



TOWN OF CASSIAN COMPREHENSIVE PLAN 2022

Prepared with the assistance of the North Central Wisconsin Regional Planning Commission



Town of Cassian

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Chapter 1

Demographics

This chapter explores potential issues that may impact the Town over the 20-year planning period. This chapter contains trends and forecasts with jurisdictional comparisons for basic demographics including: population, households, employment, age, education, and income. Although forecasts should typically cover the 20-year planning period, in some cases, the only acceptable sources had lesser time periods for their forecasts. Official sources are used for data and forecasting, including the WDOA Demographic Service Center and the U.S. Census Bureau.

Background

The Town of Cassian is a double township except for 4 sections in the northeast corner. The Town is located in the west central part of Oneida County, Wisconsin west of the City of Rhinelander. It is bordered by Hazelhurst and Lake Tomahawk to the north, Newbold to the east, Little Rice to the west, and Nokomis and Woodboro to the south. It is one of twenty towns in the county. See the **Locational Reference Map**.

Planning Process

In the fall of 2021, the Town initiated a process to update its 2009 plan. The state planning law – 66.1001 – requires that a comprehensive plan be updated every ten years. A variety of Plan Commission meetings were held over the course of 2022 to prepare the plan. A final Plan Commission meeting was held in summer of 2022 to review the final draft and recommend adoption of the plan by the Town Board.

Public Participation

An important part of any planning process is public involvement. Public involvement provides the citizens of the town an opportunity to express their views, ideas, and opinions on issues that they would like addressed regarding the future development of their town. Local officials use this input to guide policies and decisions with greater awareness of the public's desires and consensus. See the adopted Public Participation Plan in **Appendix A**. The Town of Cassian posted all Plan Commission meetings to invite the public and held a Public Hearing to collect public input.

Issues and Opportunities

During the planning process for this plan update, the Town Plan Commission identified and discussed a number of issues/opportunities currently facing the Town, as follows:

- Broadband internet service is lacking and/or unreliable in many parts of the Town and dead spots in cell service still exist. This has implications for daily activities in an increasingly tech-based world as well as for emergency services.

- Concern regarding the expansion of quarries within the town. Permitting needs to be more transparent/open to the public for input and discussion.
- The booming short term rental market and associated issues.
- Seasonal housing conversion to full time residence brings new expectations and demands that the Town needs to be prepared for.
- Town owned land provides opportunities to develop a recreation area as a community asset. This new asset could be developed through donations and volunteering and be a source of community pride.
- Sustaining a Town Plan Commission provides an opportunity to support the Town Board in managing growth and development of the Town.

Population and Households

Historical Trends

The 2020 population for the Town of Cassian is 1,069 people. As shown in **Table 1**, the Town population has increased by 60% since 1990. There was a dramatic increase in Cassian's population from 1990 to 2000, after which point there has been steady increase. This is in contrast to Oneida County and the State of Wisconsin as a whole, which grew at rates of 11.7% and 19.7% respectively from 1990 to 2019. Since 1990, Cassian has had the second fastest increase in population among the surrounding towns, as only the Town of Little Rice has experienced a faster increase in population.

	1990	2000	2010	2020	1990-2020 % Change	2010-2020 % Change
Town of Cassian	668	962	985	1,069	60%	8.5%
Town of Hazelhurst	927	1,267	1,273	1,299	40.1%	2%
Town of Lake Tomahawk	851	1,160	1,043	1,155	35.7%	10.7%
Town of Little Rice	196	314	306	388	98%	26.8%
Town of Newbold	2,281	2,710	2,719	2,831	24.1%	4.1%
Town of Nokomis	999	1,363	1,371	1,372	37.3%	0.1%
Town of Woodboro	703	685	813	808	14.9%	-0.6%
Oneida County	31,679	36,776	35,998	37,845	19.5%	5.1%
Wisconsin	4,891,769	5,363,675	5,686,986	5,893,718	20.5%	3.6%

Source: U.S. Census

There were 478 households in the Town of Cassian in 2019, about a 19 percent increase from the number of households in 2000, as shown in **Table 2**. During the same period, the number of households in Oneida County also increased, but to a lesser degree, at 0.6 percent. Household growth in both Cassian and Oneida County was slower than the State which experienced about a 12 percent increase during the same time period. There was great variation among the surrounding communities,

with the greatest growth in the number of households in the Town of Woodboro (25.0%), and the greatest decrease in the number of households in the Town of Hazelhurst (-4.4%). In 2019, average household size in the Town was 2.13, up from 2.06 in 2010. In comparison, Oneida County's average household size was 2.29 in 2019, up from 2.25 in 2010.

Table 2: Households					
	2000	2010	2019	2000-2019 % Change	2010-2019 % Change
Town of Cassian	402	445	478	18.9%	7.4%
Town of Hazelhurst	524	537	501	-4.4%	-6.7%
Town of Lake Tomahawk	474	443	457	-3.6%	3.2%
Town of Little Rice	150	154	174	16.0%	13.0%
Town of Newbold	1,126	1,176	1,153	2.4%	-2.0%
Town of Nokomis	581	590	595	2.4%	0.8%
Town of Woodboro	292	351	365	25.0%	4.0%
Oneida County	15,333	16,003	15,421	0.6%	-3.6%
Wisconsin	2,084,556	2,279,768	2,343,129	12.4%	2.8%

Source: U.S. Census, 2019 ACS

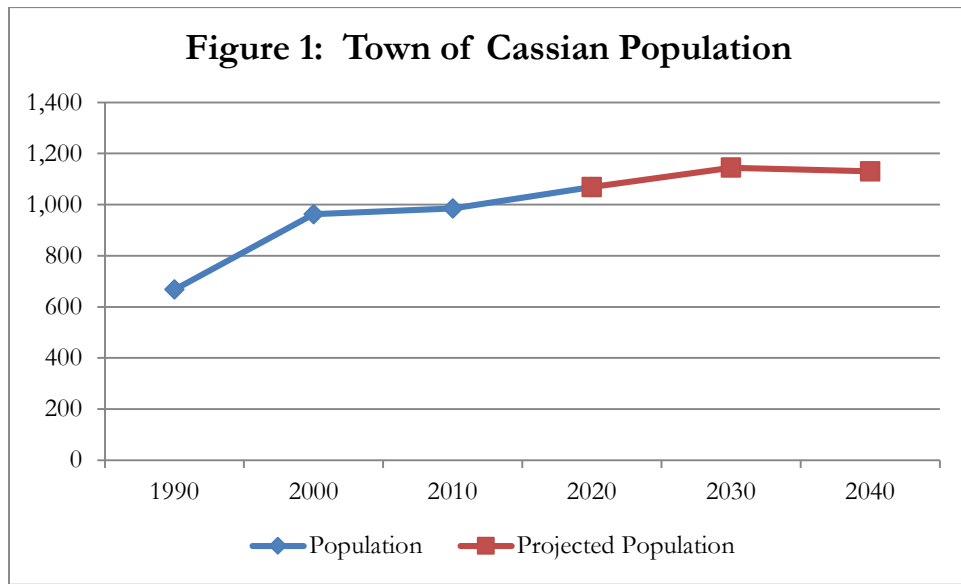
Projections

Figure 1 shows population projections for the Town of Cassian and **Table 3** compares projected population in the Town to Oneida 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 a given community, with more recent years given a greater weight. The Town of Cassian will experience a 9.2% increase in population between 2020 and 2040, although the projections do indicate the potential for a slight drop off in population after 2035. In comparison, Oneida County is projected to increase by about 3.3% during this time. The Town of Cassian is expected to grow consistently with most surrounding communities.

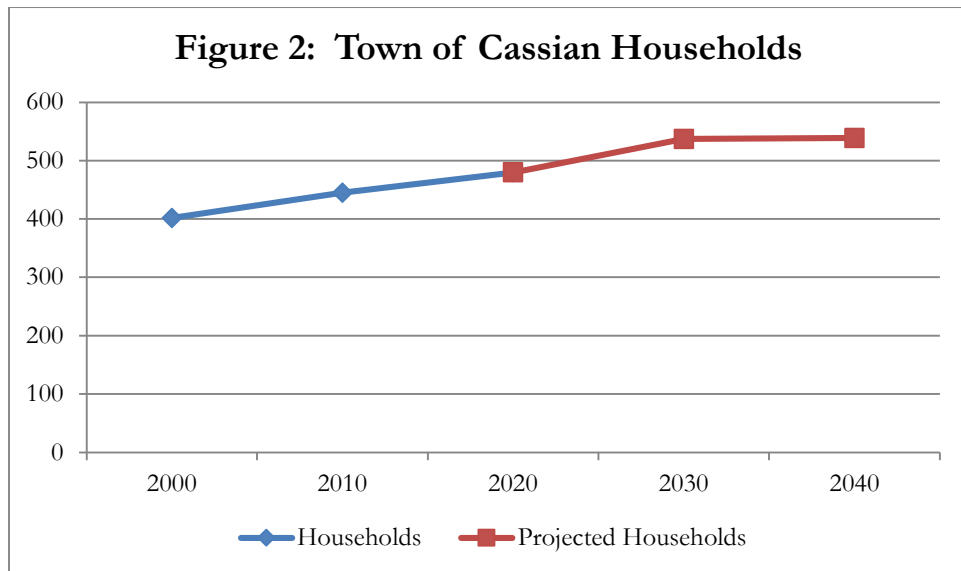
The 2020 population projection for the Town of Cassian is 1,035. **Figure 1** displays population trends in the Town of Cassian from 1990 to projected populations in 2040. Population within the Town is projected to steadily increase over time. The Town is expected to increase to 1,130 residents in 2040, up from 668 residents in 1990 and from 985 residents in 2010.

Figure 2 and **Table 4** include household projections completed by the WDOA. The number of households in the Town of Cassian is projected to increase by 59 households, or a 12.3% increase between 2020 and 2040. This is faster than both the County (5.3%) and the State (12.0%) in terms of a projected increase.

Further analysis of housing unit change can be found in the Housing Chapter and Land Use Chapter of this comprehensive plan.



Source: U.S. Census, WI DOA



Source: U.S. Census, WI DOA

Table 3: Population Projections, 2020-2040						
Total Population by Year						
	2020	2025	2030	2035	2040	% Change 2020-2040
Town of Cassian	1,035	1,095	1,145	1,155	1,130	9.2%
Oneida County	37,265	38,905	39,985	39,745	38,500	3.3%

Source: U.S. Census, & WI DOA Population Projections, 2013

Table 4: Household Projections, 2020-2040						
Total Households by Year						
	2020	2025	2030	2035	2040	% Change 2020-2040
Town of Cassian	480	511	537	546	539	12.3%
Oneida County	16,986	17,796	18,344	18,346	17,892	5.3%

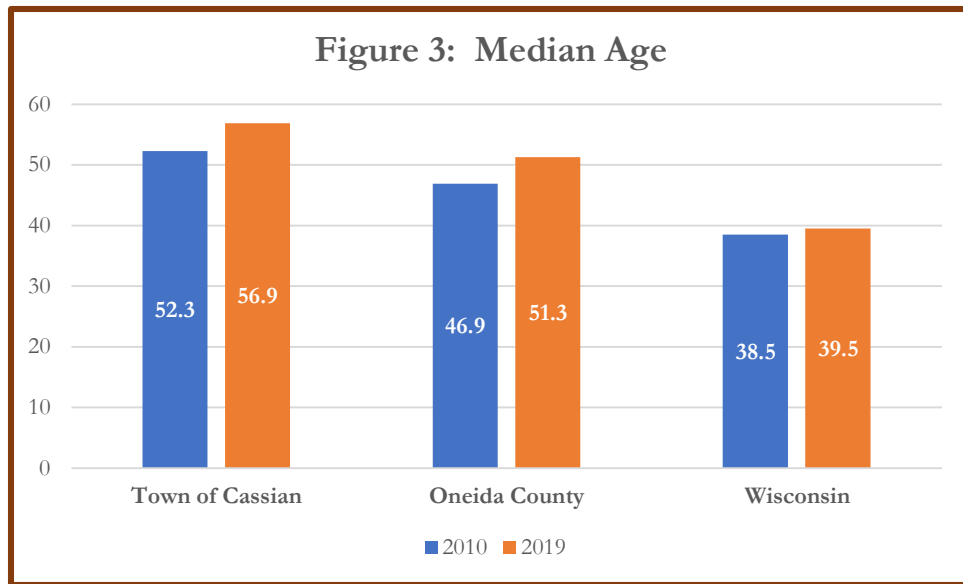
Source: U.S. Census, & WI DOA Population Projections, 2013

Age

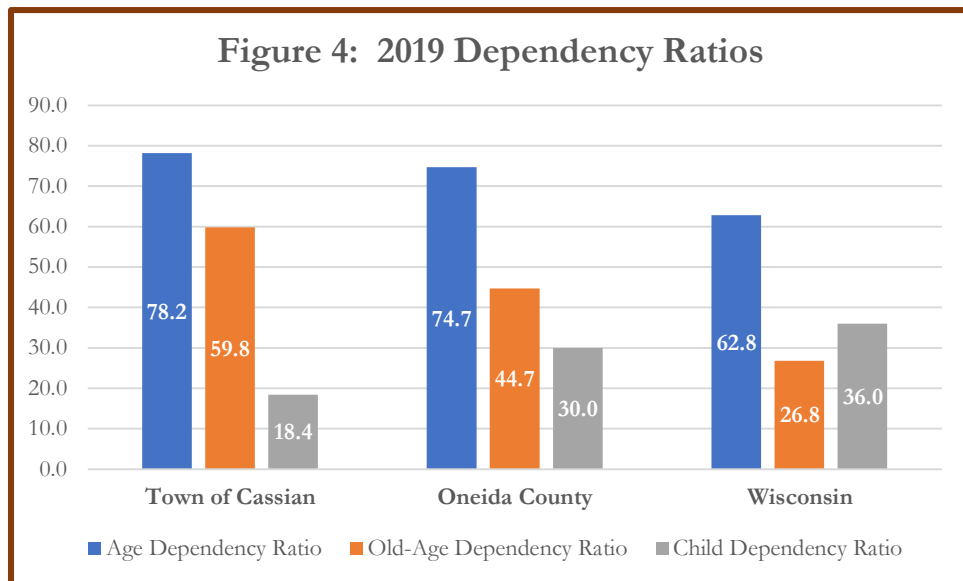
As shown in **Figure 3**, the median age in the Town of Cassian was 56.9 in 2019, up from 52.3 in 2010. This is higher than both the county and the state. Population distribution by age is important in the planning process. Two age groups are particularly significant, those 65 and over and those under 18. The population under 18 is a dependent population that requires more services including quality childcare, schools, and specialized health care needs. Those 65 and over may require access to healthcare, transportation, and community services. The U.S. Census provides an age dependency ratio, which is the ratio of dependents (people younger than 15 or older than 64) to the working age population (those ages 16-64). The old age dependency ratio is the ratio of those over 65 divided by the working age population and the child dependency ratio is that ratio of those under 16 divided by the working age population.

As shown in **Figure 4**, the Town of Cassian has a very high age dependency ratio, at 78.2, compared to 74.7 in Oneida County and 62.8 in the State of Wisconsin. There is nearly one age dependent population member for every working aged adult. There are more dependent residents in the older age categories versus younger. These numbers reinforce the importance of support services in the Town ranging from accessible healthcare, quality childcare and social support systems.

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.



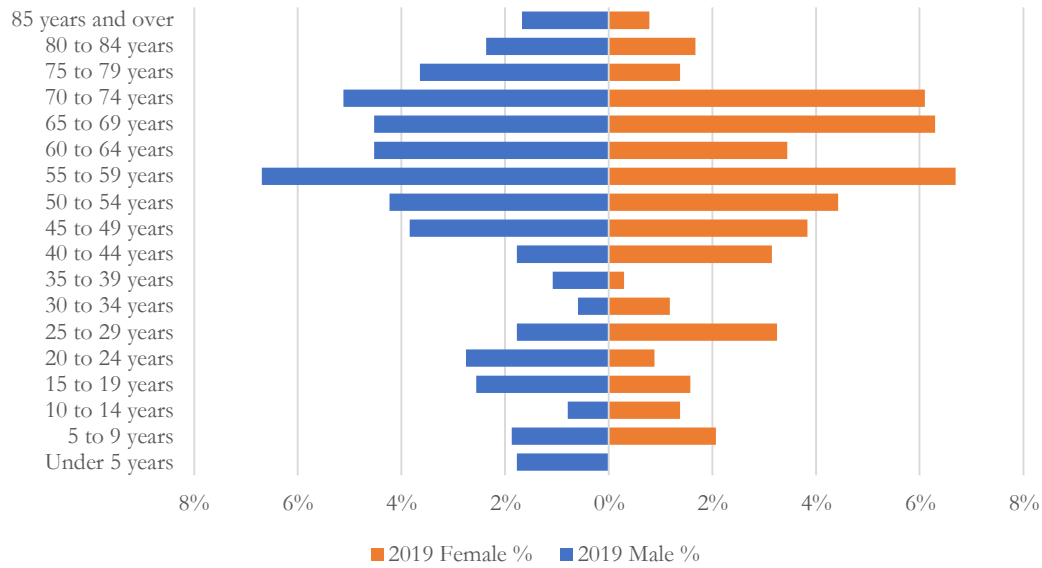
Source: U.S. Census and American Community Survey 5-Year Estimates



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

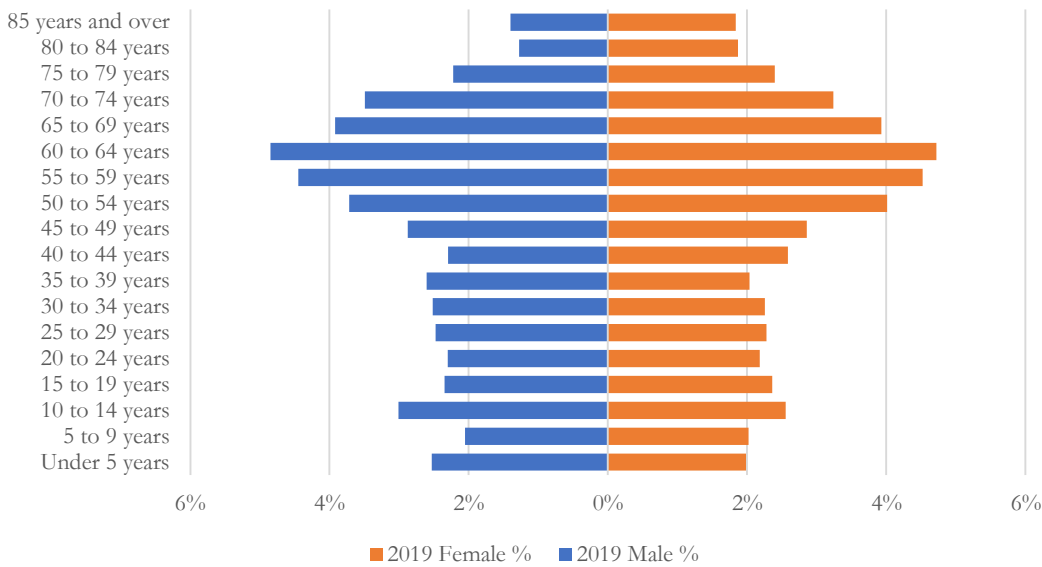
Figures 5 and 6 compare the distribution of age group for the Town of Cassian and Oneida County. Oneida County's population pyramid is slightly constrictive showing an older population with limited growth. The Town of Cassian has a severely constrictive population pyramid with far greater numbers in the higher verses lower age ranges. This is indicative of aging populations with slow population growth. There are some marked exceptions, including those in the 25 to 29 age category. Most males in the Town are in the 55 to 59 year old age category, and most females are in the 55 to 59 year old age category.

