement of recreational opportunities in the Town.
  - particular attention should focus on managing stakeholder interest in:
    - a. bicycle trails
    - b. snowmobile trails
    - c. ATV/UTV trails
    - d. hunting, fishing & trapping
    - e. hiking, x-country skiing, snowshoeing (etc.)
4. Establish and maintain a long-range plan that tracks the status of, and plans and budgets for, the maintenance or replacement of structures and equipment critical to public services.

### **Implementation Initiatives for Chapter 5 - Transportation**

1. Develop and update (at least annually) a town road plan to ensure roads are maintained and strategies are developed to meet emerging transportation needs.
2. Identify a town official or town committee whose duties include development and maintenance of a town transportation plan that includes roads, and evolving transportation needs, trends, and opportunities. Responsibilities include:
  - inform town leaders and supporting committees, liaison with regional, state and federal entities, and pursuit of grants, studies, or other opportunities to enhance transportation in the Town.
  - establish emergency response plans to enable coordinated, orderly responses to hazards, emergencies, or large-scale evacuations.

### **Implementation Initiatives for Chapter 6 - Economic Development**

1. Leverage the Town's Economic Development Committee to work with and coordinate activities with the local Chamber of Commerce and regional agencies and organizations; and pursue county, state and federal grants, programs or initiatives that will promote or enhance local economic development. Consider particularly:
  - a comprehensive plan and sustained marketing program designed to attract business, residents, and visitors and project emerging trends and opportunities to which we should engage marketing.
  - pursuit of initiatives, programs, and emerging commercial or technical opportunities that will bring availability of robust broadband internet service throughout the Town; particularly service that will support businesses and economic activity.
  - pursuit of initiatives, programs, and opportunities to broaden the availability of residential housing, especially to persons of low- or moderate-income.

2. Conduct a study to evaluate opportunities and develop a plan to establish a *smoke-stack-free* Business Park or Enterprise Zone that is compatible with the Town's services, infrastructure, and character.

### **Implementation Initiatives for Chapter 7 - Land Use**

1. Use the Comprehensive Plan as a central tool for guiding decisions related to land use, permitting, zoning, and allocation of town resources.
2. Review town codes and ordinances, particularly the Comprehensive Shoreland District and Zoning Ordinance, to ensure they are consistent with, and that their application will accomplish the Objectives and Strategies in the Town of Presque Isle Comprehensive Plan. Review should include:
  - attention to enforcement provisions related to nuisance and hazards from illegal dumping, junk vehicles, solid and liquid/sewage waste disposal, and dilapidated or abandoned structures.
  - attention to regulation of commercial and private signage and effective design and placement of official signage within the Town.
  - attention to residential (home-based) business regulation and management/oversight of short-term rental properties.
3. Encourage and incentivize commercial and mixed-use development within the unincorporated village to better define a Town of Presque Isle business district.
4. Assess the potential of targeting land along Hwy B north and east of the unincorporated village and west of the unincorporated village along Hwy W for development of commercial uses &/or to meet housing objectives.
5. Assess the potential of land currently owned by the Town of Presque Isle for development of commercial uses &/or to meet housing objectives.

### **Implementation Initiatives for Chapter 8 - Intergovernmental Cooperation**

1. Assign all town officials, committees, and representatives the responsibility to coordinate with counterparts in neighboring municipalities and relevant county, state and other agencies and departments to ensure all parties share knowledge, best-practices, coordinate policies, and effectively leverage resources, programs and expertise that can help Presque Isle achieve its objectives.
2. Monitor and evaluate existing and the potential to establish new, shared service agreements to more efficiently or effectively meet needs and community expectations. This applies to public health and safety, emergency response, transportation, natural resource management, solid waste disposal, and related services and resources.

# Attachments



# Attachment 1: Public Participation Plan





## **Town of Presque Isle Public Participation Plan (PPP)**

The Town of Presque Isle recognizes the importance of public participation in the planning process. As such, a goal during the comprehensive planning process will be to inform and involve the public in the planning process.

### **I. Plan Development:**

Throughout the plan process, the Plan Commission will provide oversight for the update of the Comprehensive Plan. The Plan Commission will also recommend adoption of the Public Participation Plan to the Town Board.

The public participation plan will incorporate the following:

1. All meetings for the planning process will be posted and open to the public.
2. Plan related materials will be available at the Town Hall for review by the public.
3. The draft plan and maps will be available on a website for review by the public.
4. A public hearing will be held to solicit comment from the public.
5. The Comprehensive Plan will be distributed as outlined in state statute.

