

# Town of Casey



## Comprehensive Plan

# Town of Casey Comprehensive Plan

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Funding provided in part by Wisconsin Department of Administration,  
Comprehensive Planning Grant



**Town of Casey**  
**Washburn County**  
Ordinance No. 05-02

*An Ordinance to Adopt the Comprehensive Plan of the Town of Casey, Wisconsin.*

The town board of the Town of Casey, Wisconsin, do ordain as follows:

Section 1. Pursuant to section 62.23(2) and (3) of the Wisconsin Statutes, the Town of Casey is authorized to prepare and adopt a comprehensive plan as defined in section, 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The town board of the Town of Casey, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The plan commission of the Town of Casey, 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 document entitled "Comprehensive Plan of the Town of Casey," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 4. The town has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The town board of the Town of Casey, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan of the Town of Casey," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the town board and [publication/posting] as required by law.

Adopted this 9<sup>th</sup> day of February, 2005

  
\_\_\_\_\_  
Gene Bethel, Town Board Chair

Attest:   
\_\_\_\_\_  
Mary Emerson, Town Clerk

Public Hearing Date: Sept 4, 2004  
Adopted Date: Feb 9, 2005  
Published/Posted Date: March 14, 2005

Posted At: town Hall, junction of Dunn Lk + Island Lk Rds - junction of  
Washburn Rd + Co Hwy E time of posting between the hours of 10:00 AM -  
Mary Emerson Town Clerk

**TOWN OF CASEY  
COMPREHENSIVE PLAN**

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## INTRODUCTION

The Town of Casey is located in east central Washburn County, and is bordered by the Towns of Trego, Chicog, Brooklyn, Evergreen, and the Town of Scott in Burnett County. Historically, Casey was part of Veazie in 1883 through 1889; part of Spooner from 1889 through 1902; part of Chicog from 1902 through 1904, when it became Casey. The town is located at latitude 455643N & longitude 0915807W. The town has no major industries and a limited number of commercial enterprises, primarily resorts, restaurants and liquor establishments. It is very rural in nature and results of the town survey, resident comments, and findings of the Town of Casey Comprehensive Plan Committee have indicated that the town would like to maintain its rural atmosphere over the 20-year planning horizon covered by this document.

Development of this comprehensive plan is intended to guide future land use decisions made by the Town of Casey. Throughout the planning process, the comprehensive planning committee encouraged and utilized comments from the public, resulting in an integrated public involvement process.

### PURPOSE OF THIS PLAN

The *Town of Casey Comprehensive Plan* is intended to assist local officials and residents make future land use decisions. The plan will also assist in development and management issues by addressing short-range and long-range concerns regarding growth, development, and preservation of the community. There are numerous reasons for developing a comprehensive plan, including:

- identify areas appropriate for development and preservation over the next 20 years;
- recommend types of land use for specific areas of the town;
- identify needed transportation and community facilities to serve existing and future residents;
- direct housing and other investments throughout the community; and
- provide detailed objectives and actions to implement the overall plan goals.

This *Comprehensive Plan* has been prepared under the Wisconsin's Comprehensive Planning legislation contained in Wisconsin Statute 66.1001. The plan is organized into nine chapters or elements (issues and opportunities; housing; transportation; utilities and community facilities; natural, agricultural, and cultural resources; economic development; intergovernmental cooperation; land use, and implementation) each addressing one element specified under the law.

### GENERAL REGIONAL CONTEXT

It is important to note the Town of Casey's participation in developing the comprehensive plan was done so on a multi-jurisdictional level. In 2000, the town committed to an application for

funding from the state to offset costs associated with the development of the plan. As a result, the town and 16 other jurisdictions throughout Washburn County submitted and were awarded a grant to proceed with the development of a comprehensive plan.

## **THE PLANNING PROCESS**

To assist in the development of the comprehensive plan, the comprehensive planning committee developed a community planning survey that was mailed to all property owners in January 2002. The survey included questions to gather basic demographic data, to ascertain residents' assessment of the current situation in the village, and to obtain opinions regarding the village's future. Twenty-four percent of the planning surveys were returned and used by the planning committee in the overall development of the comprehensive plan. Results of the survey are included in Appendix A.

The planning committee developed a list of issues and opportunities confronting the community and a description of the community strengths, weaknesses, opportunities, and threats (SWOT). These processes were helpful in establishing a baseline for which the community could take advantage of its strengths and opportunities and improve on its issues, weaknesses, and threats.

Wisconsin's State Statute 66.1001 requires municipalities to adopt written procedures that are designed to foster a wide range of public participation throughout the planning process. The main goal of the public participation plan is to make all citizens of the community aware of the plans progress and to offer the public opportunities to make suggestions or comments during the planning process.

In adhering to the requirement of developing and adopting a public participation plan, on February 11, 2003, the Town of Casey Board of Trustees adopted a public participation plan for use in the overall development of the Town of Casey Comprehensive Plan. (Appendix B)

Throughout the planning process, the public was afforded several opportunities to participate directly in the development of the comprehensive plan. Meetings of the community planning committee were posted and public members attending all planning related meetings were afforded an opportunity to speak and participate jointly with the committee in plan review and development. Informational meetings were held in an effort to review the plan and answer questions of the public. The draft comprehensive plan was circulated to all adjoining and overlapping jurisdictions and others required to receive the plan and made available to the public via hard copy and internet. A public hearing was held on the comprehensive plan, again affording an opportunity for public comment. Based on the recommendation of the community planning committee, the public, and the plan commission, the board of trustees of the Town of Casey approved and adopted the plan by ordinance.



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## Element 1

### Issues & Opportunities

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## **Element 1**

# **ISSUES & OPPORTUNITIES**

## **1.1 INTRODUCTION**

Population is an important contributing factor to the pattern of settlement and development of a municipal unit. Significant increases or decreases in the number of inhabitants, along with the characteristics of income, education, and age impact economic development, land use, transportation, and the use of public and private services. Examining past changes and the present conditions of population enhances the ability to prepare for the future needs of a community.

## **1.2 POPULATION**

### **Historical Population**

Since 1950, the Town of Casey has had a variable population. Table 1.1 reveals the town sustained a small decline from 1980 to 1990, losing 15 residents. However, in the ten years from 1990 to 2000, the town's population rebounded and gained 77 people. The greatest increase in persons came in the period from 1970 to 1980 when the town increased by 124 inhabitants. In 2000, the U.S. Census reported a population of 466.

**Table 1.1: Historical Population 1950-2000**

1950	1960	1970	1980	1990	2000
173	173	280	404	389	466

U.S. Census Bureau

### **Population Projections**

In Table 1.2, population projections through 2020 are displayed using three different projection methods. All three methods used to project Casey's population over the next 20 years show an increasing population. While differing in absolute numbers, the projections reveal a similar pattern: a modest, continued growth through the year 2020. For clarification on how these projections were generated see footnote.<sup>1</sup> Figure 1.1 charts both the historical population as well as the projected population change through 2020.

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<sup>1</sup>

Historical Average:

Model based on the historical average 10-year growth rate for the period 1950-2000. Derived historical growth rate (x) is applied to year 2000 population in order to generate 2010 figure.

Linear Regression Model:

Prediction of future population based on historic values. Regression fits a line through a set of observations using the "least squares" method.

20-Year Historical Average:

Population model which uses the historical average for the period 1980-2000.



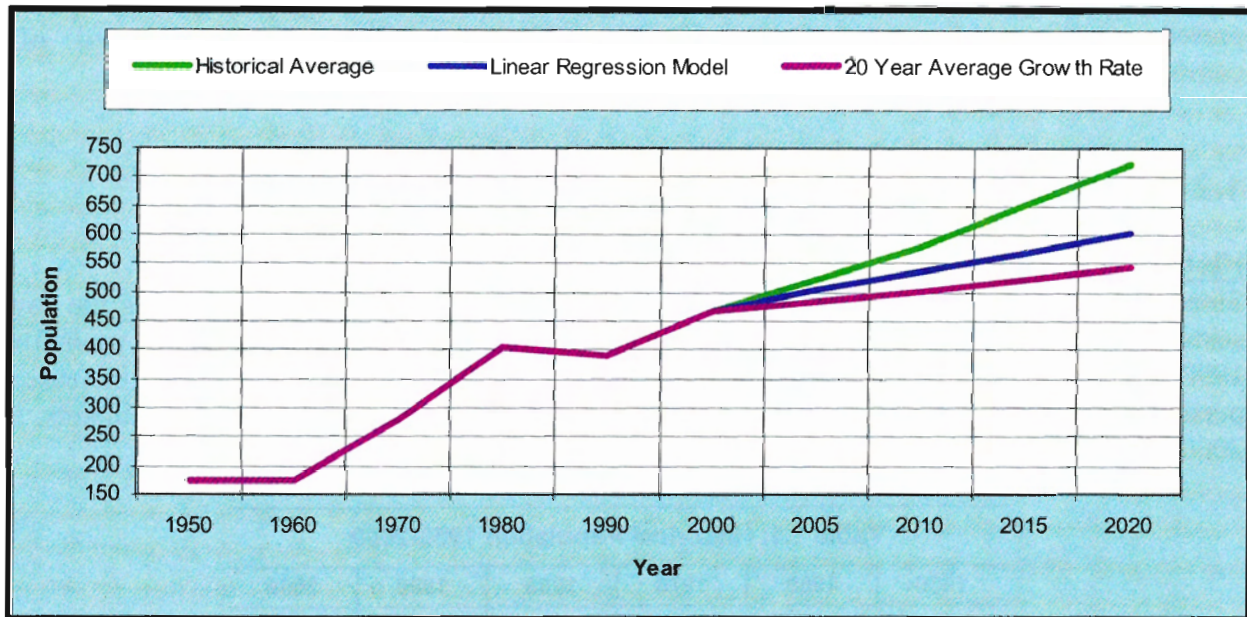
**Table 1.2: Population Projections, 2005-2020**

	2005	2010	2015	2020
Historical Average	523	580	651	722
Forecast (Linear Regression)	506	538	570	602
20 Year Average	485	503	524	544

Source: NWRPC

**Figure 1.1**

**Historic Population: 1950-2000  
Population Projection: 2005-2020**



Source: U.S. Census Bureau 1950-2000; NWRPC 2005-2020

Population projections represent estimates of future population change based on historical information. Actual future population growth will be based on many social and economic factors. Unforeseen events or changes in social or economic conditions may cause dramatic deviations from the projected future values.

Linear regression projections generally to be the most conservative estimates due to the lack of population growth occurring between 1950 and 1960 and their overall generalizing effects and is used in the projections in Table 1.2. The historical growth rate is typically a mid-range estimate based on the average growth rate from 1950 to 2000. The 20-year growth rate actually produced the lowest estimates due to the large decline in growth occurring between 1980 and 1990. Barring unforeseen changes, population growth in Casey will occur and likely at a rate at least equivalent to or exceeding the 20-year growth rate. It is expected that net in-migration will continue to drive population growth as more retirees relocate to places within the county, especially the lake areas. Town of Casey housing projections in the Housing Element are based on the 20-year growth rate.

## Factors Affecting Population Change

Population change factors in the Town of Casey may include:

- the relatively new phenomenon of home-based electronic businesses,
- the conversion of seasonal residences into permanent residences,
- continued lakeshore development,
- attractiveness of the area's natural resources,
- affluent people choosing to buy homes and retire in the area, and
- the overall ability of the region to provide a quality of life that is comfortable with access to goods, services, and economic activities to satisfy the town's current population and attract new people.

## 1.3 AGE DISTRIBUTION AND DEMOGRAPHIC TRENDS

In the years between 1990 and 2000, the Town of Casey saw a decrease in children under 5 years old, persons age 5 to 14, and persons age 25 to 34. Conversely, the town saw an increase in all other age groups. The group that increased most was age 45 to 54. They gained 59 people: a 295 percent increase from 1990. Table 1.3 illustrates the net gain/loss and percent change for each age group, while the population pyramids in Figure 1.2 represent a visual depiction of the age categories for 2000 in the Town of Casey.

**Table 1.3: Demographic Change, 1990-2000**

Age category	Change in Absolute Numbers: 1990-2000	Percent Change: 1990-2000
Under 5	-2	-8.3%
5 to 14	-20	-30.8%
15 to 24	16	106.7%
25 to 34	-21	-43.8%
35 to 44	12	17.9%
45 to 54	59	295.0%
55 to 64	15	30.0%
65 to 74	13	19.4%
75 to 84	4	14.3%
85 and over	1	20.0%
Selected age categories		
All inhabitants under 14	-22	-24.7%
All inhabitants under 24	-6	-5.8%
All inhabitants over 65	18	18.0%
All inhabitants over 75	5	15.2%

Calculated from US U.S. Census Bureau data, 1990 & 2000(STF-1A)



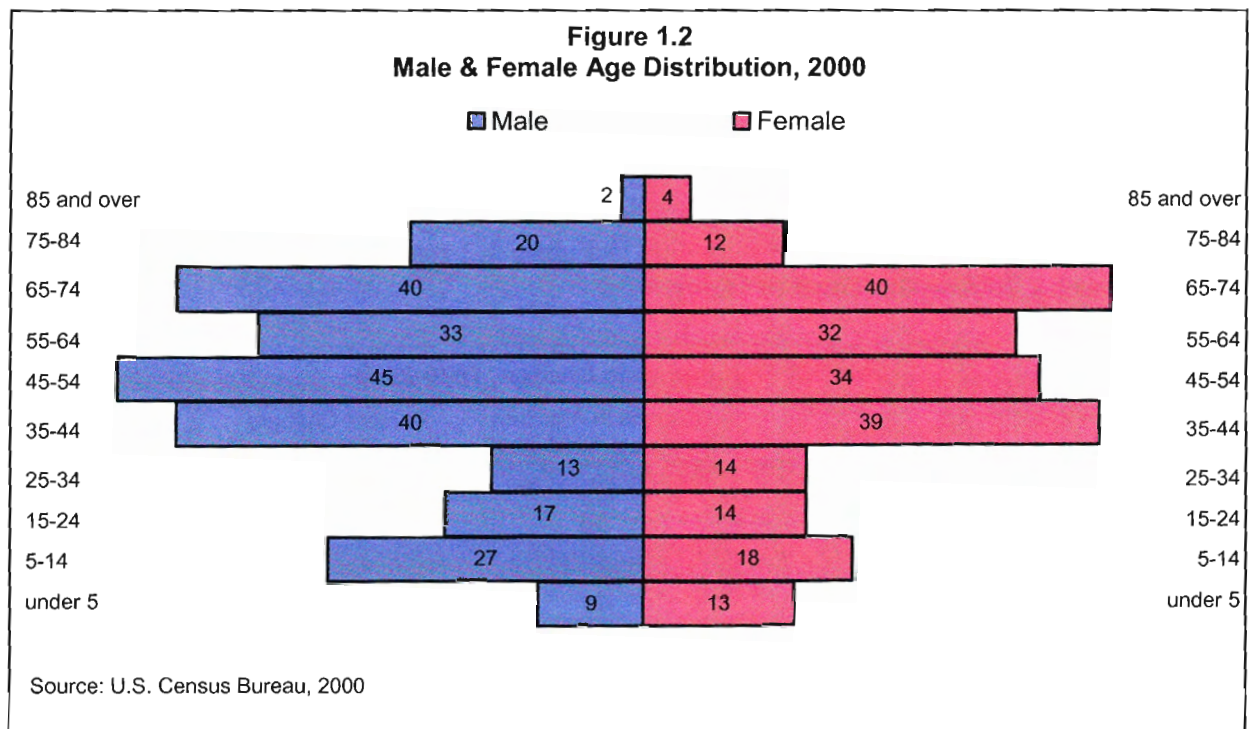
## 1.4 HOUSEHOLD CHARACTERISTICS

### Households

The 2000 U.S. Census identifies 213 households in the Town of Casey. Of these, 147 (69.0%) are family households and 66 (31.0%) are non-family households. Almost 50 percent of households in the town are two person households, which is close to the average household size of 2.19 persons. This is slightly less than the countywide average of 2.39 persons.

### Household Characteristics

Table 1.4 reveals the composition and characteristics of households in the Town of Casey. Definitions for US Census Bureau terminology are presented following Table 1.5.



**Table 1.4: Household Characteristics**

	Total	Percent of all households
<b>TOTAL HOUSEHOLDS</b>	213	100.0%
Family Households (families)	147	69.0%
Male Householder	128	60.1%
Female Householder	19	8.9%
Married couple-family with children	29	13.6%
Other family	18	8.4%
Non-family Households	66	31.0%
Male householder	41	19.2%
Female householder	25	11.7%
Householder age 55 or older	111	52.1%
1 persons in household	59	27.7%
2 persons in household	102	47.9%
3 persons in household	20	9.4%
4 persons in household	21	9.9%
5 persons in household	7	3.3%
6 persons in household	4	1.9%
7 or more persons in household	0	0.0%
Average household size	2.19	(x)
Average family size	2.62	(x)

Source: U.S. Census Bureau, 2000

(X) Not applicable.

## **Household Projections**

In Table 1.5, household projections for the Town of Casey are displayed through the year 2020. Over the next 20 years, the town is projected to gain 50 households (approximately 3 per year), an increase of 23.5 percent.

**Table 1.5: Households 1980-2000, Projected Households 2005-2020**

	1980	1990	2000	2005	2010	2015	2020
U.S. U.S. Census <sup>f</sup>	158	169	213	--	--	--	--
NWRPC <sup>2</sup>	--	--	--	221	235	249	263

Source: <sup>1</sup>U.S. Census Bureau

<sup>2</sup>NWRPC

## **Definitions**

**Households-** A person or group of persons who live in a housing unit. These equal the count of occupied housing units in a traditional U.S. Census.

**Householder-** This is the person or one of the people in whose name the house is owned, being bought or rented.

Family Households (families)- Includes a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption.

Married-couple family- A family in which the householder and his or her spouse are enumerated as members of the same household.

Other family- A male or female householder with no husband or wife present.

Non-family Household- A householder living alone or with non-relatives only.

Average Household Size- A measure obtained by dividing the number of people in households by the total number of households.

Average Family Size- A measure obtained by dividing the number of people in families by the total number of families.

Per-Capita Income- Calculated as the personal income of the residents of an area divided by the population of that area.

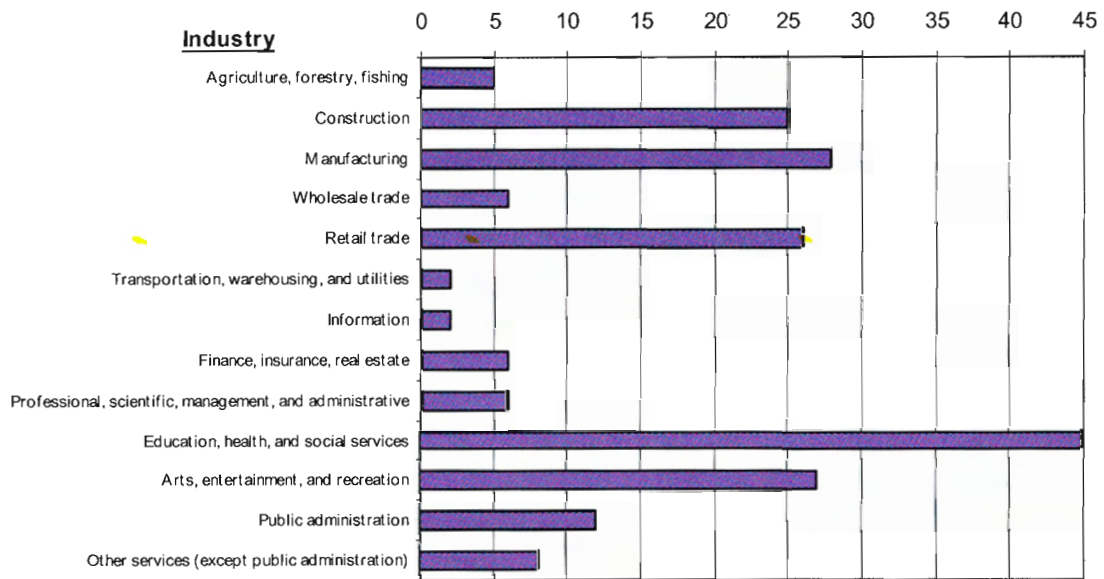
Median Household Income- The average income received in the previous calendar year by all household members 15 years old and over, including household members not related to the householder, people living alone, and others in non-family households.

## **1.5 EMPLOYMENT, INCOME, AND POVERTY STATISTICS**

### **Employment Characteristics**

The 2000 U.S. Census reports the Town of Casey's employed civilian labor force is 198 persons. These individuals are employed civilians (not members of the armed services) who are age 16 years and older and not in institutions such as prisons, hospitals, or nursing homes. As indicated by Figure 1.3, most of the town's employed civilian labor force (45) work in the fields of education, health, and social services.

**Figure 1.3: Employment by Industry 2000**

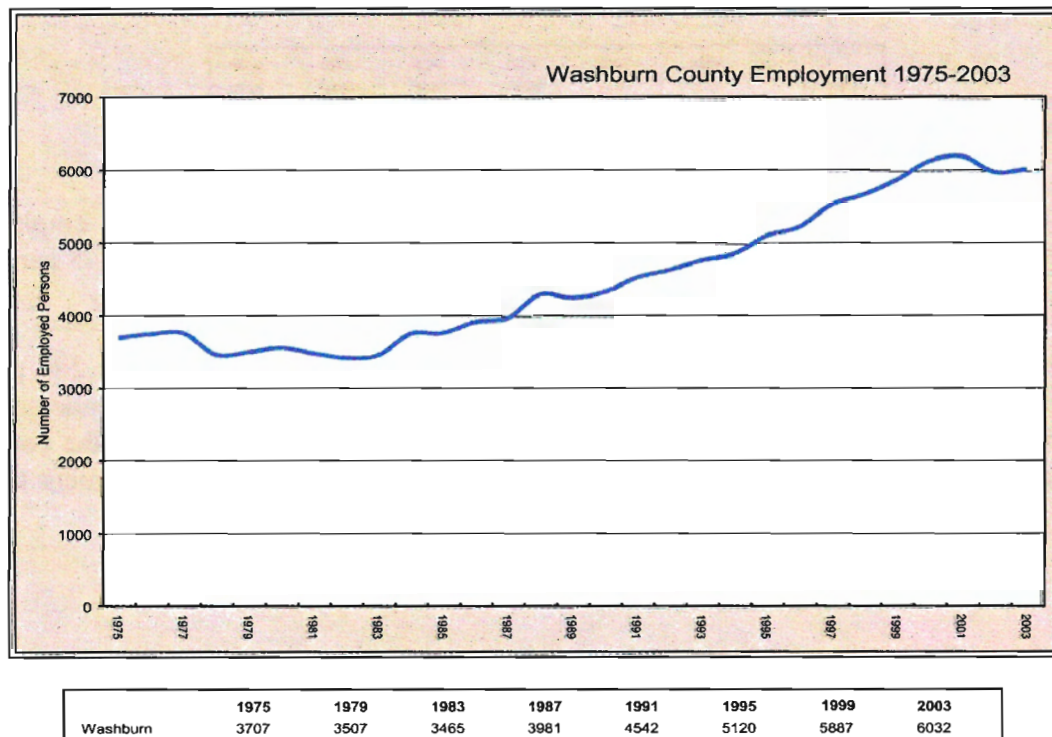


Source: U.S. Census 2000

### Washburn County Employment Forecasts

Based on data from the Wisconsin Department of Workforce Development (DWD), highlighting the number of jobs with employers located in Washburn County from 1975 to 2003, employment projections were developed to 2030. Figure 1.4 shows the employed persons for 1975 to 2003 and Figure 1.5 shows not only the past employment data but also the employment projections for future years to 2030.

**Figure 1.4: Washburn County Employment, 1975-2003**

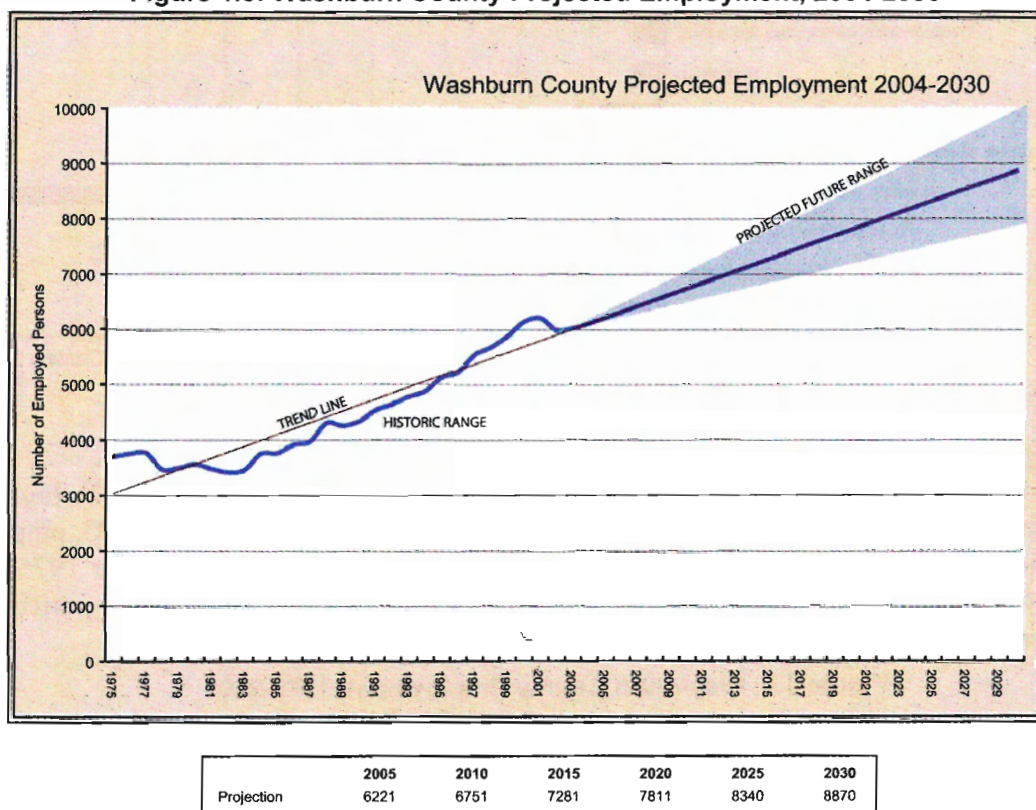


Source: U.S. Census Bureau, 2000



Employment projections for Washburn County were derived by analyzing the local employment data from 1975-2003. The “trend line” in Figure 1.5 depicts a “best fit” of the known data values and a projection of the future data values. The shaded area in Figure 1.5 represents a range of probability, meaning that it is more likely that the future value will fall somewhere within this range rather than directly along the trend line. This is a very simplistic model to be used for general planning purposes. The Wisconsin DWD will develop more detailed county projections.

**Figure 1.5: Washburn County Projected Employment, 2004-2030**



Source: NWRPC projections

According to the 2000 U.S. Census, 7,145 persons were employed, a 45 percent employment rate. Forecasts were done using projected population estimates and assuming that 45 percent of the population will be employed in the next 20 years.