Figure 5: 2019 Town of Cassian Age Cohorts



Source: American Community Survey 5-Year Estimates

Figure 6: 2019 Oneida County Age Cohorts

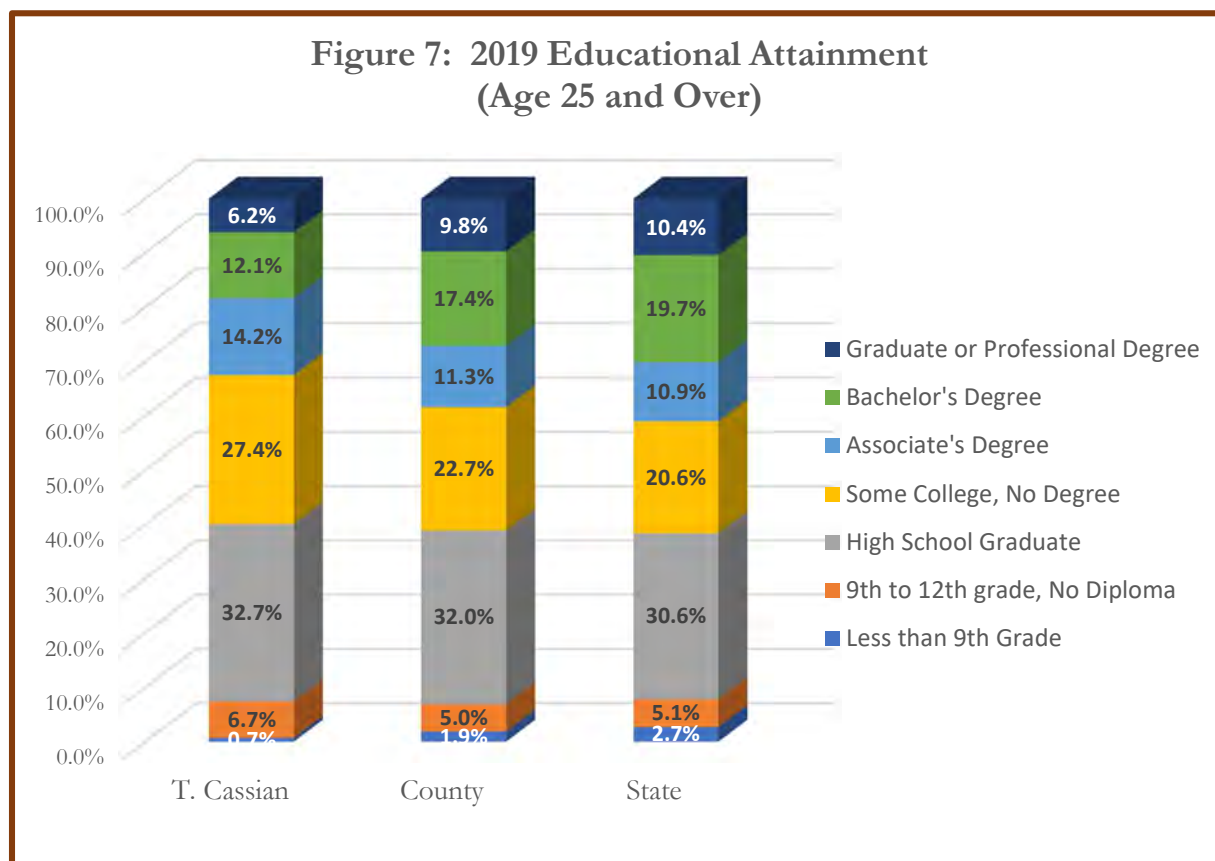


Source: American Community Survey 5-Year Estimates

Education and Income Levels

Education

Figure 7 compares educational attainment of those in the Town of Cassian to the County and the State. In 2019, 92.6 percent of town residents age 25 and older had a high school education or higher. This was slightly lower than the County average and slightly higher than the State average. In the Town of Cassian, 18.3 percent of the population held bachelor's or other advanced degrees compared to 27.2 percent of County residents and 30.1 percent of State residents.



Source: American Community Survey 5-Year Estimates

Income

Median household income and per capita income are two commonly used measures of income. Median household income is the income for the middle point of households, meaning half of all households fall below that income, and half are above. Per capita income is the measure of total income per person.

Median household income for Town of Cassian residents was \$58,056 in 2019. **Table 5** shows that median household income was slightly higher in Cassian than Oneida County on the whole, but lower than the State of Wisconsin. Cassian household income was similar to the County and significantly lower than the State in 2010 and the gap has somewhat closed since that time. The Town and State median household incomes have not kept pace with inflation from 2000 to 2019, while Oneida County's median household income has kept pace.

Table 6 illustrates that income per capita in the Town of Cassian is slightly lower than the County, but higher than the State. In 2010, the per capita income in Cassian was higher than both the County and the State. Per capita income in Cassian rose 0.2% from 2000 to 2019. The rate of change was much lower than the County or the State, which increased at a rate of 18.6% and 5.2% respectively when adjusted for inflation.

Table 5: Median Household Income					
	2000*	2010*	2019	*% Change 2000-2019	*% Change 2010-2019
Town of Cassian	\$59,415	\$52,832	\$58,056	-2.3%	9.9%
Oneida County	\$56,097	\$52,247	\$56,852	1.3%	8.8%
Wisconsin	\$65,300	\$59,905	\$61,747	-5.4%	3.1%

Source: American Community Survey 5-Year Estimates

*Adjusted for Inflation in 2019 Dollars

Table 6: Per Capita Income					
	2000*	2010*	2019	*% Change 2000-2019	*% Change 2010-2019
Town of Cassian	\$33,990	\$32,888	\$34,065	0.2%	3.6%
Oneida County	\$29,445	\$31,766	\$34,910	18.6%	9.9%
Wisconsin	\$31,719	\$30,722	\$33,375	5.2%	8.6%

Source: American Community Survey 5-Year Estimates

*Adjusted for Inflation in 2019 Dollars

Employment Characteristics

Tables 7 and 8 illustrate the breakdown of the labor force and employed population living in the Town of Cassian in 2010 and 2019. The “employed population” includes those that are 16 and older. There was a decrease of 6 people in the labor force from 2000 to 2019 in the Town. This is likely due to the rise in median age, whereby more people are entering retirement. This decline was consistent with stagnation across the county and state in labor force numbers.

Labor force participation indicates the percent of those 16 years and over that are in the labor force. The labor force participation rate decreased 9.0 percentage points in the Town of Cassian from 2010 to 2019. There was a decrease in the county and state during this period also, but to a lesser degree.

Table 7: Labor Force					
	Labor Force			Labor Participation Rate	
	2010	2019	2010-2019 % Change	2010	2019
Town of Cassian	504	498	-1.2%	63.0%	54.0%
Oneida County	18,836	17,029	-9.6%	61.9%	56.7%
Wisconsin	3,078,465	3,097,113	0.6%	69.0%	66.4%

Source: American Community Survey 5-Year Estimates

In 2010, the Town of Cassian had an employed population of 468 people; see **Table 8**. Employment within Cassian increased up to 486 people by 2019, representing a 3.8 percent increase. Employment decreased in Oneida County during the same period, decreasing by 6.7 percent. The state experienced a 3.9 percent increase in employment from 2010 to 2019. 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 2.4 percent in 2019. This was similar to the County and 1.2 percent lower than the State.

Table 8: Employment				
	2010	2019	% Change 2010-2019	Unemployment Rate
Town of Cassian	468	486	3.8%	2.4%
Oneida County	17,802	16,612	-6.7%	2.3%
Wisconsin	2,869,310	2,982,359	3.9%	3.6%

Source: American Community Survey 5-Year Estimates

Table 9: Resident Occupations 2010-2019		
Occupation Sector	2010	2019
Management, business, science, and arts occupations	143	179
Service occupations	87	99
Sales and office occupations	96	81
Natural resources, construction, and maintenance occupations	41	43
Production, transportation, and material moving occupations	101	84
Total employed*	468	486

Source: American Community Survey 5-Year Estimates

*Total employed represents employed civilian population 16 years and over

As shown in **Table 9**, most residents were employed in Management, business, science, and arts occupations. The second sector most represented was the area of, Service occupations, followed by Production, transportation, and material moving occupations. From 2010 to 2019, the most significant increase was seen in Management, business, science, and arts occupations, and the most significant decrease was observed in Production, transportation, and material moving occupations.

Demographic Snapshot

- The population and number of households have steadily increased since 2000. While population and the number of households have both risen over the past two decades, there has been a notable reduction in average household size. This reduction in average household size paired with the steady increases in population and households increases the number of houses or apartments needed.
- The Town of Cassian is expected to continue to grow both in terms of the number of people and the number of households through 2040.
- There are a large number of people in the older age categories and the median age is higher than the County and the State. Moreover, there is a higher old-age dependency ratio than in the County and the State.
- The median age rose 4.6 years from 52.3 in 2010 to 56.9 in 2019.
- The Town of Cassian has a lower proportion of residents with a high school diploma, bachelor's degree, or graduate/professional degree than the County.
- The Town of Cassian's median household income of \$58,056 is higher than the County and lower than the States, while the Town of Cassian's per capita income of \$34,065 is lower than both the County and the State.
- The labor participation rate in the Town of Cassian is lower than the County or the State, and the unemployment rate of 2.4 percent in 2019 is similar to the County and lower than the State.
- Most people in the Town of Cassian work in Management, business, science, and arts occupations or in Service occupations.

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. Natural resources covered in this chapter include biology, geology, and geography including terrain, soils, water, forests, wetlands, wildlife, and habitat.

Cultural resources include a community's heritage, archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to indigenous peoples or other cultural groups. Cultural resources also include arts and the way of life in a community. Cultural resources are those elements around us that signify our heritage and help to evoke the sense of place that makes an area distinct.

Related 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.

Oneida County Land and Water Resource Management Plan, 2020-2029

This Plan outlines a comprehensive strategy for the implementation of soil and water conservation in Oneida County from 2020 to 2029.

The following long-term program goals are:

1. Protect and enhance wetlands and surface water quality.
2. Increase our community's level of natural resource knowledge and inspire stewardship.
3. Protect groundwater quality.
4. Protect native species, habitats, and landscapes from invasive species.
5. Protect, enhance, and restore soil resources.

Oneida County Farmland Preservation Plan, 2015

This Plan is required under Chapter 91 of the Wisconsin Statutes to guide and manage the preservation of farmland and agricultural production capacity.

Oneida County Forest Fifteen-Year Comprehensive Use Plan, 2021-2035

The Oneida County Forest Fifteen-Year Comprehensive Use Plan is a management guide for the Oneida County Forest and is updated every fifteen years. The mission of the plan is to manage and protect natural resources within the county forest on a sustainable basis for the ecological, economic, educational, recreational, and research needs of present and future residents throughout the county. The report includes a number of recommendations for timber management, wildlife habitat and game management, land acquisition and forest boundary management, biodiversity management, watershed management and tourism.

Oneida County Outdoor Recreation Plan, 2019-2023

This is a five-year countywide plan to provide continued direction in meeting the current and future recreation needs of the County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs. Adoption of this plan and its subsequent acceptance by the Wisconsin Department of Natural Resources (WDNR) allows for continued eligibility for financial assistance from the Land and Water Conservation Fund (LAWCON), the Stewardship Fund, and other federal and state funding programs.

USGS Protecting Wisconsin's Groundwater through Comprehensive Planning, 2007

In a joint effort by the Wisconsin Department of Natural Resources, the University of Wisconsin System and the U.S. Geological Survey, a website has been made available with data and information on geology, general hydrology and groundwater quantity and quality. The website was developed to aid government officials and planners in addressing groundwater in their comprehensive plans. The most recent data available for Forest County was published in 2007. The full Forest County report is available on the website: <https://wi.water.usgs.gov/gwcomp/find/forest/index.html>

NATURAL AND AGRICULTURAL 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.

Land Resources

The Town of Cassian is a double township except for 4 sections in the northeast corner. The Town is located in the west central part of Oneida County, Wisconsin west of the City of Rhinelander. It is bordered by Hazelhurst and Lake Tomahawk to the north, Newbold to the east, Little Rice to the west, and Nokomis and Woodboro to the south. It is one of twenty towns in the county.

Topography and Geology

Oneida County is part of the Northern Highland geomorphic region with a glacial landscape that includes gently rolling, rounded, forested hills rising above adjacent marshy areas.

Elevations in Oneida County range from 1,460 feet above sea level near McCord, in the southwestern part of the county, to about 1,735 feet above sea level at Squirrel Hill.

The county has topography of glacial origins. Glacial features in the county include mostly moraines and outwash plains; but also include drumlins, eskers, lake plains, and bogs. Most of the county is pitted outwash plain, with the largest area of glacial till in the southeastern and southwestern parts of the county. Glacial deposits in the southern, eastern and western part of the county are covered by silty deposits, making the best suited agricultural soils. Few areas in the world have as many lakes as the northern part of the county.

Forests

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

The pre-settlement composition of forestland in the Town of Cassian primarily included two forest types—pine forest, and mixed conifer forest. Pine forests covered about half the town to the west, and were composed of eastern white pine (*Pinus strobus*) and red pine (*Pinus resinosa*) with no hardwoods. Mixed conifer forest covered most of the other half of town, and were composed of jack pine (*Pinus banksiana*), scrub oak forest, and barrens.

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

The Town of Cassian contains a portion of the Cassian/Woodboro unit of Oneida County Forest which covers a significant area in the towns of Cassian and Woodboro, which is approximately 18 percent of total county forest area. Refer to the Existing Land Use Map for forest/woodland areas within the Town of Cassian.

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

Agricultural Areas

The Town of Cassian is not a predominately agricultural community, however, agriculture is more significant than many other Oneida County towns. NCWRPC land use inventory data indicates that nearly 3% of the land area in the Town is in agricultural use for about 1,141 acres. This does not include land in forest crop or tree farming uses.

Agriculture within the Town consists of a number of small farming operations including livestock. In addition, the 1,000-acre Lelah Starks Elite Foundation Seed Potato Farm, managed by the University of Wisconsin, is located in the southeast part of the Town. The west unit of the Rhinelander Experimental Forest is comprised of 501 acres located within the Town. Formerly known as the Harshaw Forestry Research Farm, it was established in 1972 by the USDA and Department of Energy and is used "as a venue for experiments related to trees as a bioenergy crop", according to their website. There are also significant cranberry operations and a game farm, Forest of Antlers, reportedly in the 1,000-acre range. Refer to the Existing Land Use Map for agricultural areas within the Town.

Metallic and Non-Metallic Mineral Resources

The Wisconsin Department of Natural Resources estimates that there could be no more than five metallic mineral mines developed in Wisconsin in the foreseeable future. This includes the Flambeau Mine now in operation, the Crandon Project now owned by two tribes, the Lynne Project in Oneida County, the Bend Project (west of Tomahawk), and one additional ore body not now known. This estimate is based on the current state of knowledge about the geology of northern Wisconsin and the steps necessary to discover an ore body and the time it takes to complete the regulatory requirements.

Frac sand is quartz sand of a specific grain size and shape that is suspended in fluid and injected into oil and gas wells under very high pressure. The type of sand used in this process must be nearly pure quartz, very well rounded, extremely hard, and of uniform size. Frac sand is currently being mined from sandstone formations in much of western and central Wisconsin.

There are a number of quarries throughout the Town of Cassian, as well as a few closed or inactive sites. See **Map 3** for their general locations.

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.

LUST site has contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances.

The BRRTS database lists no action required sites, spills, and LUSTs. Of those actions, spills existed at facilities that are generally still in use, so there is nothing to redevelop. LUST sites may exist at closed businesses, and therefore may provide opportunities for redevelopment.

