

# Town of Stubbs Comprehensive Plan 2019

Working Meeting Draft – July 29, 2019



Prepared by the Town of Stubbs  
with Assistance from MSA Professional Services, Inc.



**Town of Stubbs  
Rusk County, Wisconsin**

**2019 Comprehensive Plan**  
*(an update to the 2009 adopted plan)*

**Town Board**

Lyle Liefkring, Chairman  
Amanda Poppe, Supervisor  
JoAnn Huiras, Supervisor  
Heather Olesiak, Treasurer  
Anne McHugh, Clerk

**Planning Committee**

Bob Lorkowski, Chairperson  
Annie Huiras, Commission Member  
John Bonczyk, Commission Member  
Amanda Poppe, Commission Member  
Jim Zak, Commission Member

Planning assistance was provided by MSA Professional Services, Inc.



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# Executive Summary

This Plan is a guidebook for managing change and development in the Town of Stubbs. The Plan provides the most recent available statistics, documents the important issues of concern identified by Town residents, and sets forth goals, objectives, policies, and actions to be pursued by the Town in the coming years. Land use guidance is provided throughout the Town (See Map 1: Planning Area). The Plan covers topics mandated by Wisconsin State Statute 66.1001, but the content of the Plan reflects local concerns. This Plan looks forward to the year 2040, but it should be reviewed annually and fully updated every ten years.

As required by statute, copies of this adopted plan were distributed to the Town of Big Bend, Town of Strickland, Town of Atlanta, Town of Thornapple, Rusk County, Village of Bruce, Village of Weyerhaeuser, and the Wisconsin Department of Administration.

Residents were consulted in the development of this plan through public meetings near the beginning and end of the planning process and a formal public hearing held prior to adoption. All Plan Commission working sessions were also open to public attendance and comment. Several key themes emerged from this input:

- Maintain and preserve the Town of Stubbs's rural character.
- Protect sensitive natural resources and agricultural lands within the Town of Stubbs.
- New growth should occur on the least productive soils with a focus on developing housing for all cycles of life.

This Plan is organized into five chapters:

- **Chapter 1: Introduction** – describes Wisconsin's Comprehensive Planning requirements and the planning process used to complete this Plan.
- **Chapter 2: Vision, Goals, Objectives, & Policies** – describes the community vision, goals, objectives, and policies for each element of the comprehensive plan.
- **Chapter 3: Future Land Use** – a summary of the future land use plan for the Town of Stubbs.
- **Chapter 4: Implementation** – a compilation of recommendations and specific actions to be completed in a stated sequence to implement the goals, objectives, and policies contained in Chapter 2 & 3.
- **Chapter 5: Existing Conditions** – summarizes background information as required for the nine planning elements to be included in comprehensive plans (as per Wisconsin Statute 66.1001). This information provides a basis for creating goals, objectives, policies, maps, and actions guiding future development in the Town of Stubbs.



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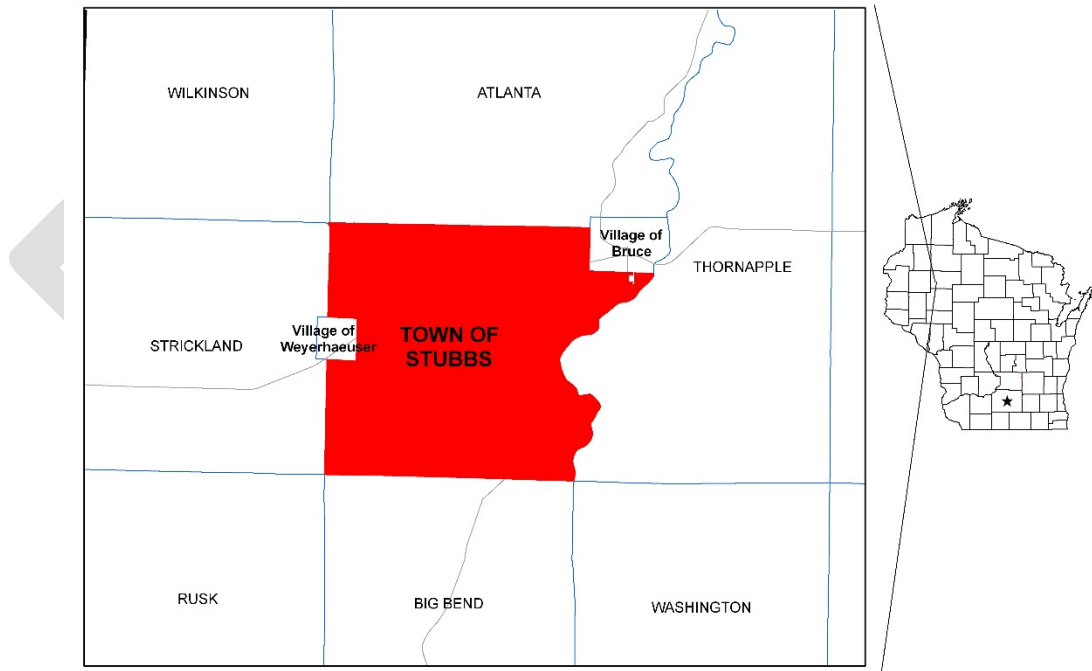
# Chapter 1 - Introduction

## 1.1 Regional Context

The Town of Stubbs is located in northwestern Wisconsin in Rusk County. The Town is approximately 23,377 acres in size (36.53 sq.mi.) with a 2018 population estimated at 583 (16.0 persons per sq.mi.).

Rusk County (originally named Gates County) was created from Chippewa County in 1901. In 1905, the name was changed to commemorate Jeremiah Rusk, a Civil War hero. The County is bordered by Barron County to the west, Chippewa and Taylor Counties to the south, Price County to the east, and Sawyer County to the north. The total area is approximately 645,748 acres, or 931 square miles. The population in 2018 was estimated at 14,754 (15.8 persons per sq.mi.). Twenty-four towns, eight villages, and one city are included in the County. Ladysmith (pop. 3,357) is the largest municipality in the County and is the county seat. The Village of Bruce (pop. 767), Village of Hawkins (pop. 300), and Villages of Sheldon and Weyerhaeuser (pops. 231) are the next largest municipalities in the County.

Figure 1.1: Regional Context



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## 1.2 Wisconsin Comprehensive Planning Law

Wisconsin's "Smart Growth" planning law [s. 66.1001 Wis. Stats.] was adopted in October of 1999. The law requires that, beginning January 1, 2010, the following activities must be consistent with a comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Town, village, or city zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

The Law Defines a Comprehensive Plan as containing nine required elements:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities & Community Facilities
5. Agricultural, Natural & Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

The Comprehensive Planning Law in Wisconsin requires public participation at every stage of the comprehensive planning process. "Public participation" is defined as adopting and implementing written procedures for public participation that include but are not limited to broad notice provisions, the opportunity for the public and impacted jurisdictions to review and comment on draft plans, and the holding of a public hearing prior to plan adoption.

The Comprehensive Planning Law standardizes the procedure for adopting a comprehensive plan. The plan commission must submit a recommendation on the comprehensive plan to the local elected governing body. The local governing body may then adopt and enact the plan by ordinance.

In addition to ensuring that local residents and businesses have the opportunity to review and comment on the plan, the Comprehensive Planning Law requires that copies of the adopted comprehensive plans be sent to adjacent communities, the Wisconsin Department of Administration, the regional planning commission and public library serving the area, and all other area jurisdictions located entirely or partially within the boundaries of the community.

### The Role of a Comprehensive Plan for the Town of Stubbs

This planning document is intended to be a "living" guide for the future overall development of the Town of Stubbs. It serves the following purposes:

- Meets the requirements of the Wisconsin Comprehensive Planning legislation.
- It acts as a benchmark to measure change and progress, providing a record of current strengths, weaknesses, opportunities and threats to quality of life.
- It clearly defines areas appropriate for development, redevelopment, and preservation.

- It identifies opportunities to update and strengthen the Town of Stubbs’s land use implementation tools.
- It can be used as supporting documentation for Town of Stubbs policies and regulations and can be used to strengthen grant funding applications.
- It is a primary document to be used by the Plan Commission and the Town Board to evaluate development proposals within and near the Town of Stubbs.

The most important function the plan will serve is as a resource manual assisting in the evaluation of land use related requests and the provision of design recommendations for various types of development. It establishes a standard for all land use decisions in the Town of Stubbs. Communities who consistently make land use decisions based on their comprehensive plan reduce their exposure to legal action, increase their opportunities to save money and improve the quality and compatibility of new development.

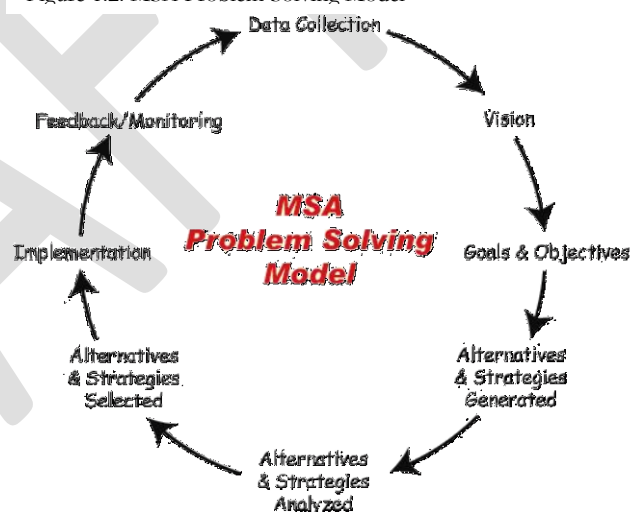
### 1.3 Planning Process

In 2019, the Town of Stubbs engaged MSA Professional Services, Inc. to assist in completion of an update to the 2009 Comprehensive Plan to comply with Wisconsin’s “Smart Growth” requirements, State Statute 66.1001.

As required by SS 66.1001, every community must adopt a public participation plan at the beginning of the planning process. The purpose of the public participation plan is to define procedures for public involvement during every stage of the planning process. (See Appendix A for the complete Public Participation Plan.) Some of key components of the public participation plan are:

- Use of the 2009 Comprehensive Plan Community Survey to gain insight from Town residents on key issues (see Appendix C for the complete Community Survey).
- Two public meetings to allow the public to voice their ideas, opinions, and concerns in the development of the plan. Notice of public meetings was published and posted in accordance with Town procedures and State law.
- One Plan Commission working session to review project material and to make policy recommendations. The Plan Commission working session was open to public attendance and comment.

Figure 1.2: MSA Problem Solving Model



### 1.4 Selection of the Planning Area

The study area for this Plan includes all lands within the Town’s jurisdiction boundaries (See Land Use Maps).

## 1.5 Community Assets and Liabilities Analysis

The original Comprehensive Plan utilized a Community Assets and Liabilities exercise, conducted at a public meeting on March 3rd, 2008, to gather initial data from Town residents on their opinions of the Town. Once listed, participants were then asked to vote for the issues they considered to be “most important”. The assets and liabilities of the Town of Stubbs are listed in Table 1.1, organized by plan element. The number of votes received by each asset or liability is also listed (in parentheses).

Table 1.1: Community Assets & Liabilities

| Element                                     | Assets   | Liabilities  |
|---|--|--|
| Housing                                     | <ul style="list-style-type: none"> <li>• Clean &amp; Well-Maintained Properties</li> <li>• Good Neighbors</li> </ul>   | <ul style="list-style-type: none"> <li>• Lack of Young Families with Children</li> <li>• Not Enough Kids</li> <li>• Deteriorating Buildings in Town (3)</li> </ul>   |
| Transportation                              | <ul style="list-style-type: none"> <li>• Good Road System (2)</li> <li>• Access to State Hwy System &amp; Towns</li> </ul>   |  |
| Utilities & Community Facilities            | <ul style="list-style-type: none"> <li>• Timberline Trails</li> <li>• Landfill</li> <li>• Plenty of Water</li> <li>• New Town Hall</li> <li>• Gold Course</li> <li>• Close School District (2)</li> <li>• Hunting Sites Available</li> <li>• Ambulance Service</li> </ul>                    |  |
| Agricultural, Natural, & Cultural Resources | <ul style="list-style-type: none"> <li>• Chippewa River &amp; Amacoy Lake (2)</li> <li>• Clean Air &amp; Water (3)</li> <li>• Lakes with Public Access</li> <li>• Hay Creek/Soft Maple Trout Fishing Environment (2)</li> <li>• Natural Resources</li> <li>• Historical Buildings</li> </ul> | <ul style="list-style-type: none"> <li>• Odor</li> <li>• Lack of Cultural Experiences</li> <li>• River</li> </ul>  |
| Economic Development                        | <ul style="list-style-type: none"> <li>• Low Crime Rate (4)</li> <li>• Safety</li> <li>• No Taxes – Town</li> <li>• Well Run Commercial District</li> <li>• Visitors – Tourism</li> </ul>  | <ul style="list-style-type: none"> <li>• Lack of Job Opportunities (3)</li> <li>• Not Many Building Sites Available (2)</li> <li>• Poorly run Commercial District</li> </ul>   |
| Intergovernmental Cooperation               |  |  |
| Land Use                                    |  | <ul style="list-style-type: none"> <li>• Salvage Yard</li> <li>• Landfill</li> <li>• Landfill / Property Values / Expanding Wider Buffer to Homes / Road Use / Trailer Parks</li> <li>• No zoning to Prevent Eyesores</li> </ul> |

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# Chapter 2 – Vision, Goals, Objectives, & Policies

A vision statement identifies where an organization (the Town of Stubbs) intends to be in the future and how to meet the future needs of its stakeholders: citizens. The vision statement incorporates a shared understanding of the nature and purpose of the organization and uses this understanding to move towards a greater purpose together. The statement is written in present tense and describes an ideal future condition.

**The Town of Stubbs is ...**

**Rural in character with a majority of the land devoted to a mixture of agriculture and forests. Residential and commercial development is primarily located near the Village of Bruce, the Village of Weyerhaeuser, and along Amacoy Lake and the Chippewa River. All new developments are planned and sited in order to consider water resources, forests and productive farmland, and to reinforce the rural character of the Town.**

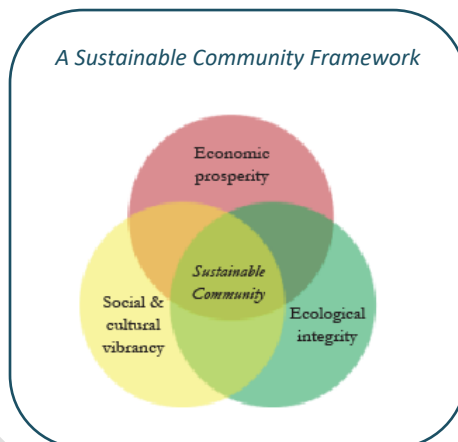
**The Town of Stubbs is a desirable place to live because of its natural beauty, well-maintained properties, and good public services. The community values its proximity to educational centers (schools, colleges, libraries, etc.) and recreational amenities. Local leaders continue to work with adjoining towns, the Village of Bruce, Village of Weyerhaeuser and Rusk County to manage development and the delivery of services for the betterment of the region.**

## **General Goals**

Each chapter of this plan contains goals specific to one of the nine elements of the comprehensive plan. The following four goals are general in nature, and along with the vision statement, are intended to guide actions the Town of Stubbs makes in the future. The essence of these recommendations, reflected in the Vision statement and throughout the entire plan, is to create a sustainable future for the Town of Stubbs.

A sustainable community is one where economic prosperity, ecological integrity and social and cultural vibrancy live in balance. For the Town of Stubbs, a sustainable future will create conditions that:

- **Preserve and reinforce the diverse economy and rural character of the Town of Stubbs.**
- **Protect and enhance the ecological assets of the Town of Stubbs.**
- **Maintain and enhance the quality of life of the residents in the Town of Stubbs.**



If there is a question regarding a decision that is not clearly conveyed in the details of this comprehensive plan, then the decision should be based on the intent of the vision statement and the general goals.

Each element of the comprehensive plan contains goals, objectives, and policies established during the planning process based on the information contained in Chapter 5, Existing Conditions. This section defines goals, objectives, and policies as follows:

**Goal:** A goal is a long-term target that states what the community wants to accomplish. The statement is written in general terms and offers a desired condition.

**Objective:** An objective is a statement that identifies a course of action to achieve a goal. They are more specific than goals and are usually attainable through planning and implementation activities.

**Policy:** A policy is a specific course of action or rule of conduct that should be followed in order to achieve the goals and objectives of the plan. Policies are written as actions that can be implemented, or as specific rules to be followed by decision-makers. Policies that direct action using the words “shall” or “will” are intended to be mandatory aspects of the implementation of the Town of Stubbs Comprehensive Plan. Those policies using the words “should,” “encourage,” “discourage,” or “may” are advisory and intended to serve as a guide.

## 2.1 Housing

### 2.1.1 Issues Identified During the Planning Process

Members of Plan Commission were concerned with the lack of available land for housing, in particularly for single family developments. During the assets and liabilities exercise (see table 1.1), residents were concerned about the lack of young families with children, and the number of buildings in disrepair within the Town.

According to the *Community Survey*, the majority of respondents either agreed or strongly agreed that new home sites within the Town should be affordable housing (60%) or assisted living facilities for seniors (56%).

According to the *Community Survey*, nearly 70% of the respondents think the Town should be focusing on improving the existing housing quality.

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## 2.1.2 Goals, Objectives & Policies

**Goal 1: Provide for the residential needs of all Town residents to meet existing and forecasted housing demands.**

### Objectives:

1. Collaborate with neighboring municipalities to plan for a range of housing that meets the needs of area residents of various income levels, age, and health status.

### Policies:

1. Support local government and agency efforts to obtain grant program funds to assist first time home buying or home rehabilitation for low and moderate-income households.
2. Encourage the development of affordable single-family housing. Explore opportunities to provide incentives for homebuilders that create housing affordable for low and moderate-income households, including smaller, high-quality farmsteads and single-family homes.
3. Discourage development of multi-family apartment buildings, senior housing and special needs housing in rural areas of Rusk County and encourage it inside urban areas of the County, where there is easier access to public services and facilities to support such developments.

**Goal 2: Maintain housing properties, types and densities that reinforce the rural character of the Town.**

### Objectives:

1. Emphasize control of residential density (lot averaging) and site design rather than lot size alone.

*Lot averaging* is a regulatory tool that allows a property owner to create a lot that is smaller than the minimum lot size requirement, provided the acreage of the smaller parcel plus the remaining acreage of the parent parcel add up to the amount of acreage required for two parcels in the underlying area.



2. Ensure that homes are built and maintained according to levels deemed safe by industry standards.
3. Retain farm-based residences as the preferred type of housing in the Town of Stubbs. Establish regulations that support further development of farm-based residences throughout the Town, including regulations that support development of housing for family members of farm owners and for employees working on farms.

*Conservation Subdivisions* are an alternative approach to the conventional lot-by-lot division of land, which spreads development evenly throughout a parcel with little regard to impacts on the natural and cultural features of the area. Residential lots are grouped or “clustered” on only a portion of a parcel of land while the remainder of the site is permanently preserved as open space.

Policies:

1. If proposals for residential subdivisions are ever introduced, encourage clustered residential subdivisions that will prevent or minimize conversion of agricultural or open space land. Incentives may be considered by the Town for developments that use this technique.
2. Support Wisconsin’s Uniform Dwelling Code, requiring inspection of new structures and repair of unsafe and unsanitary housing conditions.
3. Support programs that maintain or rehabilitate the Town’s housing stock. Encourage voluntary efforts by private homeowners to maintain, rehabilitate, update or otherwise make improvements to their homes. Discourage the use of properties for the accumulation of “junk” materials.

*“Junk”* – Any worn out or discarded materials including but not necessarily limited to scrap metal, inoperable motor vehicles and parts, construction material, household wastes, including garbage and discarded appliances.

## 2.2 Transportation

### 2.2.1 Issues Identified During the Planning Process

Town residents and Plan Commission had no concerns or issues with the transportation network within the Town.

According to the *Community Survey*, 94% of the respondents rated the Town road system as either excellent or good.

### 2.2.2 Goals, Objectives & Policies

**Goal 1: Provide for a safe, efficient, multi-modal, and well-maintained transportation network for all residents, farmers, area businesses, and emergency vehicles.**

Objectives:

1. Maintain the Town’s transportation network at a level of service desired by Town residents and businesses.
2. Manage access to the transportation network in order to effectively maintain the safe and functional integrity of Town roads.



- 
3. Coordinate major transportation projects with neighboring communities, Rusk County, and the WisDOT.

Policies:

1. Transportation Alternatives for Disabled & Elderly Residents – Collaborate with Rusk County and urban areas in the region to provide transportation services for disabled and elderly residents.
2. Incorporation of Pedestrian & Bicycle Planning – Ensure that the Town has an active role in providing any input on bicycle routes through the Town planned by Rusk County, WIDNR, or local organizations. Encourage the use of foot or bike paths within and between adjacent conservation or conventional subdivisions.
3. Protection of Town Roads – Encourage traffic patterns that do not increase traffic on Town roads unnecessarily, and require intergovernmental agreements that define the responsibilities of the Town, the developer and neighboring communities regarding any required improvements to Town roads and funding of such improvements. New roads shall be built according to Town standards. Where appropriate, designate weight restrictions and truck routes, to protect local roads.
4. Maintain Condition Standards for Town Roadways – Strive to maintain an average PASER rating of 7 for all paved Town Roads, and establish and prioritize future road projects based on the applicable PASER scores and ADT data.
5. Coordination of Improvements to State and County Highways – Stay apprised of the WisDOT and Rusk County’s efforts to maintain and improve State and County roads. Coordinate improvements to adjacent local roads whenever feasible.
6. Joint Planning of Roads that Cross Jurisdictions – Work with adjoining towns and the Villages of Bruce and Weyerhaeuser to plan, construct and maintain those roadways that affect both jurisdictions, including cost sharing where appropriate.

PASER – Pavement Surface Evaluation & Rating. The WisDOT recommends municipalities maintain an average rating of “7” for all roads.

## 2.3 Agricultural, Natural, & Cultural Resources

### 2.3.1 Issues Identified During the Planning Process

Majority of the concerns from members of Plan Commission were related to protecting the Town’s natural resources (rivers, lakes, streams, groundwater, etc.). Plan Commission also noted the need for more stringent controls on nutrient management in order to protect the Town’s groundwater supply.

According to the *Community Survey*, at least 80% of respondents thought the Town of Stubbs should preserve its natural resources: groundwater (96%), surface water (96%), forests/woodlands (88%), wetlands (85%), parks and open space (82%), scenic views (80%).

During the assets and liabilities exercise (see table 1.1), residents were concerned about the lack of cultural experiences within the Town. Plan Commission was also concerned, stating that the Town needs to recognize its existing historical resources.

According to the *Community Survey*, the majority of Stubbs' residents (81%) believe the Town should protect its cultural and historical sites/buildings.

### **2.3.2 Goals, Objectives & Policies**

**Goal 1: Reinforce the Town's rural character by encouraging the preservation of farmland, sensitive environmental areas, wildlife habitat, rural vistas, and local cultural resources.**

#### Objectives:

1. Minimize fragmentation of agricultural land, forested land, and natural areas.
2. Minimize the potential impact on natural resources, environmental corridors, or habitat areas when evaluating potential residential, commercial, industrial, intensive wind/solar farms, and intensive agricultural uses.
3. Minimize the potential impact on local cultural resources when evaluating new developments.

#### Policies:

1. Discourage fragmentation of farmland, forested land, and natural areas to protect the continuity of these areas for future use. If development does occur, discourage its placement in the middle of parcels of agricultural cropland, or on prime agricultural land.
2. Avoid development in areas that have documented threatened and endangered species, or have severe limitations due to steep slopes, soils not suitable for building, or sensitive environmental areas such as wetlands, floodplains, and streams in order to protect the benefits and functions they provide.
3. Encourage maintenance and rehabilitation of historic areas and buildings. Ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or other development activities. Construction activities on a development site shall cease when unidentifiable archaeological artifacts are uncovered during either land preparation or construction. The developer shall notify the Town of such potential discovery.
4. Promote local history and culture by providing space for a local historical archive as part of any new Community Center.

**Goal 2: Minimize land use conflicts between farm and non-farm uses, as well as between farms.**

Objectives:

1. Encourage existing and expanding farm or forestry operations to follow “Best Management Practices”.
2. New residents and developers need to be aware and understand the “Right to Farm” law and are familiar with the seasonal affects of expected agricultural practices in the Town.

Wisconsin’s Right to Farm Law  
(s 823.08, Stats)

The law was designed to protect farm operations which use good management practices from nuisance lawsuits that challenge acceptable farming practices and the ability of farmer to responsibly continue producing food and fiber for the nation and the world.

Policies:

1. All farming or forestry operations are encouraged to incorporate the most current “Best Management Practices” or “Generally Accepted Agricultural and Management Practices” (GAAMPS) as identified by but not limited to the following agencies:
  - a. Rusk County
  - b. University of Wisconsin Extension
  - c. Wisconsin Department of Agriculture, Trade and Consumer Protection
  - d. Wisconsin Department of Natural Resources
  - e. National Resource Conservation Service
2. Discourage residential subdivisions in agriculturally zoned land or near existing agricultural operations. If development occurs, the use of cluster (or conservation) developments and landscape buffers is highly encouraged.

## 2.4 Utilities & Community Facilities

### 2.4.1 Issues Identified During the Planning Process

Town residents and Plan Commission had no concerns or issues with the utilities and community facilities within the Town.

### 2.4.2 Goals, Objectives & Policies

**Goal 1: Maintain high quality Town services and facilities.**

According to the *Community Survey*, over three-quarters of the respondents rated the utilities and community facilities as excellent or good (excluding respondents who were unsure): fire protection (96%), garbage/recycling collection (93%), ambulance service (88%), recreational trails (83%), police protection (80%, and the public school system (77%).

Objectives:

1. Ensure that public and private utilities are constructed and maintained according to professional and governmental standards and do not detract from the rural character of the Town.

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2. Phase new development in a manner consistent with public facility and service capacity and community expectations.
  3. Ensure that Town Hall and other public facilities continue to meet the needs of Town residents.
  4. Monitor satisfaction with local emergency services, and other utility or community services, and seek adjustments as necessary to maintain adequate service levels.

Policies:

1. Sanitary Sewer – Density and minimum lot sizes should be managed allowing adequate space for replacement of private on-site sewage systems. Continue working with Rusk County to ensure that existing private septic systems are adequately maintained and inspected on a regular basis, and that new private septic systems are designed, constructed, and inspected according to State and Rusk County regulations.
2. Water Supply - Encourage landowners with private wells to properly maintain and monitor their wells through inspection and water testing as necessary or required by WIDNR regulations. Landowners with private wells that are no longer in use shall properly close and abandon wells according to Wisconsin DNR regulations.
3. Stormwater Management – Control stormwater quality and quantity impacts from development. Maintain natural drainage patterns, as existing drainage corridors, streams, floodplains, and wetlands can provide for stormwater quality and quantity control benefits to the community. Direct that developers be responsible for stormwater quality and quantity control both during and after site preparation and construction activities. Collaborate with other jurisdictions as necessary to enforce the Rusk County Stormwater Management and Erosion Control Ordinances.
4. Solid Waste & Recycling – Provide solid waste collection, disposal and recycling services that protect public health and the natural environment. Monitor levels of service provided by the contracted solid waste disposal and county recycling services and meets with them to address any concerns raised by residents or local businesses. The Town Plan Commission and Town Board shall act as a local approving agency in reviewing expansion plans for the landfill. The Town shall participate in the negotiation/arbitration process under s 289.33, WI Statutes, with oversight by the Wisconsin Waste Facility Siting Board.
5. Parks – Work with the WIDNR and Rusk County as necessary to determine if there are needs for future parks and natural areas in the Town. If needs are identified, work with the WIDNR and the County to determine the most effective and efficient way to proceed with development.
6. Power Plants, Transmission Lines, and Telecommunication Facilities – Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and planned development. Actively participate in the planning and siting of any major transmission lines, facilities, natural gas lines, solar generation facilities, wind towers, or telecommunication towers.

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If such facilities are proposed they should be located in an area safely away from existing residential uses and livestock facilities.

7. Cemeteries – Collaborate with local church associations regarding the need for additional or expanded cemeteries.
8. Special Needs Facilities – Work with Rusk County and adjacent communities to maintain and improve access to special needs facilities (i.e. health care, childcare) for Town residents. Actively participate in the planning and siting of any new special needs facility.
9. Emergency Services - Work with Rusk County, the Village of Bruce, and the Village of Weyerhaeuser to maintain adequate provision of emergency services (i.e. fire, police, EMS) for Town residents and businesses, and review service provision levels with the appropriate agencies annually.
10. Schools - Collaborate with the Bruce School District and the Chetek-Weyerhaeuser Area School District to provide high quality educational facilities and opportunities for Town residents. Actively participate in the planning and siting or expansion of school facilities.
11. Libraries - Work with Rusk County and the Village of Bruce to maintain and improve access to public library facilities for Town residents.
12. Town Facilities - Annually evaluate the condition of the Town Hall and associated equipment to ensure that it will continue to meet Town needs.

**Goal 2: Ensure that new Town residents are aware of Town policies regarding services.**

Objectives:

1. New residents should be educated on the norms and expectations for the delivery of services to Town of Stubbs residents, which may differ from services they have received in the past.

Policies:

1. Distribute a pamphlet or newsletter describing Town policies and community norms when new development occurs in the Town. Information may include explanations and contact information pertinent to the jurisdictions responsible for delivery of a variety of services, costs associated with services, and expectations for residents.

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## 2.5 Economic Development

### 2.5.1 Issues Identified During the Planning Process

Members of Plan Commission were concerned with the Town's inability to supply industrial development due to existing road conditions. Another issue raised was the lack of casual dining establishments within the Town.

During the assets and liabilities exercise (see table 1.1), residents had concerns with the lack of job opportunities and the limited number of developable sites within the Town limits.

