

# 1 Forward

Vilas County is at a critical juncture in its history. The counties of Vilas and Oneida together hold the highest concentration of freshwater lakes in the world. The area is also located in the heart of Wisconsin's beautiful northwoods. Due to the blessed abundance of lakes and forests, residential growth trends over the last ten years lead many areas of the state. As land use pressures increase to both develop and maintain the county's northwoods atmosphere, county leaders chose the inherent responsibility of addressing very complex issues concerning the demands for residential development and economic opportunity while maintaining balance with features of the natural environment that stimulate such demands. The goal is to balance growth, economic opportunity, and individual property rights without negative impacts to water quality, the environment, and community character.

In early 1998, riding the successful conclusion of a county lakes classification and shoreland management program, the focus turned to land use planning as the next step in county-wide growth management. Coupled with significant county financing, Vilas County was fortunate to receive Lake Protection grant money from the Wisconsin Department of Natural Resources to address land use issues county-wide. The county, however, felt that planning should be administered at the local level. To that end, the county gave municipalities the option to develop their own land use plan. The premise included that local planning would roll up to develop the county plan. The Town of Cloverland decided to participate and the following pages encapsulate that effort.

The Town of Cloverland is located in southern Vilas County, and is bound by the Town of Lincoln to the east, the Towns of Conover and Plum Lake to the north, the Town of St. Germain to the west, and the Town of Sugar Camp (Oneida County) to the south. The town covers 22,437 acres and has an estimated year 2000 population of 887 permanent residents and an estimated peak seasonal population of over 3,100. Cloverland is primarily a rural community with concentrated lakeshore development and low density residential radiating from the lakeshore. Approximately 12% of the town is covered by lakes, including 30 named and 32 unnamed. Seventy-nine percent of the town is wooded, with a significant portion (36%, 8,126 acres) being county or state forest.

The purpose of the *Town of Cloverland Year 2020 Comprehensive Land Use Plan* is to encourage the orderly use and development of lands within the town. At the same time, the planning effort is also intended to promote and stimulate public participation by identifying local issues and coordinating adopted town land use policy with county growth management administration. As a result of 13 meetings with Foth & Van Dyke, three public informational meetings, one public hearing, and the dedicated effort of the Cloverland Land Use Planning Committee and Cloverland taxpayers, the *Town of Cloverland Year 2020 Comprehensive Land Use Plan* evolved.

Cooperation certainly must follow understanding. Administration will need to be championed by local officials. Indeed, there are tough choices ahead. Land owners should be free to develop

their property, but the development should fit within the guidelines written and understood to be in the best interest of the larger community. The Town of Cloverland will refer to this document to find guidance for future development, rezonings, and land division decisions. It is through the utilization of this plan the Town hopes to achieve its land use vision.

## **Vision Statement**

A quiet town nestled between St. Germain and Eagle River, Cloverland remains a rural residential town. A place of expansive county forests, clear lakes with developed lakeshores, abundant natural resources, fresh air, friendly people . . . northwoods treasures that define the Town of Cloverland in the 21<sup>st</sup> century.

The Town of Cloverland will have a land use plan focused on the preservation and enhancement of its unique northwoods residential character and rural charm. As a result of the pro-active planning efforts of the Town and its dedicated residents, Cloverland will boast northwoods treasures of unfragmented forests; clean, clear fishable lakes, rivers and streams; fresh air, open sky, and quiet, rural residential living only minutes from Eagle River. Individual property rights will remain a priority and will be balanced among decisions of common good. These things will offer both residents and visitors an environment which is desired and managed to continue the opportunity to be aesthetically pleasing, safe, environmentally sound, and personable.

A system of planned and orderly development, guided by the Town, will respond to the needs of people and protect the integrity of the environment. Using the *Town of Cloverland Year 2020 Comprehensive Land Use Plan* as a guide, the Town will successfully manage growth and future development by establishing compatibility of uses, location and density of property. Shoreline development and vegetation, in conjunction with Vilas County Shoreland Zoning, will be managed to preserve the quality of water resources and visual attractiveness for generations to come. Larger, wooded residential lots will help maintain the rural nature of the Town. New planned business development clustered along STH "70" will reflect the northwoods values and small town feel designated by design review standards. The Town's commitment to provide quality services such as good roads, fire protection, recycling facilities, and year around recreational opportunity will entice all those who live and visit. Implemented land use policies will guide the location of compatible developments and preserve the environmentally sensitive areas better suited for deer, grouse, songbirds and the like.