The following LUST sites were listed as “closed”:

- LUST Site: Northwoods Store, 9574 CTH K
- LUST Site: UW-Lelah Starks Seed Potato Farm, 7749 CTH K
- LUST Site: Birch Lake Resort, 5320 Lakewood Rd

The Registry of Waste Disposal Sites in Wisconsin listed three closed landfill sites located within the Town:

- Town of Cassian, Rocky Run Road, Closed Solid Waste Landfill, DNR License #1208
- Town of Cassian, Rocky Run Road, Closed Solid Waste Landfill, DNR License #1209
- Town of Cassian, Spruce Lake Road, Closed Solid Waste Landfill, DNR License #2847

Closed solid waste landfills are a potential source of groundwater contamination. Section NR 812.08(4)(g)1, Wis. Adm. Code, prohibits the placement of water supply wells within 1,200 feet of the nearest edge of an existing, proposed, or abandoned landfill. DNR’s Drinking Water Program may grant a variance to this requirement by requiring additional construction or installation features to safeguard the groundwater and water supply well from contamination.

Rare Species and Natural Communities

The Town of Cassian has 24 sections with occurrences of endangered resources (rare, threatened, or endangered species of plants & animals, and high-quality natural communities) as identified in the Wisconsin Natural Heritage Inventory.

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

State natural areas were acquired 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.

Germain Hemlocks, State Natural Area # 355 is an 88-acre natural area located in the northeast corner of Cassian. Germain Hemlocks features steep-sided stony ridges that support old-growth northern mesic forest dominated by large hemlock with super canopy white and red pines. Canopy associates include yellow birch, sugar maple, red maple, and red oak.

Water Resources

Surface Water

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

The western 3/4ths of the Town of Cassian are located in the Middle Tomahawk River watershed, and the eastern 1/4th lies within the Lower Tomahawk River watershed. Both of these watersheds drain into the Mississippi River.

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

Outstanding and Exceptional Resource Waters

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

One area water body is listed as an ORW – Tomahawk River (T37N R6E Sec 14).

Five area water bodies are listed as an ERW – Bearskin Creek (from Little Bearskin Lake to Tomahawk River), and 4 un-named creeks.

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.

The following waters are listed as impaired waters: **Bearskin Lake** due to algal growth and algal blooms; **Little Bearskin Lake** due to elevated phosphorus; **Currie Lake** due to mercury from atmospheric deposition; and **Long Lake** to mercury from atmospheric deposition.

Invasive Aquatic Species

Surface water resources in Oneida County are threatened by the introduction of invasive aquatic species. These species out compete native species and degrade habitats possibly by decreasing biodiversity from having less plant and animal species.

In the Town of Cassian, the following waters have various invasive aquatic species:

Towmahawk River

- Curly-Leaf Pondweed (*Potamogeton crispus*)
- Banded Mystery Snail (*Viviparus georgianus*)
- Rusty Crayfish (*Orconectes rusticus*)

Rock Run River

- Chinese Mystery Snail (*Cipangopaludina chinensis*)

Bearskin Creek

- Rusty Crayfish (*Orconectes rusticus*)

Alva Lake

- Banded Mystery Snail (*Viviparus georgianus*)
- Chinese Mystery Snail (*Cipangopaludina chinensis*)

Little Bearskin Lake

- Eurasian Water-Milfoil (*Myriophyllum spicatum*)
- Banded Mystery Snail (*Viviparus georgianus*)
- Chinese Mystery Snail (*Cipangopaludina chinensis*)
- Rusty Crayfish (*Orconectes rusticus*)

Bearskin Lake

- Rusty Crayfish (*Orconectes rusticus*)

Birch Lake

- Rusty Crayfish (*Orconectes rusticus*)

East Horsehead Lake

- Chinese Mystery Snail (*Cipangopaludina chinensis*)
- Rusty Crayfish (*Orconectes rusticus*)

Contact the County Land Conservation Department for public outreach education strategies.

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.

Wetlands in Cassian are located throughout the Town. See the Natural Resources map (Map 2).

Floodplains

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

The 100-year floodplains were created from the most current FEMA Flood Insurance Rate Maps. See the Natural Resources Map.

Groundwater

Groundwater is water found underground in the cracks and spaces in soil, sand, and rock. It is replenished by precipitation that infiltrates into the ground. The type of soil and bedrock that a well is drilled into often determines water's pH, saturation index, and the amount of hardness or alkalinity in water. The type of soil and bedrock in a region also determines how quickly contaminants can reach groundwater.

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

Well yields within Oneida County vary greatly from a few gallons to 2,000 gallons per minute. Groundwater quality in Oneida County and the Town of Cassian is generally good. The main constituents in the water are calcium, magnesium, bicarbonate ions, and a high concentration of iron—but it is not considered a health hazard. In areas with moraines, the ground water is hard.

The relatively rapid movement of groundwater within the aquifer is a concern from a potential contamination standpoint. Nearly all soil types in Oneida County are classified as "most susceptible" to groundwater contamination according to the Wisconsin Geological and Natural History Survey (WGNHS).

HISTORICAL AND CULTURAL RESOURCES

The **Wisconsin Architecture and History Inventory (AHI)** is a digital source of information on more than 151,000 historic buildings, structures and objects throughout Wisconsin. Each property has a digital record providing basic information about the property and most include exterior images.

The majority of properties listed in the AHI are privately owned and not open to the public. Their inclusion in AHI conveys no special status such as National Register designation, rights or benefits for owners of these properties. Please respect the rights of private property owners when visiting any of these properties.

Cassian listings on the **State Architecture and History Inventory (AHI)**:

- Cassian Town Hall (Fernwood Rd, 1.2 miles north of CTH K)
- House (Swamp Lake Rd, 3.1 miles east CTH Y).
- House, 1916 (8914 Sand Lake Rd).
- House (Horseshoe Lake Rd, 3.8 miles north of CTH K).
- House (Harshaw Rd, 2 miles north of CTH K).
- Pinewood Trestle, 1900 (Bearskin State Trail over Bearskin Creek).

Historic Compatibility with Modernization

There are certainly many historic buildings that don't currently meet today's standards for comfort, convenience, and safety. Since the 1990s great strides have been made around the world in the methods of bringing historic buildings into compliance with modern demands without harming their physical structure or their architectural character. Most components for modernization – water and sewer lines, telephone cables, electric wires, and high-speed computer data transmission lines – can be put in place almost invisibly – often underground and in walls – without jeopardizing the individual historic resources or their important context and interrelationships.

Historic preservation has moved from being an end in itself (save old buildings in order to save old buildings) to being a vehicle of broader ends – downtown revitalization, job creation, small business incubation, housing, tourism, and others.

Utilizing historic preservation as a vehicle of broader ends requires the recognition of certain values:

- Major landmarks and monuments need to be identified and protected, *BUT...*
- Historic resources are far more than monuments and often are functional buildings.
- Groups of buildings rather than individual structures are often what is important.
- The vast majority of buildings of "historic importance" have their importance defined by their local significance, not national or international.
- Adaptive reuse of buildings is central to an effective historic preservation as economic development strategy.
- Authenticity is an important element in sustainable historic preservation based success.

Natural, Agricultural and Cultural Resources PROGRAMS

There are a variety of programs available to the Town related to natural, agricultural, and cultural resources. Some of these 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.

See the Economic Development chapter in this plan for historic preservation programs.

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. Periodically, the Legislature or DNR may modify or amend the Managed Forest Law and its administrative rules. Such changes may apply to lands already enrolled under the law. Landowners with a minimum of 20 contiguous acres (80% must be capable of producing merchantable timber) are eligible. Landowners designate the property as "Open" or "Closed" to public access for recreation, and commit to a 25 or 50-year sustainable forest management plan. Open designation allows public access to the property only for hunting, fishing, hiking, sight-seeing and cross-country skiing without additional permission from landowners. MFL land designated as Open must be accessible to the public on foot by public road or from other land open to public access. All land enrolled in the MFL program must meet the access requirements for land designated as "Open", regardless of enrollment date.

Forest Crop Law (FCL)

The purpose of the FCL is to promote good forest management through property tax incentives. New lands may only be enrolled in the MFL program. FCL lands are open to the public for hunting (not trapping), fishing, hiking, sightseeing, and cross-country skiing only (s. 77.83(2)(a), Wis. Stats.).

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 program revenue funds.

Nonpoint Source Program (NSP)

Wisconsin's NPS Program, through a comprehensive network of federal, state and local agencies working in partnership with other organizations and citizens, addresses the significant nonpoint sources in the state. This program combines voluntary and regulatory approaches with financial and technical assistance. Abatement activities include agriculture, urban, forestry, wetlands and hydrologic

modifications. The core activities of the program — research, monitoring, data assessment and management, regulation and enforcement, financial and technical assistance, education and outreach and public involvement — work to address current water quality impairments and prevent future threats caused by NPS pollution. Contact the WDNR for more 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.

The Central Wisconsin Groundwater Center allows residents in the Town of Wabeno and other areas in northern Wisconsin to determine the safety of their well water by providing the opportunity to have their well water tested. Residents can send in water samples of their well water to any state-certified testing laboratory, including the Water and Environmental Analysis Lab at the University of Wisconsin-Stevens Point, which houses the Central Wisconsin Groundwater Center.

Aquatic Habitat Protection Program

The WDNR provides basic aquatic habitat protection services through their staff. 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.

Endangered Resources Program

The DNR'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.

Wildlife Management Program

The DNR'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 DNR 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.

NRCS Conservation Programs

The USDA's Natural Resources Conservation Service's (NRCS) natural resources conservation programs help people reduce soil erosion, enhance water supplies, improve water quality, increase wildlife habitat, and reduce damages caused by floods and other natural disasters. NRCS provides funding opportunities for agricultural producers and other landowners through these programs:

- Agricultural Conservation Easement Program (ACEP)
- Agricultural Management Assistance (AMA)
- Conservation Reserve Program (CRP) by USDA's Farm Service Agency
- Healthy Forests Reserve Program
- Regional Conservation Partnership Program
- Small, Limited, and Beginning Farmer Assistance
- Working Lands for Wildlife

Wetlands Reserve Program

The Wetlands Reserve Program (WRP) is a voluntary program which was established to restore wetlands on lands which were previously altered for agricultural use. The program is administered by the USDA Natural Resource Conservation Service in consultation with the Farm Service Agency and other federal agencies.

Land is eligible for enrollment in the WRP if the landowner has owned that land for at least one year, and the land is restorable and suitable for wildlife benefits. Landowners may choose to restore wetlands with a permanent or 30-year easement, or enter into a cost-share restoration agreement with the USDA. If a permanent easement is established, the landowner will receive payment up to the agricultural value of the land and 100% of the wetland restoration costs. The 30-year easement payment is just 75% of what would be provided for a permanent easement on the same site, and 75% of the restoration costs. Voluntary cost-share restoration agreements are generally for a minimum of 10 years, and 75% of the cost of restoring the land to wetlands is provided. In all instances, landowners continue to control access to their land.

Wisconsin State Historic Preservation Office (SHPO), Wisconsin Historical Society

This office is part of the Wisconsin Historical Society and serves as the principal historic preservation agency in the state. In partnership with communities, organizations and individuals, the SHPO works to identify, interpret and preserve historic places for the benefit of present and future generations.

Natural, Agricultural and Cultural Resources

GOALS, OBJECTIVES, AND POLICIES:

Goal 1 – Protect natural areas, including wetlands, water bodies, forest lands, wildlife habitats open spaces and groundwater resources.

Goal 2 – Protect economically productive areas, including farmland, forests and recreational areas.

Goal 3 – Preserve scenic, cultural, historic, archaeological and recreational sites.

Objectives:

1. Preserve the land now in agricultural and recreational use.
2. Prevent new development in the Town from negatively impacting natural resources.
3. Minimize impacts to the Town's natural resources from metallic or non-metallic mining.
4. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.

Policies:

1. Make residents, developers and potential landowners aware of Wisconsin's Right to Farm law and other aspects of living in a rural agricultural area.
2. Work with Oneida County to enforce existing regulations of septic systems to protect groundwater quality.
3. Protect wildlife habitat and natural settings.

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.

Related 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

Oneida County Comprehensive Plan, 2013

The Oneida County Comprehensive Plan closely examines the state of housing throughout Oneida County, examining housing issues and qualities such as age of housing units, housing value, housing

types, seasonal housing, and general housing characteristics. The identified goals in the Oneida County Comprehensive Plan as pertains to housing are as follows:

- Encourage adequate supply of affordable housing for all individuals of all income levels consistent with the rural character of the county.
- Encourage residential development in suitable areas
- Encourage the use, maintenance and renovation of existing housing as a source of affordable housing

Grow North Region Housing Study, 2021

The Grow North Region Housing Study analyzes the Grow North Region's (which includes Oneida County) housing stock and housing trends, as well as workforce housing within the Grow North Region. This analysis identifies needs, such as a need for additional housing throughout the Grow North Region, what types of housing are needed throughout the Region, and which steps are needed to solve housing gaps within the Region. This housing study also developed a set of goals and strategies to address the housing issues identified. The identified goals in the Grow North Region Housing Study are as follows:

- Provide an adequate supply of affordable housing for individuals and households of all income levels throughout the Region.
- Increase the number of rental units within the Region.
- Encourage and Support a diverse mix of housing within the Grow North Region.
- Encourage housing that accommodates seniors, those with special needs, and those that are extremely-low income.

Housing Assessment

Housing Type and Tenure

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 throughout Oneida County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Tables 10 and 11 outline build dates of housing units throughout the Town, county, and state based on 2015-2019 American Community Survey data. Most housing in the Town of Cassian was built between 1970 and 1989. The Town has proportionately more housing constructed prior to 1940 than most of the surrounding communities, and proportionately less than the County or the State. Although this provides opportunity for historic preservation, a sense of place, and affordability, it may also create issues with an abundance of properties in need of repair. Similar to the Town of Cassian, the period between 1970 and 1989 accounts for most of Oneida County's housing stock.

Table 10: Year Structure Built, 2019								
	1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-1999	2000-2009	2010 or later
Town of Cassian	73	112	100	262	252	158	163	49
T. Hazelhurst	97	73	95	283	194	279	198	19
T. Lake Tomahawk	66	165	87	230	211	206	136	26
T. Little Rice	9	25	49	111	119	85	80	9
T. Newbold	58	146	332	501	397	354	413	114
T. Nokomis	34	150	63	252	267	230	172	25
T. Woodboro	40	65	47	181	160	185	126	6
Oneida County	2,709	3,952	3,065	5,801	5,115	5,052	4,228	1,136
Wisconsin	519,745	438,749	262,431	394,472	267,314	374,275	337,436	100,105

Source: American Community Survey 5-Year Estimates

Table 11: Year Structure Built, 2019 (Percentage)								
	1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-1999	2000-2009	2010 or later
Town of Cassian	6.2%	9.6%	8.6%	22.4%	21.6%	13.5%	13.9%	4.2%
T. Hazelhurst	7.8%	5.9%	7.7%	22.9%	15.7%	22.5%	16.0%	1.5%
T. Lake Tomahawk	5.9%	14.6%	7.7%	20.4%	18.7%	18.3%	12.1%	2.3%
T. Little Rice	1.8%	5.1%	10.1%	22.8%	24.4%	17.5%	16.4%	1.8%
T. Newbold	2.5%	6.3%	14.3%	21.6%	17.1%	15.3%	17.8%	4.9%
T. Nokomis	2.8%	12.6%	5.3%	21.1%	22.4%	19.3%	14.4%	2.1%
T. Woodboro	4.9%	8.0%	5.8%	22.3%	19.8%	22.8%	15.6%	0.7%
Oneida County	8.7%	12.8%	9.9%	18.7%	16.5%	16.3%	13.6%	3.7%
Wisconsin	19.3%	16.3%	9.7%	14.6%	9.9%	13.9%	12.5%	3.8%

Source: American Community Survey 5-Year Estimates

Housing Type and Tenure

Occupancy Characteristics

Table 12 examines the occupancy status of housing units in the Town of Cassian. In 2019, of the 1,169 housing units within the Town, 459 were owner occupied, 19 were renter occupied and 691 were considered vacant. The “vacant” column represents all housing units that are: 1) vacant and for sale, 2) vacant and for rent, **and** 3) vacant and not listed for rent or for sale. It should be noted that the vast majority of the vacant units within the Town are seasonal homes. This high rate of seasonal homeowners is consistent with the surrounding communities and with Oneida County as a whole.

Table 12: Residential Occupancy Status, 2019

	Total Housing Units	Occupancy Status		Vacancy Status		
		Owner Occupied	Renter Occupied	Vacant	Seasonally Occupied	Total Vacant
Town of Cassian	1,169	459	19	27	664	691
Town of Hazelhurst	1,238	468	33	18	719	737
Town of Lake Tomahawk	1,127	416	41	30	640	670
Town of Little Rice	487	159	15	11	302	313
Town of Newbold	2,315	1,090	63	0	1,162	1,162
Town of Nokomis	1,193	563	32	0	598	598
Town of Woodboro	810	311	54	16	429	445
Oneida County	31,058	12,831	2,590	1,733	13,904	15,637
Wisconsin	2,694,527	1,580,939	777,217	144,160	192,211	336,371

Source: American Community Survey 5-Year Estimates

Seasonal Housing

Cottages, cabins, or regular houses can all be considered seasonal housing if they are not occupied by permanent residents. **Table 13** examines seasonal housing within the Town. In Cassian, much of the housing stock is used seasonally. In 2019, 664 of the 1,169 total housing units were seasonal housing units, for a total of nearly 57 percent. This was substantially higher than the statewide average of 7 percent. It is also notably higher than the overall Oneida County average of about 45 percent. Over half of all housing units within the Town are for seasonal usage only, compared to slightly less than half of all housing units for seasonal usage in Oneida County.