According to the *Community Survey*, the majority of the respondents felt the Town's economy was weak in the following areas: lack of support for businesses development (70%), lack of retention of existing businesses (77%), and lack of family supporting jobs (84%).

According to the *Community Survey*, Town residents desired the following businesses: large manufacturer, Anderson Windows, sustainable industry, community center, car wash, hardware store, ethnic restaurant, supper club, drug store, and sporting good store.

### 2.5.2 Goals, Objectives & Policies

**Goal 1: Maintain a predominantly agricultural based economy within the Town.**

#### Objectives:

1. Maintain agriculture and agriculture-related businesses as the major economic development type in the Town.
2. Join area economic development organizations to support economic growth and vitality throughout the region and to bring the "voice" of the farmer to discussions about economic development.
3. Support the development of a commercial and light industrial center adjacent to Hwy 8 and the existing landfill.

#### Policies:

1. The primary focus for economic development in the Town will be the support of agriculture. Support direct farm-product sales, agricultural tourism, bed and breakfasts, veterinary services, blacksmith & woodworking services, as the primary businesses within the Town.
2. Collaborate with neighboring municipalities, Rusk County, and local economic development organizations to develop encourage programs and marketing initiatives that support local agricultural products.
3. Encourage commercial and light industry to locate adjacent to Hwy 8 and the existing landfill or in the Village of Bruce or Weyerhaeuser.

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**Goal 2: Minimize land use conflicts between business and non-business uses.**

Objectives:

1. Carefully consider whether proposals for commercial or industrial business development will interfere with farming and whether they can be supported with the existing road system, other infrastructure and available services.
2. Ensure that new businesses do not detract from the predominately rural character of the Town.
3. Maintain standards and limitations for home occupations and home based businesses to minimize noise, traffic, and other disturbances to adjacent land uses.

Policies:

1. Discourage development of intensive commercial and industrial development in the Town of Stubbs and concentrate light commercial and industrial development near the existing landfill.
2. Work with Rusk County to maintain design guidelines for businesses that may locate in Stubbs to address landscaping, aesthetics, lighting, noise, parking, and access. (Refer to 2.8 Community Design Principles)
3. Prohibit home based businesses within residential subdivisions, or groups of rural residences, which would cause safety, public health, or land use conflicts with adjacent uses due to such things as increased noise, traffic, and lighting. Proposed businesses shall require a conditional use permit.

*Home occupations* refer to office types of uses that do not alter the residential character of a home and its neighborhood.

*Home based businesses* are selected types of small businesses that can include buildings, yards, and vehicles, that have the physical appearance of a business rather than a home, located on the same parcel of land as the residence. Examples may include veterinary, animal boarding, blacksmiths, or woodworking businesses.

## 2.6 Intergovernmental Cooperation

### 2.6.1 Issues Identified During the Planning Process

No significant intergovernmental conflicts were identified during the planning process. Plan Commission recognized the increasing need to coordinate Town policies and plans with Rusk County, the Villages of Bruce and Weyerhaeuser, the Towns of Atlanta, Thornapple, Big Bend and Strickland, and the Bruce and Chetek-Weyerhaeuser School Districts.



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## 2.6.2 Goals, Objectives & Policies

**Goal 1: Maintain mutually beneficial relationships with neighboring municipalities, Rusk County, State & Federal agencies, and school districts serving Stubbs residents.**

### Objectives:

1. Coordinate Town planning efforts with local school districts as necessary to allow those districts to properly plan for facility needs.
2. Coordinate with other neighboring municipalities to jointly plan boundary areas and coordinate their long-term growth plans with the Town Comprehensive Plan.
3. Identify opportunities for shared services or other cooperative planning efforts with appropriate units of government.
4. Identify existing and potential conflicts between neighboring municipalities and establish procedures to address them.

### Policies:

1. Encourage an efficient and compatible land use pattern that minimizes conflicts between land uses across municipal boundaries and preserves farming and natural resources in mutually agreed areas. To the extent possible, coordinate the Town's Comprehensive Plan with any future comprehensive plans for neighboring municipalities or Rusk County.
2. Prior to the adoption of the Town Comprehensive Plan and, and for subsequent updates, request comments from area school district officials, neighboring municipalities, and Rusk County.
3. Request that School District officials keep the Town apprised of any plans for new facilities that could either be located in the Town or near enough to the Town's jurisdiction that Town roads could be affected.
4. Request that neighboring municipalities, Rusk County, and State or Federal agencies communicate to the Town land use or planning activities which would affect the Town of Stubbs.
5. Continually work with neighboring municipalities and Rusk County to identify opportunities for shared services or other cooperative planning efforts.

## 2.7 Land Use

### 2.7.1 Issues Identified During the Planning Process

Members of Plan Commission were concerned with the lack of commercial, industrial and residential development within the Town. Plan Commission also recognized the need to protect the Town's nature resources.



During the assets and liabilities exercise (see table 1.1), residents had concerns with the existing salvage yard and landfill, as it pertains to the Town's property values. Another liability was the Town's lack of zoning, as it pertains to development restrictions.

According to the *Community Survey*, over half of the respondents (61%) either agreed or strongly agreed that the Town's current land use regulations have done an effective job in minimizing land use conflicts.

## 2.7.2 Goals, Objectives & Policies

**Goal 1: Ensure a desirable balance and distribution of land uses is achieved which reinforces the Town's character & sense of place.**

### Objectives:

1. Maintain a comprehensive future land use plan and map that coordinates housing, economic development, agriculture, and the preservation of open space and natural resources.

### Policies:

1. Map sensitive environmental features requiring protection including steep slopes, wetlands and floodplains. Delineate areas having these features on the Future Land Use Map and prepare a description of these areas that designates them as areas for conservation or protection where development should not occur. Review and update regulations that protect these areas consistent with any state or other applicable laws.
2. Map areas in agricultural use, including those areas that have historically been used for farming but may be lying fallow. Also, map prime farmland soils. In addition, map areas that have not been in agricultural production or use, because of poor soils or any other reason, but have nevertheless been attached to farms. Delineate these areas on the Future Land Use Map and designate them as areas for agricultural use. Review and update regulations that support continued agricultural use in these areas.
3. Map the location of non-farm residences throughout the Town. Identify areas suitable for residential development considering other factors including the potential for land use conflicts with areas well-suited and slated for agricultural use, soil conditions, and topography. Delineate these areas on the Future Land Use Map and designate them for residential use. Develop one or more descriptions that describe the type and density of residential development appropriate for these areas. Review and update regulations that support residential development in these areas.
4. Allow for very limited non-farm residential development in areas slated for agricultural use, provided owners of residences in these areas acknowledge that they understand that they have

*Map 3* illustrates the location of prime farmlands in the Town of Stubbs according to the Rusk County Soil Survey. There are three categories of prime farmland that are mapped: 1) soils identified by the NRCS as prime farmland soils; 2) soils identified by the NRCS as prime farmland soils when drained; and 3) soils identified by the Rusk County Land Conservation office as other prime farmlands in Rusk County.

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moved into an area that is slated for agricultural use and that they find noises, odors, and other similar factors associated with farming to be acceptable.

5. Map existing commercial and/or industrial uses that are found in the Town. Evaluate whether the uses are compatible with surrounding uses, whether the road system and other infrastructure is satisfactory to support these uses, whether the uses are adequately supported by available services, and whether there are other suitable places where they could locate. Based upon the evaluation, determine whether the location of existing commercial and/or industrial uses should be delineated as appropriate locations for commercial and/or industrial use in the Town. In addition, determine whether other additional areas should be designated for commercial and/or industrial use, and if so, delineate them on the Future Land Use Map.
6. The Town Plan Commission and Town Board shall act as a local approving agency in reviewing expansion plans for the landfill. The Town shall participate in the negotiation/arbitration process under s 289.33, WI Statutes, with oversight by the Wisconsin Waste Facility Siting Board.

**Goal 2: Balance land use regulations and individual property rights with community interests.**

Objectives:

1. Provide flexibility in development options/tools to create win-win outcomes between landowner desires and community interests.
2. Maintain policies for considering revisions to the Future Land Use Map if and when requested by eligible petitioners.
3. Maintain policies for interpreting future land use boundaries.

*A Planned Unit Development (PUD) refers to a parcel of land planned as a single unit, rather than as an aggregate of individual lots, with design flexibility from traditional siting regulations. Within a PUD, variations of densities, setbacks, streets widths, and other requirements are allowed. The variety of development that is possible using PUDs creates opportunities for creativity and innovation within developments. Since there is some latitude in the design of PUDs, the approval process provides opportunities for cooperative planning between the developer, reviewing boards, and other*

Policies:

1. Planned Unit Developments<sup>1</sup>: A subdivider may elect to apply for approval of a plat employing a planned residential development (PUD) design.
2. Conservation Subdivision Development: A subdivider may elect to apply for approval of a plat employing a conservation subdivision design.

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<sup>1</sup>See Rusk County Zoning Code sections 17.58 & 17.22(3)b

3. Purchase of Development Rights<sup>2</sup>: The use of purchase of development rights may be considered within the Town, if Rusk County develops this program.
4. Transfer of Development Rights<sup>3</sup>: The use of transfer of development rights may be considered within the Town, if Rusk County develops this program.
5. Amending Future Land Use<sup>4</sup>: A property owner may petition for a change to the Future Land Use Map. See section 3.3 for future land use map amendment policies.
6. Review and respond in writing to any proposed changes to the Rusk County Zoning Ordinance.

*Purchase of Development Rights (PDR)* refers to a public program to pay landowners the fair market value of their development rights in exchange for a permanent conservation easement that restricts development of the property. *Transfer of Development Rights (TDR)* refers to a program to relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (the “donor” or “sending” site) to another (“receiver”) site chosen on the basis of its ability to accommodate additional units of development beyond that for which it was allowed under a comprehensive plan or zoning ordinance.

## 2.8 Community Design Principles

### 2.8.1 Issues Identified During the Planning Process

In general, Plan Commission thought development should strive to enhance the community’s character, minimize impacts to adjacent uses, and reflect sound architecture, planning and engineering principles.

### 2.8.2 Goals, Objectives & Policies

#### Objectives:

1. Maintain site and building design guidelines for all development to uphold property values, minimize conflicts with neighboring uses, and to reinforce the character of the Town as a whole.

#### Policies:

1. **Preservation Areas:** Lots, buildings, and driveways within agricultural areas shall be configured to be located on the least productive soils and may not fragment large tracts of agricultural land by placing building envelopes and driveways in the middle of large parcels (greater than 10 acres).



Figure 2.1: Building Layout in Rural Preservation

<sup>2</sup>No such program existed when this plan was completed.

<sup>3</sup>No such program existed when this plan was completed.

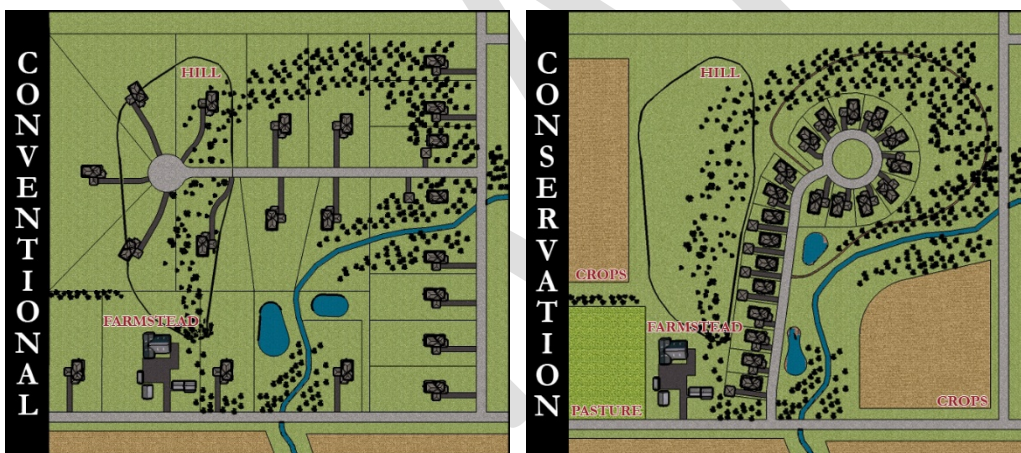
<sup>4</sup>Petitions to change future land use classifications may only be submitted by landowners (or their agents) within the Planning Area, by Town Officials, or by officials from adjacent municipalities.

2. **Environmentally Sensitive Areas:** Avoid fragmentation and isolation of remaining natural areas and corridors. Lots and buildings shall be configured to retain large tracts of undeveloped land. Developers shall strive to connect undeveloped lands with existing undeveloped areas to maintain environmental corridors. No buildings shall be allowed in areas with slopes greater than 20% and building development shall be severely limited in areas designated as wetlands, floodplains, and areas with slopes between 12-20%. To the extent possible, developers shall preserve existing woodlands and mature trees during and after development.

The Town encourages the use of Conservation Subdivisions, rather than the conventional lot-by-lot division of land in rural areas containing environmentally sensitive resources (see Figure 2.2).

*Conservation Subdivisions* allow for an adjustment in the location of residential dwelling units on a parcel of land so long as the total number of dwelling units does not exceed the number of units otherwise permitted in the zoning district or comprehensive plan. The dwelling units are grouped or “clustered” on only a portion of a parcel of land. The remainder of the site is permanently preserved as open space or farmland held in common or private ownership. Sometimes additional dwelling units may be permitted if certain objectives are achieved. Conservation subdivisions enable a developer to concentrate units on the most buildable portion of a site, preserving natural drainage systems, open space, and environmentally and culturally sensitive

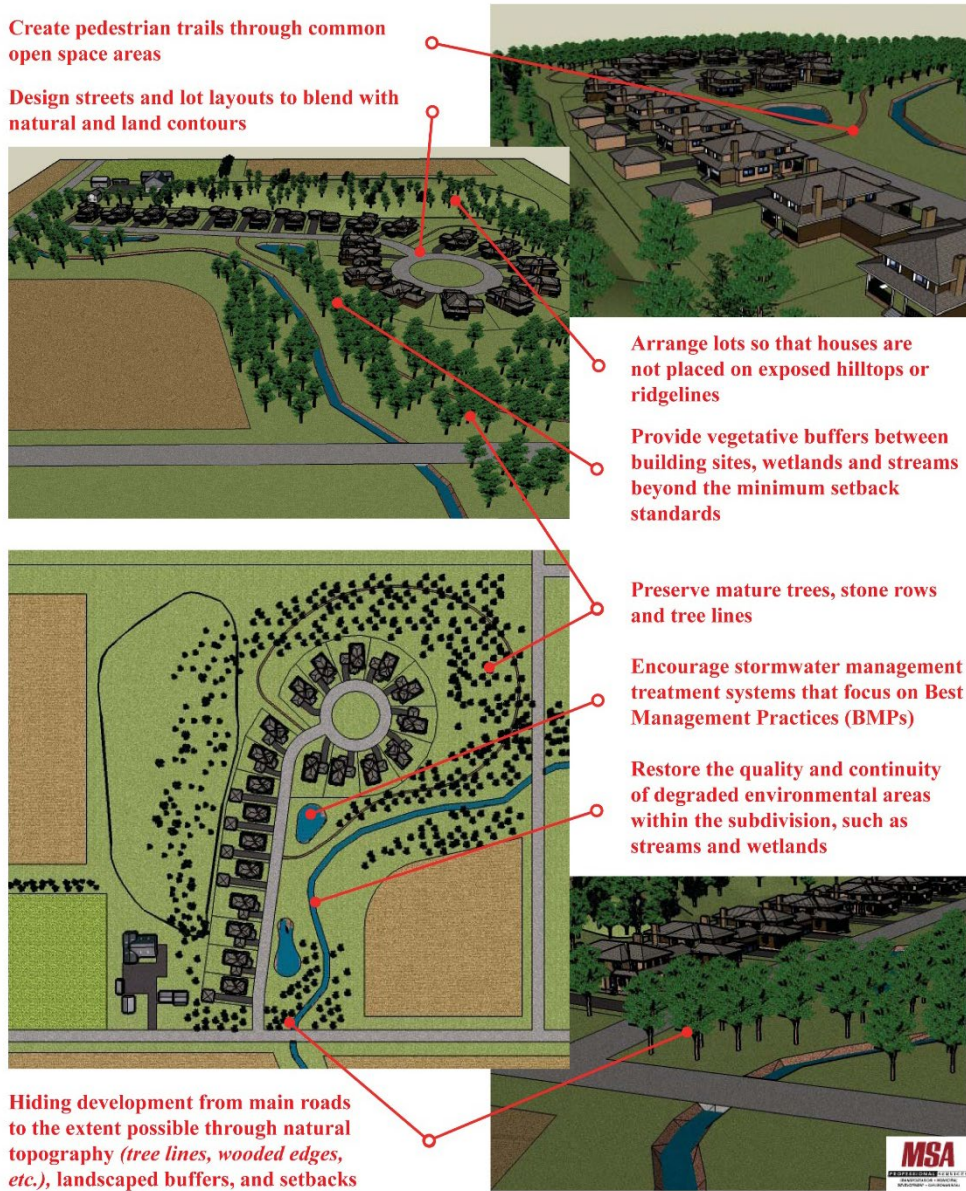
Figure 2.2: Conventional vs. Conservation Subdivision Design



A conservation subdivision should identify a conservation theme such as forest stewardship, water quality preservation, farmland preservation, natural habitat restoration, view shed preservation, or archaeological and historic properties preservation. Conservation Subdivision principles are illustrated in the figure below.



Figure 2.3: Conservation Subdivision Design Principles



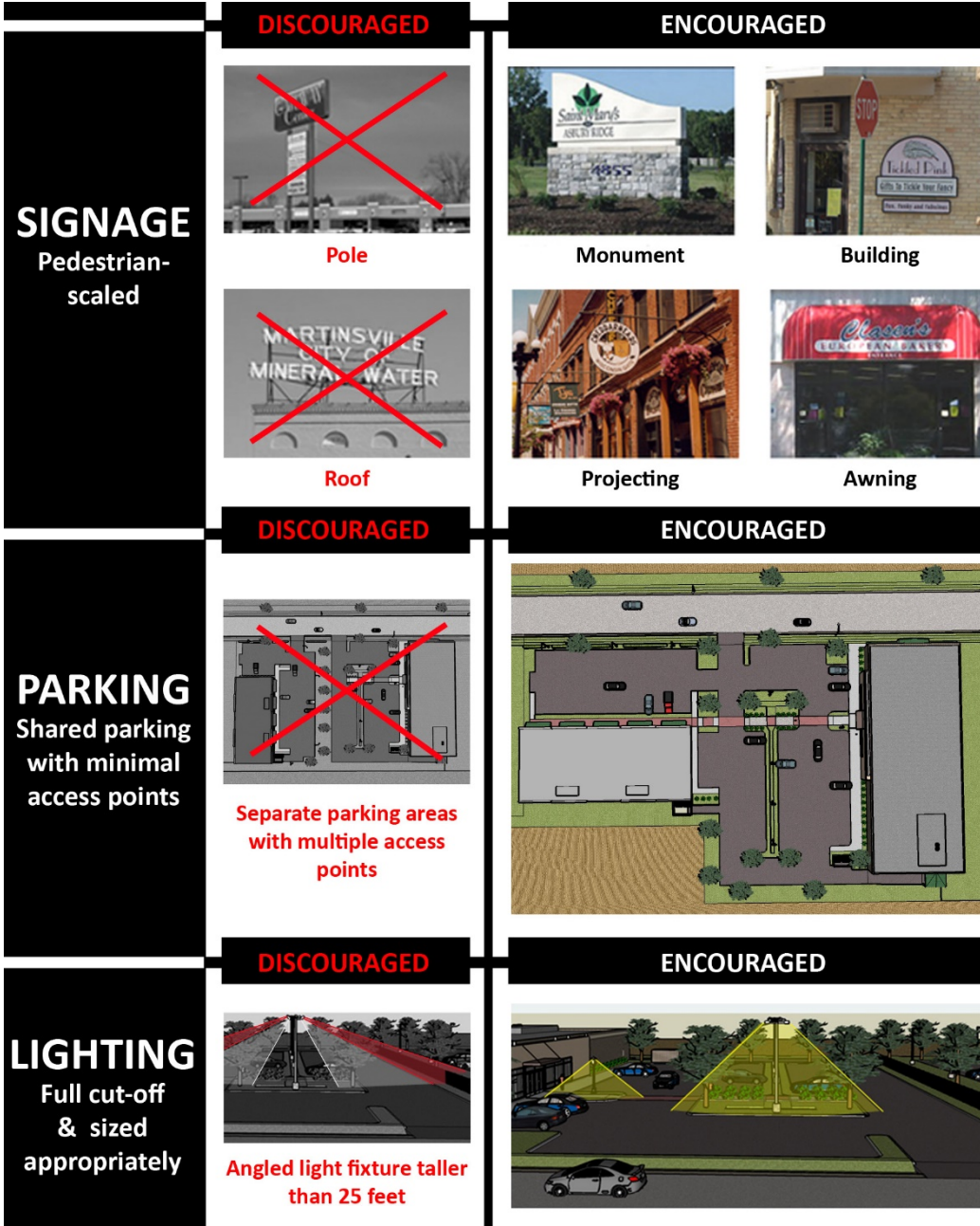
3. **Commercial & Industrial Areas:** Commercial and industrial uses provide the Town with economic stability and provides goods, services, and jobs for residents. The following guidelines are intended to guide new business development to ensure a minimum level of quality and long-term adaptability.

Compatibility with Neighboring Uses: Potential land use conflicts with existing uses (including forestry & agricultural uses and environmentally sensitive areas) shall be mitigated through

buffering, landscaping berms, and lot/building location on the proposer's parcel when a proposed use may conflict with an existing use.

Site Planning: Excessive signage, parking and lighting is discouraged (see Figure 2.4).

Figure 2.4: Signage, Parking & Lighting



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4. **Transportation Facilities:** Transportation facilities for new developments shall be constructed according to local ordinances and shall allow for safe ingress and egress of vehicles. Most lots shall take access from interior local streets to minimize the impacts to existing transportation facilities and new facilities shall address future connectivity to surrounding properties. Streets should be designed to the minimum width that will reasonably satisfy all realistic needs. Local streets should not appear as wide collector streets, or “micro-freeways,” which encourages higher travel speeds. Streets should be laid out in a manner that takes advantage of the natural topography and aligns with existing facilities. The use of traditional or modified grid-like street patterns, as opposed to multiple cul-de-sacs and dead end roads, is strongly encouraged. Pedestrian and bicycle improvements are strongly encouraged, especially in areas near existing facilities. Development proposals shall address the impacts to transportation systems including:
- Traffic flow and volume
  - Road conditions, construction, and maintenance
  - Emergency vehicle access
  - Safe ingress and egress
  - Future connectivity to surrounding properties
  - Transportation of students (e.g. bus turn-arounds)
  - Pedestrian and bicycle improvements.
5. **Utility Construction:** Utilities shall be sited and designed to minimize impacts on adjacent uses. Underground placement and co-location for new public and private utility facilities is encouraged. Above ground utilities shall incorporate site, design, and landscaping features that minimize impacts to adjacent uses.
6. **Architectural Styles:** New buildings should promote a high quality of architectural style. The use of natural building materials and energy-efficient materials or designs is highly encouraged, including LEED certification. Buildings should be designed and located to blend into the natural environment. Discourage the use of repeating building heights, exterior colors, and housing floor plans within new subdivisions.

*Leadership in Energy and Environmental Design (LEED) is a rating system developed by the US Green Building Council that provides a suite of standards for environmentally sustainable construction.*



# Chapter 3 – Future Land Use Plan

## 3.1 Future Land Use Summary

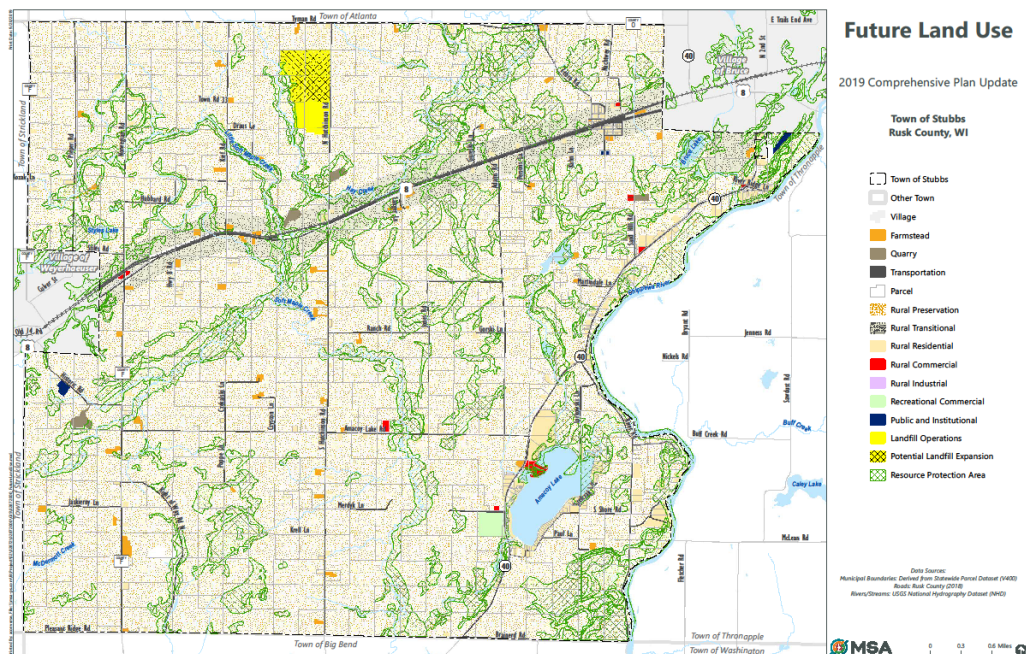
This chapter summarizes the future land use alternatives for the Town of Stubbs and covers all of the information required under SS66.1001. The information is intended to provide a written explanation of the Town of Stubbs Future Land Use Map (see Appendix D), which depicts the Town of Stubbs desired pattern of land use. The future land use plan identifies areas of similar character, use, and density. These land use areas are not zoning districts, as they do not legally set performance criteria for land uses (i.e. setbacks, height restrictions, etc.).

The Town does not assume that all residential and commercial areas depicted on the Future Land Use Map will develop during the next 20 years. Instead, the Future Land Use Map depicts those areas that are the most logical development areas based on the goals and policies of this plan, overall development trends, environmental constraints, proximity to existing development, and the ability to provide services.

### 3.1.1 Future Land Use Alternatives

The preferred pattern of land use depicted in Figure 3.1 (also see Appendix D: Map 6) was developed by the Plan Commission based on evaluations of future growth and the suitability of undeveloped land to accommodate that growth. The Future Land Use Plan, in conjunction with the other chapters of this plan (in particular Chapter 2), should be used by Town staff and officials to guide recommendations and decisions on development requests.

Figure 3.1: Future Land Use (See Appendix for Full Size Map)





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### 3.2 Future Land Use Descriptions

The following provides a detailed description of each future land use classification and their related policies as they appear on the adopted Future Land Use Map. In addition, the policies described in Chapter 2 of this Plan are applicable within each future land use classification. Lots of record as of the adoption of this Comprehensive Plan are exempt from the requirements of each future land use classification.

**Natural Resource Protection (NRP)** – The primary intent of these areas is to retain sensitive natural areas in either public or private ownership for the benefit of maintaining fish and wildlife habitat; to prevent and control water pollution; to prevent erosion and sedimentation; to prevent property damage caused by flooding; to preserve areas of natural beauty; and to provide areas for outdoor recreation. A majority of the NRP is undeveloped, although some scattered development occurs within the boundaries of the identified areas. The NRP represents areas that are vital to the region’s ecosystem and are key ingredients of the rural character and image of the Town of Stubbs, and thus development in areas designated NRP are encouraged to be severely limited. Mapped NRP areas include all land that meets one or more of the following conditions:

1. Water bodies and wetlands mapped as part of the WIDNR Wetland Inventory , or
2. 100-Year Floodplains based on FEMA maps, or
3. Areas with steep slopes greater than 20%, or
4. Areas within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages; or within 300 feet of the ordinary high water mark of navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater.

The following policies are encouraged to apply in areas designated as NRP:

1. This classification is intended to function as an overlay district, that is, the underlying future land use classification (Rural Preservation, Rural Residential, etc.) remains in place, but the overlay classification adds an additional set of standards which also must be met. Land within an NRP area shall count towards calculating the number of dwelling units allowed on the overall parcel, per the underlying future land use classification.
2. Prohibit building development. Exception, developments may be permitted provided:
  - a. The area no longer falls within WIDNR designated wetland boundaries or FEMA designated floodplain boundaries and does not contain slopes greater than 20% (verified by Rusk County)
  - b. The development meets all requirements of the Rusk County Floodplain, Shoreland, & Wetland Zoning Ordinance.

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2. Permit agricultural and silviculture operations where in accordance with county, state, and federal law. Best Management Practices are highly encouraged in these areas.
  3. Permit recreational development and activities which are compatible with natural resource protection.
  5. The most appropriate Rusk County zoning districts for this future land use category are: *Floodplain Overlay District, SW-1 Shoreland & Shoreland-Wetland Overlay District, W-1 Resource Conservancy District, and the F-1 Forestry District.*

**Rural Preservation (RP)** – The primary intent of these areas is to preserve productive agricultural lands in the long-term, protect existing farm & forestry operations from encroachment by incompatible uses, promote further investments in farming, maintain farmer eligibility for incentive programs, and to preserve wildlife habitat. As mapped, this designation includes farmland, scattered open lands, woodlots, agricultural-related uses, farmsteads, and limited single-family residential development. Some limited low-density development is anticipated in the RP areas. These developments shall be located in order to minimize the fragmentation of productive agricultural land and to minimize any disruption to existing farm operations. Requests to change the future land use designation of parcels shall be considered using the criteria listed in the Land Use Policies. The use of conservation subdivisions in any request for reclassification is strongly encouraged and will be considered as part of the request. The RP represents areas that are vital to the region’s agricultural & forestry economy and are key ingredients of the rural character and image of the Town.