By pro-actively directing growth and development, the Town of Cloverland continues to provide residents and guests with natural beauty, northwoods charm, aesthetic recreational experiences, and appealing rural residential opportunities. The Town's planning in conjunction with the surrounding abundant natural beauty, will provide residents and visitors alike an exceptional quality of life.

## **2 Public Participation Process**

The public participation process was the key element to the development of the *Town of Cloverland Year 2020 Land Use Plan*. Plan direction was driven by the opinions and participation expressed by town residents, landowners, and Steering Committee. Numerous techniques were utilized to gather public input in the plan development process. The public input tools utilized and their representative results are summarized as follows.

It must be noted that the meetings listed in the following section were facilitated by Foth & Van Dyke. The Cloverland Land Use Planning Committee met on numerous occasions not listed below, and by no means is the entire plan development process effort encapsulated by the following summary description.

### **Meeting No. 1 (April 8, 1999) Project Orientation**

Foth & Van Dyke met with the Town of Cloverland Land Use Planning Committee and with Vilas County Land Use Plan project coordinator Bryan Pierce at the Cloverland town hall to discuss the planning process, discuss timelines, and identify with Cloverland's progress, issues, ordinances, and planning related documents and reports. Foth & Van Dyke and Bryan Pierce discussed the role of Vilas County, project coordination, and how the town plan was to "roll-up", or facilitate the Vilas County Land Use Plan. A preliminary schedule and timeline were drafted, and a meeting summary list was presented.

The Town of Cloverland decided not to conduct a Community Planning Survey due to the town being involved with the Eagle River Area Vision 2020 Survey conducted in 1996. The town has one commercial business and relatively stable growth. The town felt the key issues will be exposed during the public participation elements of the planning process. The town scheduled an Issue Identification Workshop for June 3, 1999.

### **Meeting No. 2 (June 3, 1999) Issue Identification Workshop**

The town of Cloverland, as part of the Vilas County Land Use Plan, contracted with Foth & Van Dyke to prepare a land use plan for the community. The Community Planning Issues Identification Workshop was scheduled as the first phase of public input for plan development.

The workshop was conducted at 6:30 p.m. to 9:30 p.m. on Thursday, June 3, 1999 at the Town Hall in Cloverland. The purpose of the meeting was to obtain from the participants their perceptions on the following question: *"In your opinion, what do you feel are the most important land use management issues facing the Town of Cloverland in the next two decades?"*

A total of 15 workshop participants registered on sign-in sheets for the session. The workshop was facilitated by John Williams and Ken Jaworski from Foth & Van Dyke, and by Bryan Pierce, Vilas County University of Wisconsin-Extension.

Williams presented a slide show describing the components for the Cloverland Land Use Plan. He also described the following for the input gathering session. The ground rules included the following:

1. *This is your plan! Everyone's ideas are important. There are no "dumb" or "stupid" ideas.*
2. *Think long range (20 to 30 years into the future).*
3. *Think in terms of the "common good." Your personal self-interests are important, but they should not dominate.*
4. *Be willing to compromise.*
5. *Be committed to developing a successful plan.*

Following this introductory session, the participants were informed about how the meeting would proceed using a nominal group process. First, each person was asked to write down on note cards their own reaction to the primary question. Next, group members shared their issues in a round-robin fashion, while the facilitators recorded the responses on flip chart paper.

After all of the issues were recorded, there was discussion within the group to clarify statements and consolidate duplicate issues. Then members were asked to privately select and vote for their top five issues on note paper. The votes were recorded on flip chart paper. The 10 issues with the most votes in the small group were then listed on a summary sheet.