Table 13: Percentage of Seasonal Housing, 2019

	Total Housing Units	Seasonal Housing Units	% Seasonal Housing Units
Town of Cassian	1,169	664	56.8%
Town of Hazelhurst	1,238	719	58.1%
Town of Lake Tomahawk	1,127	640	56.8%
Town of Little Rice	487	302	62.0%
Town of Newbold	2,315	1,162	50.2%
Town of Nokomis	1,193	598	50.1%
Town of Woodboro	810	429	53.0%
Oneida County	31,058	13,904	44.8%
Wisconsin	2,694,527	192,211	7.1%

Source: American Community Survey 5-Year Estimates

Structural Characteristics

Table 14 details the number and percentage of housing units by type. Housing in the Town of Cassian is predominantly single-family detached housing. There are also a limited number of multi-family units and mobile homes. This is consistent with the surrounding communities. The composition within

Oneida County is very similar to Cassian. It 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. 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 14: Housing Units by Structural Type, 2019							
	Single Family	%	Multi- family	%	Mobile Home	%	Total
Town of Cassian	1,118	95.6%	6	0.5%	45	3.8%	1,169
Town of Hazelhurst	1,205	97.3%	11	0.9%	22	1.8%	1,238
Town of Lake Tomahawk	1,050	93.2%	24	2.1%	53	4.7%	1,127
Town of Little Rice	389	80.0%	1	0.2%	96	19.8%	487
Town of Newbold	2,101	90.8%	6	0.3%	208	9.0%	2,315
Town of Nokomis	1,071	89.8%	14	1.2%	108	9.1%	1,193
Town of Woodboro	705	87.0%	51	6.3%	54	6.7%	810
Oneida County	26,729	86.1%	2,348	7.6%	1,981	6.4%	31,058
Wisconsin	1,905,424	70.7%	695,894	25.8%	93,209	3.5%	2,694,527

Source: American Community Survey 5-Year Estimates

Value Characteristics

Table 15 details housing values in owner-occupied homes throughout the Town, surrounding communities, County, and State. In 2019, the median housing value of \$208,00 in the Town of Cassian was higher than the median value in Oneida County and the State. The greatest concentration of homes within the Town (41.8%) are valued between \$125,000 and \$249,999. The Town has a variety of homes across a wide range of values, which offers affordability. However, as discussed earlier many of the homes are older which may indicate a high need for costly repairs.

	Less than \$50,000	\$50,000 to \$99,999	\$100,000 to \$124,999	\$125,000 to \$249,999	\$250,000 to \$399,999	\$400,000 and up	Median Value
Town of Cassian	2.0%	13.9%	7.6%	41.8%	26.6%	8.1%	\$208,000
Town of Hazelhurst	1.9%	7.1%	4.7%	42.9%	25.6%	17.7%	\$232,800
Town of Lake Tomahawk	2.1%	5.3%	9.6%	44.5%	23.6%	14.9%	\$199,000
Town of Little Rice	5.7%	22.6%	15.7%	35.3%	16.4%	4.4%	\$148,800
Town of Newbold	3.2%	10.9%	7.4%	47.9%	16.6%	13.9%	\$194,900
Town of Nokomis	4.3%	8.7%	9.4%	42.7%	25.0%	9.9%	\$204,100
Town of Woodboro	1.9%	6.8%	7.4%	48.6%	27.7%	7.7%	\$193,100
Oneida County	6.3%	15.5%	9.5%	39.6%	17.4%	11.7%	\$174,100
Wisconsin	4.6%	12.6%	9.6%	43.4%	20.6%	9.2%	\$180,600

Source: American Community Survey 5-Year Estimates

Affordability

Rent and mortgage payments, maintenance expenses, lot sizes, and required or desired amenities are a few of the factors which influence housing affordability. Available housing options are further refined by household size and income. Affordability is particularly an issue for the elderly, disabled, and low-income residents of a community.

Median monthly costs for homeowners, with and without a mortgage, and for renters are shown in **Table 16**. For homeowners with a mortgage or without a mortgage, costs are higher in the Town of Cassian than in Oneida County. The Town of Cassian has a lower median rent cost than in Oneida County.

The percent of a community paying more than 30 percent of their household income on housing is a common measure of housing affordability. The more money spent on housing, the less disposable income is available to spend on education, food, retail, and recreation. In Cassian, 28.1 percent of homeowners with a mortgage and 12.9 percent without a mortgage spend over 30 percent of their income on housing. Cassian has more mortgage holders paying more than 30 percent of their income

on housing than the County and the State. However, Cassian has fewer non-mortgage holders paying more than 30 percent of their income on housing than both the County and the State.

More renters in Cassian pay more than 30 percent of their income on housing than in Oneida County and the State of Wisconsin. When compared to surrounding communities, mortgage costs are generally higher in Cassian, while rental costs within Cassian are generally lower than in the surrounding communities.

Table 16: Housing Affordability, 2019

	Median Selected Monthly Owner Costs				Median Selected Monthly Renter Costs	
	With Mortgage	30%+	Without Mortgage	30%+	Median Gross Rent	30%+
Town of Cassian	\$1,405	28.1%	\$483	12.9%	\$629	46.2%
Town of Hazelhurst	\$1,270	39.8%	\$471	5.8%	\$788	27.3%
Town of Lake Tomahawk	\$1,276	26.8%	\$403	16.0%	\$768	55.6%
Town of Little Rice	\$1,275	24.4%	\$354	6.8%	\$875	44.4%
Town of Newbold	\$1,327	29.1%	\$426	6.0%	\$775	29.3%
Town of Nokomis	\$1,329	23.9%	\$429	10.7%	\$700	39.3%
Town of Woodboro	\$1,284	29.7%	\$452	10.0%	\$586	50.0%
Oneida County	\$1,217	27.5%	\$433	13.6%	\$766	44.6%
Wisconsin	\$1,430	22.8%	\$553	13.3%	\$856	44.0%

Source: American Community Survey 5-Year Estimates

Summary of Housing Characteristics

The Town of Cassian is home to year-round residents, seasonal residents and seasonal visitors. The Town is abundant with natural resources and historic Northwoods character. The vast majority of housing is single-family detached housing. Over half of all housing units in the Town are for seasonal use. Most year-round homes are owner-occupied. Housing is typically newer than the statewide median age and is generally affordable.

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:

Housing Repair and Rehabilitation Grant

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

Housing Repair and Rehabilitation Loan

Also administered by USDA, this program is a loan for rehabilitation provided applicants meet the same standards as the grant above.

Rural Housing Guaranteed Loan

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

Rural Housing Direct Loan

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

HUD's FHA Loan

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

HUD Insured Loans for Condominiums, Energy Efficiency, Special Credit Risks, and Rehabilitation

These programs are administered by the U.S. Housing and Urban Development Department. HUD will insure selected applicants under certain income limits when procuring loans for rehabilitation or for rehabilitation at the time of purchase.

FHA HUD 203(k) Home Rehabilitation Loan Program

Whereas HUD desires to see current housing stock rehabilitated, this program provides owner occupants of existing homes, or intended owner occupants who are looking to purchase a home, readily available mortgage money to refinance/rehabilitate or purchase/rehabilitate their homes, respectively.

VA Home Loans

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

HOME Loans

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

NEWCAP

The Northeastern Wisconsin Community Action Program offers a number of housing rehabilitation programs, rental rehabilitation programs, homeowner opportunity programs, Section 8 Housing Assistance, and revolving loan funds to assist disadvantaged population groups.

Housing Goals, Objectives, and Policies

Goal 1 – Promote development of housing for residents of the Town and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs.

Objectives and Policies:

1. The Town may direct residential development to areas designated on its Future Land Use Map.
2. The Town requires, through its land division ordinance, a five (5) acre minimum lot size for new residential development for off-water or back lots (with County Zoning controlling in the shoreland area) in order to protect groundwater resources from the impacts of higher density development and to provide the spacing necessary to maintain the rural character and density of the community.
3. Work with Oneida County on the permitting and regulation of short-term rentals to minimize conflicts with neighboring properties and impacts on water quality.

Goal 2 – Maintain and rehabilitate the existing housing stock as appropriate.

Objectives and Policies:

1. The Town may promote, via this Plan, programs to assist residents in maintaining or rehabilitating existing housing units.

Chapter 4

Utilities and Community Facilities

This section describes the existing conditions and issues relative to utilities and community facilities available to the Town of Cassian, including sewage disposal, water supply, power supply, and telecommunication facilities and services. It also describes existing conditions with regard to surface water management.

Related Plans and Studies

Oneida County All Hazard Mitigation Plan

This document examines general conditions, including an inventory of utilities, community facilities, and emergency services throughout Oneida County. Risk assessment is at the heart of the All-Hazard Mitigation program. In order to mitigate the risks, it's necessary to assess their relative importance. The report looks at a series of mostly weather-related disasters; how they have affected the County in the past and how future instances are likely to affect the County and how local government should respond to such occurrences. The report concludes with suggested mitigation measures that might be taken by local governments to reduce the risk from the identified hazards. Counties and incorporated municipalities are required to adopt such plans with updates every five years, and the Oneida County program includes the Town of Cassian.

Utilities

Water and Wastewater Facilities

The Town of Cassian has no public water supply system or sanitary sewer service.

Water supply is accessed via individual private wells. The drilling, use and abandonment of private water supply wells is regulated by the Wisconsin Department of Natural Resources.

The disposal of wastewater is handled by private on-site septic systems that discharge wastewater to underground drainage fields and which may include: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. These on-site wastewater treatment technologies are regulated by both the Wisconsin Department of Commerce and Oneida County Planning and Zoning.

Electrical Utilities and Natural Gas

Electrical service is provided by Wisconsin Public Service Corporation. A high-voltage electric transmission line passes through towns on the east side of Cassian. Liquid petroleum (LP gas) is

available for home and business delivery from several vendors. Natural gas service is limited to a small area.

Telecommunication Facilities and Services

Telephone service is provided by Frontier for areas east of Highway 51 and Verizon for areas west. Fiber optic network is limited to areas around Harshaw Road and Sand Lake Road. DSL broadband telecommunication service exists in the western half of town. One cellular tower exists in town along U.S. Highway 51. Cable television service is provided by Charter Communications to a limited area.

As part of the state of Wisconsin initiative to expand wireless broadband service to rural communities, three wireless broadband towers were erected in the town of Cassian in 2019. These towers are operated by Northwoods Communication Technologies out of Rhinelander. Future plans are to add more towers as needed to cover more areas within the town.

Solid Waste Management

Private haulers provide “curbside” pick-up of garbage and recyclables for residents and businesses located in the Town of Cassian, at a cost paid directly by the customer. Residents and businesses may also transport their own garbage and recyclables to the Oneida County Solid Waste Transfer Facility located at 7450 Hwy. K, Town of Woodboro, which is located just south of the Town of Cassian. Oneida County accepts paper, containers, scrap metal, appliances, tires, batteries, fluorescent bulbs, and electronics for recycling; building materials for reuse; yard waste and vegetable waste for composting; construction and demolition waste for disposal; and garbage and hazardous waste for collection and transportation to an approved facility.

Community Facilities

Community facilities include an array of services and facilities associated with schools, libraries, public protection, and health care. This section describes the existing community facilities and services located in or used by the Town of Cassian.

Town Government Facilities

The Town Hall is located on Church Road and also houses the Fire Department. The Town Hall serves as a meeting room available for Town residents use and includes a kitchen and restrooms, as well as outdoor facilities including a pavilion.

There is one public cemetery located within the Town, maintained by the Town of Cassian. In addition, the US Department of Veterans Affairs established the Northwoods National Veterans Cemetery, directly across from the town cemetery, in 2019

Schools

The Town of Cassian is partly in the Minocqua and Rhinelander school districts and is also served by two parochial elementary schools in Rhinelander. Cassian-Woodboro Elementary School, located at 9086 County Hwy K, Harshaw, WI 54529, is a School District of Rhinelander elementary school.

Nicolet College – Nicolet Area Technical College (also Nicolet College) is a public 2-year technical college whose main campus is in Rhinelander.

Libraries

Three libraries serve the town, including the Minocqua Public Library, the Rhinelander District Library and the Nicolet Technical College library also in Rhinelander.

Child Care

Multiple regulated child care providers that serve Town of Cassian residents exist in Rhinelander.

Emergency Services

Police protection in the Town of Cassian is provided by the Oneida County Sheriff's Department.

The Wisconsin State Patrol, located in Wausau, has statewide jurisdiction on all public roads but operates mainly on State and U.S. highways as a matter of general practice to enforce traffic and criminal laws, and help motorists in need. They also help local law enforcement by reconstructing traffic accidents; inspecting trucks, school buses, and ambulances; and helping local agencies with natural disasters and civil disturbances.

The Town maintains its own volunteer fire department, including rescue. EMS/ambulance service comes from Minocqua, Rhinelander or Nokomis. The Town has mutual aid agreements with all surrounding town volunteer fire departments. Maintaining necessary staffing levels is an ongoing issue for the volunteer department.

The Oneida County Sheriff's Office Communications Division provides 911 Dispatch for all Police, Fire, and Emergency Medical Services (EMS) agencies in Oneida County.

Medical Services

Aspirus Rhinelander Hospital, Marshfield Clinic in Minocqua and Howard Young Medical Center in Woodruff are the nearest medical facilities.

Other Governmental Facilities

The local road system is the most significant public facility maintained by the Town and is covered in the **Transportation Chapter**. The Town Hall, as well as the Town's fire station, is located on Church Road. The Town Hall serves as a meeting room available for Town residents use and includes a kitchen and restrooms. There is one cemetery, owned and maintained by the Town.

Parks and Recreation

Local Parks, Trails, and Open Space

Local park facilities within the Town of Cassian include the athletic fields/courts and a playground at the Northwoods Community Elementary School, the Sand Lake Beach, and the playground at the Lutheran Church which is used by many local residents. The Town also hosts the Cassian Two-way

Ski Trail in the Cassian-Woodboro Block of the county forest. The Bearskin Stat Trail passes through the Town. Also located within the Town is the Pinewood Golf Course which is currently a 18-hole facility.

Utilities and Community Facilities Goals, Objectives, & Policies

Goal 1 – Provide adequate public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

Goal 2 – Provide ambulance, volunteer fire and first responder services to residents.

Goal 3 – Provide meeting facilities in which to conduct business of the Town and hold government elections.

Objectives and Policies:

1. Consider the potential impacts of development proposals on groundwater quality and quantity.
2. Consider cost effectiveness of future development proposals in covering required services, utilities and community facilities.
3. Share services across municipal boundaries whenever possible.
4. Educate residents on the proper maintenance of septic systems.
5. Encourage recycling by residents.
6. Work with Oneida County and surrounding towns to ensure adequate high-speed internet throughout the Town.
7. Develop town-owned parcel as a recreation area - community asset.

Chapter 5

Transportation

The transportation system in a community consists of a variety of roads; some are owned and maintained by local officials, others are part of the County or State road systems. In addition to roads, the transportation system consists of facilities for pedestrians, bicyclists, railroads, airports, and in more urban areas, public transit. This section describes the transportation system in the Town of Cassian and related improvements or issues affecting the system.

Related Plans and Studies

Regional Livability Plan, 2015

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission, 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 10 percent carpooled, leaving less than 10 percent for the non-automobile methods such as walking, biking, and using transit. The average commute time in Oneida County, was 19.2 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 age 17 and age 19. During the same years, the region also had a 20 percent increase in drivers over age 65. These changes mean communities will have a need for multimodal options for the younger ages and options to increase safety as drivers age.
- **Transportation Maintenance Cost** – 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.

Connections 2050

Connections 2050 is the Wisconsin Department of Transportation’s (WisDOT) long-range transportation plan for the state. To be adopted in 2022, the plan addresses all forms of transportation over a 20-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian, and transit.

Locally Developed, Coordinated Public Transit - Human Services Transportation Plan

This five-year plan analyzes service gaps and needs in public transit and human services transportation then proposes strategies to address the gaps and needs.

Regional Bicycle and Pedestrian Plan

This 2018 plan is a region-wide effort to improve bicycling and walking across communities within North Central Wisconsin. The plan 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 North Central Wisconsin.

State Trails Network Plan

This 2001 document [revised in 2003] clarifies the Wisconsin Department of Natural Resources (WDNR) role and strategy in the provision of all types of trails. The plan identifies a series of potential trail corridors that would link existing trails, public lands, natural features, and communities. This statewide network of interconnected trails would be owned and maintained by municipalities, private entities, and partnerships of the two. Preserving transportation corridors, such as old rail lines, is specifically discussed as a very important strategy in the creation of recreational and alternative transportation corridors.

Road Network

The road system in the Town of Cassian plays a key role in development by providing both access to land and serving to move people and goods through the area. The interrelationships between land use and the road system makes it necessary for the development of each to be balanced with the other. Types and intensities of land uses have a direct relationship to the traffic on roadways that serve those land uses. Intensely developed land often generates high volumes of traffic. If this traffic is not planned for, safety can be seriously impaired for both local and through traffic flows. See **Map 4**.

The Town of Cassian road network consists of roughly 6.2 miles of State highway, 6.1 miles of County highway, and 90.5 miles of Town roads. The Town utilizes the Wisconsin Information System for Local Roads (WISLR) to maintain an inventory of Town roads and monitor conditions and improvements of its roads. This system enables the Town to budget and keep track of roads that are in need of repair.

Table 17: Road Mileage by Jurisdictional and Functional Class				
Jurisdiction	Functional Classification			Totals
	Arterial	Collector	Local	
State	6.23	0.00	0.00	6.23
County	0.00	6.11	0.00	6.11
Town	0.00	19.18	71.29	90.47
TOTALS	6.23	25.29	71.29	102.81

Source: WisDOT & NCWRPC.

Map 4 shows how all the state trunk highways (STHs), county trunk highways (CTHs), and Town roads make up a connected street network. The jurisdictional breakdown is shown in **Table 17**.

Roadway weight restrictions go into effect during the springtime freezing and thawing period, typically from early March until the second week in May. Both USH 51 and CTH K do not have springtime weight restrictions which affects the types of truck traffic that are allowed during spring thaw.

Town roads are an important component of the countywide transportation system because they serve local development, as well as the forestry areas.

WisDOT measures traffic counts on a limited number of local and county roads classified as collectors. Traffic counts are reported as *annual average daily traffic* (AADT). The most recent AADT Traffic Counts are displayed on **Map 4**.