The following policies shall apply in areas designated as RP:

1. Farming and agricultural uses shall be established as the primary land uses within these areas. Non-farm development shall only be allowed if it will not interfere with, will not disrupt, or will not be incompatible with farming or agricultural use, and will not take significant tracts of land suitable for cultivation or other agricultural use out of production.
2. Proposals for any new non-farm residential development should be considered using the following policies:
  - a. Non-farm residential lots shall be a minimum of one acre, except as otherwise provided below.
  - b. Non-farm residential development should only occur on land that is marginal for agricultural productivity. At least 80% of the land shall not reside in prime farmland (see Map 3).
  - c. Non-farm development should be located on the least productive portion of the original parcel or near existing non-farm development. Cluster development and conservation subdivisions are highly encouraged for all non-farm residential development.

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3. Agriculturally related businesses, cottage industries, utility, park recreation, mineral extraction, religious and government uses may be permitted based on the conditional use requirements of the appropriate Rusk County base zoning districts for RP areas.
  4. The most appropriate Rusk County zoning districts for this future land use category are: *A-1 Agricultural District, W-1 Resource Conservation District, F-1 Forestry District* and the *RR-1 Residential-Recreational District*.

**Rural Transitional (RT)** – The primary intent of this classification is to identify certain lands in proximity to developed areas, to be preserved in mainly agricultural and open space uses until such time as more intensive development may be appropriate. As mapped, this designation includes farmland, scattered open lands, woodlots, agricultural-related uses, farmsteads, and limited single-family residential development.

The following policies should be applied in areas designated as RT:

1. Within the RT classification, new development shall be limited in accordance with all policies applicable to the Rural Preservation classification, until such time when the Town identifies that particular mapped area as appropriate for more intensive development.
2. If and when it is determined that land with the RT classification is appropriate for development not permitted under the Rural Preservation policies, the Town shall require an amendment to the Future Land Use Map to one or more of the classifications herein.
3. The most appropriate Rusk County zoning districts for this future land use category are: *A-1 Agricultural District, RR-1 Residential-Recreation District, RR-2 Residential-Recreation District, RR-3 Residential-Recreation District, C-1 Commercial District* and the *I Industrial District*.

**Rural Residential (RR)** –The primary intent of this classification is to identify areas suitable for future single-family residential housing. Rural Residential areas are those lands that are delineated as existing residential or vacant platted areas. For the foreseeable future this future land use category only includes existing farmsteads and single family residences.

The following policies shall apply in areas designated as RR:

1. Within the RR classification, limit new development to a density of one residential dwelling unit per 2 contiguous acres held in single ownership as of the adoption date of this plan.
2. Cluster development and conservation subdivisions are highly encouraged.
3. The most appropriate Rusk County zoning districts for this future land use category are: *RR-1 Residential-Recreation District, RR-2 Residential-Recreation District* and *RR-3 Residential-Recreation District*.

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**Rural Industrial (RI)** – The primary intent of this classification is to identify areas suitable for planned industrial development. There is an existing industrial development along Zebro Road and US Highway 8. Additional industrial development is anticipated along Highway 8 west and south of Bruce.

The following policies shall apply in areas designated as RI:

1. In accordance with the policies of this plan, industrial development shall be encouraged to locate near incorporated areas, existing business developments, or along collector & arterial roadways.
2. When rezoning is requested, only that portion of land necessary for the contemplated use shall be rezoned.
3. The most appropriate Rusk County zoning district for this future land use category is: *I Industrial District*.

**Rural Commercial (RC)** – The primary intent of this classification is to identify areas suitable for planned commercial development. There are a few couple existing commercial developments along STH 40 and one parcel on Nachtwey Road and along North Hutchinson Road. This future land use category is planned for a farmstead property along Amacoy Lake Road.

The following policies shall apply in areas designated as RC:

1. In accordance with the policies of this plan, commercial development shall be encouraged to locate near incorporated areas, existing business developments, or along collector & arterial roadways.
2. When rezoning is requested, only that portion of land necessary for the contemplated use shall be rezoned.
3. The most appropriate Rusk County zoning district for this future land use category is: *C-1 Commercial District*.

**Public & Institutional (PI)** – The primary intent of this classification is to identify areas suitable for public or institutional development. Presently there is a public lift station located on Historic Road and the Town Hall along Hutchinson Road. Additional public and institutional land has not been identified in this plan.

The following policies shall apply in areas designated as PI:

1. Applications for the development of public & institutional uses shall be approved as conditional uses under the regulations of the Rusk County Zoning Code.
2. When rezoning is requested, only that portion of land necessary for the contemplated use shall be rezoned.

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3. The Town does not intend to require an amendment to the Future Land Use Map prior to the approval of a proposed public or institutional use.

**Park & Recreational (PR)** – The primary intent of this classification is to identify areas suitable for public or private park and recreational uses. Presently there is one picnic area and boat launch on Amacoy Lake. Additional park and recreational land has not been identified in this plan.

The following policies shall apply in areas designated as PR:

1. Applications for the development of park & recreational uses shall be approved as conditional uses under the regulations of the Rusk County Zoning Code.
2. When rezoning is requested, only that portion of land necessary for the contemplated use shall be rezoned.
3. The Town does not intend to require an amendment to the Future Land Use Map prior to the approval of a publicly owned park or recreational use; however, privately owned recreational uses shall require an amendment to the Future Land Use Map to either a park, recreation, or commercial designation.

**Landfill Operations (LO)** – The primary intent of this classification is to identify areas suitable for the expansion of existing landfill operations. This area includes the existing Timberline Trail Landfill along North Hutchinson Road. Additional Landfill operations are identified adjacent to the existing landfill.

The following policies shall apply in areas designated as LO:

1. Any expansion efforts shall be in compliance with applicable State Statutes and Administrative Code.
2. The Town Plan Commission and Town Board shall act as a local approving agency in reviewing expansion plans for the landfill.
3. The Town shall participate in the negotiation/arbitration process under s 289.33, WI Statutes, with oversight by the Wisconsin Waste Facility Siting Board.

### **3.3 Amending the Future Land Use Map**

The Town of Stubbs recognizes that from time to time it may be necessary to amend the future land use map to account for changes in the current planning environment that were not anticipated. A property owner may petition for a change to the Future Land Use Map. The Town will consider petitions based on the following criteria:

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1. Agricultural Criteria: The land does not have a history of productive farming activities or is not viable for long-term agricultural use. The land is too small to be economically used for agricultural purposes, or is inaccessible to the machinery needed to produce and harvest products.
  2. Compatibility Criteria: The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, with a particular emphasis on existing agricultural operations. A petitioner may indicate approaches that will minimize incompatibilities between uses.
  3. Natural Resources Criteria: The land does not include important natural features such as wetlands, floodplains, steep slopes, scenic vistas or significant woodlands, which will be adversely affected by the proposed development. The proposed building envelope is not located within the setback of Shoreland & Floodplain zones (raised above regional flood line). The proposed development will not result in undue water, air, light, or noise pollution. Petitioner may indicate approaches that will preserve or enhance the most important and sensitive natural features of the proposed site.
  4. Emergency Vehicle Access Criteria: The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles.
  5. Ability to Provide Services Criteria: Provision of public facilities and services will not place an unreasonable burden on the ability of the Town to provide and fund those facilities and services. Petitioners may demonstrate to the Town that the current level of services in the Town, including but not limited to school capacity, transportation system capacity, emergency services capacity (police, fire, EMS), parks and recreation, library services, and potentially water and/or sewer services, are adequate to serve the proposed use. Petitioners may also demonstrate how they will assist the Town with any shortcomings in public services or facilities.
  6. Intergovernmental Cooperation Criteria: Petitioners may demonstrate that a change in the Future Land Use Map is consistent with the Rusk County Comprehensive Plan and Zoning Code.
  7. Public Need Criteria: There is a clear public need for the proposed change or unanticipated circumstances has resulted in a need for the change. The proposed development is likely to have a positive fiscal impact on the Town. The Town may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.
  8. Adherence to Other Portions of this Plan: The proposed development is consistent with the general vision for the Town, and the other goals, objectives, and policies of this Plan.

### **3.4 Interpreting Map Boundaries**

Where uncertainty exists as to the boundaries of districts shown on the Future Land Use Map, the following rules shall apply:

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1. Boundaries indicated as approximately following the centerlines of streets, highways, or alleys shall be construed to follow such centerlines.
  2. Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines shall be construed as following such lot lines.
  3. Boundaries indicated as approximately following municipal boundaries shall be construed as following such boundaries.
  4. Boundaries indicated as following railroad lines shall be construed to be midway between the main tracks.
  5. Boundaries indicated as following shorelines and floodplains, shall be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it shall be construed as moving the mapped boundary.
  6. Boundaries indicated as following the centerlines of streams, rivers, canals, or other bodies of water shall be construed to follow such centerlines.
  7. Boundaries indicated as parallel to extension of features indicated in the preceding above shall be so construed. The scale of the map shall determine distances not specifically indicated on the map

### 3.5 Definitions

The following definitions guide the interpretation of key terms within the future land use policies. Refer to the Rusk County Zoning Code for additional rules and definitions not specifically addressed herein.

**Data Sources:** The landowner's name and land ownership configuration as of the adoption date of this plan should be determined using the most recent available Plat Book for Rusk County, or tax records and record deeds on file with the Rusk County Register of Deeds and Rusk County Treasurer's Office.

**Dwelling Unit:** A residential structure or portion thereof, containing a separate and complete living area, for one-family, not including boarding houses, camping trailers, hotels, motor homes, or motels.

**Contiguous Parcels:** The term "contiguous" is defined to mean "parcels of land that share a common boundary, including a connection at only one point, under single ownership (i.e. a public road, navigable waterway or railroad shall not be considered a break up of contiguity)."

**Single Ownership:** The term "single ownership" may include any land singly owned by one individual, jointly owned by a married couple including that individual, family-owned including that individual, or owned by a partnership or corporation in which the individual is a member."

**Minimum Lot Size:** Unless specifically determined within this Plan, the minimum lot size for parcels shall follow the requirements of the Rusk County Zoning Code.



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# Chapter 4 – Implementation

## 4.1 Implementation Summary

The implementation chapter provides a compilation of the local actions necessary to achieve the goals and objectives of this comprehensive plan. Each action is accompanied by a suggested timeline for completion, and a consolidated list of actions appears in Appendix B. It also describes the implementation tools available to the community, including an assessment of current use and future intention to make use of those tools. This chapter addresses the issue of consistency, including how this plan is consistent with existing policies that affect the Town and how local decisions must be consistent with this plan. Finally, this chapter describes the process for reviewing implementation progress and amending the plan in future years.

## 4.2 Actions by Element

The following actions are intended to realize and reinforce the goals, objectives, and policies described in Chapter 2. Whereas policies are decision-making rules to determine how the Town will react to events, these actions require proactive effort. It should be noted that some of the actions may require considerable cooperation with others, including the citizens of Stubbs, local civic and business associations, neighboring municipalities, Rusk County, and State agencies.

Each action includes (in parentheses) a preferred timeline for completion:

Short Term: *This indicates that action should be taken in the next 5 years (highest priority).*

Mid Term: *This indicates that action should be taken in the next 10 years (medium priority).*

Long Term: *This indicates that action should be taken in the next 20 years (low priority).*

### 4.2.1 Housing Actions

1. Initiate dialogue with land owners for residential development opportunities.  
Designate the preferred locations appropriate for residential growth in the Town and initiate conversations with land owners to encourage such development, either by the Town or by a developer. (Long Term)

### 4.2.2 Transportation Actions

1. Schedule and budget for road maintenance with a Capital Improvement Plan, updated annually.  
Road repairs should be included in a 5-year Capital Improvement Plan (CIP). This plan should be updated each year as part of the annual budgeting process. (Short Term, Continual)
2. Promote transit service alternatives.  
Collect information from Rusk County programs and private vendors that offer alternative transportation options for Town residents, and make this information available at Town Hall. (Short Term, Continual)



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#### 4.2.3 Agriculture, Natural, & Cultural Resource Actions

1. Amend this plan to accommodate the recommendations of The Wisconsin Land Legacy Report, if updated to include Conservation Areas within or adjacent to the Town.  
This is a planning resource created by the Wisconsin Department of Natural Resources. The Natural Resources and Land Use elements of this plan should be reviewed and amended as required. (Short Term)

#### 4.2.4 Utilities & Community Facilities Actions

1. Participate in landfill expansion process.  
Actively participate in the negotiation/arbitration process under s 289.33, WI Statutes, with oversight by the Wisconsin Waste Facility Siting Board. (Short Term)

#### 4.2.5 Economic Development Actions

1. Develop a Business Park.  
Purchase land along US-8 and build the infrastructure for a commercial and industrial park that will spur economic development within the Town. (Mid Term)

#### 4.2.6 Intergovernmental Cooperation Actions

1. Coordinate Growth Plans with the Village of Bruce, Village of Weyerhaeuser and Rusk County.  
Prior to the adoption of this Plan, and for subsequent updates, request comments from the officials from the Village of Bruce, Village of Weyerhaeuser and Rusk County. (Continual)
2. Seek input from the Bruce and Weyerhaeuser School Districts whenever new residential neighborhoods are proposed.  
Planning for new neighborhoods should include discussion with officials from the Bruce and Weyerhaeuser School Districts concerning the need to provide or update school facilities to support these developments. The Town should request and receive comments from the Bruce and Weyerhaeuser School District officials before approving new development. (Continual)

#### 4.2.7 Land Use Actions

1. Participate in the development of the Rusk County Comprehensive Plan Updates to ensure consistency with the Town Plan.  
As of January 1, 2010, zoning changes must be consistent with the Town & County Comprehensive Plans. Review and collaborate with Rusk County as they update the County comprehensive plan. (Short Term, Reoccurring)
2. Consider adopting a local ordinance requiring a site plan for new developments.  
This Plan includes several policies relating to site development (see Section 2.8) and the Town of Stubbs should work with Rusk County to make sure they are addressed during development

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review. The Town may choose to develop a local site plan review ordinance (see 4.3.6 for further description of this tool). (Mid Term)

3. Participate in landfill expansion process.

Actively participate in the negotiation/arbitration process under s 289.33, WI Statutes, with oversight by the Wisconsin Waste Facility Siting Board. (Short Term)

#### 4.2.8 Implementation and Plan Amendment Actions

1. Hold one annual joint comprehensive plan review meeting with the Town Board and Plan Commission.

In this meeting the Town should review progress in implementing the actions of the Plan, establish new deadlines and responsibilities for new or unfinished actions, and identify any potential plan amendments. See Sections 4.4 and 4.6 for more information about reviewing and amending this plan.

2. Update this Comprehensive Plan at least once every ten years, per the requirements of the State comprehensive planning law.

State statute requires a complete update of this plan at least once every ten years. Updates of after less than 10 years may be appropriate due to the release of new Census or mapping data, or because of major changes in the community not anticipated by the current plan.

### 4.3 Implementation Tools

Local codes and ordinances are an important means of implementing the actions of a comprehensive plan. The zoning ordinance and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth as prescribed by the comprehensive plan. The Town Board is responsible for amending and adopting these local ordinances.

#### 4.3.1 Zoning Ordinance

Zoning is used to regulate the use of land and the design and placement of structures. A zoning ordinance establishes how lots may be developed, including setbacks and separation for structures, the height and bulk of those structures, and density. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by setting standards for individual uses. It is also one of the important legal tools that a community can use to control development and growth.

- The Town of Stubbs does not have its own zoning ordinance, but is covered under the Rusk County Zoning Ordinance. The Town intends to use this plan along with the Rusk County Zoning Ordinance to guide future development.

#### 4.3.2 Official Maps

An official map shows areas identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on

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notice that the property has been reserved for future taking for a public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

- The Town does not have an official map, and there are no immediate plans to create one.

#### **4.3.3 Sign Regulations**

Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by ensuring that signs do not compromise the rights of Town residents to a safe, healthful and attractive environment.

- The Town currently relies on Rusk County's sign ordinance. Section 2.8 of this plan, Community Design Principles, includes preferred design guidelines for signage in the Town.

#### **4.3.4 Erosion/Stormwater Control Ordinances**

The purpose of stormwater or erosion control ordinances is to establish rules that will prevent or reduce water pollution caused by the development or redevelopment of land. Local stormwater ordinances may be adopted to supplement Rusk County's ordinance but cannot preempt stringency required by WPDES Stormwater Permits issued by the Department of Natural Resources under Section 147.021 Wis., Stats. existing Rusk County and Wisconsin Department of Natural Resources permit requirements.

- The Town currently relies on Rusk County's Stormwater Control Ordinance.

#### **4.3.5 Historic Preservation Ordinances**

An historic preservation ordinance is established to protect, enhance, and perpetuate buildings of special character or the special historic or aesthetic interest of districts that represent a community's cultural, social, economic, political, and architectural history. The jurisdiction's governing body may create a landmarks commission to designate historic landmarks and establish historic districts.

In accordance with Wisconsin Statutes 101.121 and 44.44, a municipality (city, town or county) may request the State Historical Society of Wisconsin to certify a local historic preservation ordinance in order to establish a "certified municipal register of historic property" to qualify locally designated historic buildings for the Wisconsin Historic Building Code. The purpose of the Wisconsin Historic Building Code, which has been developed by the Department of Commerce, is to facilitate the preservation or restoration of designated historic buildings through the provision of alternative building standards. Owners of qualified historic buildings are permitted to elect to be subject to the Historic Building code in lieu of any other state or municipal building codes.

- The Town does not have an historic preservation ordinance and does not have plans to adopt one.

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#### **4.3.6 Site Plan Regulations**

A site plan is a detailed plan of a lot indicating all proposed improvements. Some communities have regulations requiring site plans prepared by an engineer, surveyor or architect. Site plan regulations may require specific inclusions like: General Layout, Drainage and Grading, Utilities, Erosion Control, Landscaping & Lighting, and Building Elevations.

- The Town does not have a site plan requirement, and the County only requires site plan review for petitioned exemption from impervious surface standards.

#### **4.3.7 Design Review Ordinances**

Design Review Ordinances are used to protect the character of a community by regulating aesthetic design issues. They include guidelines that can address a wide range of building and site design criteria, and they are typically implemented by a design review committee that reviews all proposed development within a designated area for consistency with the guidelines. Areas designated for application of a design review ordinance are called overlay districts, and they do not change the underlying zoning regulations.

- The Town does not have a design review ordinance, and it does not intend to create one. Preferred design guidelines for new development are provided in Section 2.8 of this plan, Community Design Principles.

#### **4.3.8 Building Codes and Housing Codes**

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. UDC is enforced in all Wisconsin municipalities. The UDC is primarily enforced by municipal or county building inspectors who must be state-certified. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement. The state also requires adherence to the 2015 International Building Code (IBC) and International Existing Building Code.

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. Municipal or county building inspectors who must be state-certified primarily enforce the UDC. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

- The Town requires adherence to the Uniform Dwelling Code, including building permit & inspection requirements.

#### **4.3.9 Mechanical Codes**

In the State of Wisconsin, the 2015 International Fuel Gas Code (IFGC), International Mechanical Code (IMC) and International Energy Conservation Code (IECC) have been adopted as amended by Chapters 361-366 per SPS 361.05 for commercial buildings.

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In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

- The Town requires adherence to all state mechanical codes.

#### **4.3.10 Sanitary Codes**

The Wisconsin Sanitary Code (WSC), which is usually enforced by a county, provides local regulation for communities that do not have municipal sanitary service. The WSC establishes rules for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems.

- The Town requires adherence to the Wisconsin Sanitary Code & Rusk County Sanitary Code.

#### **4.3.11 Land Division & Subdivision Ordinance**

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street design open space, other improvements necessary to ensure that new development will be an asset to the Town. The Town Board makes the final decisions on the content of the land division ordinance. These decisions are preceded by public hearings and recommendations of the plan commission.

- The Town of Stubbs does not have its own land division ordinance. The division of land in the Town of Stubbs is governed by Wisconsin Statutes, the Rusk County Subdivision Ordinance, and, within 1.5 miles of the Village of Bruce and Village of Weyerhaeuser, by the village's extraterritorial plat review authority.

### **4.4 Plan Adoption and Amendment Procedures**

The procedures for comprehensive plan adoption or amendment are established by Wisconsin's Comprehensive Planning Law (66.1001, Stats.). This comprehensive plan and any future amendments must be adopted by the Town Board in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the Town Board may adopt or amend the plan: the Plan Commission must recommend adoption and the Town must hold an official public hearing.

#### Plan Commission Recommendation

The Plan Commission recommends adoption or amendment by passing a resolution that very briefly summarizes the plan and its various components. The resolution should also reference the reasons for creating plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the Commission, and the approved resolution should be included in the adopted plan document

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### Public Hearing

Prior to adopting the Plan, the Town (either Town Board or Plan Commission) must hold at least one public hearing to discuss the proposed plan. At least 30 days prior to the hearing a Class 1 notice must be published that contains, at minimum, the following:

- The date, time and location of the hearing,
- A summary of the proposed plan or plan amendment,
- The local government staff who may be contacted for additional information,
- Where to inspect and how to obtain a copy of the proposed plan or amendment before the hearing.

The notice should also provide a method for submitting written comments, and those comments should be read or summarized at the public hearing.

### Draft Distribution & Public Hearing Notifications

The Town is required to provide direct notice of the public hearing to any owner, leaseholder or operator of a nonmetallic mineral deposit (i.e. a gravel pit). The Town should send a copy of the public hearing notice at least 30 days prior to the hearing to any known mining operations in the Town and to anyone that has submitted a written request for such notification.

The Town is also required to maintain a list of any individuals who request, in writing, notification of the proposed comprehensive plan. Each such individual must be sent a notice of the public hearing and a copy of the plan at least 30 days prior to the public hearing. The Town may charge a fee equal to the cost of providing such notice and copy.

Finally, the Town should send the notice and a copy of the proposed plan to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Town, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders the Town.
3. The regional planning commission in which the Town is located.
4. The public library that serves the area in which the Town is located.

These draft distributions are not required by statute prior to adoption, but are strongly recommended as a matter of courtesy and good planning practice. The Town should coordinate directly with the public library to make a hard copy of the proposed plan available for viewing by any interested party.

### Plan Adoption/Amendment

This plan and any future amendments become official Town policy when the Town Board passes, by a majority vote of all elected members, an adoption ordinance. The Board may choose to revise the plan after it has been recommended by the Plan Commission and after the public hearing. It is not a legal requirement to consult with the Plan Commission on such changes prior to adoption, but, depending on the significance of the revision, such consultation may be advisable.



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### Adopted Plan Distribution

Following final adoption of this plan, and again following any amendments to the plan, a copy of the plan or amendment must be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Town, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders the Town.
3. The regional planning commission in which the Town is located.
4. The public library that serves the area in which the Town is located.
5. The Comprehensive Planning Program at the Department of Administration.

### **4.5 Consistency Among Plan Elements**

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. The Town of Stubbs reviewed, updated, and completed all elements of this plan together, and no known inconsistencies exist.

This Comprehensive Plan references previous planning efforts, and details future planning needs. To maintain consistency with the Comprehensive Plan the Town should regularly revisit this plan to review its content prior to any important decisions, especially those that will affect land use, including actions such as:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Town zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

An action shall be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this plan,
3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the plan.

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Prior to adoption of the plan the Town of Stubbs reviewed, updated, and completed all elements of this plan together, and no inconsistencies were found.

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### Inconsistencies with Rusk County's Comprehensive Plan

There are no known inconsistencies between this plan and the Rusk County Comprehensive Plan.

## **4.6 Plan Monitoring, Amending, & Updating**

Although this Plan is intended to guide decisions and action by the Town over a 20-year period, it is impossible to predict future conditions in the Town. Amendments may be appropriate following original adoption, particularly if emerging issues or trends render aspects of the plan irrelevant or inappropriate. To monitor consistency with the Comprehensive Plan the Town will review its content prior to any important decisions, especially those that will affect land use. From time to time the Town may be faced with an opportunity, such as a development proposal, that does not fit the plan but is widely viewed to be appropriate for the Town. Should the Town wish to approve such an opportunity, it must first amend the plan so that the decision is consistent with the plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent amendments to meet individual development proposals threaten the integrity of the plan and the planning process and should be avoided.

Any change to the plan text or maps constitutes an amendment to the plan and must follow the adoption/amendment process described in Section 4.4. Amendments may be proposed by either the Town Board or the Plan Commission, and each will need to approve the change per the statutory process. Amendments may be made at any time using this process, however in most cases the Town should not amend the plan more than once per year. A common and recommended approach is to establish a consistent annual schedule for consideration of amendments. This process can begin with a joint meeting of the Plan Commission and Town Board (January), followed by Plan Commission recommendation (February), then the 30-day public notice procedures leading to a public hearing and vote on adoption by Town Board (March or April).

As indicated in Section 4.2, some of the aspects of this plan require proactive action by the Town. A working action plan should be maintained on an annual basis, starting with the actions in Section 4.2 and evolving over time. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if appropriate) and assigned to specific individuals, boards or committees for completion per the new schedule. If the updated action plan is consistent with the goals, objectives, and policies of the comprehensive plan, updating the action plan should not require an amendment to the plan and can be approved simply by Town Board resolution.

Wisconsin's comprehensive planning statute (66.1001) requires that this plan be updated at least once every 10 years. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps. The purpose of the update is town incorporation of new data, goals, and trends to ensure that the plan remains relevant to current conditions and decisions. The availability of new Census or mapping data and/or a series of significant changes in the community may justify an update after less than 10 years. Frequent requests for amendments to the plan should signal the need for a comprehensive update.



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#### **4.7 Severability**

If any provision of this Comprehensive Plan shall be found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality shall not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application.

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# Chapter 5 – Existing Conditions

The following chapter summarizes background information as required for the nine planning elements to be included in comprehensive plans (as per Wisconsin Statute 66.1001). The information is compiled at the County and municipal level to the extent that such data is available or can be synthesized from standard data sources. For many of the tables, data is displayed as a range, as the American Community Survey does not provide consistent enough sampling in surveys to provide reliable estimates for the Town. Much of the data comes from secondary sources, consisting primarily of the U.S. Census. Caution should be given as a majority of the data that the US Census collects is from a sample of the total population; and therefore, are subject to both sampling errors (deviations from the true population) and non-sampling errors (human and processing errors).

## 5.1 Issues & Opportunities

This element provides a baseline assessment of the Town of Stubbs past, current, and projected population statistics and covers all of the information required under SS66.1001. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development in the Town of Stubbs.

### 5.1.1 Population Statistics & Projections

The following displays the population statistics and projections that were prepared as part of the requirements of the Comprehensive Planning legislation. Other demographic data and statistics, such as employment and housing characteristics, are in their corresponding chapters.

Table 5.1.1: Population Distribution, 1970 to 2018

| <i>Population</i>       | <i>Town of Stubbs Number</i> | <i>Town of Stubbs Percent</i> | <i>Rusk County Number</i> | <i>Rusk County Percent</i> | <i>Wisconsin Number</i> | <i>Wisconsin Percent</i> |
|-------------------------|------------------------------|-------------------------------|---------------------------|----------------------------|-------------------------|--------------------------|
| Total Population (1970) | 633                          | 100.0%                        | 14,238                    | 100.0%                     | 4,417,821               | 100.0%                   |
| Total Population (1980) | 612                          | 100.0%                        | 15,589                    | 100.0%                     | 4,705,642               | 100.0%                   |
| Total Population (1990) | 573                          | 100.0%                        | 15,079                    | 100.0%                     | 4,891,769               | 100.0%                   |
| Total Population (2000) | 587                          | 100.0%                        | 15,347                    | 100.0%                     | 5,363,675               | 100.0%                   |
| Total Population 2010   | 579                          | 100.0%                        | 14,755                    | 100.0%                     | 5,686,986               | 100.0%                   |
| Total Population 2018*  | 583                          | 100.0%                        | 14,754                    | 100.0%                     | 5,816,231               | 100.0%                   |

Source: US Census, \*2018 WiDOA Estimate

Table 5.1.2: Age Distribution, 2017 5-Year Estimate

| AGE               | Town of Stubbs Number | Town of Stubbs Percent | Rusk County Number | Rusk County Percent | Wisconsin Number | Wisconsin Percent |
|-------------------|-----------------------|------------------------|--------------------|---------------------|------------------|-------------------|
| Under 5 years     | 5-19                  | 1.0% - 5.2%            | 669-703            | 4.7% - 4.9%         | 337,472          | 5.9%              |
| 5 to 9 years      | 0-8                   | 0% - 2.2%              | 717-839            | 5.0% - 5.9%         | 361,656          | 6.3%              |
| 10 to 14 years    | 20-58                 | 4.0% - 16.0%           | 887-997            | 6.2% - 7.0%         | 370,200          | 6.4%              |
| 15 to 19 years    | 2-12                  | 0.4% - 3.3%            | 837-879            | 5.9% - 6.2%         | 382,117          | 6.6%              |
| 20 to 24 years    | 3-19                  | 0.6% - 5.2%            | 660-698            | 4.6% - 4.9%         | 403,956          | 7.0%              |
| 25 to 34 years    | 17-81                 | 3.4% - 22.3%           | 1,140-1,180        | 8.0% - 8.3%         | 728,204          | 12.6%             |
| 35 to 44 years    | 7-27                  | 1.4% - 7.4%            | 1,326-1,538        | 9.3% - 10.8%        | 692,455          | 12.0%             |
| 45 to 54 years    | 69-119                | 13.7% - 32.8%          | 1,993-2,043        | 14.0% - 14.4%       | 797,083          | 13.8%             |
| 55 to 59 years    | 26-52                 | 5.1% - 14.3%           | 1,173-1,317        | 8.3% - 9.3%         | 422,835          | 7.3%              |
| 60 to 64 years    | 30-54                 | 5.9% - 14.9%           | 1,097-1,259        | 7.7% - 8.9%         | 370,515          | 6.4%              |
| 65 to 74 years    | 55-97                 | 10.9% - 26.7%          | 2,350-2,496        | 16.5% - 17.6%       | 505,120          | 8.8%              |
| 75 to 84 years    | 26-50                 | 5.1% - 13.7%           | 911-1,125          | 6.4% - 7.9%         | 265,453          | 4.6%              |
| 85 years and over | 1-11                  | 0.2% - 3.0%            | 397-531            | 2.8% - 3.7%         | 126,151          | 2.2%              |
| Median Age (2017) | 53.6                  |                        | 48.6               |                     | 39.2             |                   |

Source: 2013-2017 American Community Survey

Based on 2017 American Community Survey data, the largest age group in the Town is likely those 45 to 54 years old (14-33%), consistent with 2000 and 2010 data indicating populations continuing to age within the Town. The median age is 53.6, which is higher than both County and State median ages. Approximately 37.3% of the population of the Town is near or over retirement age (60+), which is higher than that for the County (approx. 31.1%), as well as higher than that for the State (21.9%).