In 2000, education, health, and social services lead the county in job type with 1,286 persons employed. Manufacturing is at a close second with 1,186 jobs and third is retail trade at 1,010. Predictions indicate that by 2020, these same three employment sectors will lead the county in employment. Table 1.6 on the displays forecasted Washburn County job employment through 2020.

**Table 1.6: Washburn County: Employment by Job Type 2000, Forecasts 2005-2020**

Job Categories	2000	% Employed in 2000	2005	2010	2015	2020
Ag., forestry, fishing & mining	389	5.4%	411	433	458	483
Construction	647	9.1%	684	720	761	803
Manufacturing	1,186	16.6%	1,253	1,320	1,396	1,471
Wholesale Trade	155	2.2%	164	173	182	192
Retail Trade	1,010	14.1%	1,067	1,124	1,188	1,253
Transportation & warehousing	402	5.6%	425	447	473	499
Finance, insurance, real estate	280	3.9%	296	312	329	347
Information	80	1.1%	85	89	94	99
Professional, management, admin.	278	3.9%	294	309	327	345
Education, health & social services	1,286	18.0%	1,359	1,431	1,458	1,595
Arts, entertainment & recreation	638	8.9%	674	710	751	791
Public administration	413	5.8%	436	460	486	512
Other services	381	5.3%	403	424	448	473
Total	7,145		7,549	7,952	8,352	8,863

Source: U.S. Census &amp; NWRPC Projections

### Occupational Categories

The 2000 U.S. Census identifies most employed Town of Casey residents work in management and professional occupations. Table 1.7 illustrates the occupational status of Town of Casey residents.

**Table 1.7: Occupations 2000 (Employed civilian population 16 years and over)**

Occupation	Number
Management, professional, and related occupations	72
Service occupations	32
Sales and office occupations	29
Farming, fishing, and forestry occupations	3
Construction, extraction, and maintenance occupations	25
Production, transportation, and material moving occupations	37
<b>Total</b>	<b>198</b>

Source: U.S. Census 2000

### Household Income

Of the town's 210 households, 68.6 percent report an annual income of over \$25,000, while the remaining households (31.4%) report annual incomes below \$25,000. Over 22 percent of households earn in excess of \$ 50,000 per year, while 15 percent earn less than \$ 15,000 annually. Table 1.8 reports in more detail the average annual income for households in the Town of Casey.

**Table 1.8: Household Income**

Annual Income	Number of Households	Percent of Households
Less than \$10,000	23	11.1%
\$10,000 - \$14,999	8	3.9%
\$15,000 - \$24,999	34	16.4%
\$25,000 - \$49,999	84	40.6%
\$50,000 - \$99,999	47	22.7%
\$100,000 and over	11	5.3%

Source: 2000 Decennial U.S. Census

### **Median Income, Per Capita, and Poverty Level**

The 2000 U.S. Census reports a median household income of \$33,125 in the Town of Casey. This figure is lower than both the median level for Washburn County and the state as indicated in Table 1.9. Per capita income for Casey is higher than that of the county but only a bit lower than the state average. Percent of inhabitants below the poverty level is identified as being in between the county and the state percent.

**Table 1.9: Town of Casey, Washburn County, and the State of Wisconsin:  
Median Household Income, Per Capita Income and Poverty Levels**

	Town of Casey	Washburn County	State of Wisconsin
Median Household Income	\$33,125	\$33,716	\$43,791
Per Capita Income	\$20,611	\$17,341	\$21,271
Percent of inhabitants below poverty level	8.8%	9.9%	8.7%

Source: 2000 Decennial U.S. Census

### **Washburn County Labor Force**

A community's labor force is that portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to Wisconsin Department of Workforce Development (WDWD) data, 7,469 county residents were employed in 2002. The lowest unemployment rate attained in the past 10 years was 5.7 percent (1999 and 2000). It has increased since that time to 7.1 percent in 2002. Table 1.10 below depicts Washburn County Labor Force statistics in more detail.

**Table 1.10: Washburn County Labor Force Data**

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Labor Force	6,976	7,081	7,265	7,575	7,835	7,820	7,680	8,061	8,306	8,044
Employed	6,444	6,543	6,781	7,127	7,329	7,355	7,246	7,599	7,785	7,469
Unemployed	532	538	484	448	506	465	434	462	521	575
Unemp. Rate	7.6	7.6	6.7	5.9	6.4	5.9	5.7	5.7	6.3	7.1

Source: Wisconsin Department of Workforce Development



## 1.6 EDUCATIONAL ATTAINMENT

The 2000 U.S. Census identifies 347 town residents aged 25 and over; of this age group, 284 (81.8 %) have attained a high school education. Table 1.11 below details the educational attainment of Casey residents.

Table 1.11: Educational Attainment		
Highest level of education attained	Number of Residents Aged 25 and Older	Percent of all Town of Casey Residents
Less than 9 <sup>th</sup> Grade education	17	4.9%
9 <sup>th</sup> to 12 <sup>th</sup> education, no diploma	46	13.3%
High School Diploma	100	28.8%
Some College, No Degree	80	23.1%
Associate Degree	11	3.2%
Bachelor's Degree	67	19.3%
Master's Degree or Professional Degree	26	7.5%

Source: 2000 Decennial U.S. Census

## 1.7 KEY PLANNING ISSUES AND OPPORTUNITIES

To guide the planning process, the Town Comprehensive Planning Committee directed a number of efforts to ensure that this comprehensive plan is based on a vision shared by Casey residents. The results are summarized below.

### **Town of Casey Comprehensive Plan "Public Participation Plan"**

Wisconsin's comprehensive planning law requires municipalities to adopt written procedures that are designed to foster a wide range of public participation throughout the planning process. The main goal of this plan is to make all citizens of Casey aware of the progress of the comprehensive planning process occurring in the town and to offer the public opportunities to make suggestions or comments during the process.

In adhering to the requirement of developing and adopting a public participation plan, on January 13, 2005 the Town of Casey adopted a plan for use in the overall development of the Casey Comprehensive Plan.

### **Community Survey**

The town mailed a survey to all landowners in January 2002. Out of the 776 surveys that were sent, 303 completed surveys were returned to Northwest Regional Planning Commission. This results in a response rate of 39.0 percent. The survey included questions to gather basic demographic data, ascertain resident assessments of current situations, and to obtain opinions regarding the town's future.

### **Issues Identification and S.W.O.T. Analysis Workshops**

The town held its issues identification meeting in January 2002 and a S.W.O.T. (strengths, weaknesses, opportunities, and threats) meeting in February 2002. The purpose of the issues meeting was to identify issues the town faces specific to seven of the nine comprehensive

planning elements, while the SWOT workshop sought public opinions about the town's strengths, weaknesses, opportunities, and threats. Results of both the issues and S.W.O.T. meeting are available at the end of this chapter.

### **Town of Casey Open House**

On June 13, 2002, from 7 to 9 p.m., the Town of Casey held an open house/public input session at the town hall. The purpose of the open house was to discuss the results of the survey and to take comments from the public relating to issues and SWOT comments developed by the comprehensive planning committee. An additional open house was held on Saturday, August 28, 2004 at 10 a.m. to discuss and review the final draft of the comprehensive planning document.

### **Public Hearing**

A formal public hearing on the comprehensive plan and adopting ordinance was held on September 4, 2004. In advance of that hearing, the town provided copies of the plan to surrounding governments and other parties under the requirements of the comprehensive planning legislation.

## **1.8 OVERALL GOAL STATEMENT**

The Town of Casey has prepared a number of goals and objectives that include actions and policies in addressing land use activities of the town. For purposes of this planning process, actions identified through the plan are also defined as policies. The goals and objectives are intended to assist the town board and local property owners in implementing actions deemed important and in the interest of the community. It is imperative the set of goals, objectives, actions, and policies described in this plan are implemented to fully achieve the desired outcome. A full set of the goals, objectives, and activities are included in the implementation element of this plan.

The overall goal is to maintain the quality of life in the Town of Casey. To do this the overall objective of the Town of Casey is to guide future development and redevelopment of the community in a manner consistent with the element goals, objectives, actions, and identified programs contained in this document. The overall policy is to adopt and implement the comprehensive plan and continue to work with the county and adjacent and overlapping jurisdictions. The overall programs outlined throughout the recommendations and action plan represent the methods to achieve the overall plan goal.

## **1.9 RESULTS OF ISSUES AND IDENTIFICATION PROCESS**

**Town of Casey**  
January 17, 2002

### **HOUSING**

- Corridor development: (example) no mobile homes in certain areas (lakeshores)
- Parcel size/acreage required?
- Environmental impacts of developments (example- ability to handle wastes generated, seepage)
- Seasonal residents vs. fulltime additional or differential treatment?
- Homes that are not abandoned but maybe should be
- Mobile homes are an area to be considered
- Future multi-family regulations

### **TRANSPORTATION**

- Prioritize town roads for improvements and maintenance
- More control input of recreational corridors and their use, be it county, fed or town
- Handicapped facilities at areas such as public landings
- Greater control and regulation of recreational vehicles such as ATV's
- Snowmobile corridors to alleviate them from using town roads, just crossings more trails needed
- Senior transportation, need more if and when population continues to age so that seniors can get to town, utilize services – build pickup areas
- Investigate the building of more connector roads between major thoroughfares

### **UTILITIES AND COMMUNITY FACILITIES**

- Using town hall for more services to residents (example) meals on wheels – more money needed, handicapped facilities improvements
- Need input into utility decisions such as power-line construction and maintenance of existing lines
- Drive-up voting or other appropriate services
- Develop guidelines for billboards and signage/residential kiosk signs
- Disposal/collection facilities for recyclables and other waste items
- Present and future planning for town cemetery
- Gasoline expansion
- Better inspections or info to residents regarding septic control

## **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

- County forest lands – town has no input – also logging practices (example) clear-cutting right to road
- Return county lands to township and find limits to how much county can own in a township – return to tax base
- Keep zoning “forest”
- More cooperation between residents and county government
- Limited access to smaller lakes (big boats – eliminate through selective landing construction – jet skis – ban?)
- Investigate park possibilities around town hall
- Sale of agricultural property – development requirements

## **ECONOMIC DEVELOPMENT**

- Promote commercial, eliminate industrial or change to conditional use – no more industrial zoning period!
- Maintain present atmosphere of township – residential w/appropriate commercial properties
- Home “industries” when they expand – how to regulate

## **INTERGOVERNMENTAL COOPERATION**

- Need more cooperation with county – also inter-township cooperation
- More input from town at higher levels of government rather than only trickle down to town level
- More proactive communication and coordination opposed to reactive (county woods/town roads)
- Open or keep lines of communication open between adjacent townships and county with regards to shared responsibilities

## **LAND USE**

- Protection of wetlands – goes too far – inconsistent regulations
- Selective as opposed to clear-cut logging
- Maintain traditional township atmosphere, residential, no industrial – appropriate commercial
- Maintain present zoning cooperation with county with adequate input from town
- Eliminate future industrial zoning
- Adequate building setbacks from road
- Update zoning classification as appropriate

## 1.10 S.W.O.T. (STRENGTHS, WEAKNESSES, OPPORTUNITIES & THREATS) ANALYSIS

Town of Casey  
February 21, 2002

### **Strengths**

- Natural beauty of area
- Commercial businesses
- Good air/water quality
- Limited thoroughfare in town
- Lakes associations
- Youth camp
- Numerous lakes
- Cohesive residential citizenry – good character
- Above average road system
- Low population - not much can be taken away
- Tourism/summer residents/hunting camps

### **Weaknesses**

- Too much public land
- Low population (tax base)
- Lack of local input over public land usage
- Inadequate trail system for ATV's and snowmobiles/lack of control
- Lack of walking/hiking/ski trails
- Lack of senior citizen facilities
- Remoteness from emergency services
- Sand roads – difficult maintenance
- Lack of citizen involvement

### **Opportunities**

- Potential of expanding usages of town hall/remodeling – Community Center concept
- Develop different trail systems for different user groups
- Getting grants or other sources of money for new and existing projects
- Collaboration with other municipalities for
  - Watershed management
  - Diverting public lands back to private sector (county forest lands)
- Investigate promotion of new commercial enterprises
- Develop better communication system with seasonal residents

### **Threats**

- Department of Natural Resources
- Lack of future government funding i.e., shared revenues
- History of forest fires
- Uncontrolled development
- Will municipal strategic growth plans really be used by county? If not, this is a threat.
- Conflicts in recreational land motorized versus pedestrian – also on water recreational “toys” versus fisherman/swimmers
- Over-development of lakefront properties
- Zoning – present system needs overhaul
- Septic systems
- Clear-cutting
- DNR lake and fish surveys – should be expanded to all lakes.
- Uncontrolled pet population.
- Absentee ownership proliferation and future lack of input from them and/or their controlling of the town.



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Element 2

Housing

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## **Element 2**

### **HOUSING**

#### **2.1 INTRODUCTION**

Usually, most rural towns contain a high percentage of single-family homes, often with few other housing types available. As new people move in and the population ages, (other types of housing will have to be given some thought) in order to provide the variety needed to meet the needs of residents. In developing a 20-year comprehensive plan for the Town of Casey, the existing housing stock has been reviewed and recommendations made to meet the housing needs to the year 2020.

#### **2.2 66.1001 REQUIREMENTS**

This element includes a compilation of background information, goals, objectives, actions and/or policies, and recommended programs of the Town of Casey to provide an adequate housing supply that meets existing and forecasted housing demands in the town.

#### **2.3 EXISTING HOUSING STOCK CHARACTERISTICS**

For the period 1980 to 1990, the Town of Casey exhibited an 11 percent increase in total housing units. From 1990 to 2000, the town saw an additional 32 new housing units, an 5.1 percent increase, putting total housing units according to the U.S Census Bureau at 657 in 2000.

**Table 2.1: Housing Characteristics**

	1980	1990	2000	2005	2010	2015	2020
Total Housing Units	563	625	657	765	860	971	1,092
Total Occupied Housing Units (Households)	158	173	213	248	279	315	354
Single Family Units (Owner-Occupied Units)	147	147	198	231	259	293	329
Renter-Occupied Housing Units	11	26	15	17	20	22	25
Seasonal Units	-	437	438	510	573	648	728
Average Household Size	2.55	2.32	2.19	2.04	1.93	1.81	1.7

Source: 2000 Census SF3 & NWRPC Projections

#### **Owner-Occupied Housing Units**

The majority of housing units in the Town of Casey are owner-occupied. In 2000, 198 (92.9%) of all occupied housing units were identified as owner occupied, representing a 7.9 percent increase from 1990. Projections indicate that owner-occupied units will continue to comprise the majority of all occupied units through 2020.



### **Renter-Occupied Housing Units**

Renter occupied units comprised only 7.0 percent of all occupied housing units in the Town of Casey in 2000. Projections indicate an additional ten renter-occupied units in the town by the year 2020.

### **Seasonal Homes**

While the town has traditionally not been a tourism or recreation destination, it has maintained a small number of homes identified as seasonal or for recreational use. This category includes all types of recreational uses, from summer homes to hunting cabins.

Trends that have been identified as taking place throughout northern Wisconsin in the past 10 to 15 years also may impact the Town of Casey. One is the conversion of seasonal homes into permanent residences, especially by individuals at retirement age; and two is the conversion of permanent homes into seasonal homes as area residents retire and spend winters in a more temperate climate. As no specific data exists on these trends for the Town of Casey, it is difficult to definitively describe where and at what rate these conversions are taking place. In the next 20 years, the town is expected to see 290 new housing units built for seasonal use.

### **Decline in Inhabitants per Occupied Housing Unit**

A trend common to many northern Wisconsin townships and rural areas in general is the gradual decline of inhabitants per occupied household. Table 2.1 indicates that in 2000 the Town of Casey had an average of 2.19 persons per household, representing a decline from the 1980 level of 2.55. Projections indicate that by 2020, the town will have an average of 1.7 persons per household. The central trends causing this decline include the out migration of inhabitants over the age of 18 for work or school, overall smaller family sizes, fewer families with children moving into the town, fewer children being born to Town of Casey residents, and a steady divorce rate. Additionally, many households are composed of retired couples or are single person households.

### **Projected Housing Needs**

Future growth or decline in housing units can impact local units of government significantly. Each housing unit requires public services from fire protection to addressing and tax assessment. Projecting future housing units in the Town of Casey will assist local town government in planning for future growth.

According to the Census Bureau, the Town of Casey has experienced a significant increase in total housing units since 1980. During the 20-year period from 1980 to 2000, 94 new housing units were constructed. Based upon past trends, total housing units in Casey will continue to increase to the year 2020. In 2000, the Town of Casey had 657 units, with projections indicating that by 2010, the town will have 860 units and 1,092 units by 2020. The projected growth indicates an average of 18 new housing units per year through 2020.

### **Structural Characteristics**

Table 2.2 compares housing characteristics for the Town of Casey with the surrounding Towns of Scott (Burnett County), Brooklyn, Chicog, Evergreen, Trego, as well as Washburn County. In 2000, the town had a vacancy of 69.7 percent. According to the 2000 Census, seasonal, recreational, or occasional use accounted for 68.8 percent of that vacancy, leaving a “true”

vacancy of 0.9 percent. These seasonal, recreational, or occasional uses likely are around areas where lakes are abundant. The town's median housing value in 2000 (\$111,800) was higher than all surrounding towns, except for the Town of Scott in Burnett County.

**Table 2.2: Housing Comparisons**

	Town of Casey	Town of Brooklyn	Town of Chicog	Town of Evergreen	Town of Trego	Town of Scott	Washburn County
Total Housing Units	657	227	476	530	528	916	10,814
% Vacant (true)	.9 %	3.1%	2.3%	3.2%	2.5%	1.1%	3.6%
*Median Housing Value	\$111,800	\$86,100	\$81,400	\$74,500	\$93,600	\$140,100	\$84,600

Source: U.S. Census 2000

\* All specified owner-occupied units

### **Housing Stock**

Understanding the relative age of the housing stock is a good indicator of the quality and condition of the available housing stock. A little over 30 percent of the homes in the Town of Casey were built before 1960 (40+ years ago), which might indicate that the need for repair and maintenance of these homes in the town is likely over the 20-year planning period. Table 2.3 lists the percent of the town's total housing stock by year built. **Note: Data based on SF3 sample data.**

**Table 2.3: Housing Stock**

Year Structure Built	% of Total Housing Stock
1999 to March 2000	1.8%
1995 to 1998	10.7%
1990 to 1994	5.0%
1980 to 1989	26.6%
1970 to 1979	14.3%
1960 to 1969	10.7%
1940 to 1959	18.6%
1939 or earlier	12.3%
<b>Total</b>	<b>100%</b>

### **Units in Structure**

The 2000 Census reports that of the total housing units, 617 (91.3%) are 1-unit detached, 2 (0.3%) are 1-unit attached, while 43 (6.4%) are mobile homes. **Note: Data based on SF3 sample data.**

### **Heating Fuel**

Of the occupied housing units, 143 (67.1%) are identified as using bottled, tank, or LP gas as their primary source of heat. Table 2.4 illustrates other means of heating fuel that are used in the Town of Casey. **Note: Data based on SF3 sample data.**

**Table 2.4: Home Heating Fuel**

Type of Fuel	Number
Utility Gas	2
Bottled, tank or LP gas	143
Electricity	20
Fuel oil, kerosene, etc	11
Coal or coke	-
Wood	29
Solar energy	-
Other fuel	-
No fuel used	-

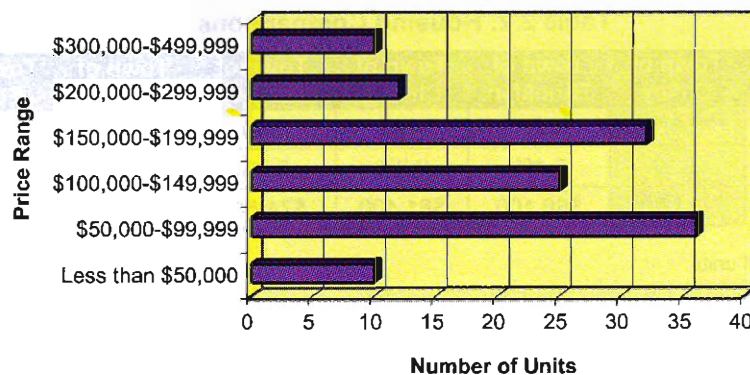
Source: U.S. Census 2000 (DP-4)

### **Housing Market**

The MLS (Multiple Listing Service) database was used to determine the number of off-water residential listings and prices within Washburn County as of January 7, 2003. This database does not include residential properties for sale through private individuals. There were two residential properties in the Town of Casey listed in the MLS system on January 7, 2003. Within Washburn County, 125 off-water listings were found, ranging in price from \$29,900 to \$499,000. The average sale price of residential listings was

\$129,346. Figure 2.1 depicts the number of listings in the MLS system and price ranges of residential, off-water properties in Washburn County.

**Figure 2.1: Washburn County Residential Listings (off-water)**

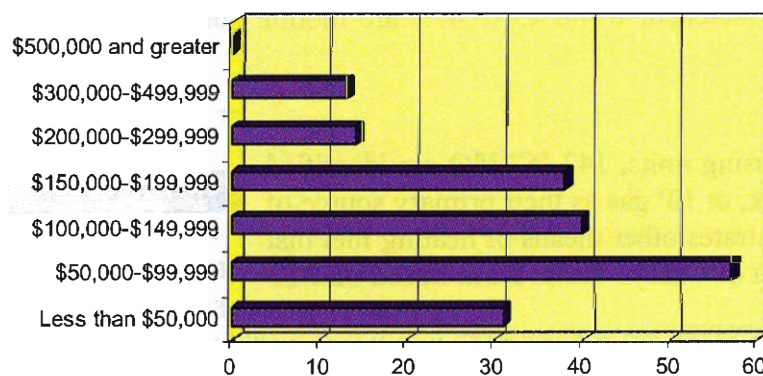


Source: MLS January 7, 2003

### **Value of Existing Housing**

The 2000 Census Bureau identifies the value of all owner-occupied housing units in the Town of Casey. Of the owner-occupied housing units in the Town of Casey, 40 (30.8%) are valued between \$50,000 and \$99,999, while 15.4 percent of owner-occupied homes are valued under \$50,000. Figure 2.2 gives a detailed breakdown of existing housing values in the Town of Casey. **Note: Data based on SF3 sample data.**

**Figure 2.2: Value of Existing Housing Units**



Source: MLS January 7, 2003

### **Affordability Analysis**

For low-income households, housing affordability is a great concern. According to the US Department of Housing and Urban Development (HUD), it is suggested that households spend 30 percent or less of their income on housing related expenses. HUD defines low-income levels based upon median household income and the number of family members.



Table 2.5 depicts housing affordability based on HUD income categories. Low and moderate-income (LMI) households in the Town of Casey have an income cutoff limit of \$26,500 per year. This represents those households earning 80 percent of the median (\$33,125) value for all households in the town. Extremely low income households, those earning less than 30 percent of the median per year (\$9,938) are the group of most concern with regards to housing affordability.

**Table 2.5: Housing Affordability**

Percent of Median Income	2000 Annual Household Income <sup>1</sup>		Affordable Monthly Housing Costs		Estimated Affordable Home Price <sup>2</sup>		# Listings (countywide)
	Low	High	Low	High	Low	High	Homes
Extremely Low Income (0 % to 30 %)	\$0	\$9,938	\$0	\$248	\$0	\$9,947	0
Very Low Income (30% to 50%)	\$9,938	\$16,563	\$248	\$414	\$9,947	\$16,580	0
Low Income (50% to 80%)	\$16,563	\$26,500	\$414	\$663	\$16,580	\$59,309	14
Low-Median (80% 100%)	\$26,500	\$33,125	\$663	\$828	\$59,309	\$89,152	40(1)

(1) = 1 unit in the Town of Casey

As of April 2004, no homes were on the countywide housing market (MLS listings) at prices considered to be affordable to extremely low and very low-income households. Housing opportunities for low-income households were available (13 homes – countywide).

The affordable monthly housing costs in Table 2.5 would also apply to rental units. The 15 town rental units reporting were assessing monthly rents of \$350 to \$799 a month. Those households at the high end of the extremely low-income category may be able to afford monthly rents up to \$248 per month. Very low- income households may be able to afford monthly rental costs up to \$414 per month.

### **Property Taxes**

Property taxes can have a significant impact on housing affordability. Home ownership can be put out of reach of low-income families who otherwise may be able to afford a \$400 per month mortgage payment but cannot afford the additional \$100 per month in property taxes. Property taxation is directly correlated with assessed valuation of land and property. Demand for rural land and waterfront property in Washburn County has caused substantial increases in land value. The increased land valuation coupled with rising government and school costs has caused significant increases in taxes assessed to Washburn County property owners. According to the comprehensive planning survey, nearly 60 percent (69.6% Casey) of Washburn County property owners were not satisfied with the current property taxation.

The Town of Casey's effective full value tax rate in 2002 was .01482, or \$14.82 per \$1000 of valuation. This equates to \$1,482 (less credits) annually in net property taxes on a \$100,000 home. On the same home this tax rate would add an additional \$123.50 to the monthly mortgage payment.

<sup>1</sup> Unadjusted figures

<sup>2</sup> Based on 20-year mortgage financed at 6%, with 10% down payment.

## 2.4 HOUSING PROGRAMS

The Wisconsin Comprehensive Planning legislation requires that the Town of Casey compile a list of programs to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit.

**Washburn County Housing Authority** - The Washburn County Housing Authority contracts with Impact Seven, Inc. to manage housing projects in the Village of Birchwood, City of Shell Lake, and the City of Spooner. The authority is comprised of a five-citizen committee who oversees and gives direction to Impact Seven, Inc. on budget, finance, and administrative duties.

**Washburn County Housing Rehabilitation Program (RLF)** - Washburn County maintains a revolving loan fund to assist income eligible families, low- to moderate-income, make necessary repairs to their homes. The program provides owner-occupied and rental unit rehabilitation including repairs such as the replacement of windows, roof, siding, furnace, electrical, septic, and wells. Owner-occupied funds made available to eligible recipients is based on a deferred payment plan with a zero percent interest rate and is payable at the time when the home is no longer the mortgage holders primary residence. Renter-occupied funds are based on a low interest rate and monthly repayment plan. Homebuyer funds are available to assist with down payment and closing costs and are based on a deferred payment plan with a zero percent interest rate, payable at the time when the home is no longer the mortgage holders primary residence.

**WHEDA (Wisconsin Housing and Economic Development Authority)** - The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness.

**USDA-Rural Development** - Rural Development administers federal funds to help secure loan options to assist low-moderate income families with home purchase and rehabilitation. Rural Development generally funds individuals who cannot obtain conventional financing.

**CDBG (Community Development Block Grant) Housing Rehabilitation** - CDBG funds are available through HUD (Housing and Urban Development). These funds are available to public or private entities to help offset rehabilitation costs to homeowners, renters, and landlords. These funds are in the form of percent interest / deferred payment loans.

**Northwest Affordable Housing Inc.** - Northwest Affordable Housing Inc. is a 501(c)(3) non-profit organization that is able to obtain funds that are not available to the general public for the purpose of promoting affordable and accessible housing for low and moderate-income persons.

**HCRI (Housing Cost Reconstruction Initiative)** - This organization provides federal funds for housing down payment and closing costs to low-moderate income families. HOME funds are available for the rehabilitation of these homes after the purchase.