The Plan Commission will review and recommend adoption of the Comprehensive Plan to the Town Board.

### **II. Implementation, Evaluation & Update:**

The Comprehensive Plan will be used as a general guideline for development in the Town. The plan will support the existing zoning and other regulations that the Town has in place.

As with all plans, it is critical for the Comprehensive Plan to be maintained and updated on a regular basis to keep it current as things change.

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Any planning process is subject to change, and this public participation plan is no different. Over the planning period the process may vary from that presented.

Town of Presque Isle  
Regular Town Board Meeting  
August 20, 2020

Chairman Marshall Reckard called the regular meeting of the Town Board of the Town of Presque Isle to order at 6:00pm. Supervisors Cathy Logan Weber and Carl Wolter also attended. The agenda for tonight's meeting and minutes of the August 6, 2020 meeting were approved by two separate motions.

**Old Business:**

**Miscellaneous Public Comments:** none

**Storage of Materials Belonging to Denim & Dessert:** Mr. Reckard reported that the previous equipment room in the Transfer Station building will be used for storing Denim and Dessert equipment and stage. Ms. Weber suggested thorough cleaning of the area, particularly the floor, before anything is moved in. Partitions may be a possibility at a later date.

**Repair/Replace Community Room Chairs:** Ms. Weber stated that not much progress has been made on this project. The cost of painting the chairs would be about \$13.50 each, New chairs would cost approximately \$33. There is concern about all the work it would take to refurbish the chairs, but they are comfortable. The comfort of new chairs, relative to the ones we own is unknown. Maybe doing a portion of the chairs would be a good first step. No action was taken.

**Board Reports on Previous Agenda Items:** none

**New Business:**

**Miscellaneous Public Comments:** Al Drum, representing the Parks & Recreation Committee, summarized the history of the pavilion repair project. Discussion followed which included the possibility of reconstructing the entire structure. Reconstruction would more than double the cost.

**Resolution 2020-6 Authorizing Public Participation Process for 2020 Land Use Plan:** The Board has received the details of how this citizen committee would function. A motion to adopt Resolution 2020-6 was made by Ms. Weber seconded by Mr. Wolter, Reckard, aye; Weber, aye; Wolter, aye; motion carried, 3-0.

# **Attachment 2: Plan Commission Resolution**



# RESOLUTION LUP 2021-1

## Town of Presque Isle

Town of Presque Isle, Vilas County, Wisconsin

The Planning Commission of the Town of Presque Isle, 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 planning commission present and voting resolves and recommends to the town board of the Town of Presque Isle as follows:

Adoption of the 2020 Town Comprehensive Plan.


The Town of Presque Isle Planning Commission, by this resolution, further resolves and orders as follows:


All maps and other materials noted and attached as exhibits to the 2020 Town of Presque Isle Comprehensive Plan are incorporated into and made a part of the 2020 Town of Presque Isle Comprehensive Plan.


The vote of the Planning Commission in regard to this resolution shall be recorded by the clerk of the Planning Commission in the official minutes of the Town of Presque Isle Plan Commission.

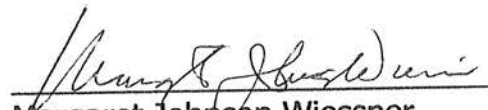
The town clerk shall properly post or publish this resolution as required under s. 60.80, Wis. stats.

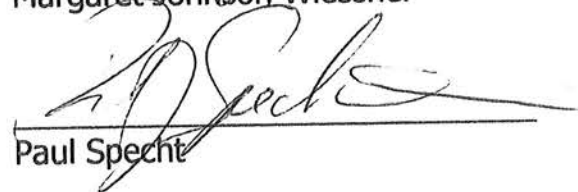
Adopted this 8th day of June 2021, by a vote of 5 in favor, 0 against, signed this 8<sup>th</sup> day of June 2021.

  
\_\_\_\_\_  
Dick Hemming

  
\_\_\_\_\_  
Al Drum

  
\_\_\_\_\_  
Carl Schoenecker

  
\_\_\_\_\_  
Margaret Johnson Wiessner

  
\_\_\_\_\_  
Paul Specht



# Attachment 3: Town Board Ordinance





Town of Presque Isle  
Regular Town Board Meeting  
September 2, 2021

Chairman John MacLean called the regular meeting of the Town Board of the Town of Presque Isle to order at 6:00pm. Supervisors Cathy Logan Weber and Carl Wolter also attended. The agenda for tonight's meeting and minutes of the August 19, 2021 meeting were approved by two separate motions.