From the year 1970 to 2000, the population for the Town of Stubbs decreased by 7.3%, while the County's population grew by 7.8%. Between 2000 and 2018, population in the Town decreased by 0.7%, compared to a decrease of 3.8% growth for Rusk County as a whole.

Population projections allow a community to anticipate and plan for future growth needs. In year 2013, the Wisconsin Department of Administration released population projections to year 2040 for every

municipality and County in Wisconsin. The WIDOA projects that the Town of Stubbs population will decrease to 535 by year 2040, about 4.0% of the Rusk County total population in that year. The WIDOA projects the population in Rusk County will drop to 13,310 by 2040. Overall, this represents a decrease in population of 11.0% from 2010-2040 for the Town, and a decrease of 9.8% for the County as a whole. It should be noted that the WIDOA projection methodology tends to rely heavily on past population trends. The WIDOA states that...

“Local geophysical conditions, environmental concerns, current comprehensive land use plans, existing zoning restrictions, taxation, and other policies influence business and residential location. These and other similar factors can govern the course of local development and have a profound effect on future population change were not taken into consideration in the development of these projections.”

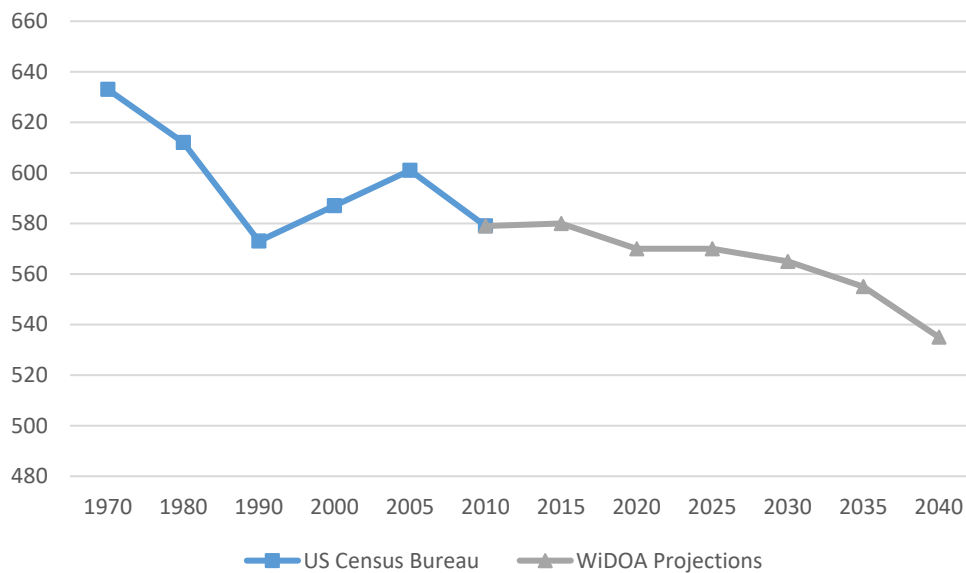
Some caution should be given to projections, as WIDOA figures do not account for changes in local land use regulations, which could affect population growth.

Table 5.2: Population 1970 to 2018; Projections 2020 to 2040

| <b>Population</b>          | Town of Stubbs | Village of Weyerhaeuser | Village of Bruce | Rusk County | Wisconsin |
|----------------------------|----------------|-------------------------|------------------|-------------|-----------|
| Total Population (1970)    | 633            | 285                     | 799              | 14,238      | 4,417,821 |
| Total Population (1980)    | 612            | 313                     | 905              | 15,589      | 4,705,642 |
| Total Population (1990)    | 573            | 283                     | 844              | 15,079      | 4,891,769 |
| Total Population (2000)    | 587            | 353                     | 787              | 15,347      | 5,363,675 |
| Total Population (2010)    | 601            | 238                     | 779              | 14,755      | 5,563,896 |
| Total Population (2018)*   | 583            | 231                     | 767              | 14,754      | 5,816,231 |
| <b>WIDOA Projection</b>    |                |                         |                  |             |           |
| Total Population (2020)    | 570            | 205                     | 750              | 14,440      | 6,005,080 |
| Total Population (2025)    | 570            | 190                     | 740              | 14,335      | 6,203,850 |
| Total Population (2030)**  | 565            | 175                     | 720              | 14,105      | 6,375,910 |
| Total Population (2035)    | 555            | 155                     | 700              | 13,855      | 6,476,270 |
| Total Population (2040)    | 535            | 140                     | 670              | 13,310      | 6,491,635 |
| Percent Growth (2010-2040) | -11.0%         | -41.2%                  | -14.0%           | -9.8%       | 16.7%     |

Source: 2013-2017 American Community Survey, WIDOA

Figure 5.1: Population Trends and Projections



Source: 2013-2017 American Community Survey, WIDOA

## 5.2 Housing

This element provides a baseline assessment of the Town of Stubbs current housing stock and covers all of the information required under SS66.1001. Information includes: past and projected number of households, age & structural characteristics, occupancy & tenure characteristics, and value & affordability characteristics. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of housing in the Town of Stubbs.

### 5.2.1 Households & Housing Units: Past, Present, and Future

In year 2017, there were between 176-232 households in the Town of Stubbs, a decrease from 236 in 2010, representing a range similar to 1970-1990. Total households have increased for Rusk County in aggregate since 2000. The relatively faster decrease in population than households represents a decrease in the average size of households that has remained consistent since 1970. Since 1970, people per households have been decreasing in Wisconsin, and holds true for both the County and the Town. This trend is frequently attributed to both smaller family sizes and increases in life expectancy.

Household projections allow a community to begin to anticipate future land use needs. WIDOA household figures are derived from their population projections; therefore, they have the same limitations.

Housing projections allow a community to begin to anticipate future land use needs. The household projections were derived using a report from the Wisconsin Department of Administration (2013), which provided household projections at the municipal and County levels to year 2040. Table 5.4 indicates that the total households for the Town of Stubbs could reach 252 by year 2030, before falling

to 247 by 2040 for a 2010-2040 growth rate of 4.7%. This rate of growth in number of households projected from 2010-2010 is higher than that of Rusk County (0.4%) and is significantly higher than that expected for the Villages of Bruce (-2.7%) and Weyerhaeuser (-33.6%).

Table 5.2.1 Households and Housing Units

| <b>Housing</b>              | <b>Town of Stubbs</b> | <b>Rusk County</b> | <b>Wisconsin</b> |
|-----------------------------|-----------------------|--------------------|------------------|
| Total Households (1970)     | 182                   | 4,343              | 1,328,804        |
| Total Households (1980)     | 198                   | 5,336              | 1,652,261        |
| Total Households (1990)     | 224                   | 5,693              | 1,822,118        |
| Total Households (2000)     | 226                   | 6,095              | 2,084,544        |
| Total Households (2010)     | 236                   | 6,232              | 2,279,768        |
| Total Households (2017)     | 176 - 232             | 6,157-6,431        | 2,328,754        |
| People per Household (1970) | 3                     | 3                  | 3                |
| People per Household (1980) | 3                     | 3                  | 3                |
| People per Household (1990) | 3                     | 3                  | 3                |
| People per Household (2000) | 3                     | 3                  | 3                |
| People per Household (2010) | 3                     | 2                  | 2                |
| People per Household (2017) | 1.91 - 2.35           | 2.18-2.28          | 2                |
| Housing Units (1970)        | <i>n/a</i>            | 5,476              | 1,482,322        |
| Housing Units (1980)        | 254                   | 6,056              | 1,863,857        |
| Housing Units (1990)        | 313                   | 7,904              | 2,055,774        |
| Housing Units (2000)        | 314                   | 7,609              | 2,321,144        |
| Housing Units (2010)        | 324                   | 8,883              | 2,624,358        |
| Housing Units (2017)        | 299 - 389             | 9,038-9,156        | 2,668,692        |

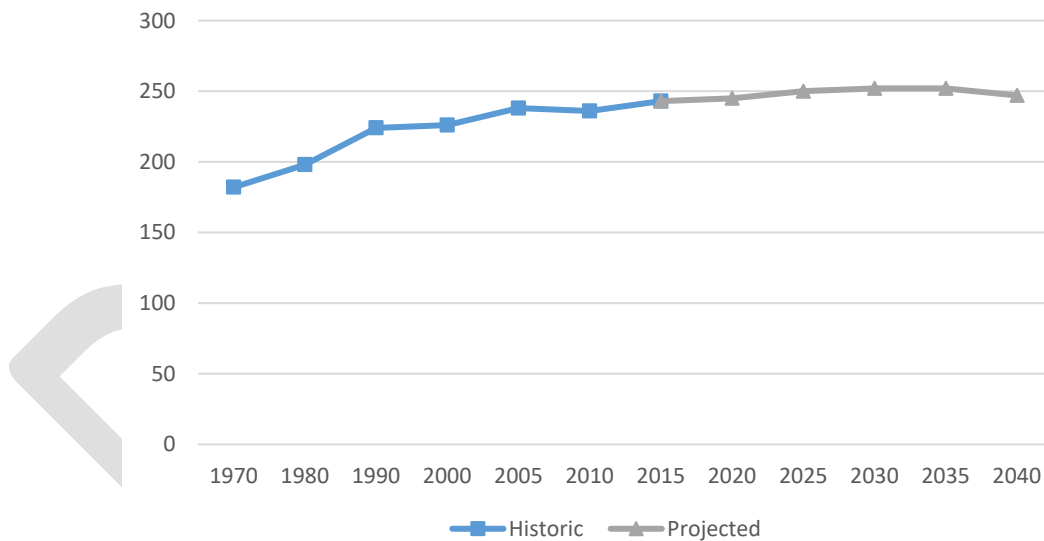
2013-2017 ACS 5-Year Estimates, Decennial Census

Table 5.2.2: Projected Households

| Household Projections      | Town of Stubbs | Village of Weyerhaeuser | Village of Bruce | Rusk County | Wisconsin |
|----------------------------|----------------|-------------------------|------------------|-------------|-----------|
| Total Households (2010)    | 236            | 116                     | 371              | 6,232       | 2,279,768 |
| Total Households (2015)    | 243            | 110                     | 380              | 6,407       | 2,371,815 |
| Total Households (2020)    | 245            | 105                     | 377              | 6,410       | 2,491,982 |
| Total Households (2025)    | 250            | 100                     | 379              | 6,474       | 2,600,538 |
| Total Households (2030)    | 252            | 93                      | 376              | 6,468       | 2,697,884 |
| Total Households (2035)    | 252            | 84                      | 372              | 6,439       | 2,764,498 |
| Total Households (2040)*   | 247            | 77                      | 361              | 6,256       | 2,790,322 |
| Percent Growth (2010-2040) | 4.7%           | -33.6%                  | -2.7%            | 0.4%        | 22.4%     |

Source: US Census, WIDOA Projections

Figure 5.2.1: Household Trends



Source: US Census, WIDOA Projections

### 5.2.2 Age & Structural Characteristics

The age of a home is a simplistic measure for the likelihood of problems or repair needs. Older homes, even when well cared for, are generally less energy efficient than more recently built homes and are more likely to have components now known to be unsafe, such as lead pipes, lead paint, and asbestos products. Of the Town of Stubbs’s approximately 344 housing units, about 68% were built before 1980, and may contain residual contaminants from lead paint or other concerns from inefficiencies in early construction methods. With such a large portion of the housing stock nearing 40+ years old, the condition of the housing stock could become an issue if homes are not well cared for.

Table 5.2.3: Housing Age Characteristics, Town of Stubbs

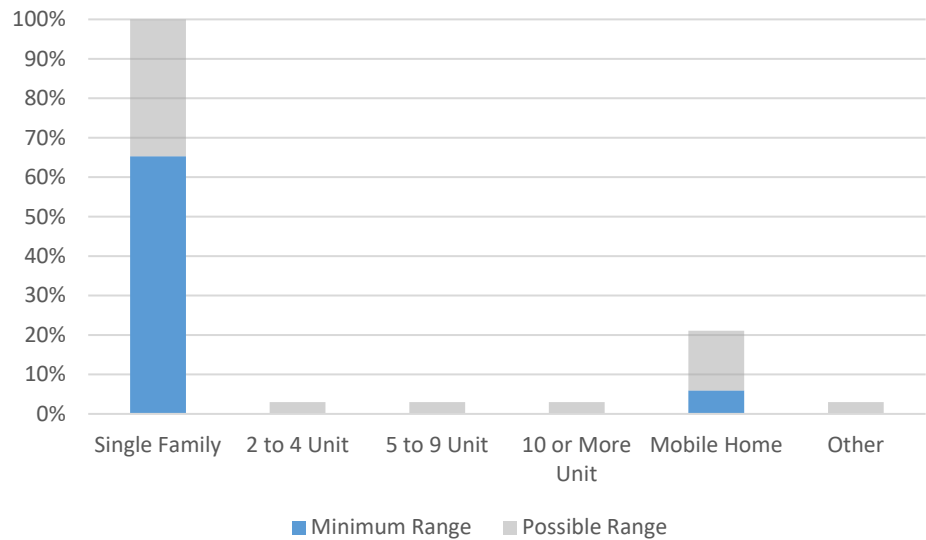
| Year Structure Built | Number   | Percent       |
|----------------------|----------|---------------|
| 1939 or Earlier      | 31 - 81  | 8.0% - 27.1%  |
| 1940 to 1959         | 57 - 125 | 14.7% - 41.8% |
| 1960 to 1969         | 19 - 69  | 4.9% - 23.1%  |
| 1970 to 1979         | 24 - 62  | 6.2% - 20.7%  |
| 1980 to 1989         | 20 - 50  | 5.1% - 16.7%  |
| 1990 to 1999         | 33 - 71  | 8.5% - 23.7%  |
| 2000 to 2009         | 12- 28   | 4.1% - 9.4%   |
| 2010 or Later        | 0 - 11   | 0% - 3.7%     |
| Total                | 299 -389 | 100%          |

Source: 2013-2017 American Community Survey

Wisconsin State Statutes require all municipalities to adopt and enforce the requirements of the Uniform Dwelling Code (UDC) for one and two family dwellings. This requirement will ensure that new residential buildings are built to safe standards, which will lead to an improvement in the housing stock of communities. The UDC is administered by the Wisconsin Department of Commerce.

Figure 5.2.2: Housing Unit Types, Town of Stubbs

As of the 2013-2017 American Community Survey, the majority of the Housing Unit Types within the Town of Stubbs were single-family units, which represented at least 65%, and up to 100% of the housing units in the town, which is consistent prior estimates. The next most common unit type is mobile home units, representing at least 5.9% of all housing units within the Town.



Source: 2013-2017 American Community Survey

### 5.2.3 Occupancy & Tenure Characteristics

Per 2013-2017 American Community Survey Estimates, the Town of Stubbs had an estimated 204 occupied housing units. Of these, approximately 57.9% were owner occupied over the time of estimate, with a range from 36.8% to 79.0%. This represents general consistency in tenure since 1990. There were approximately 140 vacant housing units, with approximately 95 of these units for seasonal, recreational, or occasional use. Economists and urban planners consider a rental vacancy rate between 5% and 7% to be the ideal balance between the interests of landlord and tenant, and a ownership vacancy rate between 1% and 2% for buyer and seller.



Table 5.2.4

| Occupancy                     | 2000<br>Number | 2000<br>Percent | 2010<br>Number | 2010<br>Percent | 2017<br>Number | 2017<br>Percent  |
|-------------------------------|----------------|-----------------|----------------|-----------------|----------------|------------------|
| Owner Occupied Housing Units  | 205            | 65.3%           | 236            | 62.6%           | 155 - 211      | 36.8% -<br>79.0% |
| Renter Occupied Housing Units | 21             | 6.7%            | 53             | 14.1%           | 12 - 30        | 2.9% - 11.2%     |
| Vacant Housing Units          | 88             | 28.0%           | 88             | 23.3%           | 100 - 180      | 23.8% -<br>67.4% |
| Homeowner Vacancy Rate        | -              | 1.0%            | -              | 1.6%            | -              | 0% - 9.1%        |
| Rental Vacancy Rate           | -              | 4.5%            | -              | 7%              | -              | 0% - 47.5%       |

Source: 2013-2017 American Community Survey, Decennial Census

Of the owner-occupied housing units, approximately 22% have been lived in by the same householder for eight or fewer years (2010-2017) and 50% for 18 or fewer years (2000-2017). Of the population five years and older, about 60% have lived in the same house since 1999. What this data suggests is that those Town of Stubbs households that moved in the period 2012-2016 largely come from the State of Wisconsin, with more moving from outside the County into the Town than from inside the County relocating to Town.

Table 5.2.5: Housing Tenure & Residency

| Year Head of Household Moved into Unit | Percent of Housing Units | Residence One Year Ago           | Percent of Population 5 years an older |
|--|--------------------------|----------------------------------|--|
| 1979 or Earlier                        | 6.0% - 22.8%             | Same House as 1 Year Ago         | 67.9% - 96.4%                          |
| 1980 to 1989                           | 7.3% - 22.2%             | Different House in US 1 Year Ago | 3.6% - 10.9%                           |
| 1990 to 1999                           | 19.0% - 43.2%            | Same County                      | 0% - 2.8%                              |
| 2000 to 2009                           | 15.1% - 41.5%            | Different County                 | 0.6% - 6.7%                            |
| 2010 or Later                          | 19.1% - 24.4%            | Same State                       | 0.6% - 9.5%                            |
|  |                          | Different State                  | 0% - 1.4%                              |

Source: 2013-2017 American Community Survey

### 5.2.4 Value & Affordability Characteristics

In year 2017, the median value for a home in the Town of Stubbs was \$120,898 - \$182,102, likely at least double the 2000 median value. This compares to value of \$106,300 for Rusk County and \$169,300 for Wisconsin. The majority of homes are split between two values, with between 15.6% and 44.5% with a value between \$50,000 and \$99,000, and between 12.8% and 47.1% between \$150,000 and \$199,999. The median rent in the Town of Stubbs was between \$428 and \$722, compared to \$669 for Rusk County and \$813 for Wisconsin.

Table 5.2.6: Home Value and Rental Statistics

| Value of Owner-Occupied Units | 2017 Number     | 2017 Percent     | Gross Rent for Occupied Units | 2017 Number | 2017 Percent |
|-------------------------------|-----------------|------------------|-------------------------------|-------------|--------------|
| Less than \$50,000            | 0 - 36          | 0% - 23.2%       | Less than \$200               | 0 - 9       | 0% - 75%     |
| \$50,000 to \$99,999          | 33 - 69         | 15.6% - 44.5%    | \$200 to \$299                | 0 - 9       | 0% - 75%     |
| \$100,000 to \$149,999        | 14 - 32         | 6.6% - 20.6%     | \$300 to \$499                | 0 - 19      | 0% - 100%    |
| \$150,000 to \$199,999        | 27 - 73         | 12.8% - 47.1%    | \$500 to \$749                | 0 - 21      | 0% - 100%    |
| \$200,000 to \$299,999        | 13 - 33         | 6.2% - 21.2%     | \$750 to \$999                | 0 - 18      | 0% - 100%    |
| \$300,000 to \$499,999        | 0 - 24          | 0% - 15.5%       | \$1,000 to \$1,499            | 0 - 13      | 0% - 100%    |
| \$500,000 to \$999,999        | 2 - 14          | 0.9% - 9.0%      | \$1,500 or more               | 0 - 20      | 0% - 100%    |
| \$1,000,000 or more           | 0 - 15          | 0% - 9.7%        | No cash rent                  | 2 - 12      | 6.7% - 100%  |
| Median Value                  | Low - \$120,898 | High - \$182,102 | Median Rent                   | Low - \$428 | High - \$722 |

Source: 2013-2017 American Community Survey

In the Town of Stubbs, affordable housing opportunities are often provided through the sale of older housing units located throughout the Town. According to the U.S. Department of Housing and Urban Development (HUD), housing is generally considered affordable when the owner or renter's monthly costs do not exceed 30% of their total gross monthly income. Among households that own their homes, 16% - 64% exceeded the "affordable" threshold in year 2017, with an estimate of 41%. In year 2017, the median percentage of household income spent on owner occupied units with a mortgage was approximately 18%, compared to 23.7% for the County. These figures are below the 30% threshold established by HUD, indicating that housing is generally affordable to most Town residents.

Table 5.2.6: Housing Cost Compared to Income

| Selected Monthly Owner Costs as a Percentage of Household Income | Percent   | Gross Rent as a Percentage of Household Income | Percent   |
|--|-----------|--|-----------|
| Less than 15%  | 27% - 66% | Less than 15%                                  | 3% - 92%  |
| 15% to 19.9%   | 7% - 21%  | 15% to 19.9%                                   | 0% - 58%  |
| 20% to 24.9%   | 0% - 10%  | 20% to 24.9%                                   | 0% - 75%  |
| 25% to 29.9%   | 0% - 13%  | 25% to 29.9%                                   | 0% - 33%  |
| 30% to 34.9%   | 1% - 18%  | 30% to 34.9%                                   | 0% - 75%  |
| 35% or more  | 15% - 47% | 35% or more                                    | 0% - 100% |
| Not computed   | 0% - 6%   | Not computed                                   | 0% - 100% |
| Median (2010) with mortgage                                      | 15% - 21% | Median (2010)                                  | 10% - 28% |
| Median (2017) with mortgage                                      | 14% - 21% | Median (2017)                                  | 9% - 25%  |

### 5.3 Transportation

This element provides a baseline assessment of the Town of Stubbs transportation facilities and covers all of the information required under SS66.1001. Information includes: commuting patterns, traffic counts, transit service, transportation facilities for the disabled, pedestrian & bicycle transportation, rail road service, aviation service, trucking, water transportation, maintenance & improvements, and state & regional transportation plans. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of transportation facilities in the Town of Stubbs.

According to the WisDOT the most heavily traveled roads in the Town of Stubbs are US-8 and WI-40 and it is anticipated that they will continue to carry the most local traffic as they connect residents to the surrounding villages. Given rising transportation costs and access needs, it is anticipated that new growth will gravitate toward these facilities.

### 5.3.1 Existing Transportation Facilities

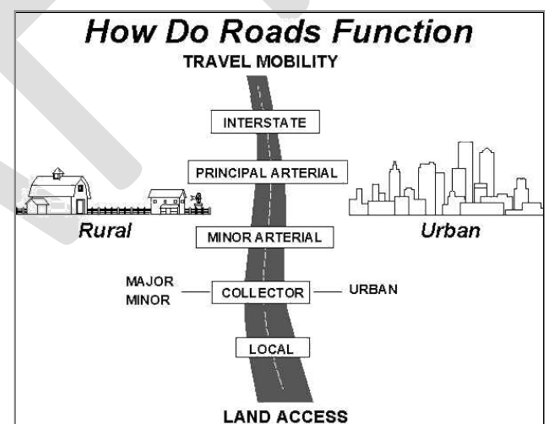
#### Highways & the Local Street Network

There are approximately 49.9 miles of roadway within the Plan Area. All federal, state, county, and local roads are classified into categories under the “Roadway Functional Classification System.” Functional classification is the process by which the nation's network of streets and highways are ranked according to the type of service they provide. It determines how travel is "channelized" within the roadway network by defining the part that any road or street should play in serving the flow of trips through a roadway network. In general, roadways with a higher functional classification should be designed with limited access and higher speed traffic. (Refer to the Town of Stubbs Transportation Facilities Map)

Arterials – accommodate interstate and interregional trips with severe limitation on land access. Arterials are designed for high-speed traffic.

Collectors – serve the dual function of providing for both traffic mobility and limited land access. The primary function is to collect traffic from local streets and convey it to arterial roadways. Collectors are designed for moderate speed traffic.

Local Roads – provide direct access to residential, commercial, and industrial development. Local roads are designed for low speed traffic.



#### **Commuting Patterns**

Table 5.3.1 shows commuting choices for resident workers over the age of sixteen. Between 52% - 83% of local workers use automobiles to commute to work alone, and an additional 0.3% - 8.1% report carpooling. Under 15% of the Town’s residents worked from home (2.3% - 13.4%) and did not commute to work, a reduction from 25% in the year 2000. The average travel time to work is about 24.3 minutes. This is higher than the 22-minute average for the State of Wisconsin, as well as the 21.4-minute average for Rusk County.

Table 5.3.1

| <b>Commuting Methods, Residents 16 Years or Older</b> | <b>Number</b> | <b>Percent</b> |
|---|---------------|----------------|
| Car, Truck, Van (alone)                               | 154 - 258     | 51.7% - 82.8%  |
| Car, Truck, Van (carpooled)                           | 1 - 15        | 0.3% - 8.1%    |

|  |           |              |
|--|-----------|--------------|
| Public Transportation (excluding taxi) | 0 - 9     | 0% - 4.8%    |
| Walked                                 | 2 - 22    | 0.7% - 11.8% |
| Other Means                            | 0 - 9     | 0% - 4.8%    |
| Worked at Home                         | 7 - 25    | 2.3% - 13.4% |
| Mean Travel Time to Work (minutes)     | 19.6 - 29 | -            |
| Total (Workers 16 Years or Over)       | 186 - 298 | 100%         |

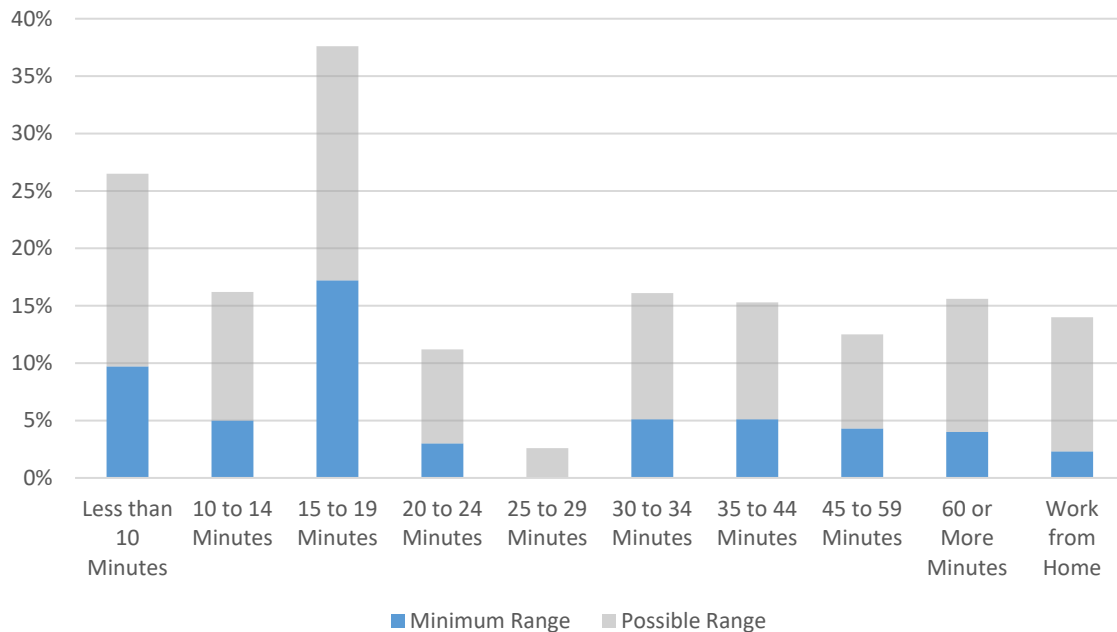
Source: 2013-2017 American Community Survey

Table 5.3.2

| Place of Work, Residents 16 Years or Older | Town of Stubbs | Rusk County   |
|--|----------------|---------------|
| Inside County                              | 59.6% - 76%    | 77.1% - 80.3% |
| Outside of County, but in WI               | 23.5% - 40%    | 18.3% - 21.5% |
| Outside of State                           | 0% - 1.3%      | 1% - 1.8%     |
| Total                                      | 100%           | 100%          |

Source: 2013-2017 American Community Survey

Figure 5.3.1: Commuting Time



Source: 2013-2017 American Community Survey

### Traffic Counts

Vehicle miles traveled (VMT) increased by 9.9% in Wisconsin from 2010 to 2017. The Annual Average Daily Traffic (AADT) counts are an important measure when prioritizing improvements. AADT counts can offer indications of traffic circulation problems and trends and also provide justification for road construction and maintenance. WisDOT provides highway traffic volumes from selected roads and streets for all communities in the State once every three years. WisDOT calculates AADT by multiplying

raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. Table 5.3.3 displays AADT along selected roadways in the Town of Stubbs for 1998, 2004, and 2017..