The top issues from the meeting participants were then presented by the facilitators to the group. The results of the workshop were compiled in the Town of Cloverland Land Use Planning Issue Identification Workshop report for the Cloverland Planning Committee by Bryan Pierce, Vilas County UW-Extension with assistance from Janet Christiansen. The lists of issues generated by the workshop participants were used by the Land Use Planning Committee to develop the plan goals and objectives (or general framework for how the plan should proceed), and begin to consider alternatives for preferred land uses. The goals and objectives are discussed in Section 3.

The final top 10 priority land use management issues for the Town of Cloverland are found in Table 2-1.

**Table 2-1**  
**Final Top 10 Priority Land Use Management Issues for the**  
**Town of Cloverland, Vilas County, Wisconsin**  
**June 3, 1999**

*In your opinion, what do you feel are the most important land use management issues facing the Town of Cloverland over the next two decades?*

**Top Ten Priorities:**

Rank	No. of Group Votes	Issue
1	8	Keep lakes single family.
2	6	Preserve Northwoods character - trees, wildlife.
3	5	Keep lake(s) frontage requirements minimum 200'.
4	5	Large minimum lot size on backlots (5 acres).
5	5	Need for signage restrictions - billboards.
6	4	Control population growth.
7	4	Noise pollution - traffic, jet skis, motorized recreational vehicles.
8	4	Maintain town as residential use.
9	4	Control property-school taxes so people are not forced to sell.
10	4	Common good must take precedence over "my" private good.

(Table 2-1 Continued)

**Other Priority Issues Identified:**

Rank	No. of Group Votes	Issue
-	3	Define location of multi-family/condo development.
-	3	Maintain natural buffers between uses.
-	2	Commercial development along Highway 70 may impact aesthetics - scenic drive.
-	2	Who will pay for support services when growth occurs.
-	2	Allow for some commercial along Highway 70.
-	2	Establish strong architectural controls for buildings.
-	1	Development along small lakes - need 300' minimum frontage.
-	1	Define where uses should occur.
-	1	Leave things as they are to allow the "little guy" some opportunity.
-	1	Too many individual agendas.
-	1	Reduce removal of natural vegetation when new development occurs.
-	1	Potential increase in crime.
-	1	Preserve remaining wetlands.
-	-	Minimize forest fragmentation by directing growth into smaller lots (1 acre preferred). Cluster to leave natural forest land.
-	-	Overcutting of forests. Example - clear cuts.
-	-	Reserve lands for churches/schools and other quasi-public facilities.
-	-	Tourist traffic is a safety issue.
-	-	Animal feeding causes wildlife movements - safety issues.
-	-	What is future use of county landfill?
-	-	Town needs a recreation plan.

**Meeting No. 3 (July 14, 1999) Committee Meeting**

Foth & Van Dyke presented draft goals, objectives and vision statement to the Cloverland Land Use Plan Steering Committee. The committee reviewed and discussed the information at length as to how the Issue Identification Workshop results and opinions of the Steering Committee and general public were to be addressed in plan development. Much discussion concerned how the goals and objectives related to lakeshore development, location of commercial and residential development, and ordinance development as it related to plan implementation. The meeting was held from 1:00 pm to 4:00 pm at the town hall.

#### **Meeting No. 4 (August 11, 1999) Committee Meeting**

The Cloverland Land Use Planning Committee met at 1:00 PM at the Town Hall and reviewed, discussed, and finalized the plan goals, objectives and vision statement. John Williams of Foth & Van Dyke presented and discussed population and housing trends and implications on land use. The committee reviewed the draft land use map, resource protection map, zoning map, and wetlands (water feature data) map. The Steering Committee discussed the format and intent of the September 8<sup>th</sup> public informational meeting, and discussed how the maps and information presented would be used to help create the preferred land use map. General discussion also took place relative to the relationship between the existing zoning and land use maps. Specifically, the existing uses on the landscape as compared to the allowed uses determined by zoning, and how both of the maps will help determine preferred land uses. The meeting adjourned at 3:45 PM

#### **Meeting No. 5 ( September 8, 1999) Public Informational Meeting**

A public informational meeting and open house was held at the town offices from 7:00 p.m. to 9:00 p.m. The meeting was attended by 36 town residents and landowners and the Cloverland Land Use Plan Steering Committee, which was believed to be the largest public meeting ever held in the town. At 7:30, Foth & Van Dyke presented an overview of the plan goals, objectives, and vision statement; inventory data highlights and trends; results of the planning issues identification workshop; and GIS mapping, including land use, zoning, land and resource protection, water feature data, Vilas County lakes classification data, and topography. Meeting participants were handed a copy of the goals, objectives, and vision statement, and had access to review the mapping and inventory information as displayed throughout the town hall. In general, the public comments were complimentary to the work effort. There were many questions relative to zoning and land use, lakeshore development, and how the plan will address use, location, and density of future development. The meeting adjourned at 9:30 PM.