**Old Business:**

1. **Amendment of Town Board Meeting Minutes - July 15, 2021:** Ms. Walters read a transcript of the relevant portions of the July 15, 2021 minutes. She stated her opinion that the minutes as originally approved were accurate. Discussion followed. No action was taken.
2. **Discussion/Possible Action - Fire Station Parking Lot Project Bid Award:** Mr. MacLean has had some difficulty getting together with the bidder.
3. **Board Reports on Previous Agenda Items:** Mr. Wolter was told by the septic pumper who did some work at the Transfer Station and expressed concern that there was no filter or baffle. He contacted the plumber who replied that this is not a concern. The cement pad has been poured at the Transfer Station. Ms. Weber announced that an informational meeting regarding Broadband will be held September 7 at 6:30 PM. The Town Hall replacement doors have been ordered, but there is an 8 week delivery delay. Mr. MacLean reported that 3000 tons of asphalt were laid on the Highway B project which is almost complete. Mr. Wolter commended former town chairman, Marshall Reckard for all the work he did in preparation for this project. His praise was echoed by Chairman MacLean.
4. **Miscellaneous Public Comments:** none

**New Business**

1. **Access Road Restoration:** Mr. Wolter will supervise the alterations to change the access road to a walking path. Ms. Weber has spoken to Jim Janet, Vilas County Zoning, who remarked that the permit was issued to accommodate traffic during the culvert replacement. Culvert replacement was completed weeks ago. Mr. Wolter said that the signs will come down and there will be a closure next week. Ms. Weber stated that Mr. Janet's opinion is that the gravel should be removed and grass planted in that location. She wanted to make sure that no permit is needed to do the work. Discussion followed. The ultimate goal is to narrow the road and make a walking path. Ms. Weber suggested a special meeting to walk the site. A special meeting will be held Wednesday, September 8, at 10:00 at the site.
2. **Snow Fence at Pipke Park Pond South Pond to Prevent Snowmobile Access:** Ms. Weber suggested installing a snow fence blocking snowmobile access to travel across the currently empty pond using the old access road.
3. **Proposed New Doors for Vault Toilets:** Ms. Weber referenced Mr. MacLean's suggestion for a slab door as a possible replacement for the vault toilet doors. Susan has completed an eye-catching mural on the west wall of the building.
4. **Adoption of Ordinance Approving the 2020 Comprehensive Land Use Plan:** Mr. MacLean thanked all the people involved in the creation of the new comprehensive plan. Mr. Wolter requested a change on the map to show private land. A motion was made to adopt the ordinance with the requirement to insure the accuracy of the maps before December 1. Under discussion it was specified that correcting the map of local roads and adding a map for town owned lands are the two items that need attention. Roll call vote: MacLean, aye; Weber, aye; Wolter, aye. Name votes aye. Motion carried.
5. **Acceptance of Bid for Refinish/Stain Pavilion:** Ms. Weber introduced the estimate from Terry Sullivan to refinish the log pavilion at a cost of \$19,030 with a down payment of \$5000. Discussion followed about the type of stain to be used which will be discussed with the vendor. Ms. Weber made a motion to accept the Sullivan bid, seconded by Mr. Wolter, motion carried, 3-0. Ms. Peck added that these funds have been previously set aside for this project.
6. **Board Correspondence and/or Future Agenda Items:** The clerk is in receipt of a letter of resignation from Beth Marohn from the EDC Committee. Ms. Weber has received a letter from the Presque Isle Lake

Association in support of the Hazardous Waste ordinance. Registration forms for the WTA Fall Workshop in Minocqua should be turned in to the clerk for submission before the September 10 deadline.

7. **Miscellaneous Public Comments:** Jeff Meessman inquired whether the signatures on the petition, in support of adoption of Hazardous Waste ordinance. The clerk stated that all signatures have been verified as signatures of registered voters. Mr. MacLean disagrees about the criteria for certification.

Vouchers #33375 - 33408 were approved for payment and the meeting was adjourned at 7:03 PM.

Town Board Action: Approved, 3-0

Approved: September 16, 2021

Amended: \_\_\_\_\_

A broadcast of this meeting is available at [The Northwoods Review's Facebook page](#).