Table 5.3.3: AADT Traffic Counts

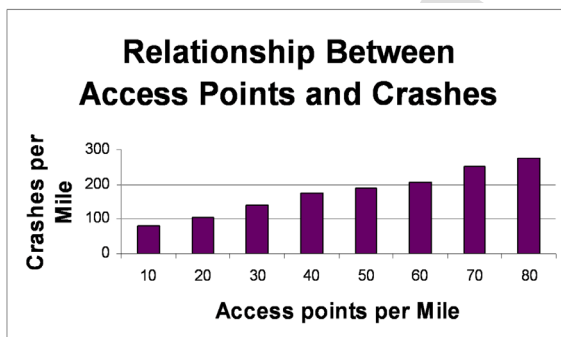
| Facility | Location              | 1998<br>AADT | 2004<br>AADT | 2017<br>AADT | Percent<br>Change |
|----------|-----------------------|--------------|--------------|--------------|-------------------|
| USH 8    | East of CR-F          | 3,900        | 3,600        | 3,300        | -15.4%            |
| CR-F     | North of Historic Rd. | 520          | 390          | 330          | -36.5%            |
| CR-F     | South of Kozak Ln.    | 260          | 260          | 190          | -26.9%            |
| STH 40   | North of Sand Hil Rd. | 1,100        | 1,000        | 1,100        | 0.0%              |

Source: WIDOT Highway Traffic Volume Data, Town of Stubbs

### Access Management & Safety

Studies show a strong correlation between: 1) an increase in crashes, 2) an increase in the number of access points per mile, and 3) the volume of traffic at each access point. Simply put, when there are more access points, carrying capacity is reduced and safety is compromised.

Figure 5.3.2: Relationship Between Access Points and Crashes



The authority of granting access rights to roadways is ordinarily assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility. Through implementation of its adopted Access Management System Plan, the WisDOT plans for and controls the number and location of driveways and streets intersecting state highways. In general, arterials should have the fewest access points since they are

intended to move traffic through an area. Collectors and local roads should be permitted to have more access points since they function more to provide access to adjacent land.

It is estimated that a single-family home generates 9.4 trips per day. A trip is defined as a one-way journey from a production end (origin) to an attraction end (destination). On a local road, one new home may not make much difference, but 10 new homes on a road can have quite an impact on safety and mobility.

Table 5.3.4: Trip Generation Estimates

| ITE Land Use                   | Base Unit         | AM<br>Peak | ADT  | ADT Range  |
|--------------------------------|-------------------|------------|------|------------|
| <b>Residential</b>             |                   |            |      |            |
| Single-Family Detached Housing | per dwelling unit | 0.76       | 9.44 | 4.81-19.39 |
| Multifamily Housing (Mid-Rise) | per dwelling unit | 0.32       | 5.44 | 1.27-12.50 |

|  |                   |       |        |                |
|--|-------------------|-------|--------|----------------|
| Multifamily Housing (Low-Rise)         | per dwelling unit | 0.56  | 7.32   | 4.45-10.97     |
| Senior Adult Housing- Attached         | per dwelling unit | 0.33  | 3.7    | 2.59-4.79      |
| Mobile Home Park                       | per dwelling unit | 0.26  | 5      | NP             |
| Recreational Homes                     | per dwelling unit | 0.22  | 3.47   | 2.60-4.40      |
| <b>Retail</b>                          |                   |       |        |                |
| Shopping Center                        | per 1,000 GLA     | 3     | 37.75  | 7.42-207.98    |
| Discount Club                          | per 1,000 GFA     | 3.37  | 41.8   | 25.44-78.02    |
| High-Turnover (Sit-Down) Restaurant    | per 1,000 GFA     | 14.04 | 112.18 | 13.04-742.41   |
| Convenience Market with Gasoline Pumps | per 1,000 GFA     | 42.19 | 624.2  | 115.13-1167.27 |
| Convenience Market                     | per 1,000 GFA     | 68.83 | 762.28 | 325.78-1438.00 |
| <b>Office</b>                          |                   |       |        |                |
| Business Park                          | per employee      | 0.45  | 4.04   | 3.25-8.19      |
| General Office Bldg                    | per employee      | 0.47  | 3.28   | 1.59-26.24     |
| R & D Center                           | per employee      | 0.41  | 3.29   | 1.60-10.63     |
| Medical-Dental Office Building         | per 1,000 GFA     | 3.53  | 34.8   | 9.14-100.75    |
| <b>Industrial</b>                      |                   |       |        |                |
| Industrial Park                        | per employee      | 0.42  | 2.91   | 1.24-7.14      |
| Manufacturing                          | per employee      | 0.43  | 2.47   | 1.60-6.66      |
| Warehousing                            | 1,000 GFA         | 0.22  | 1.74   | 0.15-16.93     |
| <b>Other</b>                           |                   |       |        |                |
| Gasoline/Service Station               | per pump          | 10.53 | 172.01 | 77.00-460.00   |
| Public Park                            | per acre          | 0.15  | 0.78   | 0.55-34.00     |
| Movie Theater                          | per movie screen  | NP    | 220    | NP             |
| Day Care Center                        | per 1,000 GFA     | 11.73 | 47.62  | 12.12-211.06   |

Source: Institute of Transportation Engineers (ITE). Trip Generation.

### 5.3.2 Additional Modes of Transportation

#### Transit Service

No formal transit services are available in the Town of Stubbs.

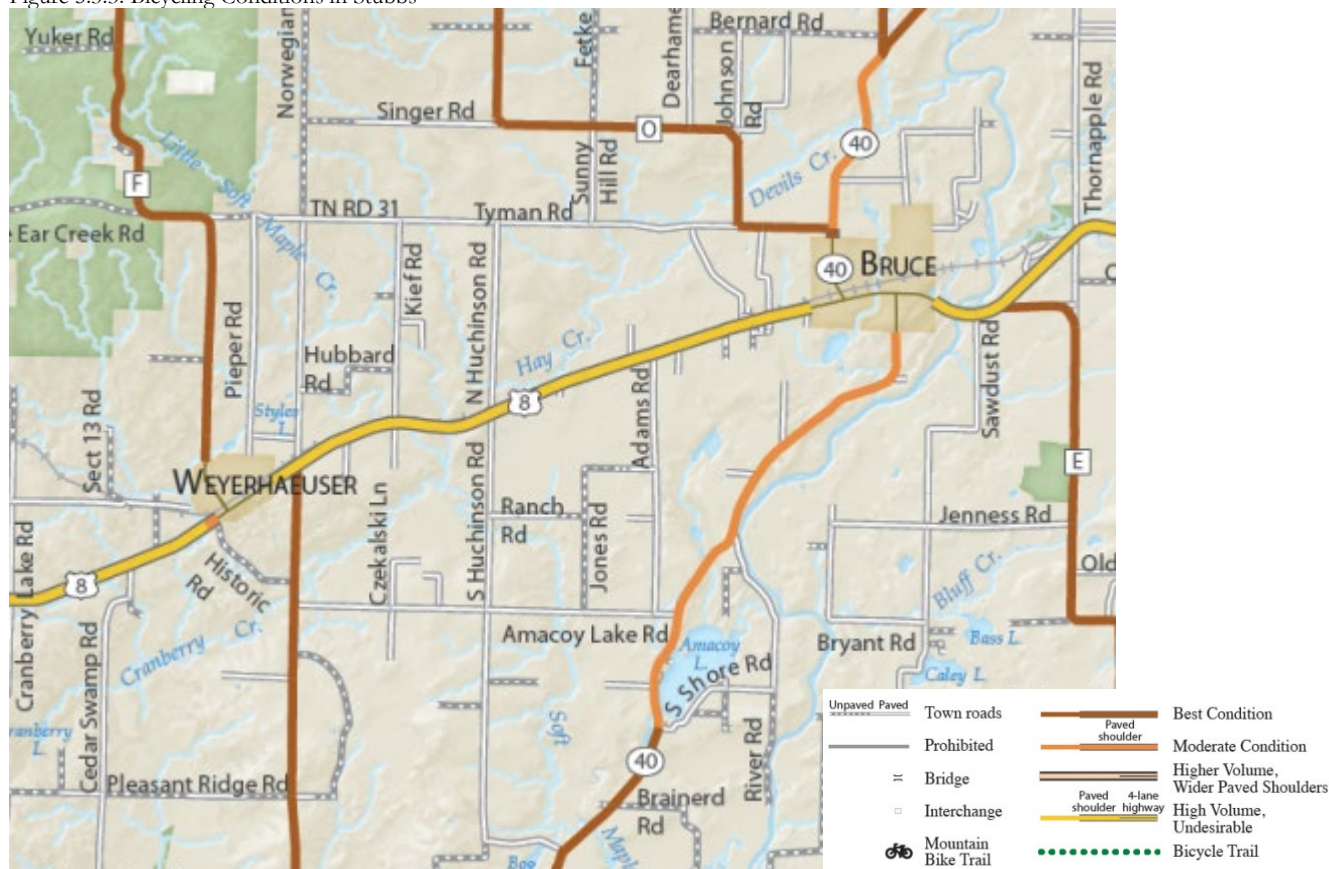
#### Transportation Facilities for the Elderly or Disabled



Transportation services for the elderly and disabled are provided by Indianhead Transit, which is funded by the County.

### Pedestrian & Bicycle Transportation

Figure 5.3.3: Bicycling Conditions in Stubbs



Source: WisDOT

The WisDOT maintains a map of bicycling conditions for Rusk County. These maps have been recently updated using 2015 traffic and roadway data. Figure 5.3.3 displays the portion of the map for the Plan Area. Brown routes indicated roadways considered to be in the best condition for biking, orange routes indicate moderate conditions for biking, and yellow routes indicate undesirable conditions. There are no dedicated bicycle trails within the planning area.

Walkers and bikers currently use the town’s existing roadways. On quiet country roads – including town roads and many county trunk highways – little improvement is necessary to create excellent bicycling routes. Very-low-volume rural roads (those with ADT’s below 700) seldom require special provisions like paved shoulders for bicyclists. A motorist needing to move left to pass a bicyclist is unlikely to face oncoming traffic and may simply shift over and bicyclists can ride far enough from the pavement edge to avoid hazards. State trunk highways, and some county trunk highways, tend to have more traffic and a higher percentage of trucks. As a result, the addition of paved shoulders may be appropriate in these

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areas. In special cases, shoulders may be beneficial – on a town road connecting a school and a nearby development or a hilly low-volume highway serving truck traffic, for example. And paved shoulders should be seriously considered where low-volume town roads are being overtaken by new suburban development.

The Wisconsin Bicycle Facility Design Handbook, available online, provides information to assist local jurisdictions in implementing bicycle-related improvements. . It provides information that can help to determine if paved shoulders are necessary. In addition, the WisDOT has developed the Bicycle Transportation Plan 2020 and the Pedestrian Plan 2020. These plans are intended to help both communities and individuals in developing bicycle and pedestrian friendly facilities.

### Rail Service

Wisconsin's rail facilities are comprised of four major (Class 1) railroads, two regional railroads, and five local railroads. Freight railroads provide key transportation services to manufacturers and other industrial firms. There is a freight rail (owned by Canadian National Railway) that passes through the Town of Stubbs, which was recently rehabbed in 2012 to serve the frac sand industry. This railway provides connections to both Chicago and the Western coast of Canada.

Amtrak operates two passenger trains in Wisconsin: the long-distance Empire Builder operating from Chicago to Seattle and Portland, with six Wisconsin stops; and the Hiawatha Service that carries about 470,000 people each year on seven daily round-trips in the Chicago-Milwaukee corridor. The WisDOT has been studying ways in which passenger rail could be expanded, and published Rail Plan 2030 in 2014. WisDOT, along with Amtrak and eight other state DOTs, is currently evaluating the Midwest Regional Rail System (MWRRS), a proposed 3,000-mile Chicago based passenger rail network, that has undergone seven different exploratory phases. The MWRRS would provide frequent train trips between Chicago, Milwaukee, Madison, La Crosse, Eau Claire, St. Paul, Milwaukee, and Green Bay. The 2030 Rail Plan identifies this initiative and aims to continue the collaborative planning process.

### Aviation Service

As of February 2015, the State Airport System Plan 2030 identified 98 publicly owned, public use airports and four privately owned, public use airports. In its State Airport System Plan 2030, the WisDOT does not forecast any additional airports will be constructed by 2030. The Federal Aviation Administration (FAA) classifies airports into four categories: 1) Air Carrier/Cargo, 2) Transport/Corporate, 3) General Utility, 4) Basic Utility.

Rusk County Airport, adjacent to the Village of Tony, is the nearest public airport. The airport covers 240 acres with 22 aircraft based at this airport (2017), and averages 22 aircraft operations per day. Runway facilities are comprised of a 4,000-foot and a 3,200-foot paved runway. The WisDOT does not anticipate Rusk County Airport will change in classification from General Utility by year 2030.

### Trucking

The trend toward less freight movement by rail and air has led to an increase in the trucking industry. Per the American Trucking Association, trucking accounted for 72% of the total domestic U.S. freight moved in year 2017. Projections for the freight shipping industry for the year 2035 predict a 98%



increase in the volume of freight moved by truck and a 168% increase in the value of truck freight shipments. Freight is trucked through the Town of Stubbs using STH 40 & USH 8.

Water Transportation

The Town of Stubbs does not have its own access to water transportation. The nearest port access can be found in Superior to the north and in St. Paul to the southwest.

**5.3.3 Maintenance & Improvements**

The responsibility for maintaining and improving roads should ordinarily be assigned based upon the functional classification of the roads. Arterials should fall under state jurisdiction, collectors under county jurisdiction, and local roads should be a local responsibility.

The WisDOT has developed the State Highway Plan 2020, a 21-year strategic plan which considers the highways system’s current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin’s preservation, traffic movement, and safety needs. The plan is updated every six years (Six Year Improvement Plan) to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin. The WisDOT Six Year Improvement Plan (2018-2023) for Rusk County lists five projects within the Plan Area.

Table 5.3.5: Upcoming Highway Projects (2018-2023)

| Hwy | Project Title                  | Miles | Year      | Description  |
|-----|--------------------------------|-------|-----------|--|
| 8   | C Ladysmith, Lake & 3rd Street | 0.83  | 2021-2023 | Grind existing pavement and overlay 2.25 - 2.5 inches of asphalt.  |
| 8   | Cameron - Ladysmith            | 0.06  | 2019      | Surface mill 2.5 - 3.5 inches and overlay 3.5 inches.  |
| 8   | Ladysmith                      | 9.15  | 2021-2023 | Roadway improvement resurface.   |
| 40  | Bloomer - Bruce                | 13    | 2021-2023 | Mill and overlay existing pavement with new blacktop. Replace existing pipes with triple walls. Construct under traffic using single lane roadway with stop condition. |
| 73  | Thorp - Ingram                 | 0.02  | 2020      |  |

Source: WisDOT

Pavement Surface Evaluation & Rating

Every two years, municipalities and counties are required to provide WisDOT with a pavement rating for the physical condition of each roadway under their jurisdiction. The rating system is intended to assist the Town in planning for roadway improvements and to better allocate its financial resources for these improvements. During the inventory, roadways in the Town are evaluated and rated in terms of their surface condition, drainage, and road crown. (Refer to the Town of Stubbs PASER Map)

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## 5.4 Agricultural, Natural & Cultural Resources

This element provides a baseline assessment of the Town of Stubbs agricultural, natural, & cultural resources and covers all of the information required under SS66.1001. Information includes: productive agricultural areas, a natural resource inventory, and a cultural resource inventory. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of agricultural, natural, & cultural resources in the Town of Stubbs.

The Town of Stubbs, like other communities in Rusk County, has an abundance of high quality agricultural and natural resources worth protecting for the economic, recreational, and ecological needs of current and future residents. Based on numerous studies, water quality in rural, agricultural areas is most affected by sediment from soil erosion. Therefore the Rusk County Land and Water Resource Management Plan stressed the importance of soil conservation to protect the water quality. Throughout the planning process, specific resources within the Town of Stubbs will be better understood and goals will be updated to support their protection and maintenance over time.

### 5.4.1 Agricultural Resource Inventory

The following section details some of the important agricultural resources in the Town of Stubbs and Rusk County. The information comes from a variety of resources including the U.S. Census, U.S. Census of Agriculture, and the Rusk County Department of Land Conservation. Several other relevant plans exist and should be consulted for additional information:

Rusk County Land and Water Resource Management Plan, 2016

Rusk County Farmland Preservation Plan, 2018

Rusk County Animal Waste Management Ordinance

Nonpoint Source Control Plan for Soft Maple and Hay Creek Priority Watershed Project (Pub. #WR-440-096), 1996

Soil Survey of Rusk County, 2006

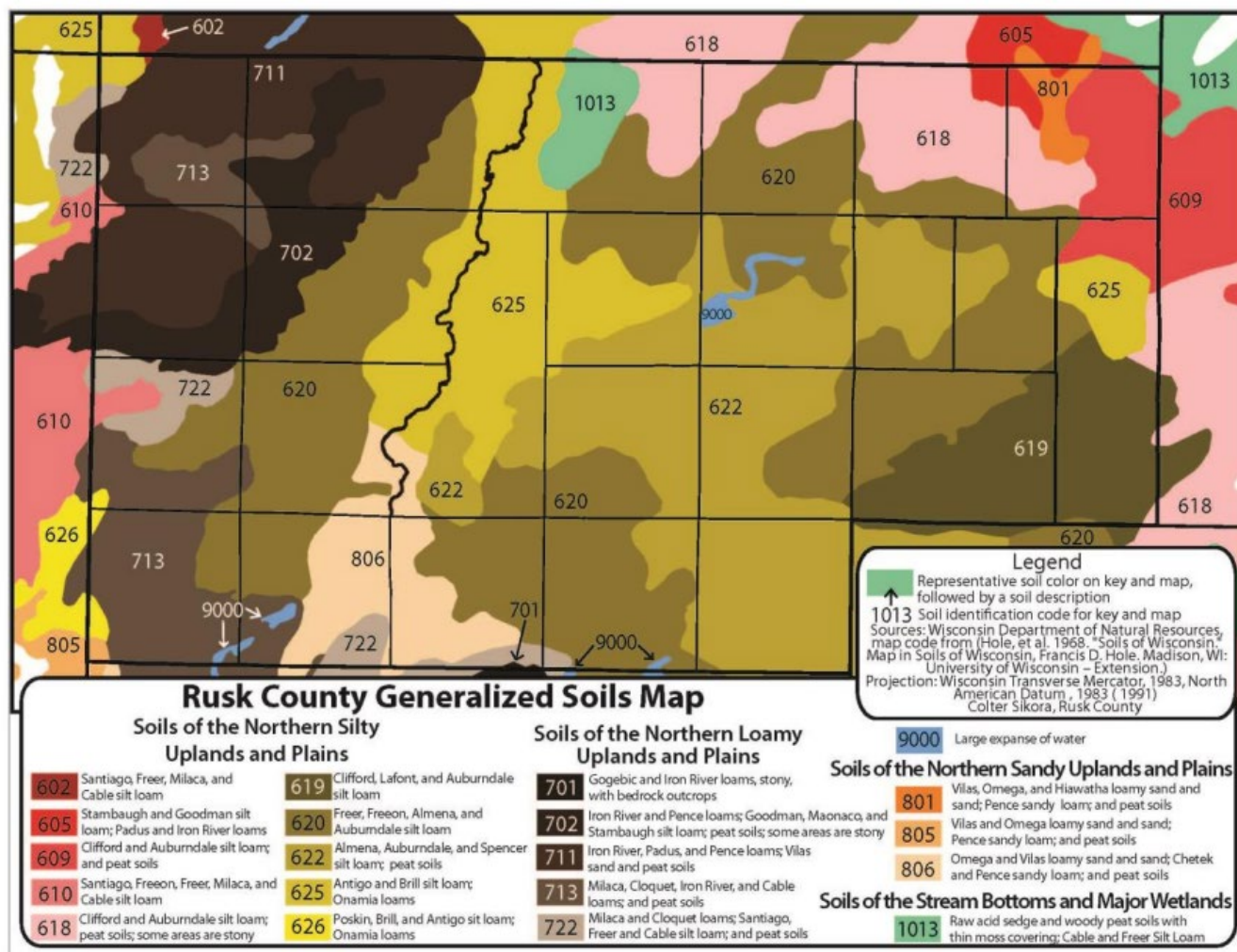
#### Geography and Soils

The topography of Rusk County was influenced by several episodes of continental glaciers. The county's stream valleys are shallow and have poor drainage, resulting in a landscape made up of many swamps and small lakes. (Source: Rusk County Land and Water Resource Management Plan)

#### Productive Agricultural Areas

Rusk County soils were formed from glacial deposits (a mixture of sand, silt, clay, boulders) under forested conditions. The glacial drift deposit can vary from several inches to over 100 feet. The typical soil profile in Rusk County and in the Town of Stubbs is Almena-Freer-Auburndale-Adolph-Peat. The 2000 LWRM Plan states that 91% of the county is at or below the acceptable soil erosion level (I), which is about 1% less than it was in 1992. The 2016 LWRM Plan identifies the need to monitor countywide erosion potential as component goal 8. Figure 5.9 provides a soil map of Rusk County.

Figure 5.4.1: Rusk County Soils



Source: Rusk County Land and Water Resource Management Plan

### Farming Trends

Most farming data is not collected at the township level. However, assumptions can be made based on data collected at the County level. Table 5.14 and Figure 5.10 provide information on the number and size of farms in Rusk County from 1997 to 2017. The total number of farms in Rusk County has decreased by 13.3% from 1997 to 2017.

Table 5.4.1: Farms and Land in Farms 1997-2017

| Farms and Land in Farms | Rusk County 1997 | Rusk County 2002 | Rusk County 2007 | Rusk County 2012 | Rusk County 2017 | Percent Change 1997-2017 |
|-------------------------|------------------|------------------|------------------|------------------|------------------|--------------------------|
|                         |                  |                  |                  |                  |                  |                          |

|   |         |         |         |         |         |        |
|---|---------|---------|---------|---------|---------|--------|
| Number of Farms                           | 578     | 715     | 651     | 529     | 501     | -13.3% |
| Land in Farms (acres)                     | 159,104 | 173,310 | 160,534 | 133,601 | 136,062 | -14.5% |
| Average Size of Farms (acres)             | 275     | 242     | 247     | 253     | 272     | -1.2%  |
| <b>Market Value of Land and Buildings</b> |         |         |         |         |         |        |
| Average per Farm                          | 171,571 | 494,420 | 572,272 | 514,169 | 674,903 | 293.4% |
| Average per Acre                          | 615     | 1,917   | 2,321   | 2,036   | 2,485   | 304.1% |

Source: US Census of Agriculture, Rusk County

On its face this figure would appear to indicate that farming has decreased within in Rusk County. However, the Agricultural Census defines a farm as any place from which \$1,000 or more of agricultural products were produced, and sold, during a year. Today many “farms” or “farmettes” qualify under this definition but few are actually the traditional farms that people think of, 80 plus acres with cattle or dairy cows. These farmettes are typically less than 40 acres, serve niche markets, and produce modest agricultural goods or revenue. Table 5.4.2 illustrates this large increase in farms with 10-49 acres and an overall decrease in the number of farms with 140 or more acres since 1987. Even including “farmettes”, however, acres in farming operations has still decreased by 14.5% over the past twenty years.

Table 5.4.2: Farm Size 1997-2017, Rusk County

| Size of Farms        | Percentage of Farms |        |        |        |        |
|----------------------|---------------------|--------|--------|--------|--------|
|                      | 1997                | 2002   | 2007   | 2012   | 2017   |
| 1 to 9 Acres         | 1.4%                | 2.0%   | 2.6%   | 1.7%   | 2.2%   |
| 10 to 49 Acres       | 8.0%                | 11.9%  | 13.7%  | 15.1%  | 12.4%  |
| 50 to 69 Acres       | 2.8%                | 4.3%   | 2.9%   | 4.2%   | 5.4%   |
| 70 to 99 Acres       | 6.7%                | 9.2%   | 10.6%  | 13.0%  | 11.6%  |
| 100 to 139 Acres     | 8.8%                | 11.7%  | 12.4%  | 11.0%  | 14.0%  |
| 140 to 179 Acres     | 12.8%               | 10.9%  | 9.4%   | 8.3%   | 10.2%  |
| 180 to 219 Acres     | 10.7%               | 9.8%   | 8.6%   | 9.8%   | 11.0%  |
| 220 to 259 Acres     | 8.8%                | 10.1%  | 8.1%   | 5.3%   | 5.8%   |
| 260 to 499 Acres     | 29.2%               | 20.7%  | 21.2%  | 21.6%  | 14.8%  |
| 500 to 999 Acres     | 8.5%                | 7.7%   | 7.8%   | 6.8%   | 7.6%   |
| 1,000 to 1,999 Acres | 2.1%                | 1.1%   | 1.7%   | 2.3%   | 4.0%   |
| 2,000 Acres or More  | 0.2%                | 0.6%   | 0.9%   | 0.9%   | 1.2%   |
| <b>Total</b>         | 100.0%              | 100.0% | 100.0% | 100.0% | 100.0% |

Table 5.4.3 displays the number of farms by NAICS (North American Industrial Classification System) for Rusk County and Wisconsin, as reported for the 2017 Census of Agriculture. The largest percentage of farms in Rusk County is in the Hay, Beef Cattle and Dairy categories. The percentage of farms by

category is fairly consistent with the percentages for the State. Rusk County has a higher percentage of Beef and Dairy farms, but a lower percentage of Hay and Grain farms.

Table 5.4.3: Number of Farms by NAICS

| Types of Farms by NAICS                             | Rusk County          |                 |                      |                 | Wisconsin            |                 |                      |                 |
|---|----------------------|-----------------|----------------------|-----------------|----------------------|-----------------|----------------------|-----------------|
|   | Number of Farms 2002 | % of Farms 2002 | Number of Farms 2017 | % of Farms 2017 | Number of Farms 2002 | % of Farms 2002 | Number of Farms 2017 | % of Farms 2017 |
| Oilseed and grain (1111)                            | 41                   | 5.7%            | 63                   | 12.6%           | 12,542               | 16.3%           | 16,730               | 25.8%           |
| Vegetable and melon (1112)                          | 8                    | 1.1%            | 4                    | 0.8%            | 1,317                | 1.7%            | 1,611                | 2.5%            |
| Fruit and tree nut (1113)                           | 9                    | 1.3%            | 6                    | 1.2%            | 1,027                | 1.3%            | 1,451                | 2.2%            |
| Greenhouse, nursery, and floriculture (1114)        | 15                   | 2.1%            | 7                    | 1.4%            | 2,284                | 3.0%            | 1,699                | 2.6%            |
| Tobacco (11191)                                     | 0                    | 0.0%            | 0                    | 0.0%            | 188                  | 0.2%            | 25                   | 0.0%            |
| Cotton (11192)                                      | 0                    | 0.0%            | 0                    | 0.0%            | 0                    | 0.0%            | 0                    | 0.0%            |
| Sugarcane, hay, and all other (11193, 11194, 11199) | 171                  | 23.9%           | 143                  | 28.5%           | 20,943               | 27.2%           | 15,140               | 23.4%           |
| Beef cattle ranching (112111)                       | 174                  | 24.3%           | 138                  | 27.5%           | 9,852                | 12.8%           | 10,464               | 16.1%           |
| Cattle feedlots (112112)                            | 20                   | 2.8%            | 2                    | 0.4%            | 3,749                | 4.9%            | 1,017                | 1.6%            |
| Dairy cattle and milk production (11212)            | 211                  | 29.5%           | 94                   | 18.8%           | 16,096               | 20.9%           | 8,099                | 12.5%           |
| Hog and pig (1122)                                  | 9                    | 1.3%            | 2                    | 0.4%            | 759                  | 1.0%            | 518                  | 0.8%            |
| Poultry and egg production (1123)                   | 5                    | 0.7%            | 4                    | 0.8%            | 910                  | 1.2%            | 935                  | 1.4%            |
| Sheep and goat (1124)                               | 6                    | 0.8%            | 17                   | 3.4%            | 1,117                | 1.4%            | 1,913                | 3.0%            |
| Animal aquaculture and other animal (1125, 1129)    | 46                   | 6.4%            | 21                   | 4.2%            | 6,347                | 8.2%            | 5,191                | 8.0%            |
| <b>Total</b>  | <b>715</b>           | <b>100.0%</b>   | <b>501</b>           | <b>100.0%</b>   | <b>77,131</b>        | <b>100.0%</b>   | <b>64,793</b>        | <b>100.0%</b>   |

Source: US Census of Agriculture

#### 5.4.2 Natural Resource Inventory

The following section details some of the important natural resources in the Town of Stubbs and Rusk County. The information comes from a variety of resources including the Wisconsin Department of Natural Resources and the Rusk County Department of Land Conservation. Several other relevant plans exist and should be consulted for additional information:

- Rusk County Land and Water Resource Management Plan, 2016

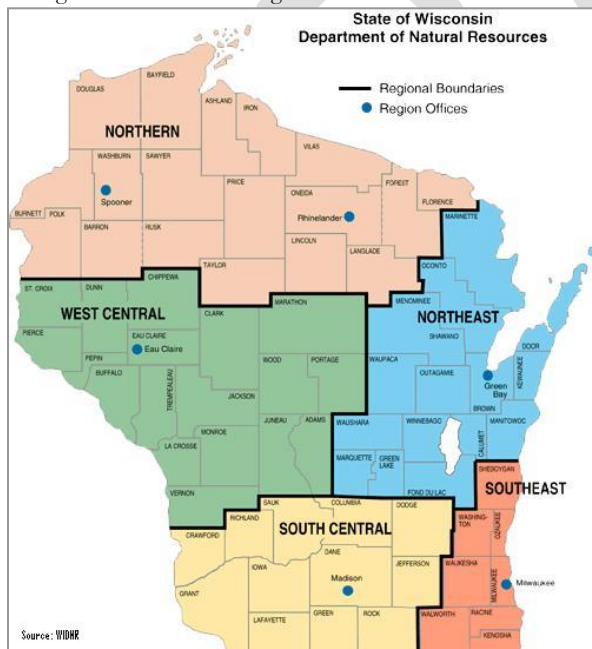


- Nonpoint Source Control Plan for Soft Maple and Hay Creek Priority Watershed Project (Pub. #WR-440-096), 1996
- Wisconsin Statewide Comprehensive Outdoor Recreation Plan, 2019-2023
- Wisconsin DNR Land Legacy Report, 2006

The Rusk County Land and Water Resource Management Plan identifies goals, objectives and actions developed by their Plan Commission, whose guiding mission is to “halt and reverse the depletion of the State’s soil resources and pollution of its waters”. Ten goals were identified and are listed below:

- Protect and improve the quality of surface waters
- Improve surface water by implementing erosion control and other stormwater management standards and practices
- Conserve and protect productive agricultural lands
- Protect groundwater quality and quantity
- Administer ordinances under LWCD jurisdiction and permits issued by LWCDE
- Maintain, protect, and preserve surface water resources
- Establishment of point/nonpoint nutrient trading program
- Demonstrate program effectiveness
- Spend local and state cost-share and staffing dollars effectively
- Improve forest management on private lands

Figure 5.4.2: WIDNR Regions



Rusk County is located within the Northern Region of the WIDNR. The Regional Office is located in Spooner, with the nearest Service Center location in Ladysmith.