#### **Meeting No. 6 (October 19, 1999) Committee Meeting**

The Steering Committee met at 1:00 p.m. at the Cloverland town hall to begin the process of developing the preferred land use map. The committee discussed in general the process that would be used to draft the preferred land use map, including: 1) review the existing maps and acetate overlays to assess the existing conditions that affect property in the town, 2) discuss the existing development pattern to review where uses occur and what uses are allowed, 3) review

completed plans to learn from others, 4) discuss preliminary preferred land use classifications and how they will be used to build the map, and 5) analyze the town to determine the appropriate future use, location, and density of property. The committee also discussed general policies, related to the goals and objectives, that would help define map boundaries. Foth & Van Dyke presented examples of land use classifications, and the committee discussed at length the relationship between the existing land use map and preferred land use classifications. Meeting No. 7 was set for November 16, 1999, 1:00 p.m. The meeting adjourned at 4:00 PM.

### **Meeting No. 7 (November 16, 1999) Committee Meeting**

The Steering Committee met at 1:00 p.m. at the town hall to work on the preliminary draft of the preferred land use map. The committee again reviewed examples of preferred land use classifications, with each classification based on consistency of uses between the existing and preferred uses, the location in which uses would be preferred, and the associated density of the development that would be recommended in the classification. Discussion occurred relative to how the preferred land use classifications would relate to the Vilas County Zoning Ordinance and what types of uses should be allowed within each land use classification. The committee discussed the preliminary preferred land use classifications and the preferred land use map based on the public input from the Land Use and Planning Issues Identification Workshop, the plan goals and objectives, public road policies, existing ownership patterns, zoning, and reference to town maps. The committee also revised the project schedule to hold the public informational meetings in May (from February) and August (from July) to best accommodate both seasonal and permanent residents and property owners. The meeting adjourned at 3:25 PM.

### **Meeting No. 8 (January 12, 2000) Committee Meeting**

The Steering Committee met at 1:00 p.m. at the town hall to work on the draft preferred land use map. The committee again reviewed and finalized the preferred land use classifications, with each classification based on consistency of uses between the existing and preferred uses, the location in which uses would be preferred, and the associated density of the development that would be recommended in the classification. Land area calculations relative to the draft map were discussed in detail. Much discussion occurred relative to how the preferred land use classifications would relate to the Vilas County Zoning Ordinance and what types of uses should be allowed within each land use classification. The committee also worked through preferred uses (matrix) within each classification, and discussed the revised schedule in accordance with planned public meetings. The meeting adjourned at 3:40 PM.

### **Meeting No. 9 (March 07, 2000) Committee Meeting**

The Cloverland Steering Committee met at 1:00 P.M. at the town hall to finalize the preferred land use map and classifications, permitted and conditional use table, public informational meeting details, and to discuss plan implementation strategy. The committee confirmed the public meeting schedule for May 10, 2000 at 7:00 P.M.. The town will coordinate a mailing to all property owners in mid April 2000 to notify landowners of the land use planning process and

to solicit as much public participation as possible at the May public informational meeting. The committee discussed the public informational meeting process in detail and decided on information to include in a public mailing. The committee set a meeting date for April 03, 2000 to review the draft implementation strategy, action plan, and informational packet. The meeting adjourned at 3:35 PM.