**Indianhead Community Action Agency** - This agency provides weatherization (insulation, windows, doors, energy efficient furnaces etc...) or anything that helps homeowners with even the most modest or extensive home repairs.

## 2.5 HOUSING GOAL, OBJECTIVES, AND ACTIONS

**Goal:** *An adequate range of housing opportunities to meet the varied needs of existing and future residents, while maintaining a predominantly rural atmosphere.*

- Objective 1. Encourage the enforcement of minimum uniform housing maintenance standards, i.e.; too many junk vehicles, excessive garbage and litter in yards, deteriorating structures, and health hazards.
  - a. Create an ordinance that enforces minimum uniform maintenance standards.
- Objective 2. Establish corridors to accommodate compatible housing development.
  - a. Identify areas within Town of Casey on future land use map regarding higher-density development.
- Objective 3. To preserve the rural character by increasing the minimum parcel size to accommodate structures.
  - a. Send a letter to Washburn County Zoning Board to increase minimum single-residence parcel size to 20 acres on non-lakeshore property.



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Element 3

Transportation

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## **Element 3**

# **TRANSPORTATION**

## **3.1 INTRODUCTION**

A quality transportation system that provides for the safe and efficient movement of people and goods is critical to community growth and development. The transportation network serving the Town of Casey provides connectivity to local and regional population centers, facilitating commerce and tourism. Local residents rely on the transportation network to provide access to outlying communities for jobs, recreation, and services.

Community land use and the transportation system are deeply intertwined, as land use patterns directly impact the need and demand for transportation facilities. Access to transportation opens areas to development by providing a linkage between the development, the larger transportation framework of the county and the region, and the local population centers. Additionally, transportation opportunities permit the import and export of both goods and services required by local businesses and farms.

## **3.2 66.1001 REQUIREMENTS**

This element includes a compilation of background information, goals, objectives, actions, policies, and recommended programs to guide the future development and maintenance of various modes of transportation in the Town of Casey. Given the town's rural setting, the primary focus is on highways and local roads. The element also compares the town's transportation policies and programs to other local, state, and regional transportation plans as required under Wisconsin State Statutes 66.1001.

## **3.3 TRANSPORTATION VISION AND VALUES**

The Town of Casey envisions managing demand for local transportation while providing an appropriate level of service to sustain community businesses. This can be achieved by providing for efficient and effective delivery of commercial, public, emergency services and through encouraging the use of multi-modal means of transportation. The Town of Casey also values a safe, efficient, multi-modal transportation network that is planned, well maintained, and which meets the current and future needs of residents, visitors, and community businesses.

## **3.4 FACILITIES INVENTORY AND CHARACTERISTICS**

### **Road Network**

The Town of Casey's roadway network is comprised of 75.41 miles of county, town and private roads. Roads within the community are classified by their functional use and by the level of



service they provide. Table 3.1 indicates the functional use of Casey's roadway network, while Map 3.1 visually depicts the local roadway functional classification in the Town of Casey.

*Note: The Town of Casey does not recognize Map 3.1 as an official road/zoning map. This map is intended for general and informational use only. For more specific information, please contact the Washburn County Zoning Department or the Washburn County Highway Department.*

Functional road classifications for rural areas include principal arterials, minor arterials, major collectors, minor collectors, and local roads.

**Principal arterials**- serves interstate and interregional trips. These roads generally serve urban areas greater than 5,000 in population.

**Minor arterials**- serves cities, large communities, and other major traffic generators providing intra-regional and inter-regional traffic movements.

**Major collectors**- provides service to moderate sized communities and links intra-area traffic to nearby larger population centers.

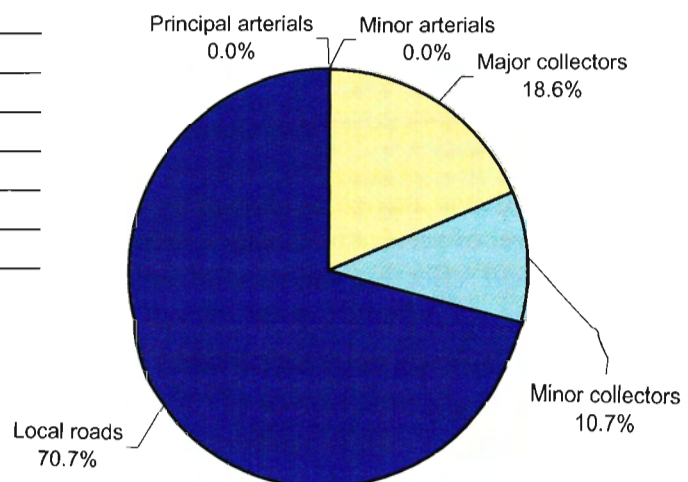
**Minor collectors**- these roads collect traffic from local roads and links them to all remaining smaller communities. All developed areas should be within a reasonable distance of a collector road.

**Local roads**- provides access for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

<b>Classification</b>	<b>Miles of Roadway</b>
Principal arterials	0.00
Minor arterials	0.00
Major collectors	14.02
Minor collectors	8.05
Local roads	53.34
<b>Total</b>	<b>75.41</b>

Source: WisDOT, District 8

**Figure 3.1: Percent of Town Roadway System**

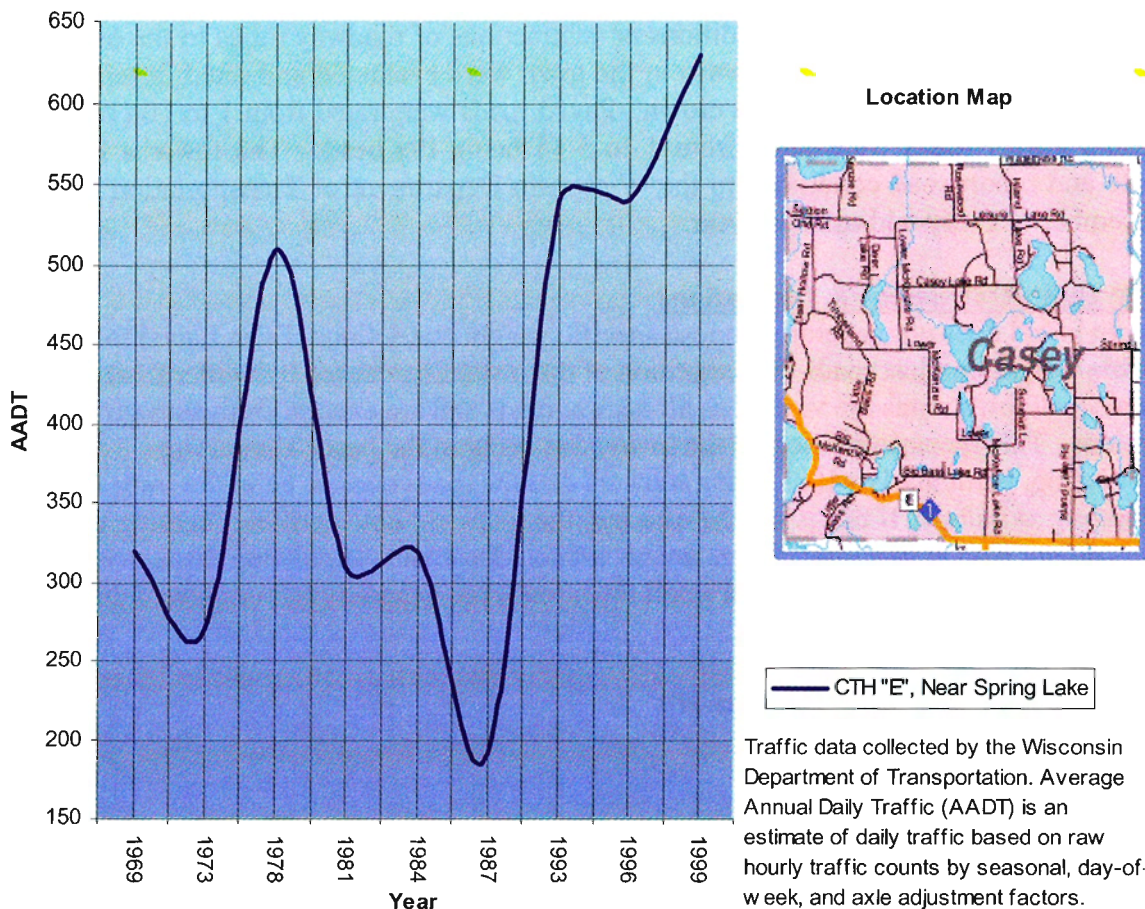


In the Town of Casey, Lower McKenzie Lake Road serves as the central road corridor providing residents and visitors access to the community, while CTH "E" and other local roads provide routes to homes and recreational destinations both within and beyond the town.

## **Traffic Volume**

Figure 3.2 depicts change in traffic volume at recording sites on roads passing through the Town of Casey. As is indicated in the graph, one site along CTH E has shown a high amount of traffic increase in the town measured since 1969.

**Figure 3.2: Average Annual Daily Traffic (AADT)**



Traffic volumes have generally increased throughout Washburn County. These increases can be attributed to two main factors. First, residents of the town and surrounding towns are making more frequent vehicular trips for shopping, commuting to work, and to recreational sites. Secondly, many areas of Washburn County have seen a significant increase in population density and the development of second homes owned by seasonal residents.

## **Intersection Accidents**

An inventory of traffic accidents at intersections was completed on a countywide level using a Wisconsin Department of Transportation (WisDOT) database. The database was queried to retrieve multiple accidents at intersections in the county, which occurred between January 1995 and December 2001. In the Town of Casey, no multiple intersection accidents were reported. Map 3.2, depicting multiple intersection accidents throughout the county can be found in the transportation element of the Washburn County Comprehensive Plan.

### **PASER Roadway Evaluation**

As a part of the comprehensive planning process, a Pavement Surface Evaluation Rating (PASER) of all town roads was completed in October 2003. The rating system is intended to assist the town in planning for roadway improvements and to better allocate its financial resources for these improvements. There are approximately 53 miles of roadways that the Town of Casey is responsible for repairing and/or maintaining throughout the year. This mileage may fluctuate from year to year due to additions or subtractions of roadway miles to the overall town system. During the inventory, roadways in the town were evaluated and rated in terms of their surface condition, drainage, and road crown. Paved roads were rated from 1 to 10 (10 being the best), and gravel roads were rated from 1 to 5 (5 being the best). The town is required to evaluate and report road conditions to the Wisconsin Department of Transportation (WisDOT) by December of every odd calendar year.

### **Road Weight Restrictions & Limitations**

The town board does not generally impose specific weight restrictions (Frost Laws) to lower the allowable weight on most roads in recognition of the instability caused by winter frost activity. In essence, all town roads are viewed as all-season roads and are exempt from springtime weight restrictions. This scenario has served the town adequately in the past. There is an understanding, particularly with logging truckers that the roads need to be in the same condition after hauling as before. If this is not the case and the roads are not capable of bearing up, logging truckers do not haul at that time. There are no written documents stipulating this agreement and none are planned at this time. Several small town roads are generally left unplowed during the winter months.

Roads allowed for use by snowmobiles are:

McKinley Lake Road

Pair O' Lakes Road between Lincoln Lake and McKinley Lake Roads

## **3.5 ROADWAY IMPROVEMENTS (TOWN, COUNTY, AND STATE)**

Improvements to local roads are critical for maintaining an adequate and safe roadway system. Future road improvements are generally based on current road conditions, with the intent to keep *all roadways intact and useable on a daily basis*. Future roadway improvements need to be *flexible because of the possibility of unforeseen emergencies or disasters that may arise from years-to-year or even day-to-day*. The Town of Casey has developed a schedule of road improvements. There are currently 16-scheduled town roadway improvements in the next four years.



Table 3.2: Selected Roadway Improvements, 2004-2006

Year	Sponsor	Road/Street	Location	Mileage	Type of Improvement
2004	Casey	Deer Hollow Road	.5 miles from Timberland Road southward	N/A	Re-engineer to town specifications
2004	Casey	Lower McKenzie Road	1.4 miles from Casey Lake Road north to Deer Lake Road	N/A	Re-engineer to town specifications, replacing culverts
2004	Casey	Casey Lake Road	.9 miles from Island Lake Road to Landing Road	N/A	Re-engineer to town specifications
2005	Casey	Lower McKenzie Road	1.4 miles from Casey Lake Road north to Deer Lake Road	N/A	Blacktop/hotmix
2005	Casey	Lower McKenzie Road	.5 miles from Deer Lake Road to Section 1 Road	N/A	Re-engineer to town specifications
2005	Casey	Casey Lake Road	1.1 miles from Island Lake Road to Landing Road	N/A	Blacktop/hotmix
2005	Casey	Pair-O-Lakes Road	.25 miles over Casey Creek	N/A	Replace culverts/raise road
2006	Casey	Lower McKenzie Road	.5 miles from Deer Lake Road to Section 1 Road	N/A	Blacktop/hotmix
2006	Casey	Pair-O-Lakes Road	.25 miles over Casey Creek	N/A	Blacktop/hotmix
2006	Casey	Section 1 Road	1 mile from Lower McKenzie Road to County Line	N/A	Re-engineer to town specifications
2006	Casey	Bass Lake Road	1.1 miles end of new blacktop west to Emerson Corners Road	N/A	Re-engineer to town specifications

Source: Town of Casey

### **Washburn County Road Improvement Plan**

The Washburn County Highway department has a road construction schedule in place for scheduled county road improvements for the next six years. Scheduled county road improvements slated for the Town of Casey include the rebuilding of County Road E between Island Lake and McKenzie Roads, and Little Bass Lake Road west to the Burnett County line in 2008. No conflicts with the Town of Casey Comprehensive Plan have been identified.

### **Wisconsin State Highway Plan**

The *Wisconsin State Highway Plan* focuses on the 11, 800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify any projects in the Town of Casey in the next 20 years. No conflicts with the Town of Casey Comprehensive Plan have been identified.

### **Corridors 2020**

*Corridors 2020* sets criteria for selected routes that go beyond traditional highway planning with the intent to enhance and improve all two-lane and four-lane highways connecting cities of 5,000 inhabitants or more. This does not pertain to the Town of Casey, as no corridor 2020 primary or secondary route passes through the town. No conflicts with the Town of Casey Comprehensive Plan exist at this time.

## **3.6 AIRPORTS AND AVIATION**

No scheduled passenger flights are available in the Town of Casey. The nearest airports providing regular scheduled passenger flights to domestic and international destinations are the Duluth International Airport, Eau Claire Regional Airport, and the Minneapolis/St. Paul International Airport. Charter air service is also available at the Rice Lake Air Center-Regional Airport. There are two public and nine private airport/airfields within Washburn County. Their county location and present status is outlined in Table 3.3.

**Table 3.3: Washburn County Airports/Airfields**

Airport/Airfield	Location	Owner/Operator	Status
Will-B-Gon Airport	Birchwood	William Cyr	Private
Lilac Time Airport	Birchwood	Robert Gillette	Private
Ben Sutherland Airport	Minong	Byron Bright	Private
Four Seasons Airport	Sarona	William Plumeri	Private
Long Lake Seaplane Base	Sarona	Henry Didlier	Private
Shell Lake Municipal Airport	City of Shell Lake	City of Shell Lake	Public
Nest of Eagles Airport	Spooner	K. Johnson	Public
Spooner Hospital Heliport	Spooner	Spooner Hospital	Private
Springbrook Airport	Springbrook	Clifford Ingbretson	Private
Lakewood Lodge Airport	Stone Lake	Robert Gillette	Private
Warbirds North Airport	Trego	Arland Fox	Private

Source: Wisconsin Department of Transportation, Bureau of Aeronautics, 2001

### **Airport Improvements**

State airport improvements are detailed in the Five-Year Airport Improvement Program, which is produced by WisDOT's Bureau of Aeronautics. This document provides a snapshot of the scheduled airport improvement projects to date for the next five years. There are no airports or airfields in the Town of Casey, and no plans are presently in place to develop these facilities during the next 20 years.

## **3.7 MULTI-USE TRAILS**

Throughout Washburn County, there are several hundred miles of multi-use trails. This network is used most intensely during the winter months for snowmobiling and in the summer months for ATV use, which in addition to its recreational use provides an alternate means of commuting (other than car travel) for some Washburn County residents. There are three designated snowmobile trails in the town, Trail 7, Trail #7A and the Casey Loop. According to the

Washburn County Forest Comprehensive Land Use Plan 1996-2005, the present plan does not recognize a need for ATV funded trails or additional snowmobile trails on the county forest. An east-west corridor has been established in the Town of Casey. Casey's motorized and non-motorized trail systems are further described in the "Utilities and Community Facilities" element of the comprehensive plan.

As noted in Objective 3 of the Natural Resources element of this document, the town would like to iterate the following:

Objective 3. Impede further erosion of our fragile “sand country” soils by establishing designated ATV trails.

- a. All ATV, dirt bike and off-road vehicle usage is banned from paved and unpaved township roads, right of ways, and all public lands in the Town of Casey. When Washburn County develops trails and the State of Wisconsin develops licensing for both vehicle and operator, the Town of Casey may reconsider ATV usage.

### **3.8 BICYCLING AND WALKING**

There are no signed bicycling or pedestrian routes located in the Town of Casey. All local, county, and state highways can accommodate bicycling and walking but are not designed specifically to accommodate these forms of transportation.

### **3.9 PUBLIC TRANSIT**

No bus service exists within the Town of Casey. The closest access to commercial bus transportation is available by greyhound bus lines in Duluth, MN; Ironwood, MI; or Eau Claire, WI. NWT Express, operating from the City of Hayward also provides ground passenger transportation. NWT Express provides transit service between Hayward and Minneapolis/St. Paul seven days a week with scheduled stops at several communities en route.

### **3.10 TRUCKING AND WATER TRANSPORTATION**

Commercial trucking in Casey is accommodated via the highway network. No waterborne commerce/routes are available in the community. The nearest access to waterborne commerce is the port of Duluth/Superior.

### **3.11 RAIL TRANSPORTATION**

There are currently no railways in the Town of Casey and there are no plans for future expansion of railways into the town.

### **3.12 TRANSPORTATION SERVICES FOR THE ELDERLY AND DISABLED**

Section 5310, **Elderly and Disabled Transportation Program**, provides for capital assistance to be used in serving the special transportation needs of elderly persons and persons with disabilities for whom public transportation services are unavailable, insufficient, or inappropriate. The grants available through this program cover up to 80 percent of the cost of purchasing vehicles that will be used in specialized transportation service for elderly and/or

disabled persons. At present, there are no designated pick-up or drop-off sites located in the Town of Casey relating to this program.

Non-emergency medical transportation is available through three private providers outside Washburn County and by local providers including Caring Medical, Indianhead Medical Center, Spooner Health Systems, Washburn County Veterans, and Washburn County Unit on Aging. Ventures Unlimited provides specialized transportation service to its clients, with limited seating available to the general public. Ventures Unlimited operates throughout Washburn County four days a week.

### **3.13 OTHER TRANSPORTATION PLANS AND PROGRAMS**

#### **Wisconsin Bicycle Transportation Plan 2020**

The *Wisconsin Bicycle Transportation Plan 2020* (1998) presents a blueprint for improving and expanding bicycle transportation routes in the state. There are no plans to expand state bicycle routes into the Town of Casey. WisDOT, along with the Bicycle Federation of Wisconsin, has compiled a Wisconsin State Bike Map that highlights the most favorable bicycling conditions in northern Wisconsin. In the Town of Casey CTH E is considered the best roadway for biking.

#### **Wisconsin Pedestrian Policy Plan 2020**

This plan provides a statewide framework to increase walking and to promote pedestrian safety. The plan establishes goals, objectives, and actions regarding the provision of pedestrian accommodations that could be implemented. The plan also serves to help communities identify actions they can take to establish pedestrian travel as a viable, convenient, and safe transportation choice throughout Wisconsin. No specific recommendations to the Town of Casey exist.

### **3.14 TRANSPORTATION GOAL, OBJECTIVES, AND ACTIONS**

*Goal: A safe and efficient multi-modal transportation system, which accommodates the movement of people and goods.*

- Objective 1. Priority should be given to connector road, namely Lower McKenzie Lake Road connecting County Road E and Highway 77.
  - a. Ensure completion and future maintenance of Lower McKenzie Lake Road.
- Objective 2. Instituting an aggressive program to reengineer all other town roads to established township standards.
  - a. Require town roads that are reengineered to meet Town of Casey standards.
- Objective 3. Seek greater control and enforcement of recreational corridor use.



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## Element 4

### Utilities & Community Facilities

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## **Element 4**

# **UTILITIES & COMMUNITY FACILITIES**

## **4.1 INTRODUCTION**

This element identifies and evaluates existing utilities and community facilities serving the Town of Casey. Utilities and community facilities include local water supplies, sewers, recycling facilities, parks, telecommunication facilities, power plants, cemeteries, health care facilities, child care facilities, fire and rescue services, libraries, schools, and other government facilities.

## **4.2 66.1001 REQUIREMENTS**

This element of the plan contains a compilation of background information, goals, objectives, actions, and recommended programs to guide the future maintenance and development of utilities and community facilities in the Town of Casey as required under Wisconsin §66.1001.

## **4.3 EXISTING UTILITIES AND COMMUNITY FACILITIES**

### **Water Supply**

The Town of Casey does not provide municipal water service. All residents receive their water via private wells that are owned and maintained by the property owner. Currently the town has no plans to develop a public water system.

### **On-Site Waste Disposal Facilities**

The disposal of domestic and commercial wastewater in the Town of Casey is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems, which gradually discharge the wastewater to underground drainage fields.

The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage systems in the state. In 2000, the state adopted a revised private system policy called COMM 83. The revised policy allows for conventional sewage systems and advanced pre-treatment sewage systems. There are five types of on-site disposal system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade holding tank, and sand filter systems. Sanitary permits are required under state law; and to obtain a permit, you would have to contact a Wisconsin licensed master plumber who will complete the necessary forms, obtain the sanitary permit, and install the private sewage system.

Given the overall development density in the Town of Casey, the existing onsite facilities are likely to be adequate to meet the local population demand over the 20-year planning horizon. A municipal sewer system would not efficiently serve the town's scattered rural development, and would be very costly to develop. It is possible however, that a sanitary district could be formed

to serve the higher development density lake areas at some time in the future, although no plans for this infrastructure have been developed.

### **Solid Waste Disposal and Recycling Facilities**

Prior to 1969, solid waste management in Washburn County consisted primarily of individuals hauling to unsupervised open municipal dumps. Since that time, state and federal codes have become more restrictive and non-hazardous household wastes are landfilled only in licensed facilities. These solid waste disposal sites or landfills are important potential sources of groundwater pollution. It wasn't until approximately 1990, when the costs to comply with state codes ultimately forced towns to close dumpsites that could not be upgraded. The municipal dump in the Town of Casey closed at that time. It is likely that most town, village, or city disposal sites are contaminated to some degree because of inadequate methods of disposal and monitoring techniques used at the time of operation. Table 4.1 shows information regarding the old landfill in the Town of Casey and Map 4.1 shows the location of closed municipal landfills.

**Table 4.1: Waste Disposal Sites**

Facility Name	Legal Description	Status
Casey Town Dump	NW NW S28 40N 13W	Inactive

Browning-Ferris-Industries Inc. (BFI) and Waste Management Inc. of Northern Wisconsin provide waste and curbside recycling services to residents and businesses of Washburn County. Waste materials are brought to each firm's private sanitary landfill (BFI – Sarona, WI; WMI – Bruce, WI). The town does not contract for waste services, but rather, residents and businesses have their choice of haulers.



The recycling program in Washburn County is a two-tier program that includes curbside collection and drop-off recycling centers. Under the current Washburn County Solid Waste Ordinance, waste haulers that provide curbside collection of garbage must also provide curbside collection of certain recyclables. Curbside collection in rural areas involves storage of recyclables in separate compartments of waste hauler trucks.

Drop-off sites are aimed at persons that do not have curbside garbage collection. There are six drop-off recycling centers in Washburn County, two of which take an expanded list of recyclables. These facilities are located in the communities of Spooner, Minong, Shell Lake, Springbrook, Stone Lake, and Long Lake. Town of Casey residents may also utilize the A+H recycling drop-off site located in the Town of Scott, Burnett County. This site is available to all residents of Burnett and Washburn Counties as are all drop-off sites located in the two-county area, due to a sharing agreement implemented by the two counties. The Spooner and Minong facilities are the expanded recycling centers, with the Minong facility being the only transfer station in the county. The transfer station in Minong serves both the Town and Village of Minong and the Town of Frog Creek. Waste that is brought to the station is compacted, loaded into trailers, and taken to the landfill in Sarona for final disposal. Recyclables on the other hand, are collected and maintained separate from other solid waste materials.

Continued monitoring of local recycling needs and their markets will assist the community in identifying additional services. Based on available services, current needs are being met by existing county and private services. However, over the 20-year planning horizon, the potential may exist for the siting of an additional recycling location based on the future demands of local property owners.

### **Stormwater Management**

The management and regulation of stormwater is divided among federal, state, county, and local governments depending on the status of incorporation and size and the activities affecting stormwater. Towns that have a population of less than 10,000 and are not included in a priority watershed are not required to obtain municipal stormwater discharge permits under Administrative Code NR 216. The Town of Casey permits stormwater to drain through a series of ditches and culverts along town roadways. The town does not have a stormwater management plan in place, and there are no plans to add a municipal storm sewer system in the town.

Over the 20-year planning horizon, stormwater management may become an issue in the Town of Casey as continued development occurs, especially in the higher-density lake areas. The potential for additional runoff resulting from development may negatively impact local lakes and streams. The Town of Casey and lakes associations must work cooperatively with the WDNR and Washburn County to mitigate the adverse impacts of stormwater runoff and ensure that environmental resources are adequately protected.

Over the 20-year planning horizon, stormwater management may become an issue in the Town of Casey as continued development occurs, especially in the higher-density lake areas. The potential for additional runoff resulting from development may negatively impact local lakes and streams. The Town of Casey and local lakes associations must work cooperatively with the WDNR and Washburn County to mitigate the adverse impacts of stormwater runoff and ensure that environmental resources are adequately protected.

### **Law Enforcement**

The Town of Casey does not have its own law enforcement personnel or facilities. The Washburn County Sheriff's Office (WCSO) serves as the community's primary law enforcement agency. The Wisconsin State Patrol, the Wisconsin Department of Natural Resources, and local police departments provide additional law enforcement services. The WCSO's administrative functions and jail facility are located on State Highway 63 in the City of Shell Lake. This agency provides emergency assistance, criminal investigations, search and rescue services, and other emergency services to an 816 square mile area.

The WCSO operates on a split shift schedule. From May 1 to October 31, patrol officers work nine-hour shifts and from November 1 to April 30, patrol officers work eight-hour shifts. At any given time, one to three patrol officers are on duty, each with his/her own cruiser. Washburn County has a 911 system which is staffed 24-hours by the Washburn County Sheriff's Department.

Over the 20-year planning horizon, it is not expected that the town will develop a law enforcement department. However, the Town of Casey is willing to explore alternative opportunities for providing law enforcement services to the community. This may include

pooling resources and coordinating with adjacent communities to hire a part-time officer and working with Washburn County to improve service within the town.