In an effort to put potential future conservation needs into context, the Natural Resources Board directed the Department of Natural Resources (DNR) to identify places critical to meet Wisconsin's conservation and outdoor recreation needs over the next 50 years. In 2002, after a three-year period of public input, the WIDNR completed the Legacy Report – finalized in 2006. The final report identifies 229 Legacy Places and 8 Statewide Needs and Resources. The Report identifies nine criteria that were used in order to identifying the types or characteristics of places critical to meeting Wisconsin’s conservation and outdoor recreation needs. The nine criteria were:

1. Protect the Pearls (protect the last remaining high quality and unique natural areas).



2. Protect Functioning Ecosystems in Each Part of the State (protect representative, functional natural landscapes that help keep common species common).
3. Maintain Accessibility and Usability of Public Lands (protect land close to where people live and establish buffers that ensure these lands remain useable and enjoyable).
4. Think Big (protect large blocks of land).
5. Ensure Abundant Recreation Opportunities (provide a wide range of outdoor recreation opportunities).
6. Connect the Dots (link public and private conservation lands through a network of corridors).
7. Protect Water Resources (protect undeveloped or lightly developed shorelands, protect water quality and quantity, and protect wetlands).
8. Promote Partnerships (leverage state money and effort through partnerships with other agencies and organizations).
9. Diversify Protection Strategies (where feasible, utilize options other than outright purchase to accomplish conservation and recreation goals).

Figure 5.4.3: WIDNR Ecological Landscapes

The 229 Legacy Places range in size and their relative conservation and recreation strengths. They also vary in the amount of formal protection that has been initiated and how much potentially remains. The Legacy Places are organized in the report by 16 ecological landscapes, shown in Figure 5.12 (ecological landscapes are based on soil, topography, vegetation, and other attributes). Rusk County is located within the Northern Central Forest ecological landscapes.

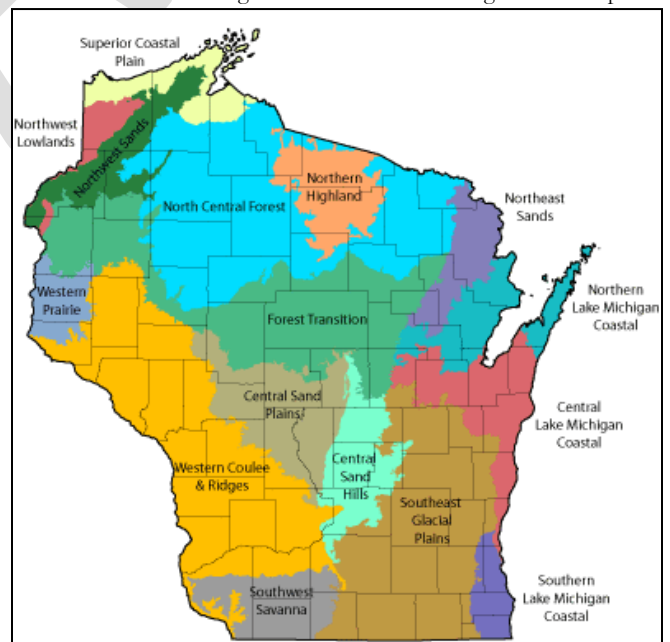
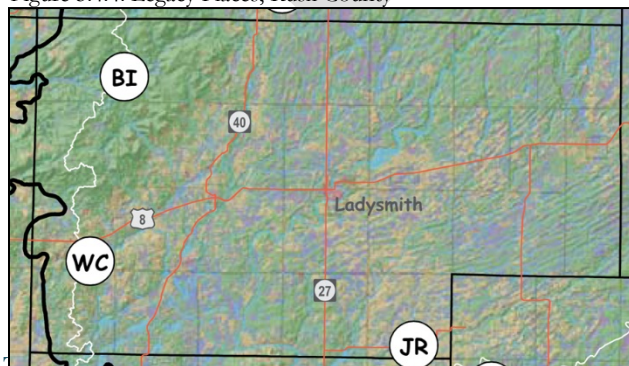


Figure 5.4.4: Legacy Places, Rusk County



within) Rusk County are:

- 
- Blue Hills (BI)
  - Weyerhaeuser Cedar Swamp (WC)
  - Jump River (JR)

The Weyerhaeuser Cedar Swamp is the closest to the Town of Stubbs. Refer to the report for specific information (Source: WIDNR Legacy Report)

### Groundwater

Groundwater is the only source of drinking water in the Town of Stubbs. It is a critical resource, not only because it is used by residents as their source of water, but also because rivers, streams, and other surface water depends on it for recharge. Groundwater contamination is most likely to occur where fractured bedrock is near ground surface, or where only a thin layer of soil separates the ground surface from the water table. According to the 2011 WIDNR Susceptibility to Groundwater Contamination Map, the Town of Stubbs generally ranks high to medium-high for susceptibility to groundwater contamination.

Groundwater can be contaminated through both point and non-point source pollution (NPS). The Environmental Protection Agency defines NPS as:

“Pollution which occurs when rainfall, snowmelt, or irrigation runs over land or through the ground, picks up pollutants, and deposits them into rivers, lakes, and coastal waters or introduces them into ground water.” And point source pollution as: “Sources of pollution that can be traced back to a single point, such as a municipal or industrial wastewater treatment plant discharge pipe.”

According to the EPA, NPS pollution remains the Nation’s largest source of water quality problems and is the main reason why 40% of waterways are not clean enough to meet basic uses such as fishing or swimming. The most common NPS pollutants are sediment (erosion, construction) and nutrients (farming, lawn care). Areas that are most susceptible to contaminating groundwater by NPS pollution include:

- An area within 250ft of a private well or 1000ft of a municipal well
- An area within the Shoreland Zone (300ft from streams, 1000ft from rivers and lakes)
- An area within a delineated wetland or floodplain
- An area where the soil depth to groundwater or bedrock is less than 2 feet

### Stream Corridors

Wisconsin is divided into three major River Basins, each identified by the primary waterbody into which the basin drains (Figure 5.4.5). The entire western portion of the State is located within the Mississippi Basin. The three basins are further subdivided into 24 Water Management Units (Figure 5.4.5). The majority of the County is in the Upper Chippewa geographic management units (GMUs), while the western portion and the entire Plan Area is located within the Lower Chippewa GMU.

Figure 5.4.5: River Basins & Water Management Units

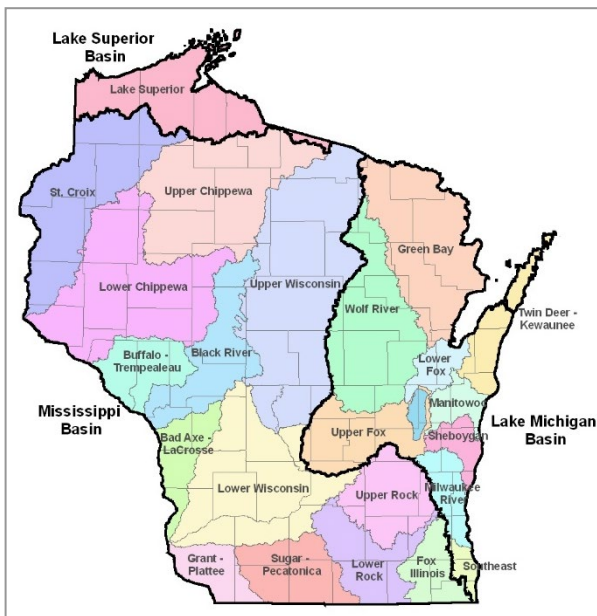
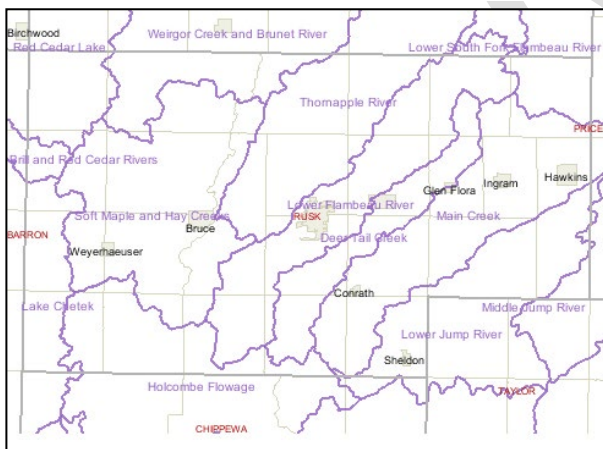


Figure 5.4.6: Rusk County Watersheds



### Surface Water

Surface water resources, consisting of rivers and streams together with associated floodplains, form an integral element of the natural resource base of the Town of Stubbs. Surface water resources influence the physical development of an area, provide recreational opportunities, and enhance the aesthetic quality of the area. Rivers and streams constitute focal points of water related recreational activities; provide an attractive setting for properly planned residential development; and, when viewed in context of the total landscape, greatly enhance the aesthetic quality of the environment. Rivers and streams are susceptible to degradation through improper rural and urban land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads, that result from malfunctioning and improperly located onsite sewage disposal systems; urban runoff; runoff from

The WIDNR releases the State of the Lower Chippewa River Basin Report and has completed a master plan. The goal of the report is to inform basin residents and decision-makers about the status of their resource base so that they can make informed, thoughtful decisions that will protect and improve the future state of the Lower Chippewa River Basin.

The report indicates that the top four priority issues for the Basin are:

- Loss, impairment, and fragmentation of native habitat has jeopardized the ecosystem's balanced communities
- Excessive sedimentation to surface water and net importation of nutrients into the River Basin degrading surface and ground water
- Development of rural landscapes are compromising the biological integrity of the landscape and creating forest fire protection issues, and development is encroaching on green space, altering infiltration and drainage patterns
- Agricultural, industrial, and urban/rural development is threatening the high quality and plentiful groundwater resource

Each WMU is further subdivided into one or more of Wisconsin's 334 Watersheds. A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed.

The Lower Chippewa WMU consists of 24 watersheds. Most of the Plan Area is within the Soft Maple and Hay Creek Watershed.

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construction sites; and careless agricultural practices. The water quality of streams and ground water may also be adversely affected by the excessive development of river areas combined with the filling of peripheral wetlands (which if left in a natural state serve to entrap and remove plant nutrients occurring in runoff, thus reducing the rate of nutrient enrichment of surface waters that results in weed and algae growth).

Perennial streams are defined as watercourses that maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. The perennial streams in the Town of Stubbs are shown on the Water Resources Map. Perennial streams in the Town include Soft Maple Creek, Hay Creek, Cranberry Creek, and Chippewa River.

There are five lakes within the Plan Area. The largest lake in the Town is Amacoy Lake (approximately 278 acres) located in the southeastern quadrant. Styles Lake (approximately 7 acres) is the northwest quadrant. The remaining lakes are along the eastern border: Atwood Lake (approximately 5 acres), Martinadale Lake, and Bruce Lake (approximately 31 acres). (Source: WDNR: Wisconsin Lakes Directory)

### **Outstanding & Exceptional Waters**

Wisconsin has classified many of the State's highest quality waters as Outstanding Resource Waters (ORWs) or Exceptional Resource Waters (ERWs). Waters designated as ORW or ERW are surface waters that provide outstanding recreational opportunities, support valuable fisheries, have unique hydrologic or geologic features, have unique environmental settings, and are not significantly impacted by human activities. The primary difference between the two is that ORW's typically do not have any direct point sources (e.g., industrial or municipal sewage treatment plant, etc.) discharging pollutants directly to the water. An ORW or ERW designation does not include water quality criteria like a use designation. Instead, it is a label that identifies waters the State has identified that warrant additional protection from the effects of pollution. These designations are intended to meet federal Clean Water Act obligations requiring Wisconsin to adopt an "antidegradation" policy that is designed to prevent any lowering of water quality.

Rusk County has 319.95 stream miles of designated waters. Rusk County has twenty-nine (29) ERW's and seventeen (17) ORW's. See <https://dnr.wi.gov/topic/SurfaceWater/orwerw.html> for a full list and map of Rusk County designated waters. (Source: WIDNR, Rusk County Land & Water Management Plan)

### **Impaired Waters**

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." This list identifies waters that are not meeting water quality standards, including both water quality criteria for specific substances or the designated uses, and is used as the basis for development of Total Maximum Daily Loads (TMDLs). States are required to submit a list of impaired waters to EPA for approval every two years. These waters are listed within Wisconsin's 303(d) Waterbody Program and are managed by the WDNR's Bureau of Watershed Management. Impaired Waters in the County include Amacoy Lake, Dairyland Reservoir, Deer Tail



Creek, Holcombe Flowage, Meadow Brook, Mud Creek, Perch Lake, Pine Lake, Potato Lake, Sand Lake, Tenmile Creek, Becky Creek, and two unnamed rivers. (Source: WIDNR)

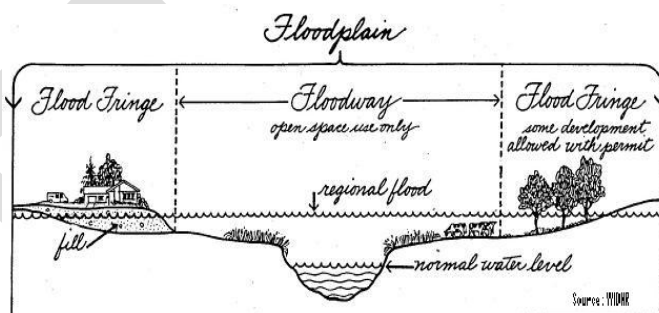
### Floodplains

Floods are the nation's and Wisconsin's most common natural disaster and therefore require sound land use plans to minimize their effects. Benefits of floodplain management are the reduction and filtration of sediments into area surface waters, storage of floodwaters during regional storms, habitat for fish and wildlife, and reductions in direct and indirect costs due to floods.

#### Direct Costs:

- Rescue and Relief Efforts
- Clean-up Operations
- Rebuilding Public Utilities & Facilities
- Rebuilding Uninsured Homes and Businesses
- Temporary Housing Costs for Flood Victims

Figure 5.4.7



#### Indirect Costs

- Business Interruptions (lost wages, sales, production)
- Construction & Operation of Flood Control Structures
- Cost of Loans for Reconstructing Damaged Facilities
- Declining Tax Base in Flood Blight Areas
- Subsidies for Flood Insurance

The Development Limitations Map displays the floodplain areas in the Plan Area. These floodplains encompass an area of about 774 acres. The Federal Emergency Management Agency (FEMA) designates floodplain areas. A flood is defined as a general and temporary condition of partial or complete inundation of normally dry land areas. The area inundated during a flood event is called the floodplain. The floodplain includes the floodway, the floodfringe, and other flood-affected areas. The floodway is the channel of a river and the adjoining land needed to carry the 100-year flood discharge. Because the floodway is characterized by rapidly moving and treacherous water, development is severely restricted in a floodway. The floodfringe, which is landward of the floodway, stores excess floodwater until it can be infiltrated or discharged back into the channel. During a regional flood event, also known as the 100-year, one-percent, or base flood, the entire floodplain or Special Flood Hazard Area (SFHA) is inundated to a height called the regional flood elevation (RFE). (Source: WIDNR Floodplain & Shoreland Zoning Guidebook)

Floodplain areas generally contain important elements of the natural resource base such as woodlands, wetlands, and wildlife habitat; therefore they constitute prime locations necessary for park, recreation, and open space areas. Every effort should be made to discourage incompatible urban development of floodplains and to encourage compatible park, recreation, and open space uses.

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Floodplain zoning applies to counties, cities and villages. Section 87.30, Wis. Stats., requires that each county, village and city shall zone, by ordinance, all lands subject to flooding. Chapter NR 116, Wis. Admin. Code requires all communities to adopt reasonable and effective floodplain zoning ordinances within their respective jurisdictions to regulate all floodplains where serious flood damage may occur within one year after hydraulic and engineering data adequate to formulate the ordinance becomes available. Refer to the Rusk County Floodplain Ordinance. (Source: WIDNR Floodplain & Shoreland Zoning Guidebook)

### Wetlands

Wetlands are areas in which water is at, near, or above the land surface and which are characterized by both hydric soils and by the hydrophytic plants such as sedges, cattails, and other vegetation that grow in an aquatic or very wet environment. Wetlands generally occur in low-lying areas and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained. Under certain conditions wetlands may also occur in upland areas. Wetlands accomplish important natural functions, including:

- Stabilization of lake levels and stream flows,
- Entrapment and storage of plant nutrients in runoff (thus reducing the rate of nutrient enrichment of surface waters and associated weed and algae growth),
- Contribution to the atmospheric oxygen and water supplies,
- Reduction in stormwater runoff (by providing areas for floodwater impoundment and storage),
- Protection of shorelines from erosion,
- Entrapment of soil particles suspended in stormwater runoff (reducing stream sedimentation),
- Provision of groundwater recharge and discharge areas,
- Provision of habitat for a wide variety of plants and animals, and
- Provision of educational and recreational activities.

The Wisconsin Wetland Inventory (WWI) was completed in 1985. Pre-European settlement wetland figures estimate the state had about 10 million acres of wetlands. Based on aerial photography from 1978-79, the WWI shows approximately 5.3 million acres of wetlands remaining in the state representing a loss of about 50% of original wetland acreage. This figure does not include wetlands less than 2 or 5 acres in size (minimum mapping unit varies by county); and because the original WWI utilized aerial photographs taken in the summer, some wetlands were missed. In addition, wetlands that were farmed as of the date of photography used and then later abandoned due to wet conditions were not captured as part of the WWI.

The latest Rusk County data within the Wisconsin DNR wetlands inventory lists 113,005 acres of wetlands (19.3% of the land area) in the County. The Existing Land Use Map displays the wetland areas in the Plan Area. These wetlands encompass an area of about 4,654 acres in the Town of Stubbs.

Wetlands are not conducive to residential, commercial, and industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, as well as the associated high water table. If ignored in

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land use planning and development, those limitations may result in flooding, wet basements, unstable foundations, failing pavement, and excessive infiltration of clear water into sanitary sewers. In addition, there are significant onsite preparation and maintenance costs associated with the development of wetland soils, particularly as related to roads, foundations, and public utilities. Recognizing the important natural functions of wetlands, continued efforts should be made to protect these areas by discouraging costly, both in monetary and environmental terms, wetland draining, filling, and urbanization. The Wisconsin DNR and the US Army Corp of Engineers require mitigation when natural wetland sites are destroyed.

#### Threatened or Endangered Species

While the conservation of plants, animals and their habitat should be considered for all species, this is particularly important for rare or declining species. The presence of one or more rare species and natural communities in an area can be an indication of an area's ecological importance and should prompt attention to conservation and restoration needs. Protection of such species is a valuable and vital component of sustaining biodiversity.

Both the state and federal governments prepare their own separate lists of such plant and animal species but do so working in cooperation with one another. The WI-DNR's Endangered Resources Bureau monitors endangered, threatened, and special concern species and maintains the state's Natural Heritage Inventory (NHI) database. The NHI maintains data on the locations and status of rare species in Wisconsin and these data are exempt from the open records law due to their sensitive nature. According to the Wisconsin Endangered Species Law it is illegal to:

1. Take, transport, possess, process or sell any wild animal that is included on the Wisconsin Endangered and Threatened Species List;
2. Process or sell any wild plant that is a listed species;
3. Cut, root up, sever, injure, destroy, remove, transport or carry away a listed plant on public lands or lands a person does not own, lease, or have the permission of the landowner.

There are exemptions to the plant protection on public lands for forestry, agriculture and utility activities. In some cases, a person can conduct the above activities if permitted under a Department permit (i.e. "Scientific Take" Permit or an "Incidental Take" Permit).

Table 5.4.4 list those elements contained in the NHI inventory for the Town of Stubbs. These elements represent "known" occurrence and additional rare species and their habitat may occur in other locations but are not recorded within the NHI database. For a full list of elements known to occur in Rusk County & Wisconsin visit the WIDNR's Endangered Resources Bureau.

- Endangered Species - one whose continued existence is in jeopardy and may become extinct.
- Threatened Species - one that is likely, within the foreseeable future, to become endangered.
- Special Concern Species - one about which some problem of abundance or distribution is suspected but not proven.



Table 5.4.4: Natural Heritage Inventory Data on Rare and Endangered Species

| Scientific Name               | Common Name             | WI Status | Group     |
|-------------------------------|-------------------------|-----------|-----------|
| <i>Acipenser fulvescens</i>   | Lake Sturgeon           | SC/H      | Fish      |
| <i>Alasmidonta marginata</i>  | Elktoe                  | SC/P      | Mussel    |
| <i>Cyclonaias tuberculata</i> | Purple Wartyback        | END       | Mussel    |
| <i>Ophiogomphus anomalus</i>  | Extra-striped Snaketail | END       | Dragonfly |
| <i>Ophiogomphus susbehcha</i> | St. Croix Snaketail     | END       | Dragonfly |
| <i>Percina evides</i>         | Gilt Darter             | THR       | Fish      |
| <i>Plethobasus cyphus</i>     | Sheepnose               | END       | Mussel    |
| <i>Glyptemys insculpta</i>    | Wood Turtle             | THR       | Turtle    |
| <i>Plethobasus cyphus</i>     | Sheepnose               | END       | Mussel    |

NOTE: END = Endangered; THR = Threatened; SC = Special Concern; NA\* = Not applicable, SC/N = Regularly occurring, usually migratory and typically non-breeding species for which no significant or effective habitat conservation measures can be taken in Wisconsin, SC/H = Of historical occurrence in Wisconsin, perhaps having not been verified in the past 20 years, and suspected to be still extant. Naturally, an element would become SH without such a 20-year delay if the only known occurrence were destroyed or if it had been extensively and unsuccessfully looked for.

The Federal Endangered Species Act (1973) also protects animals and plants that are considered endangered or threatened at a national level. The law prohibits the direct killing, taking, or other activities that may be detrimental to the species, including habitat modification or degradation, for all federally listed animals and designated critical habitat. Federally listed plants are also protected but only on federal lands.

#### Forests & Woodlands

Under good management forests, or woodlands, can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the woodlands contribute to the maintenance of a diversity of plant and animal life in association with human life. Unfortunately, woodlands, which require a century or more to develop, can be destroyed through mismanagement in a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values; for scenery, wildlife habitat, open space, education, recreation, and air and water quality protection.

The Existing Land Use Map displays those lands that are wooded in the Plan area. Approximately 10,488 acres (45%) of the Town of Stubbs are forested.

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### Environmentally Sensitive Areas & Wildlife Habitat

Taken together, surface waters, wetlands, floodplains, woodlands, steep slopes, and parks represent environmentally sensitive areas that deserve special consideration in local planning. Individually all of these resources are important areas, or “rooms,” of natural resource activity. They become even more functional when they can be linked together by environmental corridors, or “hallways.” Wildlife, plants, and water all depend on the ability to move freely within the environment from room to room. Future planning should maintain and promote contiguous environmental corridors in order to maintain the quantity and quality of the natural ecosystem.

The WIDNR maintains other significant environmental areas through its State Natural Areas (SNA) program. State Natural Areas protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations and archeological sites. Wisconsin's 687 State Natural Areas are valuable for research and educational use, the preservation of genetic and biological diversity, and for providing benchmarks for determining the impact of use on managed lands. They also provide some of the last refuges for rare plants and animals. In fact, more than 90% of the plants and 75% of the animals on Wisconsin's list of endangered and threatened species are protected on SNAs. Site protection is accomplished by several means, including land acquisition from willing sellers, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the natural area system by formal agreements between the DNR and the landowner. The SNA Program owes much of its success to agreements with partners like The Nature Conservancy, USDA Forest Service, local Wisconsin land trusts, and county governments. (Source: WIDNR)

There are no SNA in the Plan area and two within Rusk County. Blue Hills Felsenmeer, a 75-acre tract of land is located in west-central Rusk County, near the County border. It consists of several small valleys located on the southwest side of the Blue Hills. Skinner Creek Hardwoods is located in the north-eastern section of the County. Most SNA's are open to the public; however these sites usually have limited parking and signage. Visit the WINDR Bureau of Endangered Resources for more information each location.

### Metallic & Non-Metallic Mineral Resources

Mineral resources are divided into two categories, metallic and non-metallic resources. Metallic resources include lead and zinc. Nonmetallic resources include sand, gravel, and limestone. In June of 2001, all Wisconsin counties were obliged to adopt an ordinance for nonmetallic mine reclamation. (Refer to Rusk County Department of Zoning) The purpose of the ordinance is to achieve acceptable final site reclamation to an approved post-mining land use in compliance with uniform reclamation standards. Uniform reclamation standards address environmental protection measures including topsoil salvage and storage, surface and groundwater protection, and concurrent reclamation to minimize acreage exposed to wind and water erosion. After reclamation many quarries become possible sites for small lakes or landfills. Identification of quarry operations is necessary in order to minimize nuisance complaints by neighboring uses and to identify areas that may have additional transportation needs related to trucking. There are seven non-metallic mines within the Town.

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### 5.4.3 Cultural Resource Inventory

The following section details some of the important cultural resources in the Town of Stubbs and Rusk County. Cultural resources, programs, and special events are very effective methods of bringing people of a community together to celebrate their cultural history. Not only do these special events build community spirit, but they can also be important to the local economy. Unfortunately, there are many threats to the cultural resources of a community. Whether it is development pressure, rehabilitation and maintenance costs, or simply the effects of time, it is often difficult to preserve the cultural resources in a community. Future planning within the community should minimize the effects on important cultural resources in order to preserve the character of the community.

In 1901, Rusk County (originally named Gates County) was created from Chippewa County. The name was changed in 1905 to commemorate Jeremiah Rusk, a Civil War hero, Wisconsin Congressman, State Governor, and the first U.S. Secretary of Agriculture under President Benjamin Harrison.

The logging industry and the railroad line opened up this territory beginning in 1884. At this time, the Soo Line Railway was being completed from the west to Bruce. Many homes and business were constructed along this railroad line. As it continued to be expanded to the east, small towns and villages, as well as the City of Ladysmith, blossomed.

#### Historical Resources

Wisconsin Historical Markers identify, commemorate and honor the important people, places, and events that have contributed to the state's heritage. The WI Historical Society's Division of Historic Preservation administers the Historical Markers program. There are two registered historical markers in Rusk County:

- Appolonia Congregational Church, Highway 8 and Cemetery Road
- Chippewa River & Menomonie Railway, Highway 8

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history. Most properties became part of the Inventory as a result of a systematic architectural and historical survey beginning in 1970s. Caution should be used as the list is not comprehensive and much of the information is dated, as some properties may be altered or no longer exist. Due to funding cutbacks, the Historical Society has not been able to properly maintain the database. In addition, many of the properties in the inventory are privately owned and are not open to the public. Inclusion of a property conveys no special status, rights or benefits to the owners. There are twenty-four AHI records listed for the Town of Stubbs (contact the State Historical Society for more information on each record).

Table 5.4.5: AHI Inventory

| AHI ID # | T, R, S  | Location   | Resource Type - Style | Historic Name                              |
|----------|----------|--|-----------------------|--|
| 20364    | 3408W-01 | Natchwey Rd. (0.4 mi. south of CR-O)                                     | House                 | <i>Fred Siglin House</i>                   |
| 20365    | 3408W-01 | Corner of Mill Ave. & Broadway   | House                 | <i>Kellogg House</i>                       |
| 20366    | 3408W-01 | Corner of 2nd Ave. & US-8  | House                 | <i>Frank Munroe House</i>                  |
| 20367    | 3408W-01 | Corner of 1st Ave. & First St.   | House                 | <i>Emery W Hill House</i>                  |
| 20368    | 3408W-01 | US-8 & Cemetery Rd.  | Church                | <i>Congregational Church</i>               |
| 20369    | 3408W-12 | South 2nd Street   | House                 | <i>Ben Kepner House</i>                    |
| 20370    | 3408W-12 | Corner of 2nd Ave & 1st Ave.   | House                 | <i>Cameron House</i>                       |
| 20371    | 3408W-15 | Hutchinson Rd.   | Garage                | <i>Pinjumuz Farmstead</i>                  |
| 20372    | 3408W-15 | Hutchinson Rd.   | Barn                  | <i>Pinjumuz Farmstead</i>                  |
| 20373    | 3408W-15 | Hutchinson Rd.   | House                 | <i>Pinjumuz Farmstead</i>                  |
| 20374    | 3408W-15 | Hutchinson Rd.   | House                 | <i>John Trazak Farmstead</i>               |
| 20375    | 3408W-15 | Hutchinson Rd.   | House<br>Centric      | <i>L. Plaszc House</i>                     |
| 20376    | 3408W-18 | CR-F (1.0 mile east of Weyerhauser)                                      | Barn                  | <i>n.a.</i>                                |
| 20377    | 3408W-21 | Amacoy Lake Rd. & Hutchinson Rd<br>Hutchinson Rd. (1.0 mile south of US- | Town Hall             | <i>Harding School House</i>                |
| 20378    | 3408W-21 | 8)   | House                 | <i>Blazey Draus Farmstead</i>              |
| 20379    | 3408W-21 | Hutchinson Rd. (1.0 mile south of US-8)                                  | Outbuilding           | <i>Blazey Draus Farmstead</i>              |
| 20380    | 3408W-21 | Hutchinson Rd. (1.0 mile south of US-8)                                  | Other                 | <i>Blazey Draus Farmstead</i>              |
| 20381    | 3408W-21 | Hutchinson Rd. (1.0 mile south of US-8)                                  | Silo                  | <i>Blazey Draus Farmstead</i>              |
| 20382    | 3408W-23 | Lake Amacoy Rd.  | House                 | <i>Ross Burlington-John Swenbart House</i> |
| 20383    | 3408W-24 | Highway 40   | House                 | <i>Ross Granger House</i>                  |
| 20384    | 3408W-24 | Highway 40   | House                 | <i>William Howard Goff Farm</i>            |
| 20385    | 3408W-26 | Highway 40 on Amacoy Lake  | Kitchen               | <i>Frank Pierce Stevens House</i>          |
| 20386    | 3408W-27 | Amacoy Lake Rd.  | House                 | <i>Joe Janowski House</i>                  |
| 20387    | 3408W-29 | CR-F (north of Right-of-way Road)  | House                 | <i>Walter O'Hara House (1902 CA- 1933)</i> |

Source: State Historical Society AHI Inventory, Town of Stubbs

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Archaeological Site Inventory (ASI) is a collection of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites throughout Wisconsin. Similar to the AHI, the ASI is not a comprehensive or complete list; it only includes sites reported to the Historical Society and some listed sites may be altered or no longer exist. The Historical Society estimates that less than 1% of the archaeological sites in the state have been identified. Wisconsin law protects Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries from intentional disturbance. Contact the State Historical Society for information about the location of archaeological sites in the Plan area.