### **Meeting No. 10 (May 10, 2000) Public Informational Meeting**

The Town of Cloverland hosted a community public informational meeting at the Cloverland Town Hall from 7:00-10:30 p.m. One hundred and four (104) people attended what turned out to be the largest public meeting in the history of the town. A brief overview of the planning process and progress to date was summarized, and the year 2020 preferred land use map was presented in detail. Each Cloverland property tax payer was sent a packet of information prior to the meeting which included a poster plan, survey, P/C matrix and an introductory explanation. Meeting participants were also handed a year 2020 preferred land use map, preferred land use classifications and a survey asking for their input. The plan was presented for an hour, followed by an open question and answer session. All maps were on also on display. There were many comments for and against the plan as presented. The Planning Committee was directed to reduce the east commercial area on STH 70 to a strip of 500' on the north side, eliminate the multi-family area east of Snipe Lake and along CTH G with a redesignation to rural residential, confirm the active resort areas, and eliminate the park area on CTH G in Section 24. The general consensus was that the lakeshore areas should be developed residentially (as indicated), the proposed five acre minimum lot size still needs to be debated and survey results analyzed, the 10 acre forestry standard should be maintained, and the P/C matrix of uses needs to be refined.

### **Meeting No. 11 (June 14, 2000) Committee Meeting**

The Cloverland Planning Committee met at 1:00 P.M. at the town hall to review the results of the public informational meeting, discuss the survey results from the mailing and meeting, discuss revisions to the preferred land use map and classifications, permitted and conditional use table, and implementation strategy. The Committee decided to reduce the STH 70 east commercial area to a strip of 500' extending from the property line (or right-of-way line) abutting STH 70 to the north, the multi-family area east of Snipe Lake was redesignated to rural residential, the resort areas were confirmed and adjusted, and the soccer facility was redesignated to rural residential. The proposed five acre town-wide lot size provision for newly-created lots was discussed at length, and it was decided to continue with the five acre provision. Residential uses were confirmed as the preferred use along the lakeshore, and any individual property owner requests were to be handled on a case-by-case basis. Property owner Jim Kramer, 2297 Boot Lake Road, section 12, petitioned and requested and received a redesignation of preferred use on his property from LR to LR/R and commercial. Property owners Dave and Renee Brandt, 2688 Pickerel lake Road, section 33, Camp Lake, petitioned and requested and received a redesignation from LR to RR. Scott Maciosek, 7085 Old STH 70, section 3, requested and was denied redesignation of a parcel designated as RR to commercial. Mr. Maciosek has a home-based business and was concerned about the long-term effect on the business if the parcel was designated RR. The

Committee noted the RR designation does not take away the home-based business right or opportunity, therefore no redesignation was necessary. The Committee also confirmed the Public Hearing date for August 9<sup>th</sup>, 2000. The next meeting date was set for Wednesday, July 12<sup>th</sup>, 2000, at 1:00 PM. The meeting adjourned at 4:30 PM.

### **Meeting No. 12 (July 12, 2000) Committee Meeting**

The Cloverland Planning Committee met at 1:00 P.M. at the town hall to review the Pre-Final draft reports, discuss the public notification strategy and final meeting date for the public hearing. The Committee discussed the results of meeting 11 and reviewed the map revisions. The Pre-Final Report was distributed, which the Committee briefly reviewed and discussed. Section 13 was discussed relative to implementation options and how the town could proceed through the implementation phase of the planning process. The Committee decided on Tuesday, August 22, 2000, 7:00 PM for the public hearing. The public notification strategy was discussed in detail. The town decided to do a postcard mailing to all property taxpayers in addition to the requirements of holding a public meeting. The plan and map was to be displayed at the library in Eagle River, and the meeting would be held at the recycling center due to the size limitations of the town hall. The meeting adjourned at 3:00 PM.

### **Meeting No. 13 (August 23, 2000) Public Hearing**

The Cloverland Land Use Planning Committee and the Town Board held a public hearing at the Cloverland Recycling Center at 7:00 P.M. to review the proposed final plan. The meeting was held at the Recycling Center to accommodate the large crowd. 111 people signed in on the registration sheets, and only 3 registered to speak. 18 people indicated they were in favor, 13 opposed. The formal public hearing was held from 7:00-7:48, which included a general overview and comment from the meeting attendees, in order of sign in. 7:48-9:30 there was a general discussion. The general comments were supportive from the general intent of having a town that is primarily rural, low density residential on lands outside of the shoreland areas with a designated business development area along STH 70. .