### **Fire and Rescue**

By intergovernmental agreement, the Town of Casey is served by the Spooner Fire Department and North Ambulance.

The Spooner Fire Department operates two pumpers, three tanker trucks, a rescue van, an off-road pickup truck, and two portable pumps for rural areas. The department is located at 505 Summit Avenue in Spooner, and is staffed by 35 total firefighters. Included in the staff are 4 EMT, 20 licensed first responders, and 1 full time worker. Although there are 20 first responders, there is not an official first responder team, as the department relies on North Ambulance for severe medical emergencies.

North Ambulance, located at N4755 Hwy 63 in the Town of Beaver Brook, provides 24-hour ambulance service with 3 ambulances, 8 full-time EMT, and 12 volunteer EMT.

Washburn County has a network of first responders who are paged or called to medical emergencies by the Washburn County Sheriff's Department. All emergency calls should use 911, which is staffed 24 hours by the Washburn County Sheriff's Department.

### **Libraries**

There are no libraries in the Town of Casey. Residents of the Town of Casey can utilize the City of Shell Lake Public Library at 501 1<sup>st</sup> Street and the City of Spooner Public Library at 421 High Street. Over the 20-year planning horizon, it is not expected that the town will create a local library.

### **Town Hall/Garage**

The town hall is located on Dunn Lake Road on the corner of Dunn and Lower McKenzie Roads. There is no town garage in Casey. See Map 4.1 for town hall location. The town does not expect to build a garage over the 20-year planning horizon.

### **Cemeteries**

Frequently unnoticed, cemeteries are important community facilities that provide a tangible link with the past and serve as holy and sacred places. There is one cemetery in the Town of Casey. Rosewood Cemetery is located along Leisure Lake Road. See Map 4.1, Community Facilities, for cemetery locations. Present cemetery facilities are considered to be adequate over the 20-year planning horizon.

### **Communication Facilities**

Due to the increase in use of wireless communication, the construction of telecommunication towers is an issue that towns are addressing more often. Currently, no telecommunication (cell) towers are located in the Town of Casey. Over time, as wireless communication companies look to expand their services, cellular towers may be erected in the town. Washburn County currently has cell tower guidelines in place for the construction of new towers. As part of the planning process, the town should work with the county in determining acceptable locations for possible



future tower locations and ordinances. Map 4.2 depicts current cell tower locations in Washburn County.

CenturyTel, Inc. serves the town for local telephone communications. Multiple companies are available to provide long distance telephone and internet services. The quality of telecommunication services depends on the capacity of the network that serves the Town of Casey. Future services will be dependant on identifying and planning for future development areas. The comprehensive plan will help guide decisions for installing and upgrading facilities, which will be needed to provide quality services as the town's population increases.

Over the 20-year planning horizon, it is not expected the town will engage in the development of communication facilities. However, it is expected the town will actively participate in discussions and planning with local communication providers to ensure the area residents have access to the latest technology; and any future siting of these facilities is done so in the best interest of the community.

### **Power Plants, Substations, and Transmission Lines**

There are no power plants (hydro, coal, or nuclear) or substations located in the Town of Casey, and there are no plans to locate any in the future.

Transmission lines are the largest and most visible electric lines on the landscape. These lines generate the most public interest because they are the most noticeable electric lines and because of the potential human and animal health affects associated with them. Transmission lines transport electricity from power plants to substations and operate at several hundred thousand volts (typically ranging from 46,000 to 345,000 volts), stand anywhere between 60 and 100 feet tall, and serve several hundred thousand customers. The Public Service Commission (PSC) is the branch of Wisconsin State government with the overall responsibility of regulating electric utilities.

No transmission lines are located within the Town of Casey's boundaries. Map 4.2 (Utilities) depicts transmission lines and substations located in Washburn County.

Over the 20-year planning horizon, it is not expected the town will engage in the development of power plants, substations, and transmission lines. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure siting of these facilities is done so in the best interest of the community.

### **Electric and Gas Utilities**

Barron Electric and Polk-Burnett Electric are the two primary providers of electric services to the Town of Casey, and a full range of such services from residential to manufacturing are available. Future residential, commercial, or manufacturing development would not be inhibited by the lack of electrical, as this service is extended to meet demand. For more information on electric service providers see this section of the *Washburn County Comprehensive Plan*. Map 4.2 depicts electric utility territories in Washburn County.

In the Town of Casey, natural gas services are not available. WE Energies does provide some areas of Washburn County with natural gas via a steel high-pressure natural gas main with a carrying capacity of 450 pounds of pressure. The main runs from Shell Lake along State Highway 63 into Sawyer County. Any future extension of this main line to Town of Casey residents would depend on year-round home heating customers who would be willing to pay for extensions.

#### **4.4 MEDICAL/HEALTH CARE AND OTHER FACILITIES**

The Town of Casey has no medical facilities within its boundaries. Residents can receive full medical services at either Spooner Health System in the City of Spooner or at Indianhead Medical Center, City of Shell Lake. Both of these hospitals operate a facility that is staffed 24 hours a day to respond to medical emergencies in Washburn County, the Town of Casey, and its surrounding area. See Map 4.1, Community Facilities, for hospital locations.

In addition, the Washburn County Health Department provides health related services, including home health care services, education, intervention services, and care coordination throughout Washburn County.

Over the 20-year planning horizon, it is not expected the town will engage in the development of medical or health care facilities. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure local residents are afforded the best services available.

##### **Adult Care Facilities**

There are currently no licensed adult care facilities located in the Town of Casey. However, in Washburn County, there are two community-based residential facilities (CBRF's) and six adult-family homes. Community-based residential facilities are a home or apartment type setting where five or more unrelated adults live together, in which an individual is having difficulties with independent living. An adult-family home is where up to four persons who are not related reside and receive care, treatment, or services above the level of room and board.

##### **Community-Based Residential Facilities**

- Ain Dah Ing Inc., City of Spooner (alcohol/drug dependent)
- Care Partners Assisted Living, City of Spooner (advanced age/dementia/Alzheimer's)

##### **Adult Family Homes**

- Aurora Residential Alternatives#082, City of Spooner (developmentally disabled/injury)
- Harmon Home, City of Spooner (developmentally disabled)
- Loch Haven, AFH, City of Spooner (developmentally disabled)
- Shady Oaks, City of Spooner (emotionally disturbed/mental illness)
- Shady Pines, City of Spooner (emotionally disturbed/mental illness)
- Sunset Pines, Town of Sarona (developmentally disabled/physically disabled)

Two licensed nursing homes serve the residents of Washburn County. A nursing home is a residence that provides a variety of services such as a room, meals, recreational activities, assistance with activities of daily living, and protection/supervision to residents. Nursing homes are licensed by the state and follow state and federal guidelines.

#### **Nursing Homes**

- Terraceview Living Center, City of Shell Lake (70 beds)
- Spooner Health System, City of Spooner (90 beds)

For many adult persons/families, the availability of adult day care is necessary. No adult day care services are located within Washburn County. The closest facilities are located in the City of Cumberland (Barron County) and the City of Hayward (Sawyer County)

Over the 20-year planning horizon, it is not expected the town will engage in the development of adult care facilities. However, it is expected the town will actively participate in discussions and planning with companies providing or proposing such facilities to ensure siting of these facilities is done so in the best interest of the community and that local residents are afforded the best services available.

#### **Child Care Facilities**

Licensed childcare providers are found throughout Washburn County. The exact number of childcare providers within the Town of Casey or Washburn County is unknown due to there being no database on the number of actual facilities. Over the 20-year planning horizon, it is not expected the town will engage in the development of childcare facilities.

## **4.5 EDUCATIONAL FACILITIES**

Most school age children in the Town of Casey attend public schools in the Spooner School District. According to the last available school census (January 2004), there were 459 students in the elementary school, 455 students in the middle school, and 586 students in the high school, for a district total of 1,500 students. Based on a 1999 survey conducted on a school-by-school basis by the Department of Public Instruction (DPI), the elementary, middle, and high schools in the Spooner School District were rated as being overcrowded. This survey is the result of Section 115.33(4), Wis. Stats. enacted into law in 1998 that requires the state superintendent to conduct a study of the physical condition and capacity of the public schools and their suitability for use as public schools. School district boundaries are depicted in Map 4.3.

Nearby post secondary educational facilities include the Wisconsin Indianhead Technical College (WITC) campus in Rice Lake, which offers 36 programs of study and 10 certificate programs. WITC also has a Community Education Center (CEC) in Hayward. Services provided by the CEC include high school diploma through ED, HSED, and credit remediation; career testing; employability skills; study skills; computer classes; responsible beverage service classes; various self-employment classes; supervisory management associate degree; and certificates for accounting assistant, barber cosmetology manager, and technical communication. Credits in various business programs can be earned through flex courses offered at the WITC



Hayward Community Education Center. WITC also has a Learning Center in the City of Spooner, offering high school diploma programs, literacy and employability programs, and skills enhancement programs.

The University of Wisconsin System also operates a two-year liberal arts/pre-professional college in the City of Rice Lake. UW-Barron County (UW-BC) is one of 13 freshman/sophomore campuses of the University of Wisconsin Colleges awarding the Associate Arts and Science degree. A four-year University of Wisconsin System school is located in the City of Superior (UW-Superior).

Over the 20-year planning horizon, it is not expected the town will engage in the development of public or private educational facilities. However, it is expected the town will actively participate in discussions and planning with both public and private schools providing or proposing facilities to ensure siting of these facilities is done so in the best interest of the community and that local residents are afforded the best educational programs possible.

## **4.6 RECREATIONAL FACILITIES**

### **Parks**

There is one designated campground and one day-use recreation area in the Town of Casey, both of which are located at Leisure Lake. Refer to Map 4.4, Park and Recreation Areas in Washburn County, for park locations.

Although there are no immediate plans to develop new town parks at this time, the Town of Casey will consider input from residents should parks become an issue over the 20-year planning horizon.

### **Trails**

There are two designated trails in the Town of Casey. The Casey Loop, Trail # 7, Trail # 7A and Trail 140 are all designated for snowmobiling. Refer to Map 4.4, Park and Recreation Areas in Washburn County, for trail locations.

### **Public Access Points**

Public access points are points of entry for the public to make use of public lakes, forests, and parks. Public access points would include boat landings, carry-in sites, waysides, or road crossings. In the Town of Casey, there are 11 public access points, which are scattered throughout the town. Boat landings are the most prevalent public access points in the Town of Casey. There are five improved boat landings in the town for the public to access lakes and rivers. See Map 4.4 for Washburn County improved boat landings (boat launches), and Table 4.2 for additional details.

**Table 4.2: Improved Boat Landings**

Water Body	Section No.	Future Improvements	Timeframe
Leisure Lake	T.40N. - R.13W. Section 12	None planned presently	NA
Island Lake	T.40N. - R.13W. Section 14	None planned presently	NA
Dunn Lake	T.40N. - R.13W. Section 23	None planned presently	NA
Big Casey Lake	T.40N. - R.13W. Section 16	None planned presently	NA
Big McKenzie Lake	T.40N. - R.13W. Section 19	None planned presently	NA
Bass Lake	40-13-29	None planned presently	NA
Lincoln Lake	40-13-36	None planned presently	NA
McKinley Lake	40-13-26	None planned presently	NA
Sunfish Lake	40-13-22	None planned presently	NA

## 4.7 UTILITY AND COMMUNITY FACILITIES GOAL, OBJECTIVES AND ACTIONS

**Goal:** *Support facilities and services while expanding usage, which contribute to the overall well being of the community.*

- Objective 1. Transform town hall into a multi-purpose community center.
  - a. Explore various types of funding to upgrade town hall.
- Objective 2. Minimize the expansion of high-voltage power lines and other environmentally intrusive utility expansions.
  - a. Encourage awareness of alternative energy sources and the effects of such sources.
- Objective 3. Provide information to town residents as to alternative energy sources.
  - a. Gather information and keep abreast of new energy technologies.



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## Element 5

Natural, Agricultural & Cultural Resources

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## **Element 5**

# ***NATURAL, AGRICULTURAL, AND CULTURAL RESOURCES***

## **5.1 NATURAL RESOURCES**

### **Importance of the Community Natural Resource Base**

The natural resource base of the Town of Casey is intimately linked to land use. The community's natural resource base impacts activities such as farming and forestry, as quality and quantity of natural resources directly influences the productivity and sustainability of land use activities. Residential development is greatly influenced by the presence of natural attributes such as woodlands, lakes, rivers, and wildlife, which attract both residents and visitors to the community. Furthermore, community economy is linked to revenues generated through tourist expenditures and agricultural productivity, both of which rely on the continued viability of the community natural resource base.

Due to the interconnectedness of land use and community natural resources and the role natural resources play in defining community character, it is important that community planning emphasize resource sustainability and protection of sensitive environmental features.

The maintenance of future natural resource quality and quantity is a priority for the Town of Casey. The town will work to ensure that land-disturbing activities will not generate negative impacts to air, land, wildlife, and water.

### **Background**

The Town of Casey encompasses approximately 21,888 acres in the east-central portion of Washburn County. Casey became a town in 1904, the same year as Brooklyn. The communities of Julia and Laurel are located in Casey Township.

### **Topography**

The Town of Casey is located within both the Central Plains and Northern Highland geographic provinces of Wisconsin, a region that is characterized by low to moderate topographic relief. Surface elevations in Casey range from a maximum of approximately 1,218 feet (derived), in the county forest land northeast of Bass Lake (Section 21) to a minimum of approximately 977 feet (derived) in the northwest corner of the town west of Lower McKenzie Road. Topography and slope are depicted in Map 5.1.

### **Slopes**

Steeply sloping lands can present challenges or pose barriers to development. Steepness of topography is commonly expressed as percent slope (vertical rise/ horizontal run \*100). As a general rule, slopes in excess of 20 percent are of greatest concern for any land disturbing activity. Steep slopes do not necessarily preclude all forms of development; although, costly engineering and site preparation/mitigation measures are required in order to minimize potential adverse impacts. Potential problems associated with development of excessively sloping lands include erosion and slope stability.

Slopes in the Town of Casey range from level to nearly 44 percent. The steepest slopes are found in scattered locations throughout the town, especially along watercourses and around the moraines of the west-central part of the town. The principal existing land uses in these areas are currently woodlands and agriculture. Any proposed future development of these lands will require consideration of site-specific topographic constraints.

### **Soils**

An understanding of local soils is a critical component of land use planning. Soil conditions influence productivity of agricultural lands and forests and may pose obstacles to land and infrastructure development. Soil factors such as wetness, drainage capacity, strength, and depth to bedrock all influence soil suitability for land uses. In order to evaluate soil suitability for land uses, soil criteria for each use must be well defined and the suited soil regions must be identified.

Soil properties which limit land uses or restrict land use activities are referred to as 'limitations' or 'limiting factors'. Different soil types vary widely in terms of their distribution and limitations for specified uses. The spatial distribution of soils in the Town of Casey have been inventoried and mapped by the Natural Resource Conservation Service (NRCS) and soil properties identified. Soil limitations for specified uses are defined as "slight", "moderate", or "severe". Soils rated with severe limitations have one or more properties that are generally considered unfavorable for the specified land use or activity. A "severe" rating implies that substantial cost may be incurred through special designs or construction practices, remediation, or soil maintenance practices in order to overcome the limitation. Soils that exhibit these limitations should therefore generally be avoided, and development should be guided into more appropriate locations.

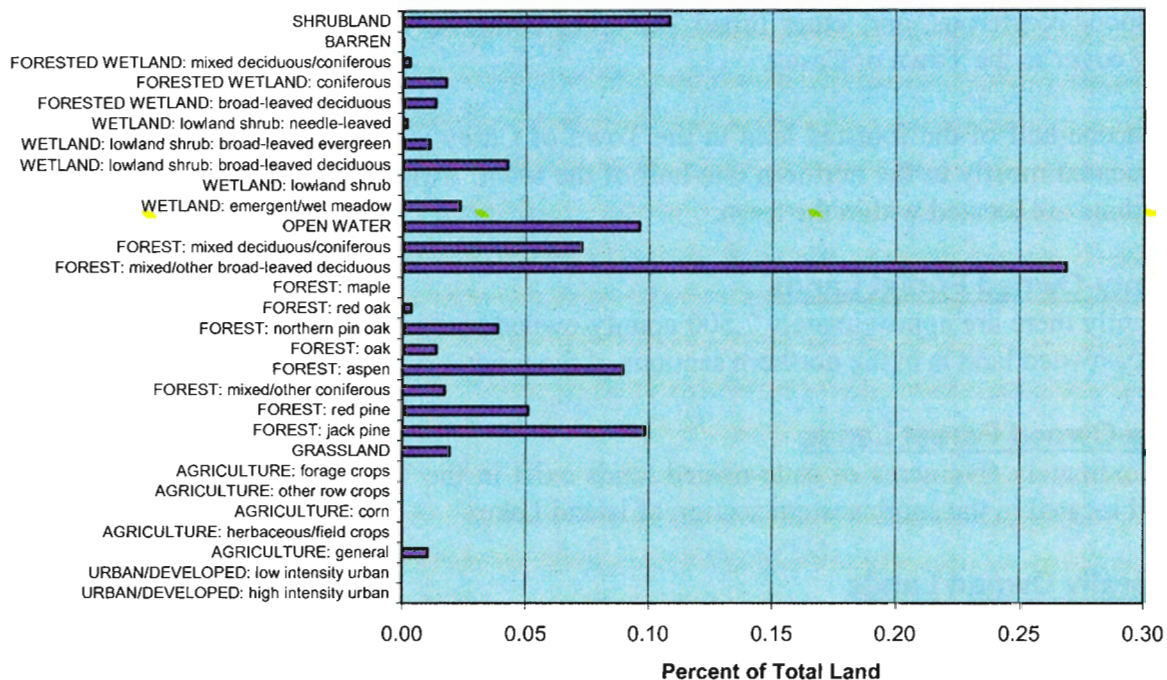
While soil inventory and interpretation does provide an accurate representation of soil characteristics at the local level, this data should not supplant the evaluation of individual site soil characteristics; therefore, the following soil information should be used as a general guide for local officials, planners, citizens, and developers. Soil types are portrayed in Map 5.2 and soil limitations are depicted in Map 5.3.

### **Land Cover**

Land cover information for the Town of Casey was obtained from the WISCLAND (Wisconsin Initiative for Statewide Cooperation on Land Cover Analysis and Data) data set. This data represents surface vegetation, open water, and urban area delineation based on interpretation of dual year satellite imagery. The data presents a generalized view of community land cover and should not replace individual site examination. WISCLAND land cover is depicted in Map 5.4.



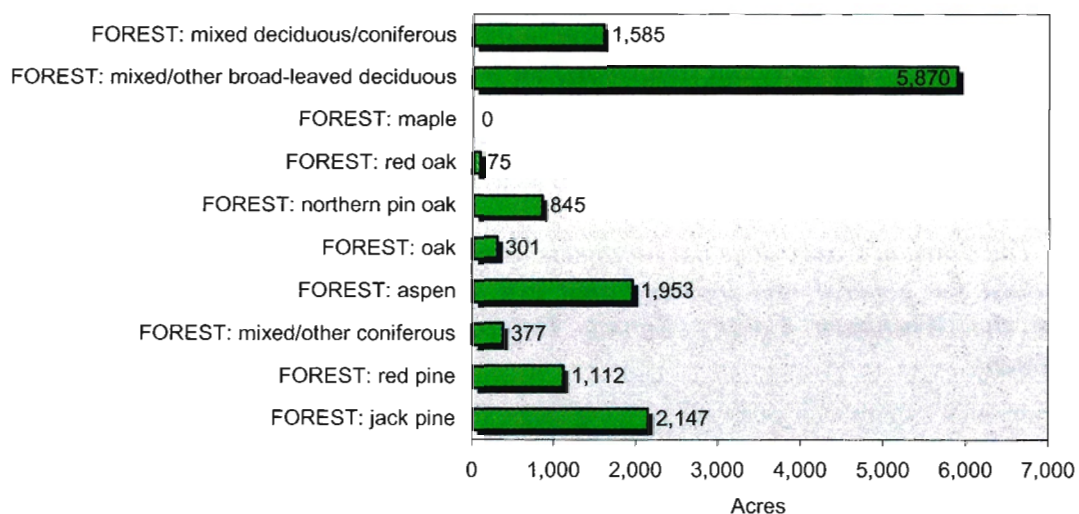
**FIGURE 5.1: Town of Casey Land Cover Class by Percent of Total Area<sup>1</sup>**



## Forest Resources

Forests are one of the most defining characteristics of northern Wisconsin. These resources represent significant cultural, social, environmental, and economic assets to citizens and communities. Forests provide a range of benefits including wildlife habitat, forest products, recreational opportunities, aesthetics, and other benefits. They are also very important to protect and enhance water quality.

**Figure 5.2: Forest Cover Types<sup>1</sup>, Approximate Area**



<sup>1</sup> Information obtained through GIS analysis using WISCLAND data set



The dominant forest cover type in the Town of Casey is mixed/other broad-leaved deciduous, which comprises nearly 6,000 acres of the total forested area. Aspen, oak, jack pine and mixed deciduous/coniferous, and other broad leaf trees comprise most of the remaining balance of forest cover in the Town of Casey.

About one-half of the forested land in the Town of Casey is currently under public ownership, and located mostly in the northern one-half of the town. Approximately 233 acres of industrial forestland are located within the town.

### **County-Owned Forest Lands**

Currently there are approximately 7,500 county-owned acres in the Town of Casey. Most of the county-owned land is in the northern sections of the town.

### **State-Owned Forest Lands**

Approximately five acres of state-owned lands exist in the Town of Casey. This refers to an island located in the southwestern section of Island Lake.

### **Federally Owned Lands**

Currently, there are 443 federally owned acres in the Town of Casey. Most of this is National Park Service land located in the northeast corner of the town bordering the Namekagon River, which is part of the Upper St. Croix and Namekagon National Scenic Riverway system. The U.S. National Park Service administers this system and its resources are managed for perpetuity by the agency.

### **Surface Water Resources**

Water resources in the Town of Casey are environmentally, socially, and economically significant. These resources represent unique and complex environments supporting a wide range of biological diversity. The aquatic influence extends beyond the confines of the lake or stream and impacts the diversity of surrounding terrestrial communities.

Surface water resources represent central components of natural environmental corridors, creating a natural organizational framework for Washburn County, linking communities to each other and to the environment. The corridors are centered on the water bodies, wetlands, and woodlands and contain some of the most critical plant and animal habitat in the county. Surface waters of the town of Casey are identified on Map 5.5.

*Note: The Town of Casey does not recognize Map 5.5 as an official road/zoning map. This map is intended for general and informational use only. For more specific information, please contact the Washburn County Zoning Department or the Washburn County Highway Department.*

Water resources represent one of the most significant factors in defining the “northwoods” character of northern Wisconsin. Results of the comprehensive planning survey indicate that water resources are important recreational assets. Lakes, rivers, and streams provide residents



and visitors with recreational opportunities and provide economic benefits through tourism and development.

Over the past 30 years, nearly two-thirds of all lakes ten acres and larger were developed in northern Wisconsin. Continuing pressures are being placed on water resources and the number of people using these resources continues to grow annually.

The quality and quantity of surface water resources is correlated to land use activities, and land use change is a primary factor causing water quality and habitat degradation in northern Wisconsin's surface waters. The intensity of the activity is also a vital land use characteristic related to water quality as issues such as livestock density, septic system density, traffic density, or proportion of impervious surfaces can influence the quality of surface water resources.

In 1987, Wisconsin initiated a surface water protection policy after a federal judge ordered the state to comply with the revised federal Clean Water Act, which instructed states to protect their most outstanding lakes, flowages, and streams from the dumping of polluted wastewaters.

### **Water Quality**

Surface water resources were evaluated and numerically rated for water quality, fish, wildlife, and aesthetic values by the Wisconsin Department of Natural Resources. Some water bodies were proposed for designation in Chapter 102, Wisconsin Administrative Code, (*Water Quality Standards for Wisconsin Surface Waters*), as Outstanding Resource Waters (ORW). Such a designation allows for special protection under NR 102. ORW resources were rated as having high quality values associated with water quality, fish, wildlife, and aesthetic characteristics. Exceptional Resource Waters (ERW) resources are similar to ORW's in characteristics but did not score as high in the ranking system and were not included in NR 102 revisions. ORW waters get the highest protection possible under Wisconsin law, with no water degradation allowed in the future. Any discharges into ORW waters must be as clean as the background water quality. Table 5.1 lists all designated ORW and ERW waters located in Washburn County.

Table 5.1: ORW &amp; ERW Waters Located in Washburn County

Water Resource	Status	Municipality
Bass Lake (T40N-R10W-Sec. 17)	ORW	Bass Lake
Beaver Brook	ORW	Beaver Brook
Long Lake	ORW	Long Lake
<b>Middle McKenzie Lake</b>	<b>ORW</b>	<b>Casey</b>
Namekagon River	ORW	Bass Lake-Chicog-Springbrook-Trego
S. Fork Bean Brook	ORW	Stone Lake
Sawyer Creek	ORW	Bashaw
Dago Creek	ERW	Evergreen
Shell Lake	ORW	City of Shell Lake
Stone Lake (T39N-R10W-Sec. 24)	ORW	Stone Lake
Chippanazie Creek Tributary (T41N-R10W-Sec. 9 to 16)	ERW	Stinnett
Chippanazie Creek	ERW	Stinnett
Crystal Brook	ERW	Madge
Dahlstrom Brook	ERW	Bashaw
Godfrey Creek	ERW	Stone Lake
Gull Creek	ERW	Springbrook
Little Bean Brook	ERW	Bass Lake
<b>McKenzie Creek</b>	<b>ERW</b>	<b>Casey &amp; Chicog</b>
<b>Namekagon River Tributary (T41N-R13W-Sec. 18)</b>	<b>ERW</b>	<b>Casey, Chicog, &amp; Brooklyn</b>
Shell Creek	ERW	Minong
Spring Brook	ERW	Springbrook
Whalen Creek	ERW	Trego
Yellow River Tributary (T38N-R13W-Sec. 4)	ERW	Bashaw
Yellow River Tributary (T39N-R12W-Sec. 31)	ERW	City of Spooner

Source: Wisconsin Department of Natural Resources

Section 303(d) of the federal **Clean Water Act** requires the State of Wisconsin to periodically prepare a list of all surface waters in the state for which beneficial uses of the water – such as for drinking, recreation, aquatic habitat, and industrial use – are impaired by pollutants. These are water quality limited lakes, rivers, and streams that do not meet surface water quality standards and are not expected to improve within the next two years.

Waters placed on the 303(d) list require the preparation of **Total Maximum Daily Loads** (TMDLs), a key tool in the work to clean up polluted waters. TMDLs identify the maximum amount of a pollutant allowed to be released into a waterbody so as not to impair uses of the water and allocate that amount among a variety of sources.

Currently, five lakes in Washburn County are classified as 303(d) waterbodies, based on elevated levels of mercury. These lakes include:

- Gilmore Lake (Minong Twp.)
- Harmon Lake (Madge Twp.)
- Minong Flowage (Minong Twp.)
- Silver Lake (Brooklyn Twp.)
- Spring Lake T40 R11W S25 (Springbrook Twp.)