Road Classification

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

The current functional classification system used in Wisconsin consists of five classifications that are divided into urban and rural categories. Functional classifications are used to determine eligibility for federal aid. For purposes of functional classification, federal regulations define urban as places of 5,000 or greater population, so the rural classifications apply throughout the Town. **Table 18** summarizes the rural functional classification system.

Table 18: Rural Highway Functional Classification System	
Principal Arterials	Serve interstate and interregional trips. These routes generally serve all urban areas with populations greater than 5,000. The rural principal arterials are further subdivided into 1) Interstate highways and 2) other principal arterials.
Minor Arterials	In conjunction with the principal arterials, they serve cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements.
Major Collectors	Provide service to moderate sized communities and other inter-area traffic generators and link those generators to nearby larger population centers or higher function routes.
Minor Collectors	Collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.
Local Roads	Provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

Source: WisDOT

Road Maintenance

The Town of Cassian uses the Pavement Surface Evaluation Rating (PASER) system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison. The PASER system is the rating system used by most Wisconsin communities. The PASER system rates road surfaces on a scale of 1 to 10.

- “1” and “2” = very poor condition
- “3” = poor condition
- “4” and “5” = fair condition
- “6” and “7” = good condition
- “8” = very good condition
- “9” and “10” = excellent condition

Table 19 shows a summary of Town road pavement conditions in the Town of Cassian. Town roads exhibiting a surface condition rating at or below “fair” must be examined to determine what type of reconstruction or strengthening is necessary. The roads that display a surface rating of “good” or better will only require minimal preventative maintenance to promote safe travel conditions.

Table 19: Summary of Pavement Conditions, 2021	
Surface Condition Rating	Miles
Very Poor	1.71
Poor	6.74
Fair	14.83
Good	30.20
Very Good	16.72
Excellent	20.23
Total	90.43

Source: WisDOT 2021

Trucking

U.S. Highway 51 is a designated long truck route as identified by WisDOT. Designated long truck routes permit tractor-semitrailer combinations of up to 75 feet in overall length.

Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities with the local area. Mapping these local routes is beyond the scope of this plan, and local issues such as safety, weight restrictions, and noise impacts play significant roles in the designation of local truck routes.

A number of private trucking companies are available in Rhinelander.

Transit and Transportation Facilities for the Disabled

The Oneida County Department on Aging coordinates driver-escort service to residents of Oneida County, which includes Cassian. Escort drivers provide transportation to elderly and disabled residents of Oneida County that qualify as a priority trip purpose. Travel includes both in and out of county travel, and generous volunteers have driven any day or time necessary.

Intercity bus service is not available within Oneida County or any surrounding counties.

Land Use and Transportation

Land use and transportation have a reciprocal relationship. Land use affects the demand for transportation to and from a given geographic area. Likewise, improved transportation facilities can affect land use decisions.

Access Management

Oneida County issues driveway permits and implements access restrictions on all properties fronting a County road. The *County Trunk Highway Access-Driveway Policy* addresses the requirements regarding culverts, access width, slope, visibility and spacing. The policy is available through the Oneida County Highway Department.

The Town of Cassian issues driveway permits on all properties fronting a Town road.

Other Transportation Modes

Air Transportation

The Rhinelander/Oneida County Airport (RHI) in Rhinelander is the closest passenger airport to the Town of Cassian. RHI is an air carrier / air cargo airport, which is designed to accommodate virtually all aircraft. Airports in this category are usually referenced by the type of air carrier service provided—RHI is a short haul air carrier airport. This airport serves scheduled, nonstop, airline markets and

routes of less than 500 miles. Short haul air carriers typically use aircraft weighing less than 60,000 pounds, and use primary runways with a length between 6,500 to 7,800 feet.

Pinewood Airpark (WS39) is a private landing strip located within the Town near the golf course. This facility gets a wide range of uses.

Bicycling and Walking

All roads in Oneida County are available for bicycle and pedestrian travel, but some may not be safe to do so. Roads that do not have sidewalks may not provide much gravel shoulder to walk on outside of the traffic lanes.

In 2002, Oneida County developed a bike route plan (Oneida County Pedestrian and Bicycle Corridors Plan, 2002) with assistance from the North Central Wisconsin Regional Planning Commission. This plan established a number of scenic, on-road bike routes throughout the County. The existing Bearskin State Trail is an existing north-south trail from the Tomahawk area north to Minocqua. The plan proposed alternatives to incorporate the Bearskin into a greater county network.

The Cassian Two-Way Trail (also called the Cassian Ski - Bike Trail) is 9 miles in length in each direction, and as its name implies it is a 2-way trail located in the Cassian County Forest Block. The Cassian Trail is groomed for traditional tracked skiing in winter, and in summer it is a bicycling trail.

Railroads

There is no local access to rail service in the Cassian area. Shipments needing rail service would have to be trucked to nearby cities with rail access such as Rhinelander, Tomahawk or Wausau.

Water Transportation

There are many boat landing on lakes within Cassian that are generally used for recreational enjoyment. No water trails have been designated at this time. No harbors or ports exist within Oneida County.

Transportation Programs

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

1. General Transportation Aids
2. Flood Damage Aids
3. Town Road Improvement Program
4. Town Road Improvement Program – Discretionary
5. Local Bridge Improvement Assistance

6. Local Transportation Enhancements
7. Traffic Signing & Marking Enhancement Grant
8. Transportation Economic Assistance Grant
9. Rustic Roads

More information on these programs can be obtained by contacting the WisDOT region office in Rhinelander or on WisDOT's website by searching for: "Local government assistance programs."

Transportation Goals, Objectives, & Policies

Goal – Support and maintain a safe and efficient Town road system.

Objectives and Policies:

1. Land uses that generate heavy traffic will be avoided on local roads that have not been constructed or upgraded for such use.
2. Roadway access will be better spaced along the existing Town roads and county and state highways to increase safety and preserve capacity.
3. Future road locations, extensions or connections will be considered when reviewing development plans and proposals.
4. Update street signage to improve visibility for all Town residents.
5. Town roads serving residential areas must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplow.

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 Cassian and other communities in Oneida County, much of the economic base is centered around areas of forestry and forest-related businesses. The forested nature of the Town, along with its water resources, also lends itself to tourism and other natural resource-based businesses. The abundance of natural resources is also attractive for seasonal/recreational homes and serves as a 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.

Related Plans and Studies

Comprehensive Economic Development Strategy (CEDS)

Oneida County is one of ten counties included the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, Economic Development Administration (EDA). The 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 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 addresses 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, 2020

This report, developed in part by Northwoods United Way in Rhinelander, reports that in addition to the 8% of households in Oneida County that are below the federal poverty level, an additional 25% of households still struggle to afford basic household necessities, or are “ALICE” households (Asset Limited, Income Constrained, Employed). These 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 provide vital services, such as retail, health care, childcare, and security, but cannot make ends meet on the income from these jobs. In 2019, 13.9% of Cassian’s population was below the federal poverty level.

Oneida County Comprehensive Plan, 2013

The Plan covers economic development in both the inventory and plan recommendation sections. The inventory information is a brief overview of labor force, commuting patterns, economic base, environmentally contaminated sites, and economic development programs. Goals, objectives, policies, and recommendations are provided at the end of the Economic Development Chapter. Some of these recommendations relate to site availability, desired economic focus, reuse of environmentally contaminated sites and design standards.

Town of Cassian Economic Environment

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.

Labor Force Analysis

Labor Force

Labor force is defined as the number of persons, sixteen and over, employed or looking to be employed. Overall, the Town of Cassian labor force has basically stayed the same (505 in 2000 to 498 in 2019). Cassian’s labor force staying the same over almost two decades is different from the decrease of 7.1% in Oneida County and in contrast to the increase of 12.1% in Wisconsin. In 2000, 468 members of the Town’s labor force were employed and that number increased 3.8% to 486 employed members in 2018, as shown in **Table 20**. In comparison, Oneida County saw employment decrease by 3.4% during the same time period, while Wisconsin saw employment increase by 9%.

Unemployment

Unemployment is defined as the difference between the total civilian labor force and total persons employed. Stay-at-home parents, retirees, or persons not searching for employment are not considered

unemployed because they are not considered to be part of the labor force. In 2000, the Town of Cassian had an unemployment rate of 7.33%. Unemployment decreased slightly to 7.14% in 2010, and now it is only 2.41% in 2019.

Workforce Participation

Workforce participation is a measure expressed in terms of a percentage of persons actively seeking employment divided by the total working age population. People not participating in the labor force may not seek employment due to a variety of reasons including retirement, disability, choice to be a homemaker, or simply are not looking for work. In 2000, 64.0% of the population over the age of 16 in Cassian was in the labor force. By 2019, that percentage decreased to 54.0%. The state participation rate in 2019 was 66.5% percent, and the Oneida County participation rate was 56.7%. The significant decrease in participation rate in Cassian is likely due to the substantial increase in median age during this time period and the resultant number of retirees.

Table 20: Town of Cassian Labor Force				
	2000	2010	2019	% Change 2000-2019
Population 16 years and over	789	800	923	17.0%
Labor Force	505	504	498	-1.4%
Employed	468	468	486	3.8%
Unemployed	37	36	12	-67.6%
Unemployment Rate	7.33%	7.14%	2.41%	
Participation Rate	64.0%	63.0%	54.0%	

Source: American Community Survey 5-Year Estimates

Economic Sectors

Table 21 details the kind of work that the Town's employed residents perform. The overall number of workers in the Town of Cassian increased by 3.8% from 2000 to 2019. There were 486 Town residents working in 2019, up from 468 total working residents in 2000. Overall, employment increased by 3.8% during this time, with the Management, Professional and Related sector and the Service sector both gaining the most during this time. The most substantial decrease was seen in the *Natural Resources, Construction and Maintenance* occupation by losing 47 workers. In 2019, about 57% of Cassian residents were employed in either *Management, Professional and Related*, or *Service* occupations.

Table 21: Town of Cassian Occupation of Employed Workers				
Occupation	2000*	2010	2019	% Change 2000-2019
Management, Professional and Related	132	143	179	35.6%
Service	64	87	99	54.7%
Sales and Office	109	96	81	-25.7%
Natural Resources, Construction and Maintenance	90	41	43	-52.2%
Production, Transportation and Material Moving	73	101	84	15.1%
Total	468	468	486	3.8%

*Categories restructured to align with 2010, 2018 data
Source: American Community Survey 5-Year Estimates

Table 22: Town of Cassian Employment by Industry Sector				
Industry Sector	2000	2010	2019	% Change 2000-2019
Ag., Forestry, Fishing, Hunting, & Mining	11	41	6	-45.5%
Construction	88	36	33	-62.5%
Manufacturing	75	67	55	-26.7%
Wholesale Trade	11	12	6	-45.5%
Retail Trade	31	32	66	112.9%
Transportation, Warehousing, & Utilities	12	18	11	-8.3%
Information	24	6	16	-33.3%
Finance, Real Estate, & Leasing	6	18	20	233.3%
Professional, Scientific, Management, Administrative, & Waste Management	26	52	62	138.5%
Educational Services, Healthcare, and Social Assistance	105	67	104	-1.0%
Arts, Entertainment, Accommodation, & Food Services	44	72	73	65.9%
Other Services	15	30	23	53.3%
Public Administration	20	17	11	-45.0%
Total	468	468	486	3.8%

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

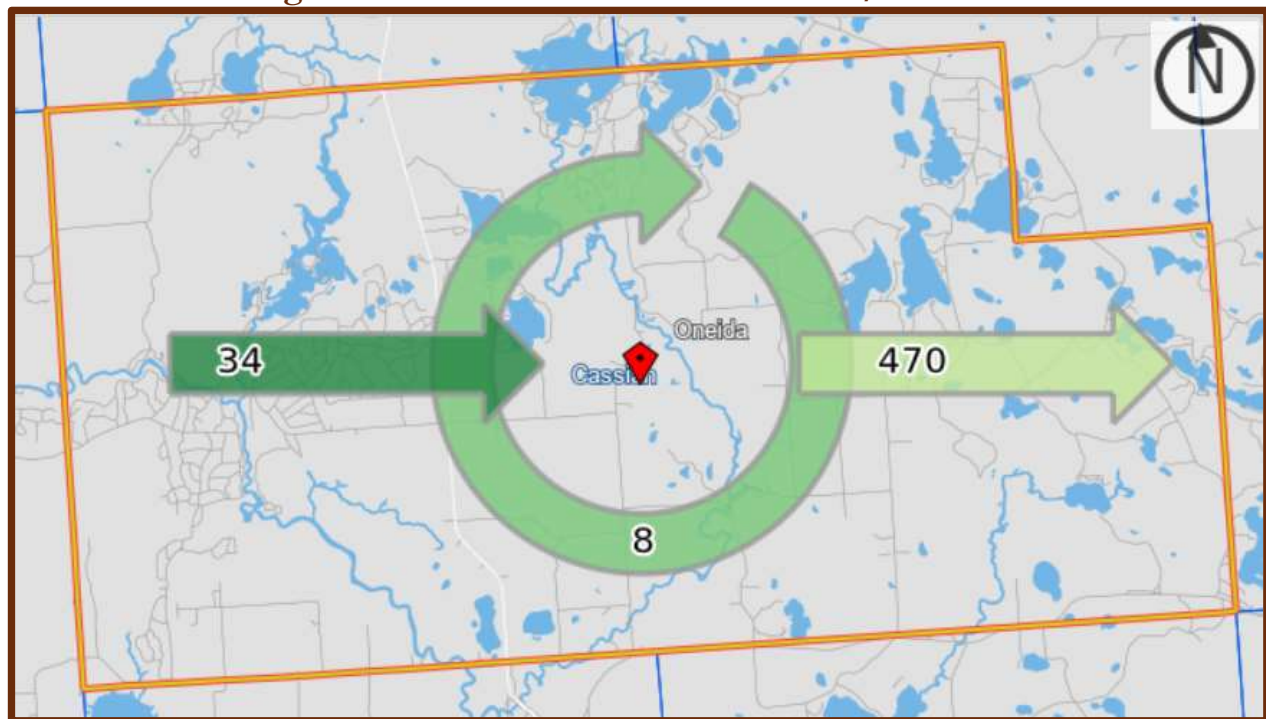
Table 22 outlines how prevalent each industry sector is within the Town of Cassian. In 2019, the largest industry sectors in the Town were Educational Services, Healthcare and Social Assistance; Arts, Entertainment, Accommodation, & Food Services; Retail Trade; and Professional, Scientific, Management, Administrative, & Waste Management. These three sectors accounted for about 62 percent of total employment among Town residents.

Between 2000 and 2019, the following industry sectors lost the most workers in Town: Construction lost 55 workers, and Manufacturing lost 20 workers, while *Professional, Scientific, Management, Administrative, & Waste Management* gained 36 workers, *Retail Trade* gained 35, and *Arts, Entertainment, Accommodation, & Food Services* gained 29. All other industry sectors gained or lost several people.

Laborshed

A laborshed is an area or region from which an employment center draws its commuting workers. It should be noted that the numbers in **Tables 21 and 22** are all based on the workers residing in the Town and what they do for employment not where they are actually employed. Instead, **Figure 9** shows how many people commute into the Town for work, how many people remain in the Town for work, and how many residents leave the Town for work. As of 2019, very few Town of Cassian residents (about 2%, 8) work in Cassian. Most Town residents work outside of the Town (about 98%, 470). It also shows that most jobs in Cassian (about 80%, 34) are filled by people who live outside of Cassian.

Figure 9: 2019 Town of Cassian Inflow/Outflow



Source: U.S. Census "On the Map"

Assessment of Local Conditions

Based on the silvicultural nature of the community, the Town supports the development of forestry and forest-related business. The rural, forested nature of the Town, along with its water resources, also lends itself to tourism and recreation based industries.

Strengths to attracting or retaining business include access to USH 51, and natural resource base. Some weaknesses in attracting or retaining business and industry include: lack of utilities (sewer &

water and natural gas service), weight limits on interior roads, an increasing population that has aged out of the workforce.

Redevelopment Opportunities

The Town of Cassian is a place of abundant natural beauty and includes water resources, mixed forests, and extensive wetlands. Outdoor recreation, agricultural, forestry, and residential properties far outweigh the number of commercial and industrial properties. Many Cassian residents commute outside of the town for work. In 2019, there were a total of 42 jobs within the Town of Cassian.

The Town of Cassian attracts people to enjoy the broad range of recreational and outdoor resources offered. At present, there is limited potential for employment opportunities within the Town. Tourism and recreation based industries have the greatest potential for job growth within Cassian.

The Town supports the reuse of contaminated or potentially contaminated sites provided that the Town is secure of liability issues.

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. Chapter 2 of this comprehensive plan details their locations and what type of general contamination may have occurred. Active businesses may still exist at those sites, so no redevelopment opportunities may exist.

Oneida County Economic Environment

In looking at the prospects for economic development in a local community it is best to place that community in a larger context—especially since most residents leave the Town to work. By reviewing the changes in economic development in Oneida County one can assess the prospects for economic development in the Town of Cassian. Therefore, this section will look at the economic activity within Oneida County.

Economic Sectors

Overall in 2019, there were 16,612 people employed in Oneida County. That is a decrease of about 3.4% since 2000. **Table 23** displays employment by industry sector among Oneida County residents for the years 2000, 2010, and 2019. Between 2000 and 2019, only four sectors within Oneida County increased in total employment; *Finance, Insurance, Real Estate & Leasing*; *Professional, Scientific, Management, Administrative & Waste Management Services*; *Arts, Entertainment, Accommodation, & Food Services*; and *Other Services* sectors. The top 3 industry sectors employ about 51% of Oneida County residents.