Some resources are deemed so significant that they are listed as part of the State and National Register of Historic Places. The National Register is the official national list of historic properties in America worthy of preservation, maintained by the National Park Service. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage and is maintained by the Wisconsin Historical Society Division of Historic Preservation. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or local history.

The establishment of a historical preservation ordinance and commission is one of the most proactive methods a community can take to preserve cultural resources. A historical preservation ordinance typically contains criteria for the designation of historic structures, districts, or places, and procedures for the nomination process. The ordinance further regulates the construction, alteration and demolition of a designated historic site or structure. A community with a historic preservation ordinance may apply for Certified Local Government (CLG) status with the Wisconsin State Historical Society. Once a community is certified, they become eligible for:

- Matching sub-grants from the federal Historic Preservation Fund,
- Use of Wisconsin Historic Building Code,
- Reviewing National Register of Historic Places nominations allocated to the state.

There are currently 73 CLGs in the State of Wisconsin, but none in Rusk County.

## **5.5 Utility & Community Facilities**

This element provides a baseline assessment of the Town of Stubbs utility & community facilities and covers all of the information required under SS66.1001. Information includes: forecasted utility & community facilities needs, and existing utility & community facility conditions. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future development and maintenance of utility & community facilities in the Town of Stubbs.

In general, the majority of the Town of Stubbs utilities & community facilities are in excellent condition. Of particular note is the Town Hall. The facility should serve the needs of the Town for the foreseeable future. Additional development will increase the demand for local services such as fire, police, emergency rescue, recycling, and solid waste.

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## 5.5.1 Existing Utility & Community Facilities Conditions

### Sanitary Sewer System

Town of Stubbs residences rely on private septic systems for sanitary needs. The Rusk County Sanitary Ordinance regulates the proper location, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems. The County requires that all structures in the County that are intended for occupancy, where plumbing fixtures exist and pressurized water service is provided and which are not serviced by a public sewer, install a system for the holding or treatment and dispersal of sewage and wastewater. The County also requires approval for a sanitary system before issuance of a permit for the installation or modification of any sewage disposal system.

### Storm Water Management

Storm water management involves providing controlled release rates of runoff to receiving systems, typically through detention and/or retention facilities. A storm water management system can be very simple – a series of natural drainage ways – or a complex system of culverts, pipes, and drains. Either way, the purpose of the system is to store and channel water to specific areas, diminishing the impact of non-point source pollution. The Town has installed and manages gated culverts on the local stream between the Chippewa River and Amacoy Lake. Other culverts are installed on an as needs basis. There are no Town Ordinances relating to stormwater management and stormwater management activities (leaf pick-up, public education) are not undertaken by the Town.

Since March 10, 2003, federal law has required that landowners of construction sites with one acre or more of land disturbance obtain construction site storm water permit coverage to address erosion control and storm water management. Except within Indian Country, the Department of Natural Resources (DNR) has been delegated by the United States Environmental Protection Agency (USEPA) to implement the federal storm water program in Wisconsin. On August 1, 2004, the DNR received authority under revised ch. NR 216, Wis. Adm. Code, to require landowners of construction sites with one acre or more of land disturbance to obtain permit coverage. Landowners need to submit an application called a Notice of Intent (NOI) to request coverage under the Construction Site Storm Water Runoff General Permit No. WIS067831.

### Water Supply

Town of Stubbs businesses and residences rely on private wells for water needs. Wells are safe, dependable sources of water if sited wisely and built correctly. Wisconsin has had well regulations since 1936. NR 812 (formerly NR 112), Wisconsin's Administrative Code for Well Construction and Pump Installation, is administered by the DNR. The Well Code is based on the premise that if a well and water system is properly located, constructed, installed, and maintained, the well should provide safe water continuously without a need for treatment.

### Solid Waste Disposal & Recycling Facilities

Recycling facilities are located in the Town of Stubbs. Waste Management also operates a solid waste disposal (land fill site) in the Town. The existing use map identifies 130 acres of landfill operations and has a Conditional Use permit from Rusk County for 160 acres.



## Parks, Open Spaces & Recreational Resources

Parks and recreational resources are important components of a community’s natural resource inventory. These resources provide residents with areas to exercise, socialize, enjoy wildlife viewing or provide opportunities for environmental education for adults and children. Increasingly, parks and recreational resources can contribute to a community’s local economy through eco-tourism. In addition, these resources are important for wildlife habitat and movement. Taken together, it is clear that the protection, enhancement, and creation of parks and recreational resources are important to the quality of life and character of a community.

The National Recreation and Park Association recommends six to 10 total acres of parks or recreation space per 1,000 people within a community. Town of Stubbs contains one recreation facility for residents. A boat landing and picnic area is located on the shores of Amacoy Lake. Residents have many other recreational resources within close proximity, these are listed in the table below.

Table 5.18: Park and Recreation Facilities in Rusk County

| <b>Park/Recreation Facility</b>             | <b>Activity</b>   |
|---|---|
| Audie Flowage-Perch Lake Campground         | Fishing, camping, hiking, mountain bike, skiing, cross-country skiing   |
| Bruce Village Park                          | Ball field, lighted pavilion, play area   |
| Conrath Community Park                      | Small gazebo, picnicking, garden  |
| Glen Flora Park                             | Ball field, pavilion, play area   |
| Greenwood Park                              | Nature study, bird watching, hiking, snowshoeing, scenic creek  |
| Haley Park – Sheldon Hawkins Community Park | Fishing, camping, picnicking, canoe access, covered shelter   |
| Ingram Community Park                       | Two halls for festivals/receptions, picnicking, baseball, horseshoes  |
| Josie Creek Park                            | Pavilion, picnic area, walk-in cooler   |
| Lake Flambeau Community Park                | Camping, fishing, archery, shooting range, picnic area, playground  |
| Lake Flambeau Point Park                    | Fishing, boat landing, picnicking   |
| Memorial Park                               | Fishing   |
| Murphy Flowage Recreational Park            | Swimming beach, lighted picnic pavilions, horseshoes, basketball, boat landing, playground, tennis courts                           |
| O.J. Falge Park                             | Camping, fishing, hiking, biking trail, picnic area   |
| Riverside Park                              | Lighted picnic pavilion, horseshoes pits, firepit, ice skating rink, volleyball court, small playground                             |
| Thut Park                                   | Hiking trail along the west bank of the Flambeau River  |
| Weyerhaeuser Community Park                 | Picnic tables, horseshoe pits, ice skating rink   |
|   | Lighted covered pavilion w/ kitchen & coolers, picnicking, playground, volleyball pit, baseball, tennis court with basketball hoops |

Source: Rusk County, [www.ruskcounty.org](http://www.ruskcounty.org)



In addition to local and county parks, the Town of Stubbs has access to the Ice Age National Scenic Trail, the Blue Hills Trail, located 15 miles northwest of the town and the 6 mile Sisters' Farm Trail southwest of Ladysmith on the banks of the Flambeau River.

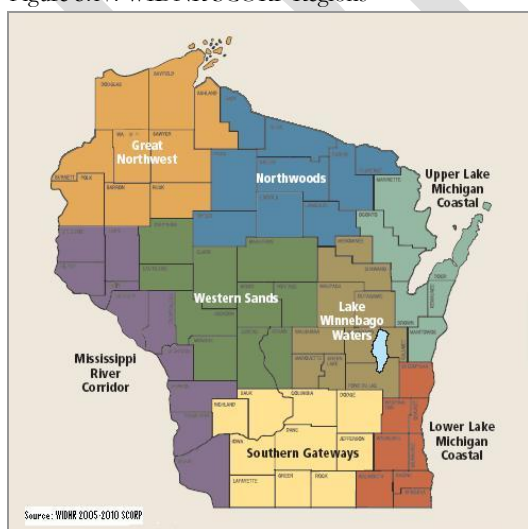
The 2019-2023 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) provides information on statewide and regional recreation, including recreation supply and demand, participation rates and trends, and recreation goals and actions. Since passage of the Federal Land and Water Conservation Fund (LWCF) Act of 1965, preparation of a statewide outdoor recreation plan has been required for states to be eligible for LWCF acquisition and development assistance. The LWCF is administered by the WIDNR and provides grants for outdoor recreation projects by both state and local governments. The following are a few highlights of the plan:

- 60% of residents rely on public lands and waters when participating in their favorite outdoor activity.
- Hiking/walking/running trails, bicycle trails, public access to rivers, lakes, and streams, public campsites, and public shooting ranges are the activities most needed in counties throughout the State.

The Warren Knowles-Gaylord Nelson Stewardship Program (Stewardship 2000) provides up to \$33.25 million annually through FY 2020 for outdoor recreation purposes.

The Wisconsin SCORP divides the state into eight planning regions based on geographic size, demographic trends, tourism influences, and environmental types. Together these influences shape each region's recreational profile, describing which activities are popular, which facilities need further development, and which issues are hindering outdoor recreation. Rusk County is a part of the Great Northwest (Douglas, Bayfield, Ashland, Sawyer, Washburn, Burnett, Polk, Barron, and Rusk Counties). The most common issues and needs for the region identified by the plan include:

Figure 5.17: WIDNR SCORP Regions



Needs:

- ATV/UTV riding
- Bicycling (on road and mountain biking)
- Bird or wildlife watching
- Camping (developed and primitive)
- Canoeing or kayaking
- Fishing
- Four-wheel vehicle driving
- Hiking, walking, trail running, backpacking
- Hunting – big game
- Motor boating
- Off-highway motorcycle riding
- Swimming in lakes and rivers

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### Telecommunication Facilities

There are a telecommunication tower located on Hwy 40 in Bruce. Bruce Telephone Company and BevComm (Weyerhaeuser) provides fiber internet in certain areas of the Town. Satellite providers include Dish and ViaSat.

### Power Plants & Transmission Lines

Electricity is provided to the Town of Stubbs through Excel Energy and Dairy Land Power. Waste Management supplies Dairy Land Power with methane produced electricity from landfill sites in the area.

### Cemeteries

There are two cemeteries located near the Town of Stubbs in Apollonia. One cemetery is closed (at capacity).

### Health Care Facilities

There are no health care facilities located in the Town of Stubbs. The nearest hospital, Marshfield Medical Center, is located in the City of Ladysmith. Service areas include ear, nose and throat (ENT), urology, neurology, radiology, obstetrics, gynecology, orthopedics, and general surgery.

Three nursing homes are located in the City of Ladysmith with 112 total beds. Ladysmith also has two assisted living facilities.

### Child Care Facilities

There are no licensed childcare facilities in the Town of Stubbs. Town residents rely on networks of friends and family for childcare needs, or utilize facilities in nearby Villages and Cities.

### Police & Emergency Services

The Rusk County Sheriff's Department, located in the City of Ladysmith, provides police service to Stubbs residents. The Department employs 35 personnel.

Fire services are operated by both the Bruce Fire Department and the Weyerhaeuser Fire Department. Both Departments include about 25 volunteers and include a full line of late model fire trucks and rescue equipment. Rescue services are also provided through EMS services from the Village of Bruce which includes 10 volunteers and 1 late model ambulance. EMS backup is provided by the City of Ladysmith.

### Libraries

There are no libraries in the Town of Stubbs. The nearest library is in the Village of Bruce (102 W. River Avenue). The Bruce Area Library has access to over 1.5 million items from 53 libraries in 10 counties, computers for public use, and offers children summer reading programs. Built in 2003, the building contains 4,509 square feet of floor area and is in excellent condition.

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### Schools

The Town of Stubbs is served by schools located in the Village of Bruce and the City of Chetek, located within the Bruce and Chetek-Weyerhaeuser School Districts respectively. The Bruce School District operates one elementary school, one middle school, and one high school. Total enrollment for the school district in 2018-19 was 441, down from 559 in 2007-8. The Chetek-Weyerhaeuser School District operates one elementary school, one middle school, and one high school as well as a charter school and North Star Academy. Total enrollment for the school district in 2018-19 was 976. (Source: 2008 WI Department of Public Instruction)

Rusk County is served by three post-secondary education facilities. The University of Wisconsin offers Extension and tele-courses in Ladysmith. The Wisconsin Indianhead Technical College also has a branch located in Ladysmith, which allows students to earn degrees in Supervisory Management Associate, Accounting Associate and Accounting Assistant Technical Diploma. Students at WITC Ladysmith can also take courses towards a degree in areas like Administrative Assistant, Finance, Marketing and other areas, as well as earn certificates in several areas like Computerized Accounting, Supervisory Leadership and Supervisory Management Systems.

Located approximately 55 miles away, the nearest four-year university is the University of Wisconsin – Eau Claire. A two-year University of Wisconsin campus is located in the City of Rice Lake (approximately 30 miles away from the Town of Stubbs).

### Other Government Facilities

The Stubbs Town Hall is located at 3305 Hutchinson Road, off highway 8, near the Village of Weyerhaeuser. Built in 2004, the building is in excellent condition.

## **5.6 Economic Development**

This element provides a baseline assessment of the Town of Stubbs economic development and covers all of the information required under SS66.1001. Information includes: labor market statistics, economic base statistics, new businesses desired, strength & weaknesses for economic development, analysis of business & industry parks, and environmentally contaminated sites. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future economic development activities in the Town of Stubbs.

### **5.6.1 Economic Development Existing Conditions**

#### Labor Market

Table 5.6.1 details the employment status of workers in the Town of Stubbs as compared to Rusk County and the State.

Table 5.6.1: Employment Status of Civilians 16 Years or Older

| <b>Employment Status,<br/>Civilians 16 Years or<br/>Older</b> | <b>Town of<br/>Stubbs</b> | <b>Rusk County</b> | <b>Wisconsin</b> |
|---|---------------------------|--------------------|------------------|
| In Labor Force<br>(1990)                                      | 279                       | 6,860              | 2,598,898        |
| Unemployment Rate   | 10.0%                     | 9.7%               | 4.3%             |
| In Labor Force (2000)   | 293                       | 7,473              | 2,996,091        |
| Unemployment Rate   | 1.0%                      | 6.3%               | 3.4%             |
| In Labor Force (2007)   | Not Available             | 7,441              | 3,062,932        |
| Unemployment<br>Rate  | -                         | -                  | -                |
| In Labor Force (2017)   | 188 - 319                 | 6,731              | 3,089,625        |
| Unemployment Rate   | 0.2% - 5.6%               | 4.1%               | 4.7%             |

Source: US Census and WI Department of Workforce Development

Table 5.6.2 indicates the percentage of workers by class for the Town of Stubbs, Rusk County and the State, in years 2013-2017.

Table 5.6.2

| <b>Class of Worker</b>   | <b>Town of Stubbs</b> | <b>Rusk County</b> |
|--|-----------------------|--------------------|
| Private for-profit wage and salary workers                               | 42.3% - 100%          | 68.9%              |
| Private not-for-profit wage and salary workers                           | 6.7% - 7.5%           | 7.4%               |
| Government Workers   | 6.7% - 18.3%          | 12.3%              |
| Self-employed in own not incorporated business and unpaid family workers | 5.0% - 23.1%          | 11.4%              |
| <b>Total</b>   | <b>100%</b>           | <b>100.0%</b>      |

Source: 2013-2017 American Community Survey

Table 5.6.3 describes the workforce by occupation within the Town, County and State in years 2013-2017. The likely highest percentage of occupations of employed Stubbs residents is in the Manufacturing category. This category also ranks highest for Rusk County and the State. Between 4% and 19.4% of Stubbs residents are employed in Farm, Fishing or Forestry occupations.

Table 5.6.3: Employment by Occupation

| Employment by Occupation, Civilians 16 Years & Older                                   | Town of Stubbs Number | Town of Stubbs Percent | Rusk County Number | Rusk County Percent | Wisconsin Number | Wisconsin Percent |
|--|-----------------------|------------------------|--------------------|---------------------|------------------|-------------------|
| Agriculture, Forestry, Fishing, Hunting, Mining  | 12 - 36               | 4.0% - 19.4%           | 465 - 599          | 7.0% - 9.5%         | 70,575           | 2.4%              |
| Construction   | 2 - 12                | 0.7% - 6.5%            | 367 - 489          | 5.5% - 7.8%         | 160,587          | 5.5%              |
| Manufacturing  | 48 - 102              | 16.1% - 54.8%          | 1,587 - 1,853      | 23.9% - 29.5%       | 540,274          | 18.4%             |
| Wholesale Trade  | 3 - 13                | 1.0% - 7.0%            | 114 - 192          | 1.7% - 3.1%         | 79,418           | 2.7%              |
| Retail Trade   | 4 - 44                | 1.3% - 23.7%           | 605 - 837          | 9.1% - 13.3%        | 331,399          | 11.3%             |
| Transportation and Warehousing   | 1 - 29                | 0.3% - 15.6%           | 286 - 416          | 4.3% - 6.6%         | 127,961          | 4.4%              |
| Information  | 0 - 3                 | 0% - 1.6%              | 47 - 137           | 0.7% - 2.2%         | 48,221           | 1.6%              |
| Finance, Insurance, Real Estate, Rental and Leasing                                    | 3 - 19                | 1.0% - 10.2%           | 131 - 207          | 2.0% - 3.3%         | 177,957          | 6.1%              |
| Professional, Scientific, Management, and Administrative and Waste Management Services | 5 - 17                | 1.7% - 9.1%            | 208 - 302          | 3.1% - 4.8%         | 243,554          | 8.3%              |
| Educational Services, Healthcare, and Social Assistance                                | 18 - 46               | 6.0% - 24.7%           | 1,109 - 1,355      | 16.7% - 21.6%       | 682,285          | 23.2%             |
| Arts, Entertainment, Recreation, Accommodation, and Food Services                      | 5 - 23                | 1.7% - 12.4%           | 205 - 307          | 3.1% - 4.9%         | 254,526          | 8.7%              |
| Other Services, except Public Administration   | 3 - 15                | 1.0% - 8.1%            | 207 - 325          | 3.1% - 5.2%         | 121,136          | 4.1%              |
| Public Administration  | 4 - 18                | 1.3% - 9.7%            | 220 - 356          | 3.3% - 5.7%         | 101,987          | 3.5%              |
| Total  | 186 - 298             | 100%                   | 6,286 - 6,640      | 100%                | 2,939,880        | 100%              |

Source: 2013-2017 American Community Survey

Figure 5.6.4 shows the earnings for workers within the Town, County and State, in years 2000 & 2010. Earning figures are reported in two forms: per capita income (based on individual wage earner), and median household income (based on every unit of occupancy). For both income indicators as of 2010, the Town of Stubbs ranks higher than the median for Rusk County, but lower than that for the State as a whole. However, the rate of growth for individuals living below the poverty level has drastically increased when compared to Rusk County and the State over the same timeframe. State and County numbers have also grown, but not nearly as quickly as for the Town.

Figure 5.6.4: Income

| Income                    | Town of Stubbs 2000 | Town of Stubbs 2010 | Percent Change 2000-2010 | Rusk County 2000 | Rusk County 2010 | Percent Change 2000-2010 | Wisconsin 2000 | Wisconsin 2010 | Percent Change 2000-2010 |
|---------------------------|---------------------|---------------------|--------------------------|------------------|------------------|--------------------------|----------------|----------------|--------------------------|
| Per Capita Income         | 15,642              | 24,750              | 58.2%                    | 15,563           | 20,573           | 32.2%                    | 21,271         | 26,624         | 25.2%                    |
| Median Household Income   | 35,000              | 44,375              | 26.8%                    | 31,023           | 38,352           | 23.6%                    | 43,624         | 51,598         | 18.3%                    |
| Individuals Below Poverty | 7.0%                | 17.6%               | 151.4%                   | 11.8%            | 16.4%            | 38.8%                    | 8.7%           | 13.2%          | 51.7%                    |

Source: US Census Bureau

1. The Census Bureau uses a set of money income thresholds that vary by family size, composition, and the average price of a “bundle of goods” to determine poverty thresholds. If the total income for a family or unrelated individual falls below the relevant poverty threshold, then the family or unrelated individual is classified as being "below the poverty level."

Table 5.6.5 details the educational attainment of Town of Stubbs, Rusk, and State residents 25 years and older according to the 2010 U.S. Census and 2013-2017 American Community Survey. In year 2010, 94.1% of Town of Stubbs residents 25 years or older, have at least a high school diploma. This figure is higher than Rusk County (85.2%) and the State average (89.3%). In 2017, estimates place that rate at 91.4% for the Town of Stubbs, 87% for Rusk County, and 91.8% for the State. The State has a significantly higher number of graduate and professional degrees (9.9%) than both the Town of Stubbs (5.8%) and the County (4.8%), although growth of individuals with higher levels of educational attainment has been much higher than in the County for the past few years.

Table 5.6.5: Educational Attainment Person 25 Years & Over

| Educational Attainment Person 25 Years and Over | Town of Stubbs 2010 | Town of Stubbs 2017 | Rusk County 2010 | Rusk County 2017 | Wisconsin 2010 | Wisconsin 2017 |
|---|---------------------|---------------------|------------------|------------------|----------------|----------------|
| Less than 9th Grade                             | 3.30%               | 0% - 4.7%           | 5.30%            | 4.80%            | 3.70%          | 2.80%          |
| 9th to 12th No Diploma                          | 25.60%              | 12.6% - 32.8%       | 9.50%            | 8.20%            | 6.90%          | 5.50%          |
| HS Grad   | 55.20%              | 45.4% - 17.1%       | 44.90%           | 42.50%           | 34.00%         | 31.30%         |
| Some College                                    | 19.90%              | 29.9% - 10.7%       | 18.00%           | 19.00%           | 20.60%         | 20.90%         |
| Associate Degree                                | 8.20%               | 19.3% - 4.6%        | 7.50%            | 10.70%           | 9.00%          | 10.50%         |
| Bachelor's Degree                               | 7.70%               | 11.4%               | 10.90%           | 10.00%           | 17.10%         | 19.20%         |
| Graduate/Prof. Degree                           | 3.10%               | 3.4% - 8.2%         | 3.90%            | 4.80%            | 8.60%          | 9.90%          |
|   |                     | 68.6% -             |                  |                  |                |                |
| Percent High School Grad or Higher              | 94.10%              | 100%                | 85.20%           | 87.00%           | 89.30%         | 91.80%         |

Source: US Census, American Community Survey



Economic Base

Table 5.24 lists the top 25 employers in Rusk County as reported by the Wisconsin Department of Workforce Development, in year 2018. Weather Shield Manufacturing, in the City of Ladysmith, continues to be the largest employer for Rusk County. Notable other employers in the area include Waste Management which employs 5-9 individuals, and Active Dogs (20-49).

Table 5.6.6: Top 25 Employers in Rusk County

|    | <b>Employer</b>                     | <b>Industry Type</b>                               | <b>Number of Employees</b> |
|----|-------------------------------------|--|----------------------------|
| 1  | Weather Shield Manufacturing        | Wood Window and Door Manufacturing                 | 500-999                    |
| 2  | Jeld-Wen Windows & Doors            | Wood Window and Door Manufacturing                 | 250-499                    |
| 3  | Walmart Supercenter                 | Department Stores                                  | 100-249                    |
| 4  | Artisans Inc.                       | Commercial Screen Printing                         | 100-249                    |
| 5  | County of Rusk                      | General Medical and Surgical Hospitals             | 100-249                    |
| 6  | Flambeau School                     | Elementary and Secondary Schools                   | 100-249                    |
| 7  | Bruce Public School                 | Elementary and Secondary Schools                   | 50-99                      |
| 8  | Marshfield Clinic Ladysmith         | Elementary and Secondary Schools                   | 50-99                      |
| 9  | Cellu Tissue City Forest Mill       | Paper (Except Newsprint) Mills                     | 50-99                      |
| 10 | Bruce School District               | Elementary & Secondary Schools                     | 50-99                      |
| 11 | Gordy's Market                      | Cafeteria's Grill Buffets, and Buffets             | 50-99                      |
| 12 | Ladysmith Nursing Home Inc.         | Nursing Care Facilities                            | 50-99                      |
| 13 | Rands Trucking Inc.                 | General Freight Trucking, long-distance, truckload | 50-99                      |
| 14 | Westlake Enterprises Inc.           | Other Individual and Family Services               | 50-99                      |
| 15 | McDonalds                           | Limited-Service Restaurants                        | 50-99                      |
| 16 | Ladysmith High School               | Elementary and Secondary Schools                   | 50-99                      |
| 17 | School District of Flambeau         | Elementary and Secondary Schools                   | 50-99                      |
| 18 | Dairiconcepts                       | Unclassified                                       | 50-99                      |
| 19 | Ladysmith Elementary School         | Elementary and Secondary Schools                   | 50-99                      |
| 20 | Rusk County Health & Human Services | Legislative Bodies                                 | 50-99                      |
| 21 | Ladysmith Golf Investment LLC       | Golf Courses and Country Clubs                     | 20-49                      |
| 22 | Christie Mountain                   | All Other Traveler Accommodation                   | 20-49                      |
| 23 | Indianhead Community Action         | Other Social Advocacy Organizations                | 20-49                      |
| 24 | Ladysmith Ace Hardware              | Hardware Stores                                    | 20-49                      |
| 25 | School District of Ladysmith        | Elementary and Secondary Schools                   | 20-49                      |

Source: WI DWD

Table 5.6.7 (shown below) describes the workforce by industry within the County in 2016. Whereas occupations refer to what job a person holds, industry refers to the type of work performed by a workers employer. Therefore, an industry usually employs workers of varying occupations. (i.e. a “wholesale trade” industry may have employees whose occupations include “management” and “sales”)

Historically, Wisconsin has had a high concentration of industries in agricultural and manufacturing sectors of the economy. Manufacturing has remained a leading employment sector compared to other industries within the State; however, State and National economic changes have led to a decrease in total manufacturing employment. It is expected that this trend will continue while employment in service, information, and health care industries will increase.

The highest percentage of employment by industry for Rusk County residents is in the Manufacturing category, followed by Trade, Transportation, Utilities and Education & Health.

Figure 5.6.7: Employment by Industry (2016)

|                                  | Employment | 1-Year Change | Percent of Employment |
|----------------------------------|------------|---------------|-----------------------|
| Natural Resources                | 136        | n/a           | 2.6%                  |
| Construction                     | 72         | n/a           | 1.4%                  |
| Manufacturing                    | 1,672      | -79           | 32.4%                 |
| Trade, Transportation, Utilities | 909        | -28           | 17.6%                 |
| Information                      | 50         | 0             | 1.0%                  |
| Financial Activities             | 128        | 7             | 2.5%                  |
| Professional & Business Services | 331        | -7            | 6.4%                  |
| Education & Health               | 895        | 18            | 17.3%                 |
| Leisure & Hospitality            | 274        | -3            | 5.3%                  |
| Other Services                   | 66         | 8             | 1.3%                  |
| Public Administration            | 635        | 34            | 12.3%                 |
| Not Assigned                     | 0          | 0             | 0.0%                  |
| All Industries                   | 5,168      | -50           | 100.0%                |

Source: WI DWD

Within each industry the Wisconsin Department of Workforce Development collects statistics on the average wage of employees at the County and State levels. Table 5.6.8 details average employee wages for industries. In Rusk County, employees working in Professional & Business Services earn the highest average wage, while employees working in Leisure & Hospitality earn the lowest average wage. The average wage per industry in all categories is lower for Rusk County workers compared to State averages for the same industries.

Table 5.6.8: Wage by Industry (2016)

|   | WI Average<br>Wage | Rusk Cty<br>Average<br>Wage | Percent of<br>WI | 1-Year<br>%<br>Change |
|---|--------------------|-----------------------------|------------------|-----------------------|
| All Industries  | \$ 46,031          | \$ 34,112                   | 74.1%            | 4.5%                  |
| Natural Resources   | \$ 36,560          | \$ 30,238                   | 82.7%            | n/a                   |
| Construction  | \$ 58,668          | \$ 39,600                   | 67.5%            | n/a                   |
| Manufacturing   | \$ 55,328          | \$ 39,889                   | 72.1%            | 6.4%                  |
| Trade, Transportation, Utilities                            | \$ 38,893          | \$ 28,906                   | 74.3%            | 6.2%                  |
| Information   | \$ 67,842          | \$ 40,451                   | 59.6%            | -0.4%                 |
| Financial Activities<br>Professional & Business<br>Services | \$ 66,967          | \$ 39,093                   | 58.4%            | 2.1%                  |
| Education & Health  | \$ 57,134          | \$ 42,063                   | 73.6%            | 7.8%                  |
| Leisure & Hospitality                                       | \$ 46,790          | \$ 33,015                   | 70.6%            | 3.7%                  |
| Other Services  | \$ 17,018          | \$ 11,701                   | 68.8%            | 1.0%                  |
| Public Administration                                       | \$ 28,157          | \$ 20,737                   | 73.6%            | -11.6%                |
|   | \$ 45,690          | \$ 33,363                   | 73.0%            | -0.5%                 |

Source: WI Department of Workforce Development

### 5.6.2 Employment Projections

The Wisconsin Department of Workforce Development collects data and projects occupation and industry growth for the State. According to the 2017 American Community Survey, 31.1% of Rusk County’s population is over 60 years old, compared to only 21.9% across Wisconsin. Higher percentages of older workers may potentially create labor shortages in the region (especially for skilled laborers).