Each of these waterbodies has a low priority ranking under the State of Wisconsin Priority Watershed Program, which provides grants to local governmental units in both urban and rural watersheds selected for priority watershed projects.



## **Watersheds**

A watershed can be defined as interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. Two watersheds encompass the Town of Casey. Most of the town is in the Lower Namekagon River watershed. The Shell Lake and Upper Yellow River watershed covers a small portion of the southwestern corner of the town. Both of these watersheds are within the St. Croix River Basin. Washburn County watersheds are depicted on Map 5.6.

## **Town of Casey Lake Characteristics**

Within the Town of Casey exist 21 named and 7 unnamed lakes with approximately 53 miles of shoreline. Named lakes in the Town of Casey have an average maximum depth of nearly 25 feet and a maximum depth of 63 feet (Loon Lake). Unnamed lakes are typically smaller and shallower. Average maximum lake depth of the unnamed lakes in the town is slightly over 7 feet.

**Table 5.2: Named Lakes**

<b>Name</b>	<b>Location Sec. T-N R-W</b>	<b>Surface Acres**</b>	<b>Maximum Depth</b>	<b>Miles of Shoreline**</b>	<b>Miles of Public Shoreline</b>	<b>Percent of Private Shoreline</b>
Bass Lake	29-40-13	144.1	31	2.70	0.01	100
Big Casey Lake	15-40-13	247.4	27	3.20	0.9	72
Boyle Brook Springs	13-40-13	5.3	7	0.55	0.55	0
Casey Creek Flowage	4-40-13	98.7	6	3.53	3.53	0
Deer Lake	17-40-13	102.2	19	2.80	0	100
Dunn Lake	23-40-13	192.3	39	3.60	0.03	99
Goose Lake	21-40-13	72.5	3	1.44	0.52	64
Grass Lake	33-40-13	29.1	4	0.88	0	100
Island Lake	11-40-13	257.7	44	3.55	0.02	99
Jerry Lake	34-40-13	86.7	5	2.15	0	100
Leisure Lake	12-40-13	75.0	26	1.68	0.6	64
Lincoln Lake	36-40-13	101.1	27	1.91	0.01	99
Little Bass Lake	32-40-13	26.0	51	0.86	0.01	99
Little Casey Lake	25-40-13	27.5	22	0.86	0	100
Loon Lake	22-40-13	56.4	63	1.68	0	100
McKinley Lake	26-40-13	104.9	23	2.20	0	100
Mud Lake	13-40-13	14.9	17	0.72	0.56	22
Rigler Lake	28-40-13	10.0	4	0.58	0	100
Spring Lake	33-40-13	23.3	24	0.99	0	100
Sunfish Lake	22-40-13	67.9	33	1.85	0.01	99
Tomahawk Lake	27-40-13	23.8	36	0.76	0	100

Source: Washburn County Lakes Classification

\*\*These figures represent acres, miles of shoreline and miles of public shoreline of entire water body, which may cross jurisdictional boundaries.

## **Lake Types**

Lakes in the Town of Casey are classified as “spring lakes”, “seepage lakes”, or “drainage lakes”.

- **Spring Lakes** have both an inlet and outlet where the main water source is stream drainage.
- **Seepage Lakes** do not have an inlet or an outlet, and only occasionally overflow. As landlocked water bodies, the principal source of water is precipitation or runoff, supplemented by groundwater from the immediate drainage area.
- **Drainage Lakes** have no inlet, but like spring lakes, have a continuously flowing outlet. Their primary source of water is from precipitation and direct drainage from the surrounding land.

### **Lakes Classification System**

The Washburn County Lakes Classification System was developed as a way to assess county surface water resources based on the characteristics of individual water bodies. Lakes in Washburn County were evaluated based on the following criteria:

Lake surface area	Size of the watershed
Maximum depth	Shoreline Development Factor (SDF)
Lake Type	Development density

Each one of the evaluation criteria for each lake received a score from 0 to 3 based on the lake characteristics. The total sum of all scores is referred to as the *vulnerability ranking*, which ranges from 0 to a possible score of 24. These rankings are used to then define the lake classification assigned.

<u>Overall Vulnerability Ranking</u>	<u>Lake Classification</u>	<u>Protection Level</u>
Score of 13 and greater	1	Minimum
Score of 10 to 12	2	Moderate
Score of 9 or less	3	Maximum

The Washburn County shoreland zoning ordinance regulates development on all county waterways, including surface waters in the Town of Casey (Table 5.3).



Table 5.3 Town of Casey Lakes Class &amp; Development Standards

Name	Score	Class	Lot Area per Single Family Unit	Minimum Lot Area	Minimum Shoreline Setback <sup>2</sup>	Vegetation Removal <sup>3</sup>	Minimum Side Yard Setback <sup>4</sup>	Minimum Rear Setback
Bass Lake	11	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Big Casey Lake	15	1	150'	30,000 ft <sup>2</sup>	75' *	30'/50'	10'/30'	40'
Boyle Brook Springs	9	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Casey Creek Flowage	10	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Deer Lake	13	1	150'	30,000 ft <sup>2</sup>	75' *	30'/50'	10'/30'	40'
Dunn Lake	14	1	150'	30,000 ft <sup>2</sup>	75' *	30'/50'	10'/30'	40'
Goose Lake	9	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Grass Lake	8	3	300'	3 Acres	100' / 125'*	30'/75'	30'/90'	40'
Island Lake	14	1	150'	30,000 ft <sup>2</sup>	75' *	30'/50'	10'/30'	40'
Jerry Lake	9	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Leisure Lake	10	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Lincoln Lake	13	1	150'	30,000 ft <sup>2</sup>	75' *	30'/50'	10'/30'	40'
Little Bass Lake	12	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Little Casey Lake	13	1	150'	30,000 ft <sup>2</sup>	75' *	30'/50'	10'/30'	40'
Loon Lake	11	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
McKinley Lake	13	1	150'	30,000 ft <sup>2</sup>	75' *	30'/50'	10'/30'	40'
Mud Lake	7	3	300'	3 Acres	100' / 125'*	30'/75'	30'/90'	40'
Rigler Lake	8	3	300'	3 Acres	100' / 125'*	30'/75'	30'/90'	40'
Spring Lake	10	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Sunfish Lake	10	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'
Tomahawk Lake	9	2	200'	80,000 ft <sup>2</sup>	100' *	30'/75'	20'/60'	40'

Source: Washburn County Zoning Ordinance

### **Perennial and Intermittent Rivers, Creeks, and Streams**

Riparian surface features such as rivers, creeks, and streams represent unique and diverse natural systems. The quality and quantity of these resources is intimately linked to land use and human activities.

There are two kinds of streams, perennial and intermittent. Perennial streams flow throughout most (>50%) of the year. Intermittent streams usually flow only after rainstorms or snowmelt and, therefore, are dry most of the year. Intermittent streams must be protected because they channel runoff into perennial streams and lakes and may become part of the aquatic ecosystem when water flows in them.

There are approximately 14 miles of rivers, creeks, and streams in the Town of Casey. In addition, two designated trout streams are found in the town. McKenzie Creek and a portion of

<sup>2</sup> Minimum Shoreline Setbacks Class I –100' lakes, 125' rivers. Setback averaging per section 271(1) Washburn County Zoning Ordinance applies to Class I and II.

<sup>3</sup> **Vegetation Removal** = Removal Corridor/feet from Ordinary High Water Mark (OHWM)

<sup>4</sup> Minimum Side Yard Setback = Feet Off One Side/ Feet Total Both Sides



the Namekagon River Tributary are both classified as a Class 1 trout streams. These are high quality trout waters, which have sufficient natural reproduction to sustain populations of wild trout at or near carrying capacity.

Other named rivers and streams in the Town of Casey:

Casey Creek

Rocky Creek

### **Floodplains**

Floodplains are lands adjacent to rivers or streams, which are subject to periodic, recurring inundation by water. Due to the flood-prone nature of these lands, development and other land use activities within this zone are strongly discouraged. Appropriate land uses for these areas would consist of resource protection and wildlife habitat uses.

### **Flood Hazard Assessment**

The Federal Emergency Management Agency (FEMA) has defined areas of flood susceptibility in the Town of Casey. The Flood Hazard Boundary Map (FHBM) series for Washburn County depicts these flood zones as shaded areas. Flood prone areas were determined by statistical analyses of records of river flow and rainfall, information obtained through consultation with the community, floodplain topographic surveys, and hydrologic and hydraulic analyses.

Washburn County has adopted flood plain regulations that apply to all bodies of water in the county. Determination as to whether a building site is located in a flood plain must be made through zoning office review of flood plain maps or through field verification of flood boundary. Flood plains in the Town of Casey are depicted in Map 5.7.

### **Groundwater**

Groundwater is a critical resource for Washburn County and for Wisconsin. It is the main source from drinking water for 70 percent of Wisconsin residents and 95 percent of Wisconsin communities.

#### **Groundwater Quantity**

Under natural conditions, a balance existed between the volume of water entering an aquifer and the volume of water being discharged from an aquifer. With the development of water wells, the natural balance between recharge rates and discharge rates was disrupted. In Wisconsin, the overall groundwater supply has been depleted due to increased discharge. Natural fluctuations in groundwater supply can occur due to droughts or natural seasonal precipitation fluctuations.

#### **Groundwater Quality**

The quality of natural groundwater varies by location. As groundwater passes through natural sediments, naturally occurring chemicals may become deposited in the water. While naturally occurring groundwater contamination is generally mild, human-induced contaminants can make groundwater supplies unusable. The quality of groundwater is directly related to land use activities. The application of fertilizers, chemical spills, urban runoff, and non-point pollution can contribute to decreased quality of groundwater reserves.

### Groundwater Depth and Contamination Susceptibility

Groundwater depths (see Map 5.8) in the Town of Casey range from 0-20 feet in much of the eastern two-thirds of the town to 50 feet or greater in the moraines of the western part of the town. Groundwater contamination susceptibility corresponds to groundwater depth (Map 5.9) with shallow groundwater depths being the most vulnerable areas for potential contamination. These areas are of significant concern in relation to the installation of conventional septic systems.

### **Environmental Corridors**

Environmental Corridors are defined by the Wisconsin Department of Natural Resources as:

*“Linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that ensure biological diversity. Environmental corridors are often associated with rivers and streams.”*

Natural benefits provided by environmental corridors include air filtration, erosion control, and improved water quality. In addition, these natural features benefit the overall quality of life in the area and reduce the need for more expensive man-made solutions to water quality issues.

Many areas within these corridors provide important habitats for land and aquatic plants and animals. Connected habitats are superior to disjointed habitats and larger habitats are better for ensuring the survival of a species than smaller areas. Ensuring these corridors can continue to work as a system and the relationships between plants, insects, animals, land, and water continue to function properly are critical to environmental health and continued biological diversity.

The impacts and benefits of these corridors are not limited to one community or the responsibility of one jurisdiction. These areas follow natural boundaries and do not stop at political boundaries. Coordination among communities/jurisdictions is necessary in order to achieve the environmental, economic, cultural, community building, and health benefits, which can be attributed to these natural features. Environmental corridors are depicted in Map 5.10.

### **Wetlands**

Wetlands represent one of the most unique and diverse elements of the natural community. Defined by the presence of water and water-loving vegetation, these communities support a range of plants and animals adapted to survive and thrive in this wet environment, including many threatened and endangered species.

These environments provide additional benefits through the services they provide.

- Wetlands act as natural filters removing nutrients and chemicals from the water and are often constructed as bio-engineered water filtration devices used to treat and cleanse municipal wastewater or urban runoff.
- Wetlands serve as natural flood control devices by intercepting and holding water; a service that reduces flood risk to local communities.

- Wetlands also serve as groundwater recharge supplies for Washburn County communities.
- Wetland vegetation serves to stabilize streambanks and watercourses. This action reduces overall soil erosion and protects water quality by reducing siltation and sediment loads.

The United States Army Corps of Engineers, the Wisconsin Department of Natural Resources, and local zoning codes regulate wetlands. Section 404 of the Clean Water Act establishes a program to regulate the discharge of dredged and fill material into waters of the state including wetlands and is the primary federal regulatory program for wetlands.

Article 27 (Shoreland Regulations) of the Washburn County Zoning Ordinance regulates the use/alterations of wetlands in the county. The regulations contained within this document apply to all lands within 1,000 feet of the ordinary high-water mark of any navigable lake, pond, or flowage and those lands within 300 feet of the ordinary high-water mark of any navigable river or stream.

Wetlands have been delineated by the Wisconsin Department of Natural Resources. The Wisconsin Wetland Inventory (WWI) displays all wetland areas within Washburn County, which are greater than five acres in size. Washburn County has 518,236 surface acres, of which 79,140 acres are wetlands. Based on the WWI data, the Town of Casey has approximately 2,765 acres of wetlands (wetlands five acres and larger) (Table 5.4).

The majority of wetlands in the Town of Casey are classified as *Scrub/Shrub* wetlands. These communities include bogs and alder thicket and are characterized by woody shrubs and small trees such as tag alder, bog birch, willow, and dogwood. *Emergent/wet meadow* wetland types represent the second largest wetland community in the Town of Casey. These communities typically contain sedges, reeds, or grasses in saturated soils or standing water.

Also of note is the presence of *forested wetlands*, which include bogs and forested floodplain complexes. Trees species such as tamarack, white cedar, black spruce, elm, black ash, green ash, and silver maple characterize these communities. Wetlands are depicted in Map 5.7.

**Table 5.4 Wetland Types<sup>5</sup>**

Name	Approximate Acres
Forested	504
Scrub/Shrub	1,357
Emergent/Wet Meadow	739
Aquatic Bed	165
APPROXIMATE TOTAL	2,765

### **Resources of Concern**

The Town of Casey provides habitat for many species of wildlife, including rare, threatened, or endangered species of plants and animals. These critical resources have been documented by the Wisconsin Department of Natural Resources as part of the Natural Heritage Inventory Program. The specific location of endangered resources is confidential.

<sup>5</sup> Based on Wisconsin Wetland Inventory data, five-acre minimum mapping unit.



Plants and animals threatened with extinction are protected under federal and state endangered species legislation. Protection is not limited to only the individual species but includes protection of habitat critical to the species' survival.

Natural Heritage Inventory List for the Town of Casey:

<b>Birds</b>	<b>Scientific Name</b>	<b>Status</b>
<i>Osprey</i>	<i>Pandion Haliaeetus</i>	<i>Threatened</i>
<i>Bald Eagle</i>	<i>Haliaeetus Leucocephalus</i>	<i>Special Concern</i>
<i>Kirtland's Warbler</i>	<i>Dendroica Kirtlandii</i>	<i>Special Concern</i>
 <b>Fish</b>		
<i>Least Darter</i>	<i>Etheostoma Microperca</i>	<i>Special Concern</i>
 <b>Turtle</b>		
<i>Blanding's Turtle</i>	<i>Emydoidea Blandingii</i>	<i>Threatened</i>
 <b>Plant</b>		
<i>Richardson Sedge</i>	<i>Carex Richardsonii</i>	<i>Special Concern</i>
 <b>Community</b>	<b>Site</b>	
<i>Lake—Shallow, Soft, Seepage</i>	<i>Casey Creek Flowage</i>	

### **Timber Wolves (*Canis lupus*)**

Once classified as an endangered species, the Timber Wolf has successfully re-colonized portions of its former home range in northern Wisconsin, including parts of Washburn County. Wolves were officially reclassified to “threatened” status in Wisconsin in 1999 and may be delisted (in Wisconsin) in the near future.

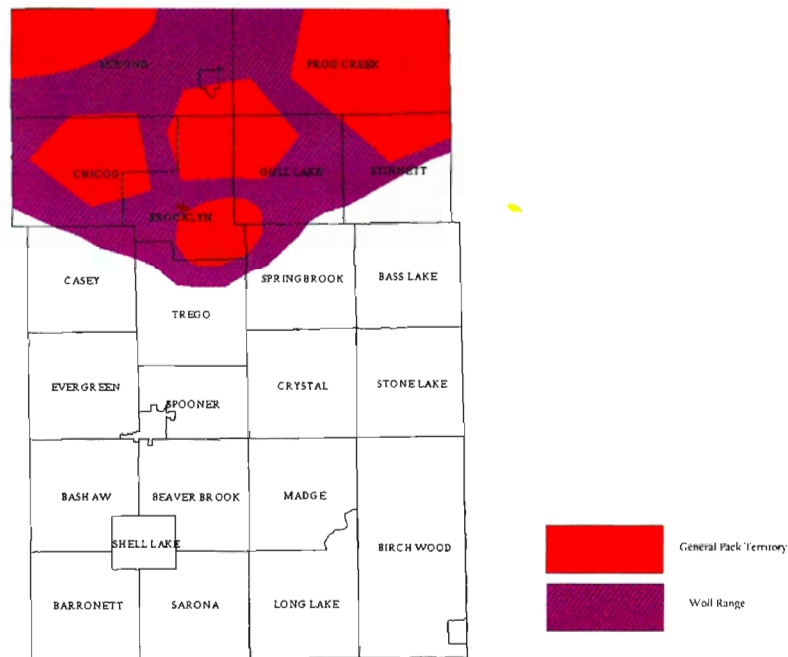
Part of the Town of Casey is considered “probable wolf range” according to the Wisconsin Department of Natural Resources<sup>6</sup>. Information regarding specific pack ranges is not published and the transient nature of these animals combined with large pack territories make specific population estimates difficult in small areas such as townships.

Other endangered, threatened, or rare species or communities may also occur within the Town of Casey. Locations of these critical resources are mapped to the section level in order to protect the security of these resources.

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<sup>6</sup> Gray Wolf Distribution in Wisconsin: Winter 2001-2001

**Figure 5.3: Washburn County Wolf Range and General Pack Territories**



Source: Wisconsin Department of Natural Resources

## 5.2 AGRICULTURAL RESOURCES

### Productive Agricultural Lands

Agricultural lands play an important role in defining the character of many Wisconsin communities. While not a considerable land use in each Washburn County community, agriculture is an economically and culturally significant activity in some portions of the county. Wisconsin's Comprehensive Planning legislation requires communities to review and analyze their agricultural land base and to formulate goals, objectives, and policies for preserving prime agricultural lands.

### County Agricultural History

Early agricultural activities in Washburn County were primarily focused on providing food supplies to lumber camps; and by 1935, there were 1,754 farms producing on 215,316 acres of cropland. Low yields due to poor soil conditions caused many of these operations to fail; and by 1978, nearly 50 percent of the county's farm acreage had been sold for other uses. The greatest losses occurred between 1949 and 1969 when nearly 95,000 acres of agricultural lands were converted to other uses. Agricultural land use trends have continued a downward slide, as reflected by the Agriculture Census for Washburn County, which indicate an additional 2.9 percent decrease in farmland between 1987 and 1997. Agricultural uses have declined countywide, especially in the marginal lands on the sand barrens of the northern and western parts of the county but remain a viable activity on the more productive lands of the southern parts of the county.

The decrease in overall farmland acreage coincides with an increase in the average farm size. Between the years of 1935 and 1997, the average farm size in Washburn County had increased from 122.8 acres to 276 acres, a net increase of nearly 125 percent. This trend mirrors statewide trends towards farmland consolidation and reflects the combining of many smaller family farms into larger, more economical units.

### **Agricultural Trends in the Town of Casey**

The Town of Casey has experienced a net decline in overall farmland acreage from 1967 to 2001. Between the years 1967 and 1976, the town lost 1,051 acres of farmland. During this same period, the town lost eight farms. Between 1977 and 2001, the town lost an additional 571 acres of land assessed as farmland. Additional agricultural trend information is found in the Land Use element of the Town of Casey Comprehensive Plan.

### **Prime Farmland (Washburn County Farmland Preservation Plan)**

The Washburn County Farmland Preservation Plan (1982), drafted under the 1977 Wisconsin Farmland Preservation Act, provides detailed statistics, background information, maps, goals, objectives, and policies for farmland preservation. Prime farmland has been delineated from the Washburn County Soil Survey and is depicted in Map 5.11. There are no areas of prime farmland within the Town of Casey.

## **5.3 CULTURAL AND HISTORIC RESOURCES**

### **Introduction**

Community cultural resources are a significant element in defining local character. The cultural heritage of the community may consist of many things such as historic buildings, festivals, cultural groups, entertainment, and viewsheds. This element proposes to identify a number of cultural attributes in the Town of Casey and propose meaningful objectives for the enhancement and protection of town cultural resources. According to the Architecture and Historic Inventory (AHI), provided by the Wisconsin Historical Society, there are no known sites identified in the Town of Casey.

### **Archaeological Sites Inventory**

The Wisconsin Historical Society maintains a list of archaeological sites and cemeteries known as the Archaeological Site Inventory Database (ASI). Up to this point in time, 173 archaeological sites and cemeteries have been reported to the Wisconsin Historical Society for Washburn County. These sites cover an extended period of time, which include campsites/villages/communities, cabins/homesteads, sugar mapling sites, cemetery/burial/mounds, trading/fur posts, mill/sawmills, and kilns. Of the 173 present in the county, one is reported for the Town of Casey and is shown below in Table 5.5.

**Table 5.5: Archaeological Sites & Cemeteries**

Site Name	Site Type	Cultural Study Unit
Rosewood Cemetery (AKA Parker Cemetery)	Cemetery/burial	Historic Euro-American

Source: Archaeological Site Inventory Database, Wisconsin Historical Society



### **Viewsheds and Scenic Resources**

Qualities that characterize the Town of Casey are the picturesque views, which are common throughout the general vicinity of the town. Accessibility to the views may over time be limited or denied due to private development of land. It should be a planning policy to try and ensure that the characteristic natural landscape features are protected and that views remain accessible to the public. Land use design should consider the natural scenic views during the development review process.

## **5.4 NATURAL, AGRICULTURAL, AND CULTURAL RESOURCES GOALS, OBJECTIVES, AND ACTIONS**

### **Natural Resources**

*Goal: Conserve, protect, manage, and enhance the town's natural resources.*

- Objective 1. Protect and maintain surface and groundwater quality.
  - a. Monitor septic systems and discourage holding tanks.
- Objective 2. Enforce wetland preservation.
  - a. Follow, support, and help improve county and WDNR rules.
- Objective 3. Impede further erosion of our fragile “sand country” soils by establishing designated ATV trails.
  - a. All ATV, dirt bike and off-road vehicle usage is banned from paved and unpaved township roads, right of ways, and all public lands in the Town of Casey. When Washburn County develops trails and the State of Wisconsin develops licensing for both vehicle and operator, the Town of Casey may reconsider ATV usage.
- Objective 4. Increase tax payments to the town and/or encourage the county to sell a percentage of county-owned land back to the private sector.
  - a. Gather information regarding the unfairness of compensation to the Town of Casey from county-owned lands in town.
- Objective 5. Create usage and informational signboards for all boat landings in the town.
  - a. Work with WDNR for better signage at boat landings. Ask town board to check with Department of Corrections for signs.
- Objective 6. Eliminate clear-cutting of wooded parcels by establishing a green-belt distance between roads and proposed cutting site.
  - a. Research the use of an ordinance to accomplish this goal.

- Objective 7. Encourage proper disposal of hazardous wastes.
  - a. Provide residents information on how to dispose of hazardous wastes properly.
- Objective 8. To discourage the practice of Washburn County acquiring any additional private land or property in the Town of Casey.
- Objective 9. Find methods to minimize or eliminate noise pollution on town lakes.
- Objective 10. Find ways to minimize shoreline erosion and pollution of town lakes.

### **Agricultural Resources**

***Goal: Preservation of existing productive farmland for present and future agricultural activity.***

- Objective 1. Discourage residential development on existing farmlands.
  - a. Town of Casey acquires the power to limit residential development of existing farmlands.
  - b. Monitor septic systems and discourage holding tanks.

### **Cultural & Historic Resources**

***Goal: Preserve existing and identify and designate other cultural and historic resources, including historical structures, sites, and landscapes.***

- Objective 1. Promote usage of the Rosewood Cemetery.
  - a. Inform residents of the availability of the Rosewood Cemetery.
  - b. Establish a town cemetery board.
- Objective 2. Promote the preservation of rural schools or former rural school sites.
- Objective 3. Protect, know, and locate other Native American burial sites.
  - a. Identify and mark Native American burial sites on non-private lands.
- Objective 4. Investigate the possibility of expanding facilities at the town hall site.
  - a. Research funding for upgrading of town hall.

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Element 6

Economic Development

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## **Element 6**

### ***ECONOMIC DEVELOPMENT***

#### **6.1 INTRODUCTION**

The ability for a community to attract new and innovative businesses, industries, and workers is a key element for the community's economic survival and prosperity. Providing a good climate for business development enhances the community's overall well being both in financial terms as well as in morale and civic pride. By providing for its businesses and the residents who comprise its workforce, the community insures its future success.

This element of the plan contains a compilation of background information, goals, objectives, and programs to promote the retention and stabilization of the economic base in the Town of Casey. As required by §66.1001, Wisconsin Statutes, this element includes an assessment of new business and industries that are desired in the town, an assessment of the town's strengths and weaknesses with respect to attracting and retaining businesses and industries, and includes an inventory of environmentally contaminated sites. It also identifies applicable county, state, and regional economic development programs that apply to the Town of Casey.

#### **6.2 LABOR FORCE AND ECONOMIC BASE**

According to the 2000 Census, of the 466 inhabitants in the Town of Casey, 375 are 16 years or over. The residential labor force of Casey is comprised of 210 persons or 56 percent of persons 16 years of age and older; 198 of the 210 were identified as employed and 12 as unemployed (5.7 percent.).

During the period of 1990 to 2000, the percentage of the population over the age of 25 that have attained some education past high school increased from 45 percent to 53 percent. Of the 347 people over 25 years old, 184 have higher than a high school diploma level of education, with 57 percent achieving an associate degree or higher.

In 2000, the average annual wage for Washburn County was \$21,410. The highest paying industry in the county is government at \$28,442, followed closely by finance, insurance, & real estate at \$27,774 and then manufacturing at \$24,698. The lowest paying industry is retail trade at \$13,200.

The largest industry sector in which Town of Casey residents are employed is in the educational, health, and social services industry. This industry sector currently provides 23 percent of the resident jobs in 2000, which is down from 26 percent in 1990. Manufacturing (14%); arts, entertainment, recreation, accommodation and food services (14%); and construction (13%) are the next largest industry sectors residents work in either in the county or elsewhere. In 1990, after educational, health, and social services, the industries employing the most people were manufacturing (22%), retail trade (22%), and wholesale trade (9%).

## **FEDERAL**

### **Economic Development Administration**

The U.S. Department of Commerce Economic Development Administration offers two programs for assistance with economic development that apply to the Town of Casey. One is the Public Works and Economic Development Facilities Assistance Program, which supports the construction or rehabilitation of essential public infrastructure and development facilities necessary to generate private sector jobs and investment, including investments that support technology-led development, redevelopment of brownfield sites, and eco-industrial development. Secondly, the Economic Adjustment Assistance Program is available to: (1) address the immediate needs of businesses and communities presently undergoing transition due to a sudden and severe job loss and (2) demonstrate new and proactive approaches for economic competitiveness and innovative capacity for threatened regions and communities.