Table 23: Oneida County Employment by Industry Sector

Industry Sector	2000	2010	2019	% Change 2000-2019
Ag., Forestry, Fishing, Hunting, & Mining	526	383	334	-36.5%
Construction	1,455	1,843	1,208	-17%
Manufacturing	2,080	2,028	2,061	-0.9%
Wholesale Trade	425	428	324	-23.8%
Retail Trade	2,815	2,613	2,541	-9.7%
Transportation, Warehousing, & Utilities	689	780	551	-20%
Information	434	435	226	-47.9%
Finance, Real Estate, & Leasing	636	802	877	37.9%
Professional, Scientific, Management, Administrative, & Waste Management	898	1,228	1,077	19.9%
Educational Services, Healthcare, and Social Assistance	3,953	4,080	3,894	-1.5%
Arts, Entertainment, Accommodation, & Food Services	1,694	1,851	1,813	7%
Other Services	733	652	980	33.7%
Public Administration	861	679	726	-15.7%
Total	17,199	17,802	16,612	-3.4%

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

Labor Force Analysis

Oneida County's labor force increased by 1.5% from 2000 to 2019, which is less than the State's growth rate of 8.1%. **Table 24** displays labor force trends in Oneida County between 2000 and 2019. The labor force is defined as the number of persons, sixteen and over, that are employed or searching for employment. Persons over sixteen who are students, homemakers, retired, institutionalized, or unable/willing to seek employment are not considered part of the labor force. The participation rate remained steady from 2000 through 2010 but decreased by 5 percentage points by 2019. The unemployment rate fell by about half a percentage point between 2000 and 2010, and then really declined to 2.35% by 2019.

Table 24: Oneida County Labor Force

	2000	2010	2019	% Change 2000-2019
Population 16 years and over	29,592	30,529	30,022	1.5%
Labor Force	18,311	18,836	17,011	-7.1%
Employed	17,199	17,802	16,612	-3.4%
Unemployed	1,112	1,034	399	-64.1%
Unemployment Rate	6.07%	5.49%	2.35%	
Participation Rate	61.9%	61.7%	56.7%	

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

Forecasts

The Wisconsin Department of Workforce Development (WisDWD) prepares workforce projections by industry for its multi-county service regions. The current projections for the North Central Workforce Development Area cover Oneida County and include eight other counties. These projections show increases in all employment sectors except for Manufacturing which is projected to decline by 1.3 percent. The other sectors are projected to increase within a range from 0.3% (Information) to 28.2% (Self Employed and Unpaid Family Workers).

Tourism

Tourism is a major component in Oneida County's economy as thousands of visitors travel to the area to take advantage of the County's diversity of recreational resources such as public forest access, trails, and the many lakes within the County.

Economic Development Programs

An array of organizations at the county, regional and state level offer a variety of programs to assist with economic development, many of which are listed below.

Local

Tax Increment Financing

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

Oneida County Economic Development Corporation (OCEDC)

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

Oneida County Revolving Loan Fund

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

State

Wisconsin Economic Development Corporation

The Wisconsin Economic Development Corporation (WEDC) is the state's primary department for the delivery of integrated services to businesses. Their purpose is to 1) foster retention of and creation of new jobs and investment opportunities in Wisconsin; 2) foster and promote economic business, export, and community development; and 3) promote the public health, safety, and welfare through effective and efficient regulations, education, and enforcement.

WEDC manages a variety of programs intended to assist businesses and communities. These include:

- Brownfield Program
- Capacity Building Grants (CB)
- Certified Sites
- Historic Preservation Tax Credit
- Business Opportunity Loan Fund
- Workforce Training Grants
- Idle Industrial Sites Redevelopment Program
- The Industrial Revenue Bond (IRB) Program
- Community Development Investment (CDI) Grant Program
- Fast Forward Program

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.

Wisconsin Fast Forward

This program, administered by the Wisconsin Department of Workforce Development, is a nationally recognized, innovative talent development solution driven by Wisconsin businesses to train and retain highly skilled workers. Grant funds support employer-led worker training projects that:

- Encourage increased collaboration between Wisconsin businesses and workforce training partners
- Fill current and ongoing skill requirements of Wisconsin employers
- Place workers in long-term positions with opportunities for professional growth and economic advancement.

Tax Credits for Historic Building Rehabilitation

Commercial property owners who invest in the preservation of their buildings may be eligible for state and federal tax credits. Approved costs of 20% for state tax credits and another 20% for federal tax credits may be available for up to a total of 40% eligible tax credits. Homeowners who invest in the preservation of their houses may be eligible for Wisconsin income tax credits of 25% of approved costs.

Federal

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

EDA offers a public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

U.S. Department of Agriculture - Rural Development (USDA – RD)

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

Small Business Administration (SBA)

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

Tax Incentives for Preserving Historic Properties

The Federal Historic Preservation Tax Incentives program encourages private sector investment in the rehabilitation and re-use of historic buildings. It creates jobs and is one of the nation's most successful and cost-effective community revitalization programs. It has leveraged over \$102.64 billion in private investment to preserve 45,383 historic properties since 1976. The National Park Service and the Internal Revenue Service administer the program in partnership with State Historic Preservation Office.

A 20% income tax credit is available for the rehabilitation of historic, income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service, to be “certified historic structures.”

A historic preservation easement is a voluntary legal agreement, typically in the form of a deed, that permanently protects an historic property. Through the easement, a property owner places restrictions on the development of or changes to the historic property, then transfers these restrictions to a preservation or conservation organization. A historic property owner who donates an easement may be eligible for tax benefits, such as a Federal income tax deduction. Easement rules are complex, so property owners interested in the potential tax benefits of an easement donation should consult with their accountant or tax attorney.

Economic Development Goals, Objectives, & Policies

Goal – Promote the stabilization of the current economic base.

Objectives:

1. Encourage new retail, commercial & industrial development to locate adjacent to county or state highways.
2. Discourage industrial development from negatively impacting environmental resources or adjoining property values.
3. Encourage businesses that are compatible with a rural setting.

Policies:

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
2. Support efforts to create good-paying jobs within the county.

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 chapter 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 Cassian. The existing land use types are defined, current land uses are analyzed, and existing and potential land use conflicts are identified.

Related Plans and Studies

Regional Livability Plan, 2015

Land use is one of the four elements included in the RLP, adopted by NCWRPC in 2015. The Land Use Assessment Report, a component of the plan, looks in detail at the land uses through the ten-county 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.

Oneida County Comprehensive Plan, 2013

The Oneida County Comprehensive Plan chapter on land use analyzes pattern of development, existing land use, and future land use. The plan sets the following land use goals:

- Provide a well-balanced mix of residential, business, industrial, recreational, forestry, and other uses to serve the future needs of Oneida County and to maintain the area as a desirable place to live and work.
- Provide adequate infrastructure & public services, and an adequate supply of developable land to meet existing and future demand for residential, commercial, industrial, and agricultural uses.
- Maintain and update the County Comprehensive Plan.

Existing Land Use

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 (Map 5)** was developed using air photos from a countywide flight in 2020, with updates by the Town Plan Commission in 2022.

Land use classifications (**Figure 10**) 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

Current land uses in the Town (see **Existing Land Use Map**) are characterized mainly by significant blocks of private and county forest, and the many lakes. Residential and commercial development generally exists on the various lake shores around Town.

Existing land use classifications and acreage totals are presented in **Table 21**. The vast majority of land within the Town is Woodlands. Open Lands and Water each cover about 5.7% of the Town. Residential covers about 2% of the Town. The road network is the *transportation* category, which covers about 0.6% of the Town. All other land uses combined use less than 1% of the total land area in the Town of Cassian.

Table 21: Existing Land Use, 2020		
Land Use Classification	Acres	Percent
Agriculture	1,141	2.6%
Commercial	42	0.1%
Government/Institutional/Utility	100	0.2%
Industrial	159	0.4%
Open Lands	2,485	5.7%
Outdoor Recreation	308	0.7%
Residential	812	1.9%
Transportation	280	0.6%
Water	2,488	5.7%
Woodlands	35,737	82.1%
Total	43,552	100.0%

Source: NCWRPC GIS

Forested Lands – Not State or County Owned

The Managed Forest Law (MFL) program and the Forest Crop Law (FCL) program are landowner incentive programs from WDNR that encourage sustainable forestry on private woodland. In exchange for following sound forest management, the landowner pays reduced property taxes. See the programs section at the end of the Chapter 2 for more detail on this program.

As of February 2021, there were about 14,968,582 acres enrolled in the Managed Forest Law (MFL) program and about 330 acres enrolled in the Forest Crop Law (FCL) in the Town of Cassian.

Land Supply

The Future Land Use map (**Map 6**) illustrates the anticipated future pattern of land uses.

As shown by the existing land use inventory (**Map 5, and Table 21**), the majority of the Town is privately owned forestlands.

Even under a rapid growth scenario, the supply of land in the Town of Cassian is more than sufficient to accommodate projected demand over the next 20 years for all use categories, which are described below in Land Demand.

Land Demand

Residential:

The overall Town resident demand for housing land in the Town of Cassian results from a projected increase of 59 households (2010-2040) per **Table 4**. This does not account for seasonal home development that may turn into more permanent resident housing as retirees move to their summer homes. The *residential* land use increased 325 acres between 2000 and 2020, thus providing land for an additional 158 houses (about 2 acres per house).

Although some of the development will occur on larger or smaller parcels, or on redeveloped parcels, all of this is more difficult to predict, and our projection becomes a middle-of-the-road scenario. Thus, an average of 328 acres of residential land is expected to be added in the Town every 5 years to accommodate anticipated household growth by the year 2040. **Table 22** shows projected residential land demand based on the past 20 years of housing development in the Town of Cassian for both permanent and seasonal housing.

Agricultural:

In the Town of Cassian, agricultural land use decreased by about 110 acres between 2000 and 2020. In 2000 there were 1,251 acres of agriculture in the Town. NCWRPC GIS analysis now shows 1,141 acres of agriculture in the Town as of 2020. Open lands increased in the Town from 2,270 acres in 2009 to 2,485 acres in 2020. These 215 acres may once have been agricultural lands or were recently cleared forest for additional agriculture. Since there was no increase in agricultural land between 2000 and 2020, then no additional acres of agricultural land are projected to be added in the Town through the year 2040 in **Table 22**.

Commercial:

Commercial development is subject to market forces and difficult to predict. New commercial enterprises have appeared sporadically within the Town over time; most recently along USH 51. A doubling of the commercial land was used in 2009, projecting 46 acres of commercial land by 2025. As a result, a conservative estimate of doubling of the current level of commercial from 42 acres to 84 acres by 2040 is used in **Table 22**.

Industrial:

Industrial use within the Town is primarily non-metallic mining, which expand over time by their nature, and new areas will open as exhausted areas are closed. Beside non-metallic mining, most heavy industrial use is anticipated to locate in industrial parks outside of Cassian. The Town of Cassian currently has 3 separate active non-metallic mines in operation: Peterson and Sons, Pitlick and Wick, and Northeast Asphalt. A rough estimate is that this constitutes at least 120 acres. Current permitting allows expansion of the Peterson and Sons and Pitlick and Wick mines by at least 80 acres each. Therefore, it should be assumed that at least another 160 acres of non-metallic mine expansion will occur by 2040.

Table 22: Estimated Land Demand in Acres				
Category	Projected Total Acreage			
	2025	2030	2035	2040
Residential	894	976	1,058	1,140
Agricultural	1,141	1,141	1,141	1,141
Commercial	63	84	105	126
Industrial	171	210	249	288

Source: NCWRPC

Land Values

Table 23 displays the assessed land values in the Town of Cassian. It is important to note that exempt lands (such as Federal, State, and Town lands) and Managed Forest Law enrolled lands are not included in values for **Table 23**. Overall, land value per acre in the Town is valued at about \$15,059 per acre. Residential properties in the Town have the highest value per acre, followed by other properties, and then commercial properties. The “Other” land classification in **Table 23** represents buildings and improvements; including any residence for the farm operator's spouse, children, parents, or grandparents; and the land necessary for the location and convenience of those buildings and improvements [per WI State Statutes §70.32(2)(c)1m].

Table 23: Town of Cassian Land Values, 2020			
Land Classification	Total Value of Land and Improvements	Total Acres	Average Value per Acre (Land & Improvements)
Residential	\$223,756,700	2,586	\$86,526
Commercial	\$4,642,700	219	\$21,200
Manufacturing	0.00	0.00	0.00
Agricultural	\$72,600	1,055	\$69
Undeveloped	\$2,341,200	3,817	\$613
Agricultural Forest	\$393,100	424	\$927
Forest Lands	\$19,458,600	8,568	\$2,271
Other	\$1,201,700	56	\$21,459
Total	\$251,866,600	16,725	\$15,059

Source: WI Department of Revenue and NCWRPC

Opportunities for Redevelopment

The vast majority of the Town currently consists of woodlands, farmland, and open lands; all of which have experienced very little development. Hence the need for “redevelopment” is negligible.

All of the properties in Town that had past environmental contamination on them are still used. For example there was a leaking underground storage tank at the UW-Lelah Starks Seed Potato Farm, but the farm still exists, therefore there is no site to redevelop. See the Economic Development chapter for more details on redevelopment.

Many businesses around the various lakes are in older buildings that may need upgrading to improve customer comfort, and energy efficiency to improve the owner's bottom lines. Revitalization differs from redevelopment since the focus is not on reuse, but more towards upgrading and appearance. There may be opportunities to make facade improvements, and energy efficiency upgrades to heating & air conditioning systems, building insulation, and exterior & interior lighting; but none of that is considered redevelopment.

Quarries have approved reclamation plans on file with the County as part of the permitting process. The existing quarries within the Town have a number of years of life left. Reclamation to a useable state is required upon closure of any quarry.

Existing and Potential Land Use Conflicts

This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers, and public information components. The following issues were identified during the planning process:

1. An area of concern is the clear cutting of larger forested tracts for timber or pulpwood, and the subsequent sale and development of these and other large parcel for residential lots. The availability and marketing of these parcels/developments draws more interest in the local land market and has the potential to inflate growth beyond the anticipated projection. This may stress available public facilities and services.
2. Other areas of land use conflict within the Town include agricultural activity versus residential development and quarry activities versus residential development. Although the Town is not currently a highly agricultural area, another potential future conflict area is possible development of larger scale livestock operations.

Future Land Use

The **Future Land Use Map (Map 6)** represents the long-term land use recommendations for all lands in the Town. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate future development of the Town.

Land use classifications (**Figure 10**) group land uses that are compatible and provide for the separation of conflicting uses. Not all land use classifications are used on both the Existing Land Use Map and Future Land Use Map. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide. Subdivision, zoning, and official map decisions must be consistent (§66.1001(3) WI Stats.) with the Future Land Use Map.

Town of Cassian Plan Commission members participated in a mapping exercise with NCWRPC staff to review the desired future land uses identified in the previous plan. The Land Use Classifications described in **Figure 10** were utilized. Town Plan Commission members used their broad knowledge of the Town to review what exists now and what may be needed for the future of the Town. The goal was to produce a Future Land Use Map that will guide the Town's growth over the next 10 years. See the **Future Land Use Map (Map 6)**.

Figure 10

Land Use Classifications

Business – Identifies areas for general retail and commercial business use. Residential development is also allowed here including some multifamily and higher density.

Manufacturing & Industrial – Identifies areas that produce goods or services for distribution to commercial outlets, for example: manufacturers and wholesale distributors. Any uses that directly relate to trucking or mining operations are also located in industrial areas.

Recreation – Intended for recreational oriented service establishments and encouraging the maintenance and enjoyment of the town's natural resources.

Single Family Residential – Identifies areas of residential development typically consisting of smaller lot sizes, such as around lakes.

Rural Residential – Identifies areas that are recommended for less dense residential development for preserving and enhancing woodlands, wildlife habitat, and other related scenic and natural features.

Residential & Farming - Areas to provide for residential, limited commercial and agricultural development in a rural atmosphere.

Forestry – Areas of forested / natural lands. Development/use is limited to protect the integrity of the forested areas. Use may include silviculture, agriculture, recreation, and seasonal dwellings. Some areas may be designated for a higher level of preservation.

Transportation – Identifies the existing road network along with the recommendations for improved and safe traffic movement in the town, including airports and rail facilities.

Water – Lakes, rivers, streams, and ponds are all part of the surface water designation.

Land Use Programs and Tools

The principal land use program in Wisconsin is the comprehensive planning program. The primary land use tools are zoning, land division ordinance, driveway 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. There may be several zones of a similar land use; for example, residential may be divided into R-1 through R-7 zones. Within each of these zones, the zoning ordinance text 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 keeping similar and related uses together and separating dissimilar, unrelated and incompatible uses, particularly in relationship to transportation facilities, utilities and public services and facilities.

The Town of Cassian is under Oneida County Zoning.

Shoreland Zoning

All counties are mandated by Wisconsin law to adopt and administer a zoning ordinance that regulates development in shoreland and floodplain areas for the entire area of the county outside of villages and cities in accordance with state shoreland zoning standards. Towns may apply their own zoning in shoreland areas as long as it does not impose requirements on matters regulated by a county.

Subdivision Ordinance

Subdivision (or land division) regulations provide the procedures and standards for dividing a large parcel of land into smaller parcels, usually to make them ready for sale and development. Communities can control the subdivision of land by requiring a developer to meet certain conditions in exchange for the privilege of recording a plat.

The Town of Cassian has adopted a town subdivision ordinance. This ordinance establishes a 5-acre minimum lot size for newly platted, off-water parcels, and some minimum road standards.

Other Tools

Additional tools and approaches can be utilized by the Town to achieve the goals of this plan. These include but are certainly not limited to the following: fee simple land acquisition, easements (purchased or volunteered), deed restrictions, land dedication, and ordinances or programs regulating activities such as driveway ordinance, impact fees, building permits, erosion control, etc.

Land Use

Goals, Objectives, and Policies

Goal 1 – Maintain orderly planned growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.