### **USDA Wisconsin Rural Development**

Several loan and grant programs of benefit to the county and local business development are available from the USDA Rural Development. One of those programs is the Community Facility Guaranteed Loans Program, which provides funding to local units of government to construct, enlarge, extend, or otherwise improve community facilities providing essential services in rural areas.

The Rural Economic Development Loans and Grants Program helps develop projects that will result in a sustainable increase in economic productivity, job creation, and incomes in rural areas. Projects may include business start-ups and expansion, community development, incubator projects, medical and training projects, and feasibility studies.

The purpose of the Business and Industry Direct Loan Program is to improve, develop, or finance business, industry, and employment and improve the economic and environmental climate in rural communities. Loan purposes include purchase and expansion of land, equipment, buildings, and working capital. Loans to public bodies can be used to finance community facilities and construct and equip industrial plants for lease to private businesses.

The Community Facilities Direct Loans and Grants Program provides funding for essential community facilities (CF) such as municipal buildings, day care centers, and health and safety facilities. Examples include fire halls, fire trucks, clinics, nursing homes, and hospitals. CF loans and grants may also be used for such things as activity centers for the handicapped, schools, libraries, and other community buildings.

## **STATE**

### **Wisconsin Department of Commerce**

At least three programs are available to local units of government through the Wisconsin Department of Commerce. The first program is the Community Development Block Grant for Economic Development (CDBG-ED). Its purpose is to provide resources to local governments that will enable them to assist economic development projects in their community. The local

unit of government is the applicant and recipient of the funds. A specific business, which must be located in a municipality of 50,000 or less, is loaned the funds for eligible business development uses. When the funds are repaid to the local government, they may stay in the community to be used as a revolving loan fund to assist other businesses in the community.

The second program is the Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED). Its purpose is to provide grant funds to local governments that will enable them to provide needed public facilities (i.e., streets, sewer mains, water mains, etc.) to private business enterprises that are going to create full-time jobs by starting or expanding their businesses because of the availability of the funded public facilities.

The third program available from the Wisconsin Department of Commerce is the Community-Based Economic Development Program (CBED). Its purpose is to provide financing assistance to local governments and community-based organizations that undertake planning or development projects or that provide technical assistance in support of business (including technology-based businesses) and community development.

### **Wisconsin Departments of Tourism and Commerce**

The Tourism Development Initiative is a multi-faceted program designed to assist tourism businesses that have been severely affected by consecutive winters with minimal snowfall. The program offers planning and training grants that focus on tourism development and diversification at the business and municipal levels. A Snow Emergency Loan is available to qualifying small businesses that can document significant revenue loss caused by the lack of snow.

### **Wisconsin Department of Transportation**

Available from the Wisconsin Department of Transportation is a program called the Transportation Facilities Economic Assistance and Development Program (TEA). The intent of the TEA program is to help support new business development in Wisconsin by funding transportation improvements that are needed to secure jobs in the state. A governing body, a business, a consortium group, or any combination thereof can apply for TEA program funding.

## **REGIONAL and LOCAL**

### **Northwest Regional Planning Commission**

The Northwest Regional Planning Commission is a cooperative venture of the local units of governments in the ten counties of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn and the five tribal nations of Bad River, Lac Courte Oreilles, Red Cliff, St. Croix, and Lac du Flambeau in the region. The purpose of NWRPC is to assist the communities of the membership to promote sustainable economic development, develop public facilities, provide planning and technical services, efficiently manage and conserve natural resources, and protect the environment. Every five years, NWRPC, with the cooperation of the local units of government in its region, prepares a Comprehensive Economic Development Strategy for the entire northwest region.



In an effort to build a focused development strategy for the northwest region, NWRPC developed three non-profit development corporations, each focusing on a specific area need and opportunity including financing for business start up and expansions (Northwest Wisconsin Business Development Corporation), technology-based business development (Wisconsin Business Innovation Corporation), and affordable housing (Northwest Affordable Housing, Inc.).

#### **Northwest Wisconsin Business Development Corporation**

A strategic partner of the Northwest Regional Planning Commission, the Northwest Wisconsin Business Development Corporation, has available revolving loan funds to address a gap in private capital markets for long-term, fixed rate, low down payment, and low interest financing to assist businesses in job creation/retention and growth.

#### **SuperiorLife Technology Zone Program**

The Technology Zone program was developed out of the Build Wisconsin initiative, which is firmly based in the concepts of promoting regional cooperation and developing a technology base. Washburn County is part of the SuperiorLife Technology Zone and won designation as such by the Wisconsin Department of Commerce (WDOC) in 2002. Each designated zone will get \$5 million in income tax incentives for high-tech development. The (WDOC) will certify eligible businesses for tax credits based on their ability to create high-wage jobs and investment and support the development of high-tech industries in the region. The SuperiorLife Technology Zone offers the potential for growth in the computer software, medical, and forestry clusters, among others.

#### **Washburn County Industrial Development Agency**

The Washburn County Industrial Development Agency, LTD oversees the county's CDBG-ED, revolving loan fund. The fund is available to local businesses to increase productivity and spur job creation through expansion and growth.

#### **Washburn County Economic Development Corporation**

The Washburn County Economic Development Corporation is a 501(c)(3) not-for-profit economic development group representing businesses and local units of government in Washburn County. The corporation is tasked with increasing employment opportunities throughout the county by meeting with businesses from outside the county that may be interested in relocating to the county. The corporation also meets with existing businesses interested in retaining or expanding their local employment base. Overall, the goal of the corporation is to create and retain employment opportunities and improve the environment for economic development in the county.

#### **Other Programs**

There are many more federal, state, and local programs offering assistance to businesses. They are listed in the Economic Development Manual prepared by the Wisconsin Bankers Association and the Wisconsin Financing Alternatives booklet prepared by the Wisconsin Department of Commerce.

## **6.8 ECONOMIC DEVELOPMENT GOAL, OBJECTIVES, AND ACTIONS**

***Goal: Promote economic development activities that provide for a healthy, diversified, and sound economy with minimal effects on the environment.***

Objective 1. The Town of Casey does not wish to create additional industrial areas.

a. Establish an ordinance to address this objective.

Objective 2: Work with existing and future businesses to assure that facilities and operations are compatible with the natural environment and rural character of the town.

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## Element 7

### Intergovernmental Cooperation

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## **Element 7**

### **INTERGOVERNMENTAL COOPERATION**

#### **7.1 INTRODUCTION**

In order to ensure continuity and prevent potentially conflicting development patterns, community planning must incorporate a thorough inventory and analysis of the plans of adjacent and overlapping jurisdictions.

Within the countywide planning process, maps, goals, objectives, and plan recommendations were developed in conjunction with one another. Development of individual local plan components was conducted in concert, as to achieve a logical and consistent framework among the local units of government and Washburn County.

Inventory and examination of the existing jurisdictional relationships within the county provides the cornerstone for intergovernmental cooperation. Understanding the nature and complexity of these relational issues is key to understanding how these relationships can be enhanced to provide maximum coordination and cooperation. Presently, many jurisdictions within the county have informal agreements with other units of government. It will be the aim of the intergovernmental component to achieve a superior level of multi-jurisdictional cooperation through formalization of relationships, opening the lines of communication between jurisdictions, and to promote intergovernmental agreements.

#### **7.2 66.1001 REQUIREMENTS**

The Wisconsin State Statutes define the intergovernmental planning requirements as “A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units and to the region, the state, and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under §66.0301, §66.0307 or §66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.”

#### **7.3 GOVERNMENTAL UNITS AND RELATIONSHIPS TO THE TOWN OF CASEY**

The Town of Casey shares borders with five municipalities, a county, and a school district. In addition, the town must also coordinate with state and federal agencies.

### **Adjacent & Overlapping Jurisdictions**

- Town of Chicog
- Town of Trego
- Town of Brooklyn
- Town of Evergreen
- Town of Scott, Burnett County
- Washburn County
- Spooner School District
- Northwest Regional Planning Commission
- Wisconsin Department of Natural Resources
- Wisconsin Department of Transportation

### **Relationship to Adjoining Towns**

Towns have fixed borders and do not have annexation authority, thus, boundary disputes do not occur. The Town of Casey maintains a general working relationship with adjoining towns. The town does cooperate with adjacent towns on various issues. Of greatest concern to the Town of Casey is the monitoring of adjoining land uses to ensure compatibility between communities and avoid potential conflict. Additionally, the Town of Casey is open to working with adjoining communities to improve critical services such as fire, police and emergency medical service.

### **Relationship to Washburn County**

Washburn County has some jurisdiction within the town. In particular, the county has jurisdiction over land divisions, on-site sanitary sewer systems, and zoning (including shoreland, wetland, and floodplain areas) in the Town of Casey. Washburn County also owns and maintains the county highways.

In general, the relationship between the Town of Casey and Washburn County can be characterized as one in which cooperation and understanding could be enhanced. The primary conflict lies between proposed zoning and land use recommendations made by Washburn County. A large part of the rationale for developing the comprehensive plan is the desire of the town to look forward and to identify where the community chooses to go. The development of the **future land use map** is intended to provide town officials, the Washburn County Zoning Committee, and the Washburn County Board of Supervisors with a better understanding of development trends and preferred future land use patterns.

In areas where the county has jurisdiction in the town, the county attempts to get input from the town before making decisions affecting town land use. Likewise, the town has attempted to maintain open lines of communication with Washburn County. These lines of communication have not always proved to work effectively or efficiently, resulting in conflict.

Washburn County has committed to incorporating town land use recommendations into a formal zoning revision process, following plan adoption. This means, that following the revision, county zoning ordinances should be consistent with town level land use requirements and desires. A formal process of communications has been developed to ensure both parties are informed, involved and engaged in the zoning/land use process.

### **Relationship to School District**

The Town of Casey is within the School District of Spooner. The town maintains a cooperative relationship with the district but does not directly participate in administration, facility siting or improvement issues. Town residents also pay property taxes, which partially fund the district.

### **Relationship to Northwest Regional Planning Commission**

Regional Planning Commissions are formed under Section 60.0309 of Wisconsin State Statutes to provide a range of services to local units of government within the RPC boundaries. RPC's provide planning assistance, assist local interests in responding to state and federal programs, serve as a coordinating agency for programs, and provide other technical and advisory assistance to local government. The Town of Casey is within the boundary of the Northwest Regional Planning Commission (NWRPC), which is based in Spooner, Wisconsin. The Town of Casey has a working relationship with NWRPC.



### **Relationship to State of Wisconsin**



The Wisconsin Department of Natural Resources (WDNR) and the Wisconsin Department of Transportation (WisDOT) are the principal state entities with whom the town must communicate. WDNR is responsible for natural resource protection, environmental law enforcement, and compliance monitoring. WisDOT is responsible for planning and development of transportation infrastructure and facilities. In order to achieve the goals of this comprehensive plan, the Town of Casey must continue to communicate and cooperate with these agencies. It is important that the town be informed of changes in policy, management, or planning conducted by these agencies.



## **7.4 INTERGOVERNMENTAL COOPERATION EFFORTS**

The Town of Casey contracts with the Spooner Fire District for fire suppression services. North Ambulance provides EMS service. The Washburn County Sheriff's Department provides police protection. The town contracts for road maintenance, plowing, and construction projects individually. Formal agreements are in place for fire and ambulance services, but not for police protection.

Currently, the only identified relationship the Town of Casey has with state agencies is the relationship for receiving General Transportation Aids through the WisDOT.

### **Conflict Resolution Process (CRP)**

Potential conflicts related to land use decision-making have been greatly diminished due to the concerted development of local jurisdictional plans through the planning process. Although, it is important to recognize that unplanned future variables may result in conflict. Planning for potential future conflict between jurisdictions requires a process to resolve such disputes. The conflict resolution process developed for Washburn County outlines the appropriate steps to be taken by the local governing body to resolve these disputes in a logical, systematic, and equitable manner. **See Appendix C for detailed description of the conflict resolution process.**



## **7.5 EXISTING AND PROPOSED LOCAL, COUNTY, AND REGIONAL PLANS**

### **Adjacent Units of Government**

The Town of Casey shares borders with the Washburn County Towns of Trego, Brooklyn, Evergreen and Chicog, and with the Burnett County Town of Scott. Each of these units of government, with the exception of the Towns of Trego and Evergreen, participated in the Washburn County Comprehensive Planning process. Each participating local unit of government has a comprehensive plan, with individual goals, objectives and a future land use map.

The Intergovernmental Cooperation goal of the Town of Casey Comprehensive Plan is to ***“Expand cooperative relationships with adjacent and overlapping jurisdictions.”*** In order to achieve this goal, the town must keep the lines of communication open with adjacent jurisdictions. The town must continue to participate in the planning efforts and any future plan revision efforts with neighboring communities. Likewise, the Town of Casey must continue to inform adjacent communities of changes to its comprehensive plan and ongoing efforts to implement the plans actions.

The Town of Casey Planning Commission will be the entity responsible for promoting town communications and coordinating planning affairs with adjacent units of government pertaining to land use activities.

### **Washburn County Comprehensive Plan**

The Washburn County Comprehensive Plan was developed to address countywide growth and development issues, transportation, economic development, housing and the provision of public utilities, services, and facilities.

The key link between the Town of Casey Comprehensive Plan and the county plan is land use and zoning changes. Washburn County will conduct a comprehensive revision of the county zoning ordinances following local comprehensive plan adoption. This revision will incorporate community level land use concerns into the overall growth management strategy for Washburn County.

The Town of Casey Planning Commission and town board will be responsible for communications and correspondence with the Washburn County Zoning Committee regarding both local and county comprehensive planning issues.

### **Spooner School District Plan**

The Spooner School District is in the process of developing a strategic plan. The strategies outlined in this document will provide guidance and direction for the district for the next 20 years. Facilities improvement and/or development will be dictated by the plan’s assessments and recommendations.

### **Regional Plan**

Under Wisconsin’s 1999 Comprehensive Planning legislation, each regional planning commission must develop a full nine element comprehensive plan. Under this law, the Northwest

Regional Planning Commission will be responsible for developing a regional plan for the ten-county northwest region. In development of this plan, it is important that the Town of Casey is solicited for input relating to the overall future land use efforts already completed for the town.

## **7.6 COUNTY, STATE, AND FEDERAL AGENCY PLANS**

### **Washburn County Outdoor Recreation Plan**

The plan includes a list of general recommendations that apply to all Washburn County communities, with no recommendations specific to resources within the Town of Casey. No conflicts with the Town of Casey Comprehensive Plan have been identified.

### **Washburn County Forest Recreation Plan (1999-2003)**

Guidelines of County Owned Land Ordinance (22-98) apply to lands that are county owned and maintained. No conflicts with the Town of Casey Comprehensive Plan have been identified.

### **McKenzie Creek Fishery Management Plan (1986)**

The McKenzie Creek Fishery Management Plan is intended to manage the resources in the area and to accommodate other outdoor recreational activities, while focusing mainly on the aquatic resources associated with McKenzie Creek and its natural headwaters spring ponds. The plan contains goals, objectives, benefits, and alternatives for preserving the wildlife area and its surrounding resources. There are no conflicts with the Casey Comprehensive Plan to date.

### **Washburn County Land and Water Resource Management Plan (July 1999)**

No recommendations specific to the Town of Casey have been identified, although general guidelines apply to all of Washburn County. No conflicts with the Town of Casey Comprehensive Plan have been identified.

### **Long Range Program, Washburn County Soil & Water Conservation District (1980)**

No recommendations specific to the Town of Casey have been identified, although general guidelines and actions would apply to the town. No conflicts with the Town of Casey Comprehensive Plan have been identified.

### **Washburn County Solid Waste Management Plan (July 1983)**

The Resource Conservation and Recovery Act (RCRA) of 1976 enacted standards for treatment, storage, and disposal of solid waste. Since this legislation, all local landfills (town) have since closed. No conflicts with the Town of Casey Comprehensive Plan have been identified.

### **Washburn County Farmland Preservation Plan (May 1982)**

Portions of the Town of Casey have been identified by the plan as “Agricultural Preservation Areas”; “Woodlands, Wetlands, and Environmentally Significant Areas”; and “Exclusion Areas”. These areas would be subject to the recommendations and actions as outlined in the plan. The general plan recommendations would also apply to lands in the Town of Casey. No conflicts with the Town of Casey Comprehensive Plan have been identified.



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Element 8

Land Use

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## **Element 8**

### **LAND USE ELEMENT**

#### **8.1 PURPOSE**

The Land Use Element is intended to provide important background data, analyze trends, and define future needs related to community land use. This information will serve as the foundation for the development of goals, objectives, policies, programs, and actions. This planning element must be defined and utilized in conjunction with the other eight elements and will serve as a guide to future growth and development within the community. Tools to implement the community actions taken related to land use are defined and described under Element 9, Implementation.

Defining appropriate land use is about more than making ecologically and economically intelligent choices. It is also about retaining values, lifestyles, cultural assets, and community character. The planning of future land uses is sometimes perceived as an intrusion on the rights of private property owners. The actual purpose of this activity is to protect the rights of the individual and to give landowners, citizens, and local communities the opportunity to define their own destiny.

Many northern Wisconsin communities are facing the same problems now engulfing the southern parts of the state including pollution, a loss of community character, traffic problems, and rising costs to individuals and governments. Taxes have reached all time highs and infrastructure and maintenance costs continue to encumber local units of government. These issues are being further exacerbated by the trends of unplanned, haphazard growth and development. By giving communities the opportunity to define the way they wish to grow and developing a “road map” to reach that destination, the magnitude of these problems can be reduced.

#### **8.2 BACKGROUND**

The Town of Casey, located in western Washburn County encompasses 21,873 acres (34.17 mi<sup>2</sup>). The town is dotted with numerous lakes and streams and contains a large tract of Washburn County Forest. Casey Town is rural in nature and generally has a low development density, with the exception of shoreland areas where significantly higher housing densities prevail.

#### **8.3 EXISTING LAND USE**

An inventory of existing land uses was compiled through analysis of 1996 digital aerial photography and verified by the town’s comprehensive planning committee in October 2002.

The determined land use boundaries are approximations based of photo-identifiable changes in land use and are not based on parcel classifications used for assessment and zoning purposes.

A standard land use classification system was used to assign different use areas into categories.

- **Agriculture** - The predominate existing land use is agriculture. The lands include croplands, livestock grazing, and dairy farming.
- **Commercial** - Retail sales establishments, restaurants, hotels/motels, and service stations.
- **Commercial Forest** - The use of land primarily for the cultivation of trees for timber and other forest products.
- **Communications/Utilities Facilities** - Lands use for generating and/or processing electronic, communication, or water, electricity, petroleum, or other transmittable product and for the disposal, waste processing, and/or recycling of by-products.
- **Government/Institutional** - These lands include: government-owned administration buildings and offices, fire stations, public hospitals and health care facilities, day care centers, public schools, colleges and educational research lands, and lands of fraternal organizations (BSA, VFW, etc.). Cemeteries, churches, and other religious facilities are included in this land use category.
- **Industrial** - Manufacturing and processing, wholesaling, warehousing, and distribution and similar activities.
- **Mobile Home Park** - Designated multi-unit mobile home clusters.
- **Open Space** - Privately owned non-wooded undeveloped lands, fallow fields.
- **Parks and Recreation** - Recreation lands under public or private ownership. Publicly owned recreational lands may include: town parks, nature preserves, athletic fields, boat landings, campgrounds, etc. Examples of privately owned lands may include: golf courses, campgrounds, marinas, shooting range, etc.
- **Residential** - Lands with structures designed for human habitation including: permanent, seasonal, and mobile housing units (not in a designated mobile home park) and recreational cabins and cottages.
- **Transportation** - Use of land corridors for the movement of people or materials, including related terminals and parking facilities.
- **Water** - Open water areas, including natural and impounded lakes and streams.
- **Woodlands** - Forested lands under private ownership, private forest woodlots.

Based on existing land use, an analysis of each land use classification has been conducted. This information is intended to provide a snapshot of the existing conditions or “supply” of available land throughout the town. Overall, the intensity and density of all land use activities is considered low due to the rural nature of the town. Only land along select lakes would be considered as having a somewhat higher density level and even that is argumentative based on a persons perspective and definition of density. Over the planning horizon, it is anticipated that overall density of the land use activities will remain at a low level. The town’s position on minimum lot size is one way in which to maintain land use activities appropriate to the desires of the community and to curb high-intensity and high-density development, which may negatively impact the rural nature and northwood’s character so highly valued by the community. The town has decided on a minimum non-divisible five-acre lot size for forest and rural residential lots.

Limited land use conflicts exist due to the community supporting primarily residential activity. Conflicts between agricultural and residential activities are fairly non-existent due to the very limited amount of farming. Agricultural activity in the town is considered a very low-intensity land use, primarily growing of crops. Very limited and sporadic development associated with commercial and industrial activity (none present) is present resulting in little adjoining land use conflicts.

The potential for land use conflicts will not be completely eliminated by this plan. However, following the goals, objectives, action statements, and future land use map will set a course of action that will minimize such conflicts. As stated elsewhere in this plan, an integrated planning process between the Town of Casey and all overlapping and adjoining jurisdictions will ensure that future land use decisions consider and examine potential conflicts.

## **8.4 EXISTING LAND USE PATTERN**

### **Woodlands**

The dominant land use within the Town of Casey is woodlands. Within the town, woodland land use accounts for nearly 84 percent of the total land area. Substantial portions of the town’s woodlands are part of the Washburn County Forest (7,518 acres). Most remaining woodland acreage is under private ownership with the exception of a tract of National Park Service land in the northeastern corner of the town. Most of the town’s private woodlands in the town are used as recreational parcels and for forest crop production. A small portion of Casey’s woodlands are currently managed and utilized as industrial forest land.

### **Agriculture**

Agricultural land use is notable within in the Town of Casey and about 700 acres are currently being utilized for agricultural purposes. Most of the town’s agricultural land use is found north of CTH “E” in the southeastern corner of Casey Town. Smaller, isolated tracts of agricultural use occur throughout the town.



### **Open Space**

Open space lands can be found intermittently throughout the town, but most open space is concentrated in the south and southeast portions of the town. These areas may be idle lands that are temporarily out of agricultural production, or fallow fields.

### **Residential**

The bulk of residential development within Casey Town is considered shoreland-residential and is closely associated with the town's surface water resources. Several existing permanent and seasonal residences line the shorelines of lakes in the Town of Casey. Development density along shoreland areas is very high in places, with some areas having attained maximum build-out. Shoreland development has, in some cases, extended to the second tier (non-adjointing property with lake views), which is typical around Wisconsin lakes with extensively developed shorelines. Rural density residential land use is also scattered throughout the Town of Casey. These non-shoreland dwellings range in nature from seasonal residences, to hunting and recreational estates, to permanent year-round dwelling units.

### **Transportation (local and county roads)**

Road corridors are defined as the actual road surface and the associated right-of-ways. The town has a fairly extensive road network consisting of both county and town roadways. Road density is generally lower in the northern parts of the town due to the presence of a large block of public land (Washburn County Forest).

### **Commercial**

The Town of Casey has very little commercial land use. Existing commercial businesses are found near Dunn Lake, section 23, and north of CTH "E", section 35. A trend towards commercial home-based business has emerged in many Washburn County communities. It is difficult to determine the exact numbers of these businesses in the community due to lack of available data. The 2000 decennial census indicated that 11 of the town's 190 working residents worked at home.

### **Industrial**

Two industrial areas were identified in the Town of Casey. One is described as an extractive operation. This area is located south of Bass Lake Road in section 34. The other is Stresau Labs located in the Dunn Lake area.

### **Government/Institutional**

Government/Institutional land use within the Town of Casey consists of the Casey Town Hall located along Dunn Lake Road, section 27, and a cemetery located north of Leisure Lake Road, section 4.

### **Other**

With the exception of surface water, the remaining land uses within the town comprise little land area.

<b>Table 8.1: Land Use by Category</b>		
<b>Land use</b>	<b>Acres</b>	<b>Percent of Total</b>
Agriculture	709.7	3.2%
Commercial	35.0	0.2%
County Highway	40.2	0.2%
Gov't/Inst	2.5	<0.1%
Industrial	9.2	<0.1%
Local Roads	428.8	2.0%
Open Space	11.1	0.1%
Park & Rec	0.5	<0.1%
Residential	118.5	0.5%
Water	2,227.4	10.2%
Woodlands	18,287.6	83.6%
<b>TOTALS</b>	<b>21,870.5</b>	<b>100.0%</b>

Surface waters account for nearly 2,227 acres, while the remaining uses (Parks and Recreation, Open Space) represent less than 12 acres.

## **8.5 PRIMARY FACTORS INFLUENCING THE DEVELOPMENT PATTERN IN THE TOWN OF CASEY**

### **Surface Water Resources**

A visible trend across northern Wisconsin continues to be the development of private lakeshore frontage, and in some cases, second tier (backlot) growth. Surface waters are attractive resources for a wide variety of reasons including recreation, quiet, and aesthetic views. Areas adjacent to and near lakeshores have experienced a dramatic increase in /seasonal/retirement home development. Many seasonal homes on county lakes have been converted to year-round residences as people retire and occupy these dwelling permanently. Remaining undeveloped shoreland areas along Casey are likely to continue to experience growth pressure, as are non-adjoining parcels (second tier).

### **Transportation Network**

The town's road network provides access to land parcels throughout the town. Further road development will open new lands to potential development pressure.

### **Forested Rural Lands**

As lake frontage becomes developed and expensive, more landowners will look towards developing homes in rural forested lands. These types of development can lead to fragmentation of the landscape and general loss of rural character. Rural development of this type often has long and/or inadequately maintained driveways that pose challenges for emergency/police/fire response.

### **Washburn County Forest**

Slightly over 34 percent of Casey Town's total land area is part of the Washburn County Forest. These are publicly owned lands that essentially prohibit most forms of development; although, fringe development along the privately owned periphery of public lands is a growing trend in northern Wisconsin.

### **Proximity to Metropolitan Areas**

The town's geographic proximity to the Duluth/Superior metropolitan area and relatively short driving distance to the Twin Cities is a local development factor. Non-residents own numerous seasonal residences and land parcels within the town. The Duluth/ Superior area is within commuting distance of the Town of Casey. According to the census, 16 commuters traveled 45 minutes or more to work in 2000, which may indicate some are traveling to the Duluth/Superior area.

### **Lands Enrolled in Forest Management Programs**

Lands that are enrolled in forestry programs such as the Managed Forest Law (MFL) program can provide some assurance that these lands will continue to be utilized as forest. These lands are under contractual commitment, which may or may not be renewed upon expiration.

### **Land Prices**

The rural communities, woodlands, and lakes of Washburn County have many attractive qualities making it a desirable place to live, work, and recreate. The high density of lakes, abundant forests, and low population density represent the kinds of amenities people are seeking to escape urban living and to enhance their quality of life. These factors have resulted in tremendous development pressure within the county, especially on lakes and rivers. As a result, the prices of land have increased exponentially, placing land ownership out of the range of affordability of many people.

The price of land depends upon many factors and can vary significantly from town to town or even lake to lake. It is often difficult to generalize the market price of property within a given municipality due to 'location specific' factors, which dictate the price and by the fact that a limited number of properties are on the market at any given time. By examining the entire local market over a period of time, we can draw some conclusions about the general land prices within the local area.

Based on market listings of undeveloped rural lands within Washburn County, the average price per acre is about \$2,500. This includes all vacant rural lands such as forests, non-forested areas, and agricultural areas. The range in price variability is high, with some areas selling for as little as \$1,000 per acre and others near \$5,000 per acre.

Undeveloped lake frontage within the county is in very high demand. The supply of vacant lake frontage is low and decreasing at an increasing rate. These factors have resulted in historically high prices for lake frontage and lots, which can provide direct lake access or even lake views. Based on market listings of lake frontage, the average price is \$700-\$1,000 per linear foot. There is a very high range of variability in these prices, and many properties are marketed at prices up to several thousand dollars per linear foot of shoreline.

## **8.6 WISCONSIN DEPARTMENT OF REVENUE ASSESSMENT STATISTICS**

Wisconsin Department of Revenue real estate classes are used to determine land assessments and valuations. Because these data cover extensive time periods, they can be useful in conducting a simplified land use analysis and for examining trends, which are determined by the conversion from one type of assessment class to another over a period of time. The land use classes used for assessment purposes are: Residential, Commercial, Manufacturing, Agricultural, Swamp and Waste, and Forest. Excluded from this inventory are lands categorized as "other" or tax-exempt lands.

### **Wisconsin Real Estate Class Definitions**

**Residential** includes any parcel or part of a parcel of untitled land that is not suitable for the production of row crops, on which a dwelling or other form of human abode is located.

**Commercial** includes properties where the predominant use is the selling of merchandise or a service. Apartment buildings of four or more units and office buildings.



**Manufacturing** property consists of all property used for manufacturing, assembling, processing, fabricating, making, or milling tangible personal property for profit. It also includes establishments engaged in assembling component parts of manufactured products. All manufacturing property is assessed by the Wisconsin Department of Revenue.

**Agricultural land** means land, exclusive of buildings and improvements that is devoted primarily to agricultural use, as defined by rule.

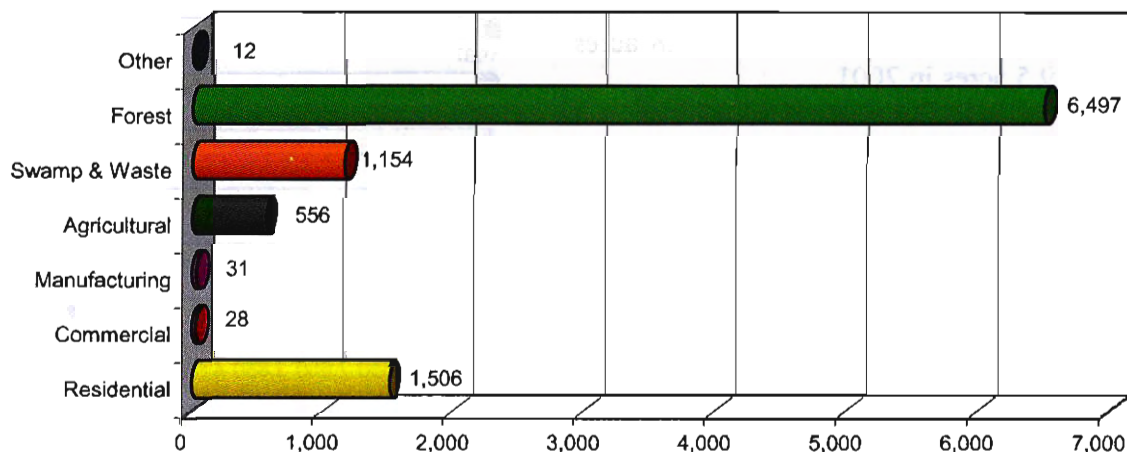
**Swampland or wasteland** means bog, marsh, lowland brush, and uncultivated land zoned as shoreland under §59.692 and shown as a wetland on a final map under §23.32 or other nonproductive lands not otherwise classified.

**Productive forestland** means land that is producing or is capable of producing commercial forest products.

## 8.7 HISTORIC TRENDS

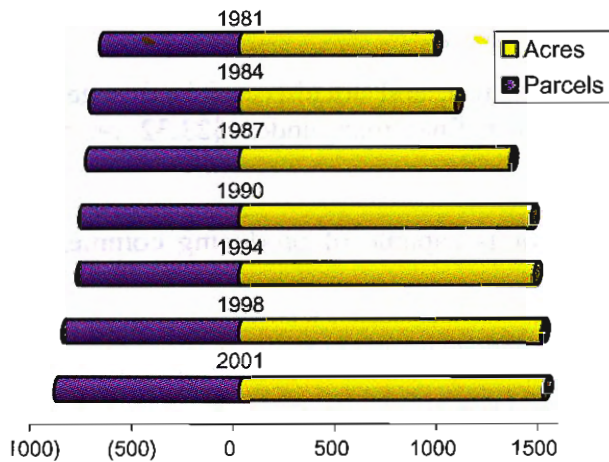
As indicated by figure 8.2, the number of residential parcels and the total acreage of lands assessed for residential purposes have increased over the past 20 years. The total residential acreage increased 57 percent between 1981 and 2001. The number of parcels also increased by 31.5.

**Figure 8.1: Wisconsin Department of Revenue 2001 Tax Class Acres**

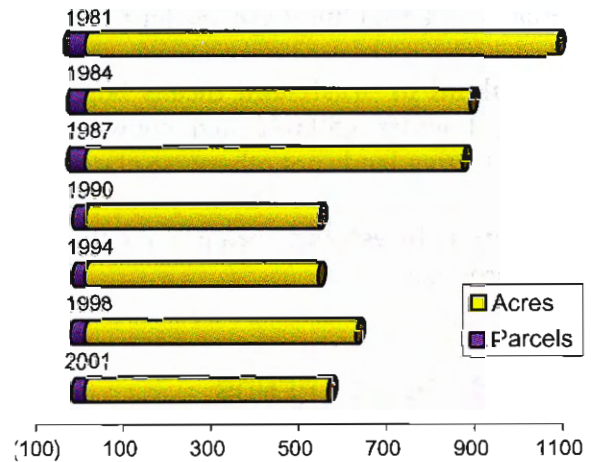


Lands assessed for agricultural purposes have declined noticeably over the past 20 years, a trend which is occurring at both the county and state levels. While the total acreage of lands in the agricultural<sup>1</sup> class have declined, the number of parcels in this category declined from 59 to 21 between 1981 and 2001.

**Figure 8.2: Residential Assessments  
1981-2001**



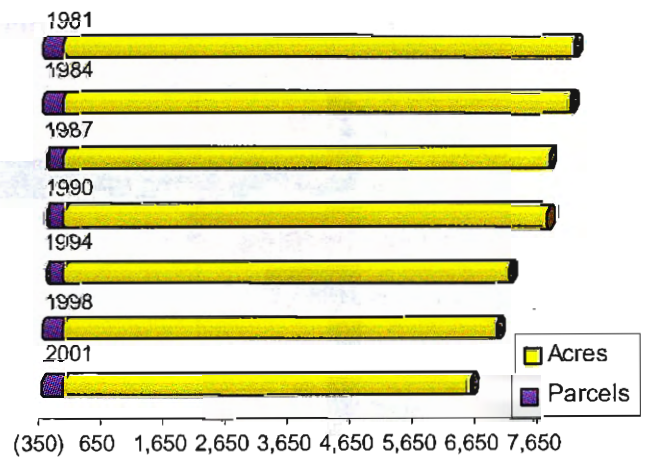
**Figure 8.3: Agricultural Assessments  
1981-2001**



Over the past 20 years, the total acreage of lands assessed as forest declined in the Town of Casey. The total number of forest parcels has remained relatively stable while the total acreage in this class has decreased by 20.1 percent. The average forest parcel size has decreased from 24.8 acres in 1981 to 19.5 acres in 2001.

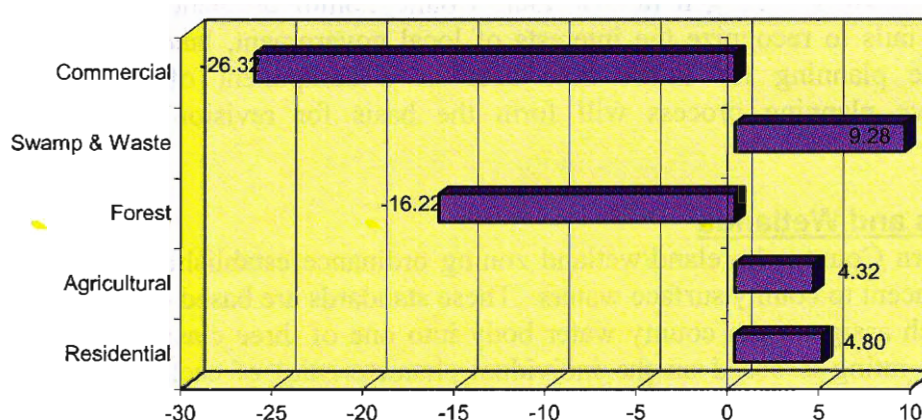
Commercial acreage in the Town of Casey has nearly doubled in 20 years, from 80 in 1981 to 157 in 2001. The 'swamp & waste' classification experienced an overall increase in acreage between 1981 and 2001, from 1139 acres to 1565. This may be due, in part, to the reclassification of some lands once classified as agricultural, in order to comply with Wisconsin's use value law.

**Figure 8.4: Forest Assessments  
1981-2001**



<sup>1</sup> It is important to note that changes in the way land is assessed have occurred over the past 20 years. Under Wisconsin's use value assessment (Implemented in 2000) only land that is actually used for crop or pasture production is eligible for use value assessment. This means that land associated with the farmstead, road rights-of-way, ungrazed woodland and swampland, etc. is currently excluded from land assessed under use value.

**Figure 8.5: Percent Change in Assessment Classes 1990-2001**



## 8.8 BUILDING AND SANITARY PERMIT DATA

### Washburn County Waterfront Zoning Permits, 2000 & 2001

Zoning permits issued for the construction of waterfront homes accounted for approximately half of all zoning permits issued in both 2000 and 2001. In 2000, a total of 197 permits were issued, with a total of 97 issued for dwellings. In 2001, 197 total permits were issued, with 93 permits for dwellings. The remaining zoning permits were issued for additions, accessory buildings, deck and stairs, or other structures.

**Table 8.2: Zoning Public Hearing Processes Involving Waterfront Property, 2000 & 2001 (County)**

	2000	2001
Rezoning requests	24%	35%
Variance requests	55%	55%
Conditional use requests	7%	11%

Source: Washburn County Zoning Department

## 8.9 LAND USE REGULATION

### General Land Use

Zoning is the regulation of the use of land and buildings that permits a community to control the development of its own jurisdiction. For all intensive purposes, zoning is a locally enacted law that regulates and controls the use of private property. Zoning involves dividing the countryside into districts or zones for agricultural, residential, commercial, industrial, and public purposes. The zoning law or resolution then states which specific uses are permitted in each district and under what circumstances. It provides for orderly growth by protecting homes and property from harmful uses on neighboring properties.

Zoning is the primary tool regulating land use in the Town of Casey and the town is currently under Washburn County zoning jurisdiction. The town could develop and enforce its own zoning ordinance. Counties are granted general zoning powers within the unincorporated areas (towns) of the county. However, a general county zoning ordinance becomes effective only in those towns that approve the county ordinance. Towns in counties with a general zoning ordinance (such as Washburn), which have not adopted the county zoning ordinance, may adopt village powers and use the city zoning enabling authority subject to county board approval.



Zoning ordinances must be based on a land use plan in order to be effective and protect the public interest. The current general Washburn County zoning ordinance is not plan based and to some extent fails to recognize the interests of local government, landowners, and the general public. The planning for future land uses as a component of the Washburn County comprehensive planning process will form the basis for revision of the existing zoning ordinances.

### **Shorelands and Wetlands**

The Washburn County shoreland/wetland zoning ordinance establishes development standards for lands adjacent to county surface waters. These standards are based on the lakes classification system, which assigns each county water body into one of three classes (I, II, III). The lakes classification rating is based on the individual characteristics of each lake, with class I lakes requiring minimum protection and class III needing the most. Mapped wetlands are also regulated under this ordinance.

### **Town Enforced Land Use Controls**

<b>Table 8.3: Existing Zoning District Acreage -Town of Casey Map GIS Analysis</b>			
<b>Zoning District</b>	<b>Parcels</b>	<b>Total Acres</b>	<b>Percent of Total Area</b>
Agriculture	16	425.3	2.0%
Commercial	1	12.8	0.1%
Conservation	14	71.6	0.3%
Forestry	383	13197.4	60.6%
Industrial	4	85.4	0.4%
Residential	9	250.2	1.1%
Residential Agricultural	56	1813.8	8.3%
Residential Mobile	1	1.3	0.0%
Residential Recreational (1)	108	1502	6.9%
Residential Recreational (2)	101	2522.2	11.6%
Residential Shorelands	9	107.2	0.5%
Water	147	1806.1	8.3%
<b>Total</b>	<b>849</b>	<b>21,795.3</b>	<b>100.0%</b>

Source: Washburn County Zoning Department

### **Redevelopment and Contaminated Sites**

Leaking underground storage tanks (LUST's) are an often a source of localized contamination problems and may pose threats to health and safety. These threats may include: contamination of soil and groundwater; contamination of drinking water; or contamination of lakes, rivers, and streams. Underground storage tanks are regulated in Wisconsin under,

- ❑ **Comm 10** Wisconsin Department of Commerce's rule governing installation, registration, maintenance and abandonment of petroleum storage tanks
- ❑ **NR 746** - Applies specifically to sites where petroleum products have discharged from storage tanks.
- ❑ **Comm 47** Department of Commerce rule that governs reimbursement from Petroleum Environmental Cleanup Fund Act (PECFA).
- ❑ **PCFA** Wisconsin's reimbursement program for eligible costs of cleaning up contamination from leaking underground and aboveground petroleum storage tank systems, administered by the Department of Commerce.

Table 8.4: Washburn County: LUST Sites	
MCD	LUST Sites
Bass Lake Town	1
Beaver Brook Town	2
Birchwood Village	5
Brooklyn Town	1
Gull Lake Town	1
Long Lake Town	1
Minong Town	2
Minong Village	5
Sarona Town	4
Shell Lake City	15
Spooner City	23
Spooner Town	1
Springbrook Town	2
Stone Lake Town	1
Trego Town	4
Total Washburn County	68

The Wisconsin Department of Natural Resources has jurisdiction over 54 LUST sites within Washburn County, while the Department of Commerce has jurisdiction over 14 sites. The siting of land uses should consider the potential negative impact of LUST sites and other pollution hazards. Wisconsin's corrective action rules (NR 140 & NR 700 series) define the process for management of environmental discharges from the time of discovery until site closure. Soil and groundwater clean up standards under these rules are 'risk-based', with consideration of individual site conditions.

### **Closed Sites with Groundwater Contamination**

The Wisconsin Department of Natural Resources GIS registry of closed remediation sites indicates four sites of known groundwater contamination. Only closed sites with groundwater contamination remaining above chapter NR140 enforcement standards or soil contamination above NR720 residual contaminant levels are included in this registry. None of these sites are located in the Town of Casey.

### **Redevelopment and Smart Growth Areas**

Wisconsin Chapter 66 planning legislation requires local communities to explore and plan for redevelopment options such as infill housing, brownfield sites, and obsolete buildings. Local communities are also responsible for identifying potential "smart growth areas" or areas with existing infrastructure and services in place where development and redevelopment can be directed. These areas may also be recently developing land contiguous to existing development that will be developed at densities that will have relatively low public service costs.

The plan does not specifically identify any particular area or parcel in the Town of Casey in need of redevelopment. The vast majority of the town is currently undeveloped.

### **Future Land Use Development Strategy**

The future land use development strategy for the Town of Casey is based on several components. Early in the planning process, surveys were distributed to all landowners in the town; the results of these surveys assisted the town planning committee in defining community issues and opportunities. A series of goals and objectives were developed which provided the direction for development of a preferred future land use scenario. These tools were utilized in conjunction with GIS analysis of existing environmental, infrastructure, and transportation conditions to determine the most appropriate locations for future growth and development. Finally, growth forecasts based on the projections found in the *Issues and Opportunities* and *Housing Elements* provided the means to assess future needs related to land use. The combination of public involvement, assessment of conditions, and expected future needs led to the development of a future land use map, recommendations, policies, programs, and actions.

## **8.10 EXPECTED FUTURE TRENDS IN THE TOWN OF CASEY**

- A. The year-round population of the Town of Casey will continue to rise. More retirees will likely relocate to the town.
- B. The number of seasonal residents and tourists is expected to increase.
- C. Demands for rural housing will continue to increase, coupled with increased demand for larger parcels of land.
- D. Demand for waterfront property will continue to be high, with increased pressure to develop smaller lakes and riverfront property.
- E. Future industrial development is not expected.
- F. Commercial growth will continue at the current rate.
- G. Increased traffic on town roads to accommodate more residents and visitors.
- H. More lake users resulting in a more intensive recreational use of town lakes.
- I. Areas within the town will be attractive to developers wishing to create condominium and retirement communities.
- J. Land prices and taxes will continue to rise.
- K. Seasonal housing units will continue to be converted to year-round permanent residences.
- L. Home-based business and tele-commuting will become more prevalent allowing more people the flexibility to live in rural areas such as the Town of Casey.



M. There will be no significant expansion of infrastructure into the town within the next 20 years.

N. Water quality concerns will increase due to increased development.

## 8.11 GROWTH FORECASTS

### Residential

The population projection model for the Town of Casey indicates that by the year 2020 a minimum of an additional 136 people will be year-round residents of the town.

Table 8.5: Population and Housing					
	2000	2005	2010	2015	2020
Population	466	506	538	570	602
Average Household Size	2.19	2.04	1.93	1.81	1.7
Year Round Units	219	255	287	324	364
Seasonal Units	438	510	573	648	728
Single Family Homes	198	231	259	293	329
Rental Units	15	17	20	22	25

Note: Does not include vacant housing units, which are factored into totals

The number of single-family homes in the Town of Casey by the year 2020 is projected to be 329, a 66.1 percent increase in just 20 years. The number of seasonal homes is also expected to increase by 290 units, a 66.2 percent increase. The projected increase in numbers of housing units is due, in part, to the steadily decreasing average household size. This trend is also being experienced at both the state and national levels. The number of projected future homes is based on 1) anticipated population and 2) proportion of seasonal/year round in the census year 2000. When these data are projected in a regression analysis based on historical values, increases in both seasonal and permanent housing are also suggested to a somewhat lesser extent. It is important to note that the proportion model used represents a high demand or maximum anticipated growth scenario. Not factored into the projection model is the rate of conversion of seasonal homes to permanent year-round residences. This phenomenon is certainly occurring in many Washburn County communities but is difficult to quantify due to lack of available data.

Acreage requirements for residential growth will be a factor of both number of housing units required and housing unit density. Table 8.5 reflects the varying acreage requirements for residential growth based on different housing unit densities. Optimal housing density varies significantly by community and should be based on the community's goals and objectives. The purpose of the above chart is to show how differing development densities will impact the overall community land base.

**Table 8.6: Potential Acreage Required for Residential Housing Units 2005-2020**

Average Density (Acres)	2005 Potential New Units	2005 Acres	2010 Potential New Units	2010 Acres	2015 Potential New Units	2015 Acres	2020 Potential New Units	2020 Acres	Total Acres 2005-2020
<b>40</b>	33	1,320	28	1,120	34	1,360	36	1,440	5,240
<b>20</b>	33	660	28	560	34	680	36	720	2,620
<b>10</b>	33	330	28	280	34	340	36	360	1,310
<b>5</b>	33	165	28	140	34	170	36	180	655
<b>3</b>	<b>33</b>	<b>99</b>	<b>28</b>	<b>84</b>	<b>34</b>	<b>102</b>	<b>36</b>	<b>108</b>	<b>393</b>
<b>1</b>	33	33	28	28	34	34	36	36	131
<b>0.5</b>	33	16.5	28	14	34	17	36	18	65.5

**Commercial**

Commercial land use is expected to decline in the Town of Casey over the next 20 years. If historical commercial growth trends continue, the town is expected to require 14.6 total acres of commercial land by the year 2020. This estimate means that the town would require 13.4 total acres of commercial land in the next 20 years.

**Table 8.7: Projected Commercial Acreage**

	2001	2005	2010	2015	2020
Commercial Acres Needed	28	24.5	20.6	17.3	14.6
Yearly Additional Acres	-	-3.5	-3.9	-3.3	-2.7

**Industrial**

The Town of Casey has no industrial land use. Additional industrial growth is not projected within the town during the next 20 years.

**Agricultural**

By 2020, the Town of Casey is expected to require nearly 38.5 percent less agricultural land than today.

**Table 8.8: Projected Agricultural Acreage**

	2001	2005	2010	2015	2020
Agricultural Acres Needed	556	502.5	442.0	388.8	342.0
Yearly Additional Acres	-	-53.5	-60.5	-53.2	-46.8

**Land Analysis**

In order to determine gross development land, public ownership and natural constraints such as wetlands and surface water were deducted from the total. This total should be viewed as an **approximation** for planning purposes, as **not all lands within this total would typically be considered developable**. Lands proposed for future growth and development should be measured against natural constraints outlined in the "Natural and Cultural Resources Element", infrastructure requirements, and other site-specific conditions that will contribute to actual site development potential.





- Objective 3. Promote coordinated and consistent land uses throughout the town making sure proposed adjacent users are compatible with existing or anticipated future development.
- a. Utilize the future land use map for future development.
- Objective 4. Preserve our traditional rural atmosphere by promoting restricted residential and appropriate commercial development, while banning future industrial zoning. In cooperation with county zoning, updating zoning classifications as deemed appropriate to assure pace of development does not exceed the capacities of town's infrastructure.
- a. Develop an ordinance to this effect.
- b. Town will use comprehensive planning document to make decisions on future permits.

Total Land Area - Development Factors = 8,192 Acres

### 2020 Future Land Use Summary

Total Additional Residential Land (2020)	393 Acres
Total Additional Commercial Land (2020)	0 Acres
Total Additional Industrial Land (2020)	0 Acres
Total Additional Land by 2020	393 Acres

Note: The Town of Casey does not recognize Maps A-1 and A-2 as official zoning maps. These maps are intended for general and informational use only. For more specific information, please contact the Washburn County Zoning Department or the Washburn County Highway Department.

## 8.12 LAND USE GOAL, OBJECTIVES, AND ACTION

Goal: A coordinated, planned, and enforceable development pattern.

- Objective 1. Prevent land use, which may result in negative influence on surface and groundwater through requiring septic upgrades when deemed necessary and further restricting the clearing of lakeshore vegetation.
- a. Communicate with the county regarding new septic system inspection requirements.
- b. Develop and distribute a brochure detailing new rules to new homeowners.
- Objective 2. Mandate selective logging practices, eliminate all clear-cutting, and create greenbelt protection around all wetlands and road right-of-ways.
- a. Promote the creation of a "green belt" around wetland areas.

Low range of wetlands and lakes



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Element 9

Implementation

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## Element 9

### IMPLEMENTATION

#### 9.1 INTRODUCTION

The overall success of comprehensive planning lies in plan implementation. The comprehensive plan outlines the town's growth and development philosophy and provides a strategy for attaining the desired future conditions. This element of the Town of Casey Comprehensive Plan outlines the sequence of activities or actions required in order to fulfill the town's goals and objectives.

#### 9.2 66.1001 REQUIREMENTS

This element describes how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements and includes a mechanism to measure the town's progress toward achieving all aspects of the plan.

#### 9.3 HOW TO USE THE PLAN

The Town of Casey Comprehensive Plan is intended to help guide growth and development decisions within the town. The plan is an expression of the town's wishes and desires and provides a series of actions for assisting the community in attaining its goals. The comprehensive plan is not an inflexible or static set of rules. Rather, it is fluid and dynamic. The objectives and actions are intended to allow flexibility in light of new information or opportunities. The plan is not an attempt to predict the future; it is an attempt to record the fundamental community values and philosophy that citizens of the Town of Casey share and to use them as benchmarks in future decisions concerning growth, development, and improvement in the community. The plan guides considerations regarding not only land use but also addresses community issues such as housing, transportation, and economic development.

The town plan commission, town board, and citizens in reviewing all proposals pertaining to growth and development should utilize this document. Proposals should be examined to determine whether they are consistent with community wishes and desires as expressed in the plan. As part of the review, a thorough review of the plan is necessary with particular attention given to the goals and objectives. Where the impact of a proposed development is minimal, the evaluation may simply be a determination of whether or not the plan provides relevant direction and whether the requested action is in conformance with the plan. Development proposals with significant potential impacts will require a more detailed analysis in order to determine consistency.



## 9.4 CONSISTENCY REVIEW DURING PLAN DEVELOPMENT

Within this implementation element, it is required to “describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan.” As a result of the comprehensive plan being developed in a coordinated and simultaneous effort, the planning process has ensured that the development and review of each element is consistent with the others; and based on that analysis, there are no known inconsistencies between the planning elements.

In the future, as plan amendments occur, it is important that the Casey plan commission and town board both conduct consistency reviews. Those reviews will ensure the document continues to represent an integrated approach to planning.

## 9.5 MEASURING PLAN PROGRESS

As part of the comprehensive planning process, a number of goals, objectives, and activities were developed that when implemented are intended to build stronger relationships and give direction to the town board and its residents, including year-round and seasonal. Many of the objectives and activities can be accomplished in the short term, while some will take longer to accomplish.

It is required to include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The task of developing a measurement tool to gauge the outcome of this plans’ objectives and actions will be accomplished by the development of an implementation target for the identified objectives and activities. These targets will provide guidance to the plan commission and town board on when specific actions were to have been initiated. Based on the targets, the plan commission can then measure the progress of achieving implementation of the comprehensive plan.

### Housing

**Goal:** *An adequate range of housing opportunities to meet the varied needs of existing and future residents, while maintaining a predominantly rural atmosphere.*

		Implementation Target
Objective 1:	Encourage the enforcement of minimum uniform housing maintenance standards, i.e.; too many junk vehicles, excessive garbage and litter in yards, deteriorating structures, and health hazards.	2005
	a. <i>Create an ordinance that enforces minimum uniform maintenance standards.</i>	
Objective 2:	Establish corridors to accommodate compatible housing development.	Every 5 years
	a. <i>Identify areas within Town of Casey on future land use map regarding higher-density development.</i>	

Objective 3:	To preserve the rural character by increasing the minimum parcel size to accommodate structures.	2005
a.	Send a letter to Washburn County Zoning Board to increase minimum single-residence parcel size to 20 acres on non-lakeshore property.	