Objectives and Policies:

1. The Town will maintain a long-range Comprehensive Plan, which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this Plan, as well as other Town, County, Regional, and state plans and ordinances.
2. The Town may actively participate in zoning and subdivision review decisions at the County level, which affect the Town. This includes zoning amendment and subdivision requests acted on by the County Planning and Zoning Committee, as well as variance and conditional use requests acted on by the County Zoning Board of Adjustment. This plan will be cited as the basis for all such actions including "disapproval" of proposed zoning amendments under §59.69 Wisconsin Statutes.
3. Small or medium scale commercial development intended to serve local needs will be encouraged.
4. Large scale commercial development will be discouraged because of the potential to attract unplanned or premature urban development of the Town.
5. All industrial development proposals will be addressed on a case-by-case basis.

Goal 2 – Promote and regulate development that preserves the rural character of the Town, and minimizes groundwater impacts from on-site septic systems and other sources.

Objectives and Policies:

1. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
2. Lot sizes of 5 acres are required for new off-water development through the Town land division ordinance, in order to preserve the Town's rural character and to protect groundwater resources from the impacts of higher density development.
3. Use-buffer areas may be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; e.g., rural residential type development may be considered as a buffer between single-family and forestry or agricultural. Landscape buffers may also be used, especially where use-buffers are unfeasible.

Goal 3 – Preserve the productive farmland and forest in the Town for long-term use and maintain agriculture and forestry as important economic activities and a way-of-life.

Objectives and Policies:

1. Marginal lands, not suited to agricultural or forestry uses, should be the focus of development activity in the Town. Land best suited to agriculture or timber production should remain in that use, to the extent possible, and new development should be steered toward land less well adapted to productive use.
2. Nonfarm development, particularly subdivisions, may be encouraged in areas away from intensive agricultural activities, in order to minimize farm - nonfarm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
3. The Town may consider proposals involving the keeping or raising of livestock or other animals, fish, and fowl on a case-by-case basis in relation to the potential impact on water quality and neighboring land uses, consistent with Wis. Stat. 93.90.

Chapter 8

Intergovernmental Cooperation

This chapter discusses joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. This chapter analyzes the relationship of the Town of Cassian to school districts and adjacent local governmental units, the State, and other governmental units and incorporates plans and agreements under s.66.0301, 66.0307 of 66.0309 Wisconsin Statutes. This chapter concludes with an identification of existing or potential conflicts between the governmental units and a process to resolve such conflicts.

Assessment of Intergovernmental Relationships, Plans, and Agreements

School District

The Town of Cassian is split between the Minocqua and Rhinelander school districts, refer to the Utilities and Community Facilities Chapter. The Nicolet Technical College, located in Minocqua and Rhinelander, serves the town.

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.

Surrounding Towns

The Town of Cassian is bordered by the towns of Hazelhurst and Lake Tomahawk to the north, Newbold to the east, Woodboro and Nokomis to the south, and Little Rice to the west (see Map 1).

Cassian provides fire protection for the Town of Woodboro and has mutual aid agreements for fire department back-up with each of the surrounding towns.

Cassian shares responsibility for maintenance and plowing of a number of roads including Swamp Lake Road with Town of Nokomis and Sheep Ranch Road and Ole Lake Road with Town of Newbold.

Oneida County

Oneida County directly and indirectly provides a number of services to Cassian. The Town enjoys a good working relationship with many departments, including Finance, Highways, Sheriff, Forestry, and Zoning.

In many cases where state and federal agencies require area-wide planning for various programs or regulations, the County sponsors a county-wide planning effort to complete these plans and include each individual local unit in the process and resulting final plan. Examples of this include the County Outdoor Recreation Plan which maintains the eligibility for DNR administered park and recreation development funding of each local unit that adopts it, and All Hazard Mitigation Plans which are required by FEMA 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. Oneida County is a member of the NCWRPC, which qualifies the Town of Cassian for local planning assistance. Typical functions of the NCWRPC include (but are not limited to) land use, transportation, economic development, intergovernmental, and geographic information systems (GIS) planning and services.

Wisconsin Towns Association

The Wisconsin Towns Association (WTA) is a statewide, voluntary, non-profit and non-partisan association of member town and village governments in the State of Wisconsin controlled by its Board of Directors. WTA's twin purposes are to (1) support local control of government and to (2) protect the interest of towns. In furtherance of those goals WTA provides three types of services for its members: legislative lobbying efforts, educational programs, and legal information.

State and Federal Agencies

The Wisconsin departments of Natural Resources (DNR) and Transportation (WisDOT) 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 DNR takes a lead role in wildlife protection and sustainable management of woodlands, wetland, and other wildlife habitat areas, while WisDOT 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 Cassian. Examples include local road aids, the Local Roads Improvement Program (LRIP) and the Priority Watershed Program. There are also a number of mandates passed down from the state that the Town must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads.

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

Existing or Potential Intergovernmental Conflicts

The following are existing or potential intergovernmental conflicts identified in the Cassian area:

- ✓ Continued use / expansion of USDA Experiment Station.
- ✓ County Zoning administration.

The following potential intergovernmental conflicts may arise in the Cassian planning area:

- ✓ Potential future school district boundary realignment and school closings.

The process for resolving these conflicts will be a continuation of past practices, and new ideas as they evolve. The Town will continue to meet with various governmental entities when significant issues of mutual concern arise.

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, sewer utility districts, Indian tribes or bands, and others.

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

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

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

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

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

Intergovernmental Cooperation

Goals, Objectives, and Policies

Goal – Seek mutually beneficial cooperation with all levels of government.

Objectives and Policies:

1. Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient service or public utilities.
2. Investigate joint operation or consolidation when considering expanded or new services or facilities.
3. Work with Oneida County on the development of an All Hazards Mitigation Plan and a County Comprehensive Plan.

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. Following the adoption of this comprehensive plan update, the Town of Cassian should evaluate and update, as necessary, its related ordinances to ensure meeting this requirement

Zoning Ordinance and Map

The Oneida County Zoning Ordinance is the primary land use regulation for the Town. 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.

Subdivision (Land Division) Ordinance

Land division within the Town of Cassian is regulated by the Town of Cassian subdivision ordinance. This ordinance establishes a 5-acre minimum lot size for newly platted, off-water parcels, and some minimum road standards. 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., fire and police stations)
- 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.

Brownfield Redevelopment

Pursuing funding from state agencies for redevelopment of contaminated sites can reduce the uncertainty that otherwise prevents contaminated properties from being redeveloped. Action by the Town to evaluate contaminants or begin remediating the property is often necessary before the private sector is willing to invest in redevelopment. This may require some upfront investment from the community. However, as sites are improved and reused they generate tax base.

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 Cassian 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 which must recommend the plan to the Town Board via resolution. The Plan Commission recommendation is forwarded to the Town Board who must adopt the plan by ordinance. A public hearing is required to allow public comment on the ordinance during a 30-day review period prior to 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 Cassian 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 Cassian 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.
- The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration, or dedication.
- The change does not adversely affect water quality and the overall health of residents.

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

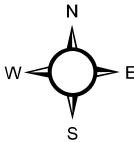
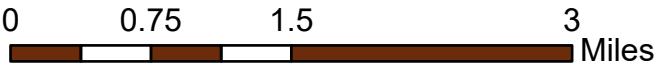
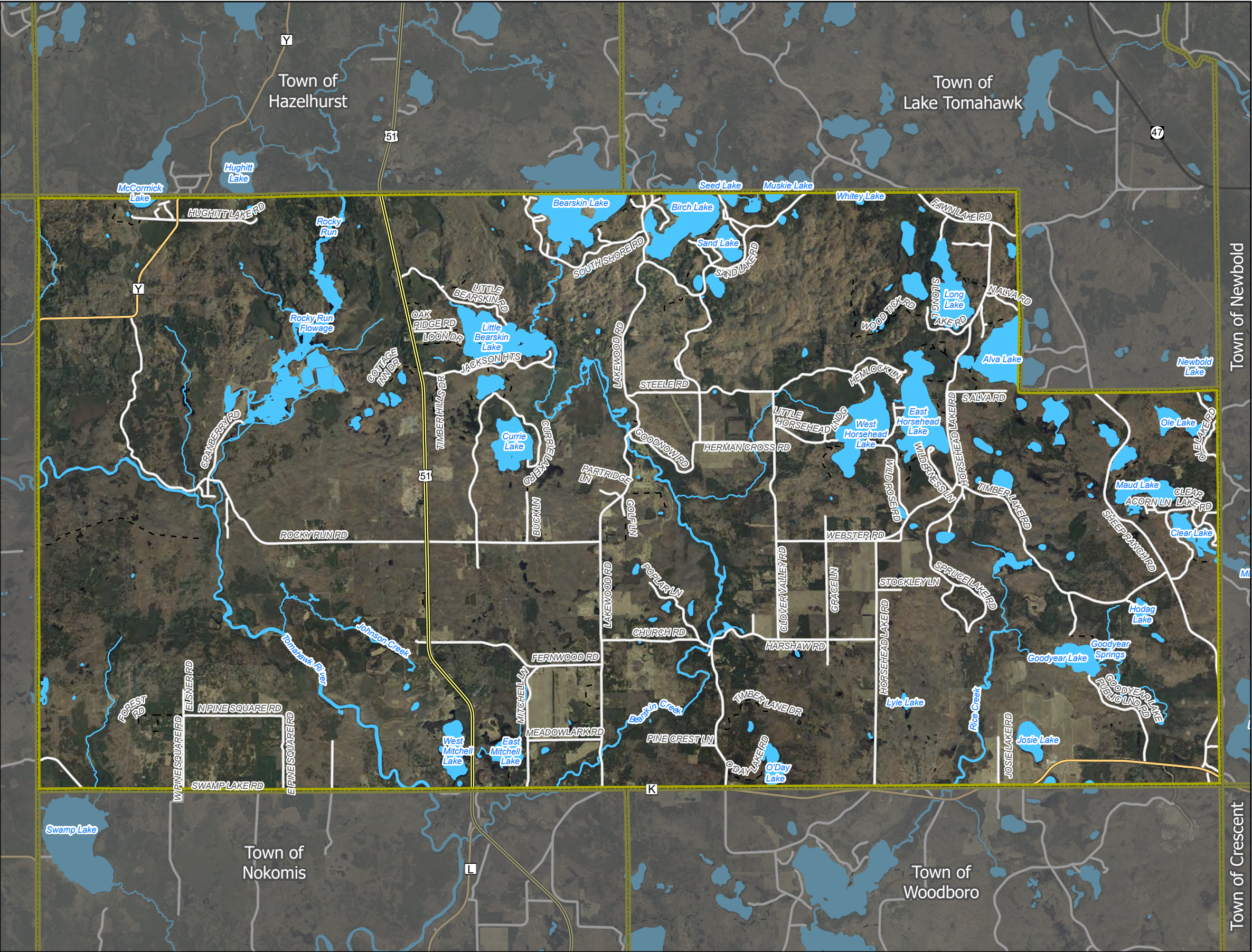
The adopted plan should be used as a tool by Town when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives, policies, and recommendations outlined 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 evaluated at least every 5 years, 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 evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate.

MAPS

Planning Area

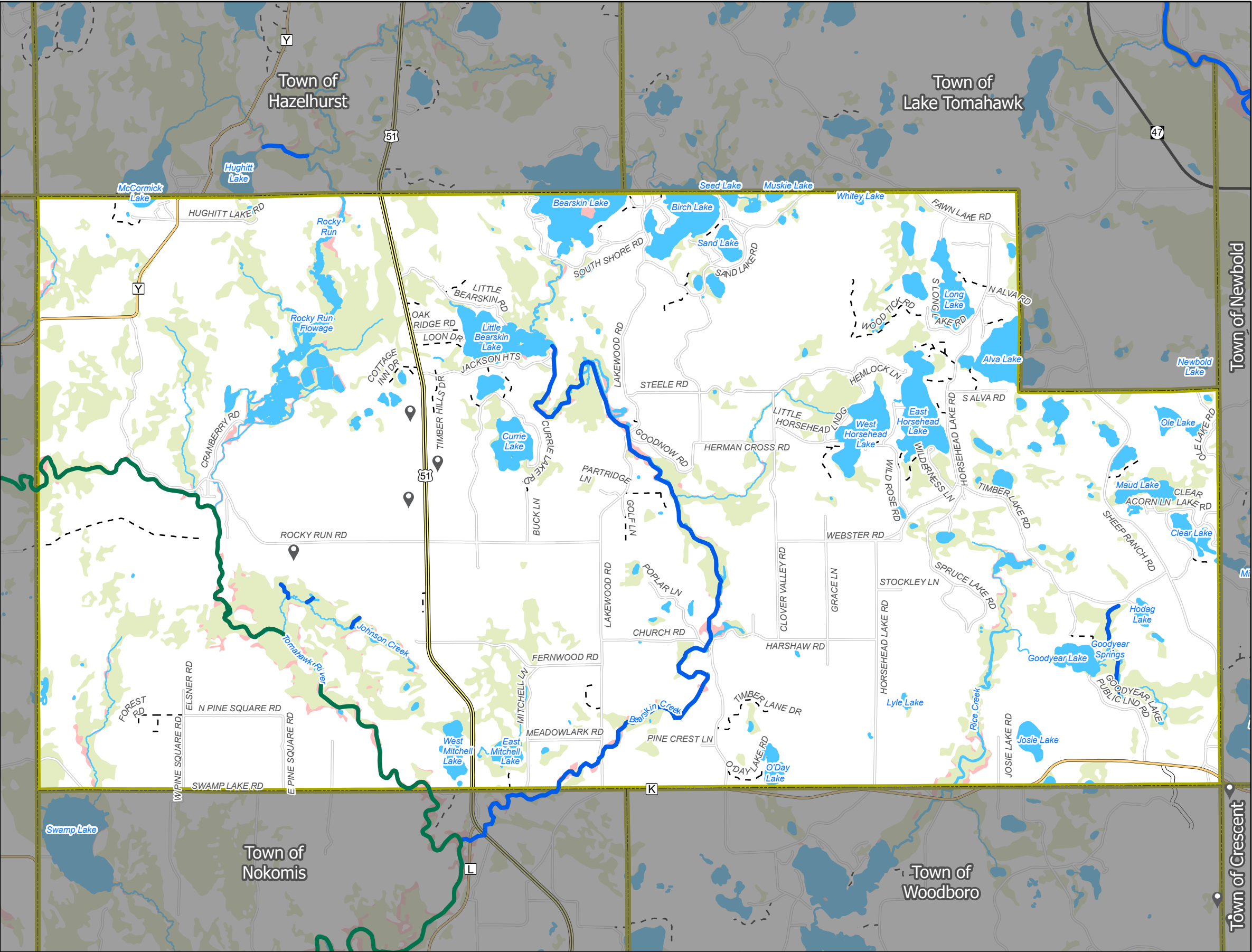


Source: WisDOT, WI DNR, NCWRPC, Oneida Co
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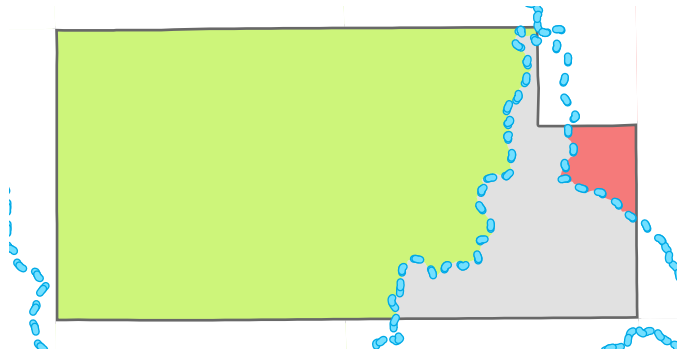
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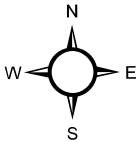
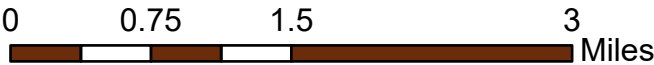
Natural Resources

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Floodplain
- Wetlands
- Exceptional Resource Water
- Outstanding Resource Water
- Non-Metallic Mines
- Water