## **Transportation**

**Goal: A safe and efficient multi-modal transportation system which accommodates the movement of people and goods.**

		Implementation Target
Objective 1:	Priority should be given to connector road, namely Lower McKenzie Lake Road connecting County Road E and Highway 77.	2006
a.	Ensure completion and future maintenance of Lower McKenzie Lake Road	
Objective 2:	Instituting an aggressive program to reengineer all other town roads to established township standards.	Ongoing
a.	Require town roads that are reengineered to meet Town of Casey standards.	
Objective 3:	Seek greater control and enforcement of recreational corridor use.	Ongoing
a.	Work with forestry department and WDNR to establish recreational corridors that protect our fragile environment.	
Objective 4:	Complete snowmobile trail corridor to allow an east/west passage through the southern portion of the township <i>without using township roads</i> .	Ongoing
a.	Continue to pursue east/ west passage through southern portion of township to connect trail from Burnett County to Trego.	

## **Utility and Community Facilities**

**Goal: Support facilities and services while expanding usage, which contribute to the overall well being of the community.**

		Implementation Target
Objective 1:	Transform town hall into a multi-purpose community center.	Ongoing
a.	Explore various types of funding to upgrade town hall.	

Objective 2:	Minimize the expansion of high-voltage power lines and other environmentally intrusive utility expansions. <i>a. Encourage awareness of alternative energy sources and the effects of such sources.</i>	Ongoing
Objective 3:	Provide information to town residents as to alternative energy sources. <i>a. Gather information and keep abreast of new energy technologies.</i>	Ongoing

## **Natural Resources**

**Goal: Conserve, protect, manage, and enhance the town's natural resources.**

		<b>Implementation Target</b>
Objective 1:	Protect and maintain surface and groundwater quality. <i>a. Monitor septic systems and discourage holding tanks.</i>	Ongoing
Objective 2:	Enforce wetland preservation. <i>a. Follow, support, and help improve county and WDNR rules.</i>	Ongoing
Objective 3:	Impede further erosion of our fragile "sand country" soils by establishing designated ATV trails. <i>a. All ATV, dirt bike and off-road vehicle usage is banned from paved and unpaved township roads, right of ways, and all public lands in the Town of Casey. When Washburn County develops trails and the State of Wisconsin develops licensing for both vehicle and operator, the Town of Casey may reconsider ATV usage.</i>	2005 Ongoing
Objective 4:	Increase tax payments to the town and/or encourage the county to sell a percentage of county-owned land back to the private sector. <i>a. Gather information regarding the unfairness of compensation to the Town of Casey from county-owned lands in town.</i>	2005
Objective 5:	Create usage and informational signboards for all boat landings in the town. <i>a. Work with WDNR for better signage at boat landings. Ask town board to check with Department of Corrections for signs.</i>	2005
Objective 6:	Eliminate clear-cutting of wooded parcels by establishing a green-belt distance between roads and proposed cutting site. <i>a. Research the use of an ordinance to accomplish this goal.</i>	2005



Objective 7:	Encourage proper disposal of hazardous wastes. <i>a. Provide residents information on how to dispose of hazardous wastes properly.</i>	Ongoing
Objective 8:	To discourage the practice of Washburn County acquiring any additional private land or property in the Town of Casey.	2005
Objective 9:	Find methods to minimize or eliminate noise pollution on town lakes.	2005
Objective 10:	Find ways to minimize shoreline erosion and pollution of town lakes.	2005

### **Agricultural Resources**

**Goal: Preservation of existing productive farmland for present and future agricultural activity.**

	Implementation Target
Objective 1:	Discourage residential development on existing farmlands.
<i>a. Town of Casey acquires the power to limit residential development of existing farmlands.</i>	Ongoing
<i>b. Monitor septic systems and discourage holding tanks.</i>	

### **Cultural Resources**

**Goal: Preserve existing and identify and designate other cultural and historic resources, including historical structures, sites, and landscapes.**

	Implementation Target
Objective 1:	Promote usage of the Rosewood Cemetery.
<i>a. Inform residents of the availability of the Rosewood Cemetery.</i>	2004
<i>b. Establish a town cemetery board.</i>	
Objective 2:	Promote the preservation of rural schools or former rural school sites.
Objective 3:	Protect, know, and locate other Native American burial sites.
<i>a. Identify and mark Native American burial sites on non-private lands.</i>	Ongoing
Objective 4:	Investigate the possibility of expanding facilities at the town hall site.
<i>a. Research funding for upgrading of town hall.</i>	2005

**Economic Development**

**Goal: Promote economic development activities that provide for a healthy, diversified, and sound economy with minimal effects on the environment.**

	Implementation Target
Objective 1: The Town of Casey does not wish to create additional industrial areas. <i>a. Establish an ordinance to address this objective.</i>	2004
Objective 2: Work with existing and future businesses to assure that facilities and operations are compatible with the natural environment and rural character of the town.	Ongoing

**Intergovernmental Cooperation**

**Goal: Expand cooperative relationships with adjacent and overlapping jurisdictions.**

	Implementation Target
Objective 1: Encourage the coordination with adjacent towns and Washburn County to address issues and mutually plan related issues including county forest land usage, town road reengineering, and shared services. <i>a. Initiate contact with municipalities and agencies and develop working relationships with same.</i>	Ongoing

**Land Use**

**Goal: A coordinated, planned, and enforceable development pattern.**

	Implementation Target
Objective 1: Prevent land use, which may result in negative influence on surface and groundwater through requiring septic upgrades when deemed necessary and further restricting the clearing of lakeshore vegetation. <i>a. Communicate with the county regarding new septic system inspection requirements.</i> <i>b. Develop and distribute a brochure detailing new rules to new homeowners.</i>	Ongoing
Objective 2: Mandate selective logging practices, eliminate all clear-cutting, and create greenbelt protection around all wetlands and road right-of-ways. <i>a. Promote the creation of a "green belt" around wetland areas.</i>	Ongoing

	<i>b. Provide information to residents regarding this.</i>	
Objective 3:	Promote coordinated and consistent land uses throughout the town making sure proposed adjacent users are compatible with existing or anticipated future development.	Ongoing
	<i>a. Utilize the future land use map for future development.</i>	
Objective 4:	Preserve our traditional rural atmosphere by promoting restricted residential and appropriate commercial development, while banning future industrial zoning. In cooperation with county zoning, updating zoning classifications as deemed appropriate to assure pace of development does not exceed the capacities of town's infrastructure.	
	<i>a. Develop an ordinance to this effect.</i>	
	<i>b. Town will use comprehensive planning document to make decisions on future permits.</i>	Ongoing

Many actions identified above are continuous or ongoing steps that do not have an implementation target date. These actions may involve the town board and/or the plan commission. On an annual basis, the plan commission should monitor the plan's overall objectives and actions in an effort to realize its accomplishments and identify areas where additional resources or actions are needed.

## 9.6 OTHER IMPLEMENTATION POLICIES AND PROGRAMS

As part of the overall comprehensive planning process, the identification of issues and desires of citizens and property owners of the town assisted in developing a future land use scenario covering a 20-year planning horizon. The future land use map is intended to assist the town in directing land use activities to areas best suited for such development and is based on background data, future projections, local issues and opportunities, natural resource constraints, and public input.

The goals, objectives, and activities of the comprehensive plan include specific statements or references to promoting the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures. In implementing the comprehensive plan, redevelopment of land versus new development of greenfields is encouraged, where applicable.

## 9.7 FUTURE LAND USE MAP

The Future Land Use Map (FLUM) incorporates the realities, ideas, goals, and visions explained in Elements 1-9 and are depicted in Map 9.1. The FLUM is probably the most important feature of the Town of Casey Comprehensive Plan. The map presents the town's vision for growth and



development through the next 20 years. The town planning commission and town board will use it extensively when making land use recommendations and decisions.

In order for the FLUM to be an effective tool for local decision-making, it is important that the FLUM be regarded as general in nature and should not be used for site-specific decisions. It is for this reason that only general locations for various land uses are shown on the map. The Town of Casey FLUM was built from the Existing Land Use Map. Therefore, the Existing Land Use Map is the foundation of the plan. It represents the beginning point from which to build the future. As a result, areas that are not proposed for future development are represented by their existing land use in order to promote stability in the Town of Casey. The FLUM has several areas delineated for future development and protection. The paragraphs below describe the key components of the Town of Casey FLUM.

The FLUM designates areas for future residential, commercial, agriculture, parks and recreation, governmental/institutional, and forestry. However, it is quite possible that these particular locations may shift over the life of the plan. The Town of Casey Planning Commission will try to direct appropriate development in these areas as indicated. However, as proposals are presented, amendments may be necessary to reflect forces that change or shift local land use patterns and demand. Overall, the Town of Casey would like to have the following recommendations included as part of the future Washburn County Zoning Ordinance revision.

### **Residential**

Residential development over the past 20-year period increased by 31.5 percent (number of parcels). This development has occurred within the forested area and along the town's lakes, rivers, and streams. Overall, the town desires continued planned residential development. However, concern regarding minimum lot size in the forested area and along lakes, rivers, and streams has been expressed. The objective concern is from the standpoint that increased development pressure on area lakes, rivers, and streams may impact water quality and plant and animal species.

Within the future land use map, several residential land use categories have been developed to represent anticipated needs.

**Forestry/Rural Residential** - The town has recommended a minimum lot size of five acres (non-divisible) as a standard for all forest (light green on FLUM) residential development. These areas have traditionally supported residential development and are expected to continue to see similar development over the 20-year planning horizon.

A local and regional issue has been the rapid development of forests from primarily managed forest to residential areas. Referred to as forest fragmentation, the continued fragmentation of the area forest could result in the reduction of production timber and a greater chance of loss of building or life in the event of a wildfire. The town board should explore the development of a conservation design subdivision ordinance allowing for a higher density housing development within a certain area of the forest and allowing for full use of the remaining property area by the homeowners.

**Shoreland Residential** - Shoreland residential represents land use activities within the 1,000 feet of lakes and 300 feet of rivers and streams and having a density of greater than one dwelling per five acres. In the shoreland area, continued residential and other development activities are anticipated to occur. The town board realizes the importance of shoreland development activities; however, it desires to protect the natural resources and control over development of area resources. The town continues to support the existing shoreland standards as outlined in the Washburn County Lakes Classification System. State shoreland requirements would apply in these locations identified in orange on the FLUM.

**Medium-Density Residential** - Medium-density residential represents land use activities where development may occur on lots which include rural subdivisions, both platted and unplatted, and concentrations of rural development at a density of generally greater than one home per five acres. Included in this land use designation are multi-family residential developments. The Town of Casey does not intend to designate any medium-density development areas at this time although does acknowledge that pressure for this type of development may occur over the 20-year planning horizon.

### **Agriculture**

Limited agriculture is expected in the Town of Casey over the next 20 years. Areas identified as future agriculture (tan color on FLUM) are primarily areas of existing agriculture. The town would like to see productive agricultural land stay in some type of agricultural use over the 20-year planning horizon. The town recommends that division of agricultural land be at one residential dwelling per 20 acres.

### **Unincorporated Communities**

Unincorporated communities represent an area of the town where a concentration of mixed land use activities may occur and is expected to continue over the next 20-year planning period. There are presently no unincorporated communities in the Town of Casey. These types of areas primarily support some mixed residential development with some limited business activity in a relatively dense area. The unincorporated area looks similar to a village but is not officially incorporated. Over the planning period, such an area may exhibit the need for improved services such as sewer and water due to higher density levels and the capacity to provide such public services at an economical rate.

### **Commercial**

Limited commercial growth is expected within the town along major transportation routes and in selected shoreland areas serving recreational activities. One small corridor has been identified (red color on FLUM) over the next 20-year period; the area abutting County Highway E to the north. The town does not anticipate commercial growth to be a major developmental factor.

### **Industrial**

No additional industrial activity is anticipated in the town over the 20-year planning period. Results of the comprehensive plan survey and citizen and plan commission input have indicated that the locating of industrial enterprises is not in the best interests of the town. This would be particularly conducive to maintaining the rural character of the town.

### **Government/Institutional**

The Town of Casey owns and maintains the town hall building and property. This is the only governmental land use parcel in the town. The town does not presently anticipate the purchase of any other land for governmental use during the 20-year planning period. The town board and plan commission do intend to review the need for improvements to the town hall over the same time period.

There are no institutional parcels located in the town.

### **Park & Recreation**

There are no areas in the town specifically designated as a “park and recreation” land use. Consideration has been given to improving the town hall property and making it a small park, but no action has yet to be decided on. The town may want to encourage additional park and recreation activities in areas where higher-density residential development occurs. At present, there are no areas designated for higher-density residential development. If such development were to occur, the town should explore requiring developers to set aside green space for the development of public parks and nature trails. This could be accomplished through the future development of land or subdivision ordinances. The town has identified public parks and nature/biking trails as desirable.

### **Town Ordinances and Programs**

Other land use ordinances or programs can be developed in the future to further the goals of the town. These include the development of a conservation design ordinance, purchase of development rights program, transfer of development rights program, land acquisition program, conservation easements program, or other applicable ordinance or program. The town does not plan on instituting its own zoning ordinance but will follow the zoning regulations of Washburn County.

#### **Purchase of Development Rights Program (PDR)**

The purchase of development rights is a *voluntary* protection technique that compensates the landowner for limiting future development on their land. The programs are primarily used for retention of agricultural lands, but the concept can be applied to all types of land use scenarios. Under a PDR program, an entity such as a town, county, or private conservation organization purchases the development rights to a designated piece of property. The land remains in private ownership, and the landowner retains all the other rights and responsibilities associated with the property.

#### **Transfer of Development Rights (TDR) Program**

The TDR program is a non-regulatory (voluntary) approach that allows the right to develop property to be transferred from one parcel (or zoning district) to another. Under a TDR program, development rights to a parcel of land are transferred from a “sending area” to another parcel referred to as the “receiving area”. Sending areas are typically those areas where development is discouraged or limited, and receiving areas are areas where growth and development are encouraged. Under some TDR programs, local government awards development rights to each parcel of developable land in the community or in selected districts on the basis of the land's acreage or value. Landowners can then sell the development rights on the open market. The



TDR program has been widely implemented at the local level due to the fact that it requires no major financial contribution by local government.

Benefits of the TDR program include:

- ▶ The public benefits from the conservation easements, which protect and preserve sensitive natural features and wildlife habitat.
- ▶ Owners of sending area properties receive economic compensation for their properties where development would normally be precluded due to sensitive natural features or zoning restrictions.
- ▶ Owners of receiving area properties can increase their development density, accommodating a greater number of uses or tenants.
- ▶ Little financial contribution on behalf of local government.

#### Acquisition

This type of land preservation tool involves the direct purchase of land for the purposes of preservation and protection. This tool should be used in cases where other protective mechanisms fail to meet objectives and/or in cases of high-priority acquisition lands. Acquisition efforts should be coordinated with other local, state, and national acquisition initiatives (lake associations, environmental groups, USFS, WDNR, etc.). Depending on the acquisition, funding assistance from federal, state, or not-for-profit groups may be found.

#### Conservation Easements

When a landowner sells their development rights, a legal document known as a conservation easement is drafted. The easement restricts the use of the land to agricultural use, open space, or other desired use in perpetuity. A conservation easement permanently limits residential, commercial, or industrial development to protect its natural attributes or agricultural value. The conservation easement becomes a part of the landowner's deed and remains on the deed even if the land is sold or passed through inheritance thereby ensuring the development will not occur on the property.

The conservation easement does not automatically allow public access to the land; the land remains in the hands of the owner, as only the right to develop it has been purchased. All remaining rights of property ownership remain with the landowner including the right to transfer ownership, swap, deed, or sell the land. A purchase of development rights program works to ensure that incompatible development will not take place; the PDR becomes a part of the deed and keeps the land in its agricultural or natural state in perpetuity. An effective purchase of development rights program requires initial financial support and on-going administration. Additionally, the program requires a review board to assess the lands of landowners requesting entry of their parcel into the PDR program.

#### Land Trusts

Land trusts are non-profit voluntary organizations that work with landowners to use a variety of tools to help them protect their land. Such organizations are formed with the purpose of protecting open space, scenic views, wildlife, etc.; and they use a variety of techniques to raise money for operating expenses and the acquisition of easements. Land trusts also provide adequate monitoring and stewardship. In the United States, land trusts can hold conservation

easements, which means that the organization has the right to enforce the restrictions placed on the land.

Land Protection Tool	Pro	Con
<b>Donated Conservation Easements</b>	<ul style="list-style-type: none"> <li>• Permanently protects land from development pressures.</li> <li>• Landowners may receive income, estate, and property tax benefits.</li> <li>• No or low cost to local unit of government.</li> <li>• Land remains in private ownership and on the tax rolls.</li> </ul>	<ul style="list-style-type: none"> <li>• Tax incentives may not provide enough compensation for many landowners</li> <li>• Little local government control over which areas are protected.</li> </ul>
<b>Purchase of Development Rights</b>	<ul style="list-style-type: none"> <li>• Permanently protects land from development pressures.</li> <li>• Landowner is paid to protect their land.</li> <li>• Landowners may receive estate and property tax benefits.</li> <li>• Local government can target locations effectively.</li> <li>• Land remains in private ownership and on the tax rolls.</li> </ul>	<ul style="list-style-type: none"> <li>• Can be costly for local unit of government.</li> </ul>
<b>Transfer of Development Rights</b>	<ul style="list-style-type: none"> <li>• Permanently protects land from development pressures.</li> <li>• Landowner is paid to protect their land.</li> <li>• Landowners may receive estate and property tax benefits.</li> <li>• Local government can target locations effectively.</li> <li>• Low cost to local unit of government.</li> <li>• Utilizes free market mechanisms.</li> <li>• Land remains in private ownership and on tax roll</li> </ul>	<ul style="list-style-type: none"> <li>• Can be complex to manage</li> <li>• Receiving area must be willing to accept higher densities.</li> </ul>

### Conservation Design Subdivisions

The conservation design subdivision concept is an alternative development design to the conventional residential subdivision. Conventionally designed subdivisions are typically characterized by land divided into house lots and streets, with minimal (if any) open space. Usually, the remaining open space lands consist of the undevelopable portion of the subdivision (steep slopes, wetlands, floodplain, etc.). The conventional subdivision lacks communal open space, community woodlands, or other open areas where people can meet and interact.

The purpose of a conservation design subdivision is to provide opportunity for development while maintaining open space characteristics, encouraging interaction among residents through site design, and protection of habitat and environmental features. A typical conservation design subdivision contains the same number of lots that would be permitted under a conventional design. The lots are typically smaller than conventional lots and are designed for single-family homes reminiscent of traditional neighborhoods found in small towns throughout America.

The compact design of a conservation subdivision allows for the creation of permanent open space (typically 50 percent or more of the buildable area). This undeveloped land typically serves as community open space land and provides recreational, aesthetic, and social benefits to subdivision residents.

The conservation design subdivision has proven economic, environmental, and social advantages over conventionally designed subdivisions<sup>1</sup> including:

#### Economic Advantages

- ▶ Lower infrastructure and design (engineering) costs
- ▶ Attractiveness of lots for home development
- ▶ Reduction in demand for public parklands

#### Environmental Advantages

- ▶ Protection of conservation areas and upland buffers (which would normally be developed)
- ▶ Reduced runoff due to less impervious surface cover
- ▶ Improved water filtration due to presence of vegetation and buffers
- ▶ Opportunities for non-conventional septic system design

#### Social Advantages

- ▶ Opportunities for interaction among residents (common open space)
- ▶ Pedestrian friendly
- ▶ Greater opportunity for community activities

#### Best Management Practices (BMP)

Best management practices describe voluntary procedures and activities aimed at protection of natural resources. BMP's are described in detail in the Wisconsin Department of Natural Resources publications titled "Wisconsin Construction Site Best Management Practice Handbook", and "Wisconsin's Forestry Best Management Practices for Water Quality". Shoreland BMP's are a set of specific actions that landowners can take to help protect and preserve water quality.

#### Other Adjoining and Overlapping Jurisdiction Comprehensive Planning Processes

The Town of Casey encourages early dialog between all adjoining and overlapping jurisdictions (towns, county, and school districts) as they develop or revise their comprehensive plans. This dialog will ensure that local input and consistency between comprehensive plans is reached. Where inconsistencies are identified and a resolution cannot be reached, future actions can be developed to bring the parties together to address their concerns.

## **9.8 ADDITIONAL PLAN IMPLEMENTATION TOOLS**

The following is a partial list and description of additional plan implementation tools available to local government to assist in achieving the goals and objectives of a land use plan.

<sup>1</sup> Randall Arendt, *Conservation Design for Subdivisions*, (Island Press, Washington D.C., 1996), pp 3-16.



### **Special Plans**

Special plans may arise through the planning process to address other specific issues. These plans often supplement the master plan and are important implementation tools. Some examples might include a downtown design plan, neighborhood plans or waterfront development plans.

### **Eminent Domain**

Eminent domain allows government to take private land for public purposes, even if the owner does not consent, as long as the government compensates the landowner for their loss. The legislature has delegated the power of eminent domain to local government for specific purposes.

### **Annexation/Incorporation**

Cities and villages have the power to annex lands within their extraterritorial boundaries. The power to extend municipal boundaries into adjacent unincorporated land allows a community to control development on its periphery, therefore, minimizing land use conflicts.

As an alternative to annexation, an unincorporated area may incorporate as a city or village, provided the unincorporated area meets certain statutory criteria.

### **Building Codes**

Municipalities may choose to enact building codes as part of their ordinances. Building codes are sets of regulations that set standards for the construction and maintenance of buildings in a community, which ensures that these buildings are safe. The codes are usually concerned with maintaining buildings in order to keep them from becoming dilapidated and/or rundown.

### **Moratoria**

Then enactment of a moratorium temporarily stops all development in a specified area in order to plan for growth. This includes identifying and protecting sensitive lands and other community resources. Local units of government can enact this tool.

### **General Zoning**

Zoning is a tool that gives governmental bodies the power to intervene in the lives of private citizens for the protection of public health, safety, and welfare. Zoning separates conflicting land uses and ensures that development is directed in certain areas that can accommodate that particular land use. Several different types of specialized zoning exist.

- **Floodplain Zoning** - Floodplain zoning ordinances are required by Wisconsin law and pertain to cities, villages, and towns. The Wisconsin DNR specifies minimum standards for development in floodplains, but local ordinances may be more restrictive than these rules.
- **Shoreland Zoning** - Wisconsin law requires that counties adopt zoning regulations in shoreline areas that are within 1,000 feet of a navigable lake, pond, or flowage or 300 feet of a navigable stream or the landward side of the floodplain, whichever distance is greater. Minimum standards for shoreland zoning ordinances are specified in rules developed by the Wisconsin DNR, while local standards may be more restrictive than these rules.

- **Exclusive Agricultural Zoning** - Municipalities may adopt exclusive agricultural zoning for farmland under the Farmland Preservation Program. For farmers to be eligible for income tax credits, they must meet standards that require a minimum parcel size of 35 acres limit the use of the land to those that are agriculturally related. The ordinance must comply with the county farmland preservation plan.
- **Extraterritorial Zoning** - Any city or village that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city or village. The extraterritorial zoning power may be exercised in the unincorporated areas located within 3 miles of the corporate limits of a first, second, or third class city, or within 1 ½ miles of a fourth class city or village.
- **Performance Zoning** - Performance zoning uses performance standards to regulate development. Performance standards are zoning controls that regulate the effects or impacts of a proposed development, instead of separating uses into various zones. The standards often relate to a sites development capability. For example, in agricultural areas, performance zoning could be used to limit development on prime agricultural soils and allow development on lower quality soils.
- **Bonus and Incentive Zoning** - Bonus or incentive zoning allows local governments to grant a bonus, usually in the form of density or the size of the development, in exchange for amenities such as parks or walking paths for example.
- **Overlay Zoning** - Overlay zones are designed to protect important resources and sensitive areas. The underlying zoning regulates the type of uses permitted, while the overlay zone imposes specific requirements to provide additional protection.
- **Mixed Use Zoning** - Mixed use zoning is an effective way to enhance existing urban and suburban areas and encourage infill development. Mixed use zoning recognizes the existing mixture and encourages its continuance and may offer an alternative to struggling with nonconforming use complexities.
- **Inclusionary Zoning** - Inclusionary zoning provides incentives to developers to provide affordable housing as part of a proposed development project. For example, in exchange for higher density, a developer would have to build a specified number of low and moderate income dwelling units.

### **Planned Unit Developments (PUD's)**

Planned Unit Developments (PUD's) are planned and built developments that create a variety of compatible land uses. These developments vary in densities and are subject to more flexible setbacks, design, and open space requirements than are afforded by traditional or general zoning.

**Reserved Life Estates**

This is a tool in which a landowner has the opportunity to sell or donate his or her land to a conservation organization but is able to continue living and managing the property until they perish from this earth!!!!

**9.9 FISCAL TOOLS****Capital Improvement Program (CIP)**

Capital Improvement Programs are a fiscal tool that can help communities plan for the timing and location of community facilities and utilities (such as municipal sewer and water service, parks or schools). CIP's ensure that proper budgets are allocated for future developments or improvements to community infrastructure.

**Impact Fees**

Impact fees are financial contributions imposed on new developments to help pay for capital improvements needed to serve the development. Local governments can impose impact fees to finance highways, other transportation facilities, storm water facilities, solid waste and recycling facilities, fire and police facilities etc.

**Tax Increment Financing (TIF)**

Cities and villages may designate tax increment financing districts to finance public improvements through the property taxes generated on future increases in the value of taxable properties in the district. Under TIF, the overlying taxing jurisdictions do not receive any tax revenues based on the increase in property valuation in a district until all improvement costs are paid. In this way, the TIF district assures that all taxing jurisdictions benefiting from development pay a share of the costs.

**9.10 PLAN UPDATES AND REVISIONS**

The Town of Casey Comprehensive Plan is intended to be a living document. Over time, social and economic conditions and values tend to change. The comprehensive plan should be updated periodically to reflect these changes. Systematic, periodic updates will ensure that not only the statistical data is current but also the plan's goals, objectives, and policies reflect the current situation and modern needs. Under current law, it is required that an update of the plan be undertaken every ten years. However, it is recommended the plan also be reviewed for consistency at least once every five years. This update will ensure that any changes in the social and economic conditions or community values are reflected within the plan.

To ensure that both year-round and seasonal residents are involved in plan amendments, the following process and protocol should be followed to allow public involvement and comment. The Town of Casey Plan Commission shall undertake a review of the plan at five-year increments from time of formal adoption by the town board and shall consider necessary amendment(s) to the plan resulting from property owner requests and changes to social and economic conditions. Upon the plan commission review, recommended changes to the plan shall be forwarded to the town board. The Town of Casey Board of Supervisors shall call a



public hearing to afford property owners time to review and comment on recommended plan changes. The public hearing shall be advertised using a Class I notice. Based on public input, plan commission recommendations, and other facts, the town board will then formally act on the recommended amendment(s). During plan amendments, it is important that the Public Participation Plan be utilized to ensure public input.

## **9.11 CONCLUSION**

The Town of Casey Comprehensive Plan is intended to be a dynamic and evolving document. Periodic revision and update of the plan will ensure that it is accurate and consistent with the wishes and desires the community. Plan recommendations in this document provide the basis for evaluation of development proposals and give the community a means for achieving their community vision. The specific action statements are meant to serve as the mechanisms for achieving the goals and objectives, which were defined throughout the planning process. Ultimately the success of the planning process will be measured by the future quality of life experienced by both residents and visitors. Overall, the comprehensive plan provides a guide and policy framework for development of the Town of Casey that reflects the community vision of a desirable community.