Town of Cassian Watersheds



- Lower Tomahawk River
- Middle Tomahawk River
- Rhinelander Flowage

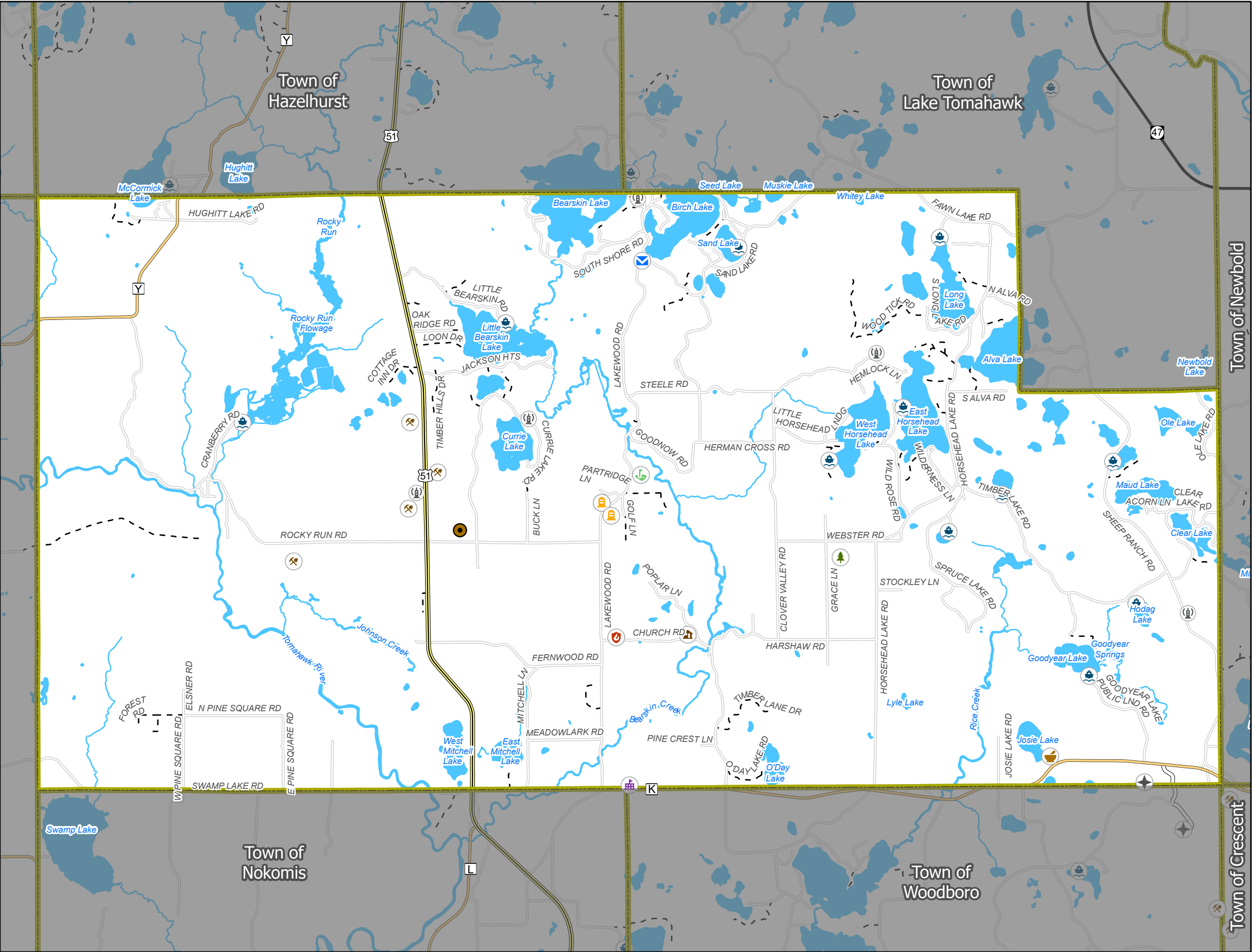


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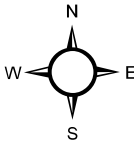
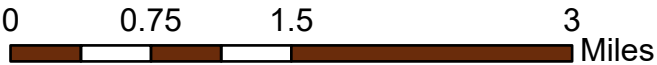
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Utilities & Community Facilities

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Boat Launch
- Communication Towers
- Cemetery
- Experimental Forest
- Garage
- Golf Course
- Landfill
- Non-Metallic Mines
- Post Office
- School
- Town Hall / Fire Dept
- Town Property
- UW Seed Farm
- Water



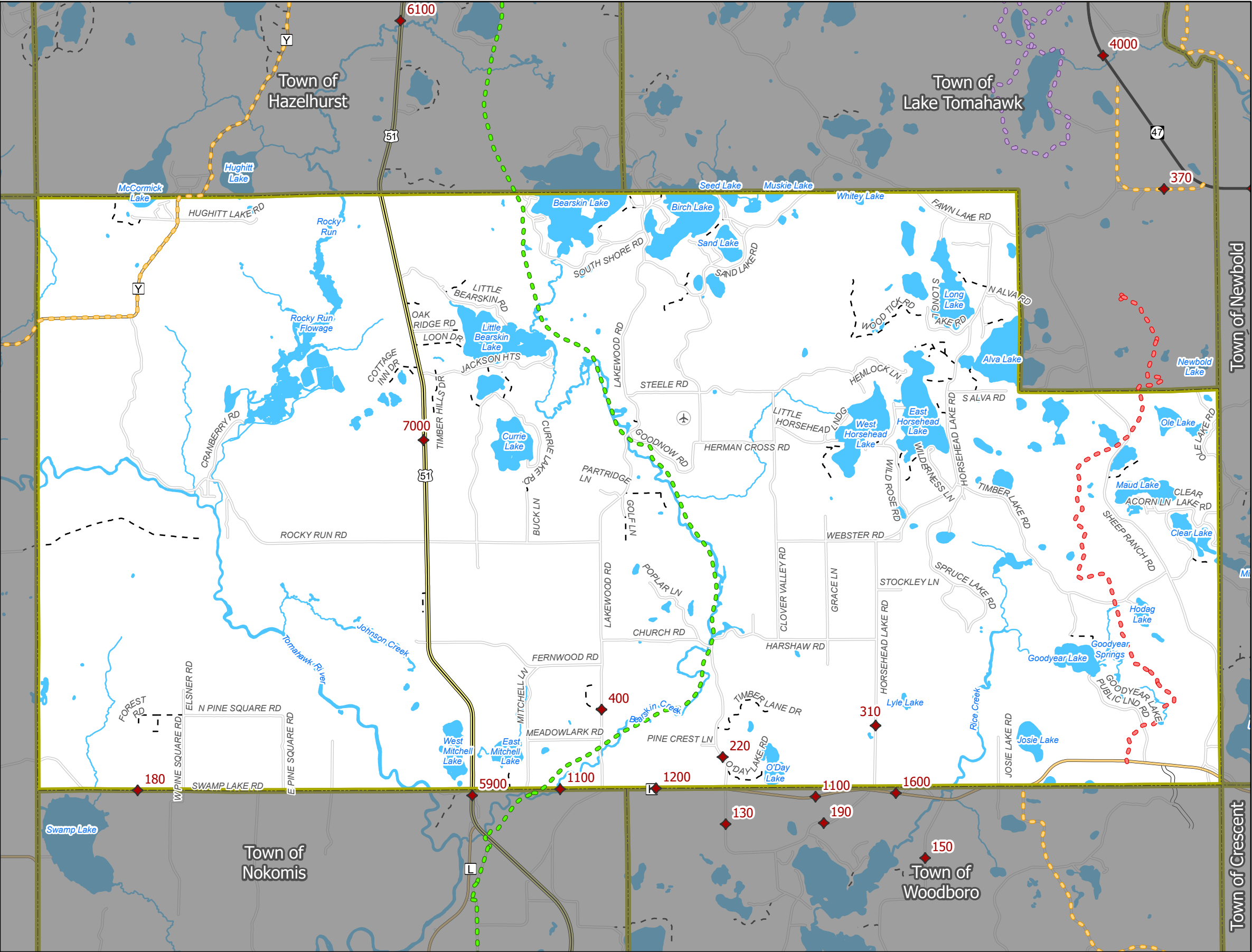
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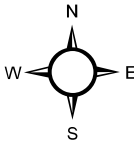
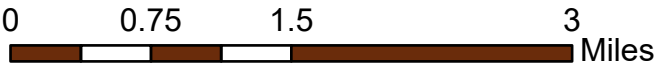
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Transportation



- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Bearskin Trail
- Cassian Two Way Trail
- McNaughton Lake Trails
- On Road Biking Routes
- Landing Air Strip
- Traffic Counts
- Water

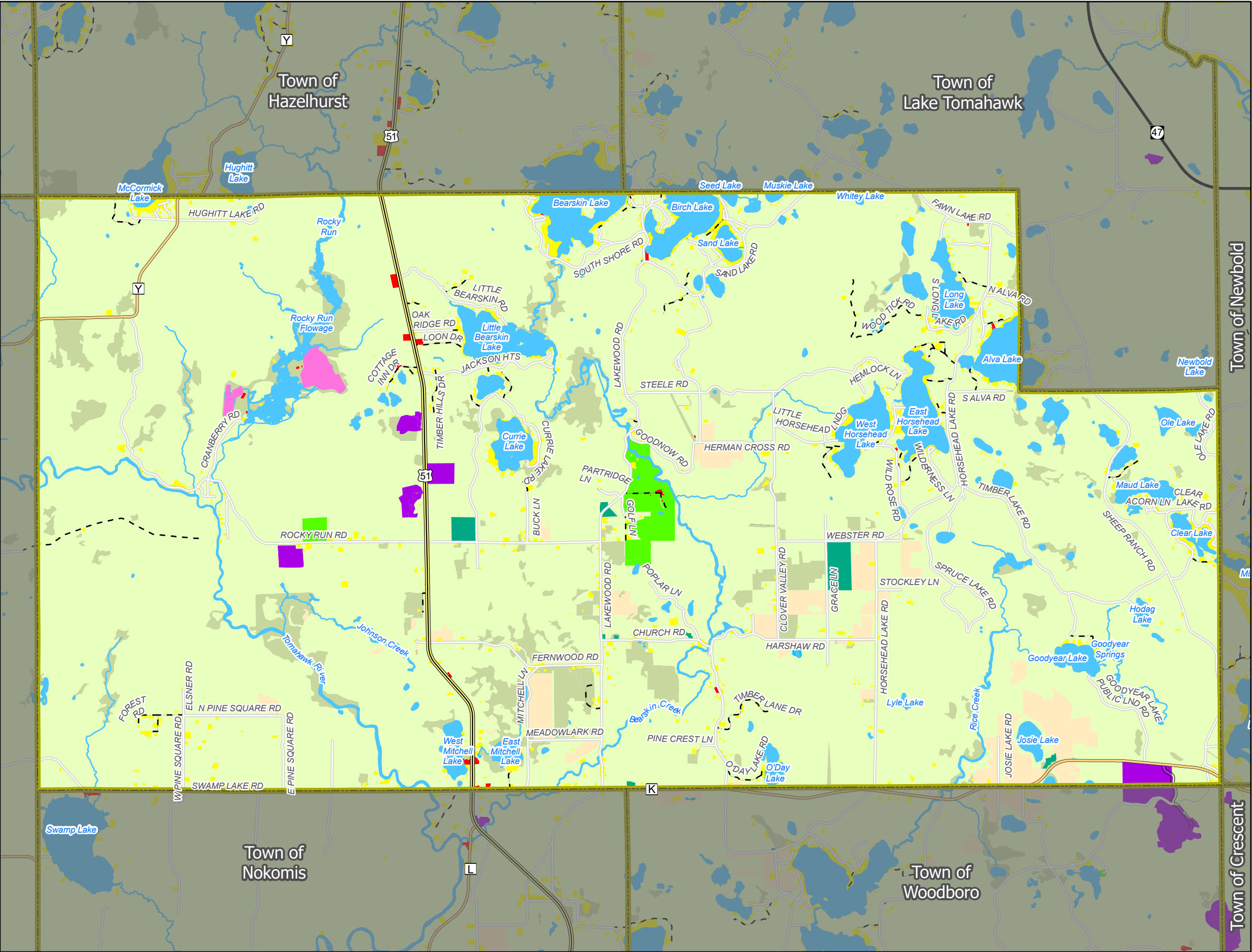


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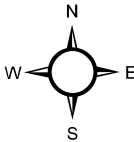
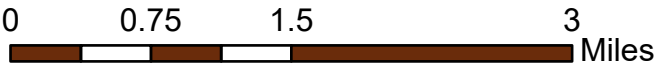
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Existing Land Use

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Land Use 2020
 - Agriculture
 - Commercial
 - Cranberry Bog
 - Governmental / Institutional
 - Industrial
 - Open Lands
 - Outdoor Recreation
 - Residential
 - Transportation
 - Utility
 - Woodlands
 - Water

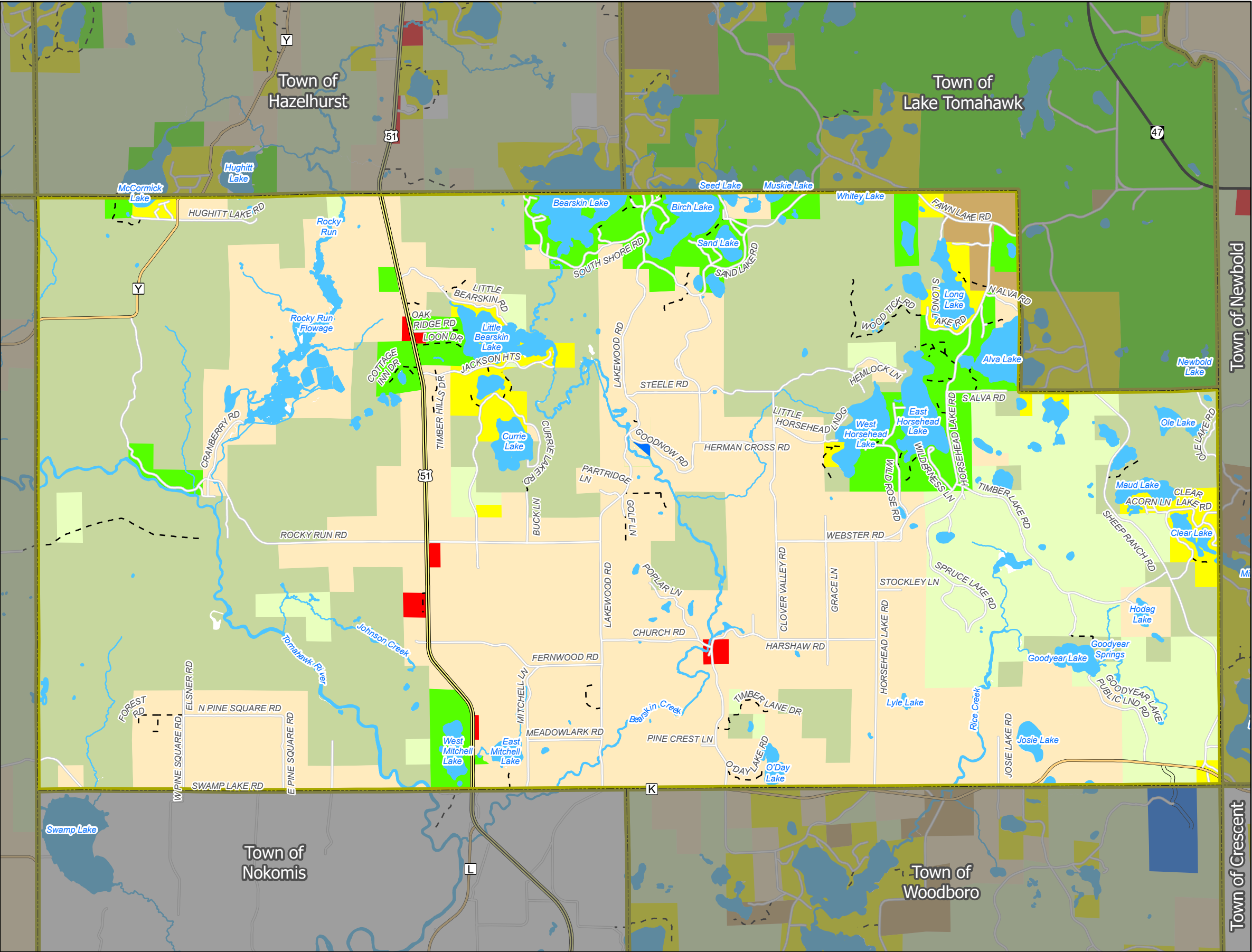


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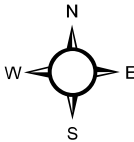
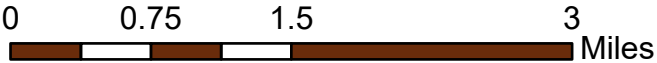
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Future Land Use

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads

- Future Land Use
- Business B-2
 - Forestry 1A
 - Forestry 1B
 - Manufacturing and Industrial
 - Recreational
 - Residential and Farming
 - Rural Residential
 - Single Family
 - Water



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APPENDIX A
PUBLIC PARTICIPATION PLAN

Town of Cassian Public Participation Plan (PPP)

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

I. Plan Update 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 update processes 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 for the update.
5. The updated Comprehensive Plan will be distributed as outlined in state statute.

The Plan Commission will review and recommend adoption of the update to 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 may have or put 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.

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.

APPENDIX B
PLAN ADOPTION

PLAN COMMISSION RESOLUTION

RESOLUTION #

Town of Cassian, Oneida County, Wisconsin

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

Adoption of the Town Comprehensive Plan.

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

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

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

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

Adopted this 25th day of April 2022

[Signatures of plan commission members]

Attest:

[Signature of plan commission clerk]

John J. Schaub

Sharon Krennreiter Adam M. Francoeur
Dawn P. Papp

ORDINANCE # 2022-002
UPDATE OF THE TOWN OF CASSIAN COMPREHENSIVE PLAN
Town of Cassian, Oneida County, Wisconsin County

SECTION I – PURPOSE

The purpose of this ordinance is for the Town of Cassian to lawfully adopt an update to its comprehensive plan as provided under s. 66.1001 (4) (c), Wis. stats.

SECTION II – AUTHORITY

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

SECTION III – ADOPTION OF ORDINANCE

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

SECTION IV – PUBLIC PARTICIPATION

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

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

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

SECTION VI – PUBLIC HEARING

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

SECTION VII – ADOPTION OF UPDATE TO TOWN COMPREHENSIVE PLAN

The town board of the Town of Cassian, by the enactment of this ordinance, formally adopts the document entitled *Ordinance # 2022-002 Update of The Town of Cassian Comprehensive Plan* pursuant to s. 66.1001 (4) (c), Wis. stats.

SECTION VIII – SEVERABILITY

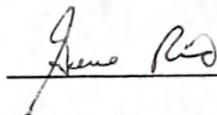
If any provision of this ordinance of its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance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

SECTION IX – EFFECTIVE DATE

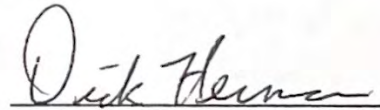
This ordinance is effective on posting.

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

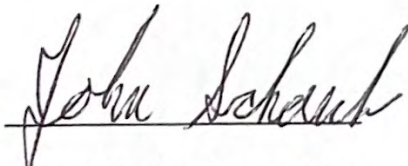
Adopted this 13 day of June 2022.

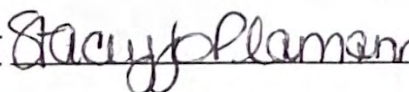


Gene Rio , Chairman



Dick Herman, Supervisor


John Schaub, Supervisor

Attest: [ Signature of town clerk]