Table 5.6.9 identifies which industries are expected to experience the most growth over a ten-year period from year 2004 to 2014. According the DWD, occupations in Self-Employed Industries, Financial Activities, Construction, and Professional and Business Services are expected to have the highest growth rates. Occupations in Information, Other Services, and Public Administration are expected to decline.

Table 5.6.9: Rusk County Employment Projections 2014-2024

|  | 2014<br>Employment | Projected 2024<br>Employment | Percent Change |
|--|--------------------|------------------------------|----------------|
| <b>All Industries</b>                          | 85,831             | 88,480                       | 3.1%           |
| <b>Natural Resources</b>                       | 4,897              | 5,014                        | 2.4%           |
| <b>Construction</b>                            | 2,386              | 2,531                        | 6.1%           |
| <b>Manufacturing</b>                           | 11,335             | 11,517                       | 1.6%           |
| <b>Trade, Transportation, Utilities</b>        | 14,338             | 14,797                       | 3.2%           |
| <b>Information</b>                             | 605                | 441                          | -27.1%         |
| <b>Financial Activities</b>                    | 2,129              | 2,264                        | 6.3%           |
| <b>Professional &amp; Business Services</b>    | 3,488              | 3,701                        | 6.1%           |
| <b>Education &amp; Health</b>                  | 18,508             | 19,501                       | 5.4%           |
| <b>Leisure &amp; Hospitality</b>               | 7,790              | 8,142                        | 4.5%           |
| <b>Other Services</b>                          | 2,974              | 2,803                        | -5.7%          |
| <b>Public Administration</b>                   | 7,621              | 7,576                        | -0.6%          |
| <b>Self-Employed and Unpaid Family Workers</b> | 9,310              | 10,193                       | 9.5%           |

Source: WI Department of Workforce Development

Table 5.6.10 identifies which occupational sectors are expected to experience the most growth over a ten-year period from year 2004 to 2014 in the multi-county Northwest Workforce Development Area. According the DWD, industries in Personal Care and Service, Community and Social Service, and Management are expected to have the highest growth rate. Occupations in Arts, Entertainment, and Media and Office and Administrative Support are expected to experience decline.

Since the DWD does not collect data on employment projections for the Town of Stubbs or Rusk County, it is assumed that local trends will be consistent with statewide projections. It is important to note that unanticipated events may affect the accuracy of these projections.

Table 5.6.10

| Occupation Group                   | Employment |        |                    |         | Average Annual Openings |                    |                | Median Annual Wage |
|------------------------------------|------------|--------|--------------------|---------|-------------------------|--------------------|----------------|--------------------|
|                                    | 2014       | 2024   | Change (2014-2024) |         | Due to Growth           | Due to Replacement | Total Openings |                    |
|                                    |            |        | Number             | Percent |                         |                    |                |                    |
| All Occupations                    | 85,381     | 88,480 | 3,099              | 4%      | 403                     | 2,031              | 2,434          | \$ 30,441          |
| Management                         | 7,905      | 8,422  | 517                | 7%      | 53                      | 158                | 211            | \$ 65,858          |
| Business and Financial             | 2,089      | 2,147  | 58                 | 3%      | 12                      | 45                 | 57             | \$ 47,950          |
| Computer and Mathematical          | 606        | 618    | 12                 | 2%      | 2                       | 9                  | 11             | \$ 51,831          |
| Architecture and Engineering       | 1,151      | 1,192  | 41                 | 4%      | 6                       | 29                 | 35             | \$ 62,625          |
| Life, Physical, and Social Science | 826        | 886    | 60                 | 7%      | 6                       | 27                 | 33             | \$ 48,817          |
| Community and Social Service       | 916        | 988    | 72                 | 8%      | 7                       | 19                 | 26             | \$ 39,256          |
| Legal                              | 366        | 366    | 0                  | 0%      | 1                       | 7                  | 8              | \$ 38,596          |
| Education, Training, and Library   | 8,050      | 8,270  | 220                | 3%      | 22                      | 177                | 199            | \$ 39,010          |
| Arts, Entertainment and Media      | 714        | 703    | -11                | -2%     | 3                       | 16                 | 19             | \$ 31,969          |
| Healthcare Practitioners           | 3,234      | 3,459  | 225                | 7%      | 23                      | 68                 | 91             | \$ 55,264          |
| Healthcare Support                 | 1,407      | 1,478  | 71                 | 5%      | 8                       | 31                 | 39             | \$ 28,061          |
| Protective Service                 | 1,547      | 1,565  | 18                 | 1%      | 2                       | 40                 | 42             | \$ 36,507          |
| Food Preparation and Serving       | 6,617      | 6,999  | 382                | 6%      | 43                      | 241                | 284            | \$ 18,774          |
| Building & Grounds Maintenance     | 3,563      | 3,678  | 115                | 3%      | 12                      | 73                 | 85             | \$ 22,968          |
| Personal Care and Service          | 3,588      | 4,097  | 509                | 14%     | 51                      | 73                 | 124            | \$ 21,191          |
| Sales and Related                  | 6,973      | 7,193  | 220                | 3%      | 26                      | 226                | 252            | \$ 20,959          |
| Office and Administrative Support  | 10,636     | 10,383 | -253               | -2%     | 9                       | 223                | 232            | \$ 29,507          |
| Farming, Fishing, and Forestry     | 2,965      | 2,987  | 22                 | 1%      | 7                       | 77                 | 84             | \$ 30,838          |
| Construction and Extraction        | 3,611      | 3,820  | 209                | 6%      | 21                      | 60                 | 81             | \$ 39,858          |
| Installation, Maintenance, Repair  | 3,418      | 3,514  | 96                 | 3%      | 15                      | 82                 | 97             | \$ 38,537          |
| Production                         | 8,039      | 8,109  | 70                 | 1%      | 27                      | 185                | 212            | \$ 31,617          |
| Transportation & Material Moving   | 7,160      | 7,606  | 446                | 6%      | 48                      | 164                | 212            | \$ 32,034          |

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, September 2015

### 5.6.3 Analysis of Business & Industry Parks

There are no industrial sites or industrial parks in the Town of Stubbs. However, the City of Ladysmith contains the Ladysmith Industrial Park. The Ladysmith Industrial Park is a multi-tenant incubator facility. The site has utility connection including municipal sewer and water, electricity and gas service.

### 5.6.4 Environmentally Contaminated Sites

The Bureau of Remediation and Redevelopment within the Wisconsin Department of Natural Resources oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The Remediation and Redevelopment Tracking System (BRRTS) provides access to information on incidents (“Activities”) that contaminated soil or groundwater. These activities include spills, leaks, other cleanups and sites where no action was needed. The BRR reports 6 contaminated sites within the Town of Stubbs. Table 5.6.11 provides BRRTS data for sites located within the Town of Stubbs.

Table 5.6.11: BRRTS Sites

| <b>DNR Activity Number</b> | <b>Activity Type</b> | <b>Site Name</b>                     | <b>Address</b>                      | <b>Status</b> |
|----------------------------|----------------------|--------------------------------------|-------------------------------------|---------------|
| 04-55-188456               | <i>SPILL</i>         | 0.5 miles S. of STH 40 & USH 8       | 0.5 miles S. of STH 40 & USH 8      | <b>Closed</b> |
| 04-55-195302               | <i>SPILL</i>         | Waste Management Inc.                | Hutchingson Rd.                     | <b>Closed</b> |
| 04-55-214018               | <i>SPILL</i>         | N Hutchingson & WI Central RR Tracks | N Hutchingson & WI Central RR Track | <b>Closed</b> |
| 04-55-530178               | <i>SPILL</i>         | Jump River Electric                  | Mcclean Rd. 0.5 miles E. of Sawdust | <b>Closed</b> |
| 04-55-538039               | <i>SPILL</i>         | Waste Management                     | N4581 Hutchingson Rd.               | <b>Closed</b> |
| 04-55-576910               | <i>SPILL</i>         | Dairy Land Power Spill               | CTH O, Stubbs                       | <b>Closed</b> |

Source: WI DNR

### 5.6.5 New Businesses Desired

When asked what type of non-residential development would be best for the Town of Stubbs during the original Comprehensive Plan engagement, Plan Commission mentioned a desire for sit-down restaurants.

### 5.6.6 Strengths & Weaknesses for Economic Development

The strengths for economic development within the Town of Stubbs include its access to two state highways and good local road network. Weaknesses include the lack of available land and funding for new development.

## 5.7 Intergovernmental Cooperation

With over 3,096 total local government units (general purpose and special districts), Wisconsin ranks 11th nationwide in total number of governmental units and 15th nationwide in governmental units per capita. (Source: 2017 Census of Governments) While this many government units provide more local representation it does stress the need for greater intergovernmental cooperation. This element provides a baseline assessment of the Town of Stubbs intergovernmental relationships and covers all of the information required under SS66.1001. Information includes: existing & potential areas of cooperation, and existing & potential areas of intergovernmental conflict. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future intergovernmental cooperation activities in the Town of Stubbs.

### 5.7.1 Existing and Potential Areas of Cooperation

Table 5.7.1 lists the Town of Stubbs existing and potential areas of cooperation as identified by the Plan Commission.



Table 5.7.1: Existing & Potential Areas of Cooperation

| <b>Existing areas of cooperation with other local units of government.</b> |   |
|--|---|
| <b>Local Unit of Government</b>  | <b>Existing Cooperation Efforts</b>   |
| Rusk County  | Work with the Highway Department on repairs of the Town's shared roadways   |
| Town of Strickland   | None  |
| Town of Atlanta  | Work with the Highway Department on repairs of the Town's shared roadways, and share ownership of road repair equipment |
| Town of Thornapple   | None  |
| Town of Big Bend   | Work with the Highway Department on repairs of the Town's shared roadways   |
| Village of Bruce   | None  |
| Village of Weyerhaeuser  | Historic road plowing   |
| Chetek-Weyerhaeuser Area School District                                   | Schools service the Town of Stubbs  |
| Bruce School District  | Schools service the Town of Stubbs  |

| <b>Potential areas of cooperation with other local units of government.</b> |                                       |
|---|---------------------------------------|
|   | <b>Potential Cooperation Efforts</b>  |
| Bruce Fire Department   | Town shares the Fire Department       |
| Weyerhaeuser Fire Department  | Town shares the Fire Department       |
| Indianhead Federated Library system   | Towns supports the Bruce Area Library |

The Intergovernmental Cooperation Element Guide published by the Wisconsin Department of Administration provides several ideas for cooperation including the following listed below.

**Voluntary Assistance:** Your community, or another, could voluntarily agree to provide a service to your neighbors because doing so makes economic sense and improves service levels.

**Trading Services:** Your community and another could agree to exchange services. You could exchange the use of different pieces of equipment, equipment for labor, or labor for labor.

**Renting Equipment:** Your community could rent equipment to, or from, neighboring communities and other governmental units. Renting equipment can make sense for both communities – the community renting gets the use of equipment without having to buy it, and the community renting out the equipment earns income from the equipment rather than having it sit idle.

**Contracting:** Your community could contract with another community or jurisdiction to provide a service. For example, you could contract with an adjacent town or Village to provide police and fire protection, or you could contract with the county for a service in addition to that already routinely provided by the county sheriff's department.

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Routine County Services: Some services are already paid for through taxes and fees. Examples are police protection services from the county sheriff's department, county zoning, county public health services, and county parks. Your Intergovernmental Cooperation Element could identify areas where improvements are needed and could recommend ways to cooperatively address them.

Sharing Municipal Staff: Your community could share staff with neighboring communities and other jurisdictions – both municipal employees and independently contracted professionals. You could share a building inspector, assessor, planner, engineer, zoning administrator, clerk, etc.

Consolidating Services: Your community could agree with one or more other communities or governmental units to provide a service together. Consolidation could also include the process of joining the Town and Village to form one jurisdiction.

Joint Use of a Facility: Your community could use a public facility along with other jurisdictions. The facility could be jointly owned or one jurisdiction could rent space from another.

Special Purpose Districts: Special purpose districts are created to provide a particular service, unlike municipalities that provide many different types of services. Like municipalities, special purpose districts are separate and legally independent entities.

Joint Purchase and Ownership of Equipment: Your community could agree with other jurisdictions to jointly purchase and own equipment such as pothole patching machines, mowers, rollers, snowplows, street sweepers, etc.

Cooperative Purchasing: Cooperative purchasing, or procurement, is where jurisdictions purchase supplies and equipment together to gain more favorable prices.

Consolidation: Consolidation is the process by which a town, City, or Village joins together with another town, City, or Village to form one jurisdiction. More detailed information on incorporation can be obtained from Wisconsin State Statute Section 66.0229.

Extraterritorial Planning: Cities and villages have the right to include land within their extraterritorial jurisdiction (ETJ), the area within 1 ½ mile of the municipal boundaries, in their planning documents. The inclusion of this land within planning documents allows for greater transparency and coordination with neighboring municipalities.

Extraterritorial Zoning: Extraterritorial Zoning allows a first, second or third class city to adopt zoning in town territory, 3 miles beyond a city's corporate limits. A fourth class city or village may adopt zoning 1.5 miles beyond its corporate limits. Under extraterritorial zoning authority a city or village may enact an interim-zoning ordinance that freezes existing zoning (or if there is no zoning, existing uses). A joint extraterritorial zoning committee is established to develop a plan and regulations for the area. The joint committee is comprised of three member from the affected town and three members from the village or city. Zoning requests within the area must be approved by a majority of the committee. More detailed information can be obtained from Wisconsin State Statute 66.23.

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Extraterritorial Subdivision “Plat” Review: Extraterritorial subdivision review allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, whereas extraterritorial zoning requires town approval of the zoning ordinance, extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the village or city. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it. More detailed information can be obtained from Wisconsin State Statute 236.10.

Intergovernmental Agreements:

Intergovernmental Agreements can be proactive or reactive. There are three types of intergovernmental agreements that can be formed including general agreements, cooperative boundary agreements, and stipulations and orders.

1. General Agreements – This is the type of intergovernmental agreement that is most commonly used for services. These agreements grant municipalities with authority to cooperate on a very broad range of subjects. Specifically, Wis. Stats 66.0301 authorizes municipalities to cooperate together for the receipt of furnishing of services or the joint exercise of any power or duty required or authorized by law. The only limitation is that municipalities with varying powers can only act with respect to the limit of their powers. This means that a general agreement cannot confer upon your community more powers than it already has.
2. Cooperative Boundary Agreements – This type of agreement is proactive and is used to resolve boundary conflicts. Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative agreement must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. Using a cooperative boundary agreement a community could agree to exchange revenue for territory, revenue for services, or any number of other arrangements. More detailed information can be obtained from Wisconsin State Statute 66.0307.
3. Stipulation and Orders – This type of agreement is reactive because it is used for resolving boundary conflicts that are locked in a lawsuit. The statute provides the litigants a chance to settle their lawsuit by entering into a written stipulation and order, subject to approval by a judge. Using a stipulation and order a community could agree to exchange revenue for territory in resolving their boundary conflict. Stipulation and orders are subject to a binding referendum. More detailed information can be obtained from Wisconsin State Statute 66.0225.

(Source: WIDOA Intergovernmental Cooperation Element Guide)

### 5.7.3 Analysis of Intergovernmental Relationships

Table 5.7.2 provides a brief description of the quality of the Town of Stubbs relationship to other units of government according to the Plan Commission.

Table 5.7.2: Analysis of Intergovernmental Relationships

| <u>Adjacent Units of Governments</u>     | <b>Satisfactory (5), Neutral (3), or Unsatisfactory (1)</b> |  |
|--|---|--|
| Rusk County                              | 3   | Work with the Sheriff's Dept, Highway Dept, Zoning Dept, Health Dept, Forestry Dept, and Land and Water Dept |
| Town of Strickland                       | 5   |  |
| Town of Atlanta                          | 5   | Share 6 miles of road  |
| Town of Thornapple                       | 5   |  |
| Town of Big Bend                         | 5   | Share 2.5 miles of road  |
| Village of Bruce                         | 5   |  |
| Village of Weyerhaeuser                  | 5   |  |
| <u>School Districts</u>                  |   |  |
| Chetek-Weyerhaeuser Area School District | 5   | Schools service the Town of Stubbs   |
| Bruce School District                    | 5   | Schools service the Town of Stubbs   |
| <u>Other</u>                             |   |  |
| WI-DNR                                   | 5   |  |
| State                                    | 5   |  |

### 5.7.4 Existing & Potential Conflicts & Potential Solutions

There are no existing or potential conflicts facing the Town of Stubbs according to the Plan Commission at this time.

## 5.8 Land Use

This element provides a baseline assessment of the Town of Stubbs land use and covers all of the information required under SS66.1001. Information includes: existing land uses, existing & potential land use conflicts, natural limitations for building site development, and land use trends. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future land use activities in the Town of Stubbs.

### 5.8.1 Existing Land Use

Table 5.33 approximates the existing land uses in the Town of Stubbs as of year 2019. The Town of Stubbs's existing land use pattern is indicative of a generally rural community. Contributing to 45% of

total land, woodland is the dominant land use for the Town of Stubbs. Agricultural lands (primarily used for hay, beef cattle and dairy) also contribute significantly to the land use of the Town. The other significant land use feature in the Town is open space. Refer to the existing Land Use Map in the Appendix.

Table 5.8.1: Existing Land Use

| <b>Existing Land Use Plan Area</b> | <b>Acres</b>    | <b>Percentage</b> |
|------------------------------------|-----------------|-------------------|
| Agricultural                       | 7,332.9         | 31.4%             |
| Farmstead                          | 140.6           | 0.6%              |
| Residential                        | 392.3           | 1.7%              |
| Commercial/Office                  | 27.2            | 0.1%              |
| Industrial                         | 12.7            | 0.1%              |
| Quarry                             | 41.8            | 0.2%              |
| Landfill Operations*               | 129.6           | 0.6%              |
| Public/Institutional               | 12.8            | 0.1%              |
| Golf Course/Recreation             | 55.4            | 0.2%              |
| Woodland                           | 10,488.0        | 44.9%             |
| Water                              | 418.0           | 1.8%              |
| Open Space                         | 3,698.4         | 15.8%             |
| Road ROW                           | 627.6           | 2.7%              |
| <b>Total</b>                       | <b>23,377.3</b> | <b>100.0%</b>     |

Source: MSA GIS, Town of Stubbs

\* (Conditional Use permit from Rusk County for 160 acres; Wisconsin Department of Natural Resources permit for 64.8 acres)

### Existing & Potential Conflicts

The most notable existing or potential land use conflicts stem from natural limitations to development (wetlands, floodplains, and steep slopes). Potential campgrounds have been denied because of these natural limitations. Additionally, newer FEMA maps may cause land use conflicts with existing development.

### Limitations for Building Site Development

All land does not hold the same development potential. Development should only take place in suitable areas, which is determined by a number of criteria, including:

- A community’s comprehensive plan
- Compatibility with surrounding uses
- Special requirements of a proposed development
- Ability to provide utility and community services to the area
- Cultural resource constraints
- Ability to safely access the area
- Various physical constraints (soils, wetlands, floodplains, steep slopes, etc.)

The United States Natural Resources Conservation Service (NRCS) hosts completed and detailed operational soil surveys of Rusk County through a web mapping platform. Soil surveys provide useful information regarding the suitability of the soils for various urban and rural land uses. Utilization of the soil survey involves determining the kinds and degrees of limitations that the soil properties are likely to impose on various uses and activities, and evaluating the appropriateness of a particular land use with respect to the soil limitations.

Topography is an important determinant of the land uses practicable in a given area. Lands with steep slopes (20 % or greater) are generally poorly suited for urban development and for most agricultural purposes and, therefore, should be maintained in natural cover for water quality protection, wildlife habitat, and erosion control purposes. Lands with less severe slopes (12%-20%) may be suitable for certain agricultural uses, such as pasture, and for certain urban uses, such as carefully designed low-density residential use, with appropriate erosion control measures. Lands that are gently sloping or nearly level are generally suitable for agricultural production or for urban uses.

Another important determinant of land suitability for development is the presence of water and an area’s susceptibility to flooding. Lands that are classified as wetlands, have a high water table, or are in designated floodplains are rarely suitable for rural or urban development.

The Development Limitations Map in the Appendix indicates those areas within the Town of Stubbs that are unfavorable for development due to steep slopes, wetlands, and floodplains.

## 5.8.2 Land Use Trends

### Land Supply

In year 2019, there were approximately 23,377 acres of land within the Town of Stubbs. It is anticipated that the land supply in the Town will only decrease as the Village of Bruce and the Village of Weyerhaeuser have the ability to continue to annex land within the Town into the Villages if petitioned by residents and approved by the Village Council. Under rare occurrence have towns ever increased in size since their creation and the Town of Stubbs has no plans to add additional land from surrounding Towns or from the detachment of land from the Village of Bruce or the Village of Weyerhaeuser. Table 5.8.2 indicates that there are approximately 16,865 acres of developable land within the Town of Stubbs. Caution should be given, as this number does not include other factors that determine land suitability for development such as transportation access or utility access.

Table 5.8.2: Land Supply, Plan Area

| <b>Land Use Categories</b> | <b>Acres</b>   | <b>Percentage</b> |
|----------------------------|----------------|-------------------|
| Developed                  | 1440.0         | 6.2%              |
| Development                |                |                   |
| Limitations                | 5072.2         | 21.7%             |
| Developable                | 16865.2        | 72.1%             |
| <b>Total</b>               | <b>23377.3</b> | <b>100.0%</b>     |

Source: MSA GIS, Town of Stubbs



1. Developed lands include all intensive land uses (residential, commercial, industrial, public, recreation)
2. Development Limitation land includes water, wetlands, floodplains, and steep slopes >20%
3. Developable lands include all lands not categorized as developed or undevelopable.

### Land Demand

According to the U.S. Census the Town of Stubbs will gain 2 households between years 2010 to 2020. This represents an increase of 0.9%. The WIDOA projects that the Town will have need for an additional 12 homes between years 2010 and 2030, representing a growth of 3%. It is important to note, however, that the Town is not projected to maintain growth. Population decreases are expected to continue from the current year into the future, household increases are due to drastically lowered household sizes, either from aging populations or creation of new households. This means that while the Town has potential demand for 12 new housing units by 2030, the net new demand by 2040 may only be 5 units.

Table 5.8.3 reports the estimated total acreage that will be utilized by residential, commercial, and industrial land uses for five-year increments throughout the planning period. Projected residential acreage is calculated by using the WIDOA household projections and an average lot size of 1.8 acres. This lot size was determined based on a GIS assessment of existing residential lot sizes, not including farmsteads. It is estimated that an additional 8 acres will be needed for new homes by year 2040, but peak demand may prove to be 19 additional acres by 2030. Caution should be given, as this number is probably an underestimate since it assumes there won't be any new residential lots created larger than 1.8 acres, and does not account for the inability to "undevelop" developed land in the future. The Town anticipates occasional approvals of commercial development proposals appropriate for the Town. It is assumed that commercial acreage will maintain the same proportion to residential acreage as in year 2006 (1 acre commercial per 130 acres of residential). The Town does not anticipate growth in manufacturing land use. It is anticipated that the necessary acres of new development will come from the conversion of developable land, which includes land currently used for agriculture, woodland and open space.

Table 5.8.3: Projected Land Use Needs

| <b>Projected Land Demand</b>    | <b>2010</b> | <b>2020</b> | <b>2025</b> | <b>2030</b> | <b>2035</b> | <b>2040</b> | <b>25 Year Change</b> |
|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-----------------------|
| <b>Population</b>               | 601         | 570         | 570         | 565         | 555         | 535         | -66                   |
| <b>Household Size</b>           | 2.47        | 2.42        | 2.32        | 2.26        | 2.26        | 2.29        | -0.19                 |
| <b>Housing Units</b>            | 338         | 340         | 347         | 350         | 350         | 343         | 5                     |
| <b>Residential (acres)</b>      | 533         | 537         | 548         | 552         | 552         | 541         | 8                     |
| <b>Commercial (acres)</b>       | 27          | 27          | 28          | 28          | 28          | 28          | 1                     |
| <b>Industrial (acres)</b>       | -           | -           | -           | -           | -           | -           | -                     |
| <b>Undeveloped Land (acres)</b> | 21,519      | 21,515      | 21,504      | 21,499      | 21,499      | 21,510      | -9                    |

*Source: MSA GIS- projections based on existing land use pattern and median residential lot size of 1.8 acres*

Table 5.8.4 provides an alternative projected land use need for new residential development. In this table, projected residential acreage is calculated using the WIDOA household projections and an alternative average lot size of 0.7 acres. This lot size was drawn from the Rusk County Comprehensive Zoning Ordinance and through discussions with Rusk County Planning staff that suggest a minimum of 30,000 square feet (0.7 acres per lot) will be sought for future residential development. Under this scenario, it is estimated that an additional 4 acres will be needed for new homes by year 2040.

Table 5.8.4: Residential Land Use Needs, Alternative 1

| <b>Projection II</b>            | <b>2010</b> | <b>2020</b> | <b>2025</b> | <b>2030</b> | <b>2035</b> | <b>2040</b> | <b>25 Year Change</b> |
|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-----------------------|
| <b>Residential (acres)</b>      | 533         | 535         | 540         | 542         | 542         | 537         | 4                     |
| <b>Undeveloped Land (acres)</b> | 21,519      | 21,517      | 21,512      | 21,510      | 21,510      | 21,515      | -4                    |

*Source: MSA - projections based on future average minimum residential lot size of 30,000 square feet (0.7 acres per residential lot)*

Finally, Table 5.8.5 provides for a scenario where new homes will be met through larger, 5-acre lots. Under this scenario, it is estimated that an additional 28 acres will be needed for new homes by year 2040.

Table 5.8.5: Residential Land Use Needs, Alternative 2

| <b>Projection III</b>           | <b>2010</b> | <b>2020</b> | <b>2025</b> | <b>2030</b> | <b>2035</b> | <b>2040</b> | <b>25 Year Change</b> |
|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-----------------------|
| <b>Residential (acres)</b>      | 533         | 547         | 582         | 595         | 595         | 561         | 28                    |
| <b>Undeveloped Land (acres)</b> | 21,519      | 21,505      | 21,470      | 21,456      | 21,456      | 21,491      | -28                   |

*Source: MSA GIS- projections based on future average residential lot size of 5 acres*

### Land Prices

Agricultural and forestlands generally sell for a higher price when sold for uses other than continued agriculture or forestry. The U.S. Census of Agriculture tracts land sale transactions involving agricultural and forestry land at the county level. From 2009 to 2017, Rusk County averaged 4 land sales per year where agricultural use was converted to other uses, compared to the years 1998 to 2006 which averaged 22 transactions per year where agricultural land was diverted to other uses. The average price per acre for those transactions increased was \$2,476 during the period. During that same period, Rusk County averaged 14 transactions per year where agricultural land continued in agricultural use. The average price per acre for those transactions increased was \$1,671.

Table 5.8.6: Agricultural Land Sale Transactions

| Year         | Ag Land Continuing in Ag Use |                 |                  | Ag Land Diverted to Other Uses |               |                  |
|--------------|------------------------------|-----------------|------------------|--------------------------------|---------------|------------------|
|              | Number of Transactions       | Acres Sold      | Dollars per Acre | Number of Transactions         | Acres Sold    | Dollars per Acre |
| 2009         |                              | 4 201           | \$ 1,533         |                                | 4 101         | \$ 1,213         |
| 2010         |                              | 16 1,057        | \$ 1,726         |                                | 9 286         | \$ 2,058         |
| 2011         |                              | 9 406           | \$ 1,543         |                                | 3 42          | \$ 1,631         |
| 2012         |                              | 25 1,491        | \$ 1,567         | -                              | -             | -                |
| 2013         |                              | 26 2,234        | \$ 1,937         |                                | 1 40          | \$ 5,000         |
| 2014         |                              | 11 453          | \$ 1,936         | -                              | -             | -                |
| 2015         |                              | 16 839          | \$ 1,802         | -                              | -             | -                |
| 2016         |                              | 8 412           | \$ 1,452         | -                              | -             | -                |
| 2017         |                              | 13 566          | \$ 1,540         | -                              | -             | -                |
| <b>Total</b> |                              | <b>128 7659</b> | <b>x</b>         |                                | <b>17 469</b> | <b>x</b>         |

Source: US Census of Agriculture, Rusk County

From 2009 to 2017, Rusk County averaged 27 transactions per year where forestland was converted to other uses. The average price per acre for those transactions was \$1,403.

Table 5.8.7: Forest Land Sale Transactions

| Year         | Forest Land Continuing in Forest Use |                   |                  | Forest Land Diverted to Other Uses |                 |                  |
|--------------|--------------------------------------|-------------------|------------------|------------------------------------|-----------------|------------------|
|              | Number of Transactions               | Acres Sold        | Dollars per Acre | Number of Transactions             | Acres Sold      | Dollars per Acre |
| 2009         |                                      | 26 1,569          | \$ 1,386         |                                    | 5 108           | \$ 1,393         |
| 2010         |                                      | 33 1,199          | \$ 1,463         |                                    | 8 393           | \$ 1,446         |
| 2011         |                                      | 31 1,354          | \$ 1,260         |                                    | 8 456           | \$ 1,169         |
| 2012         |                                      | 64 2,867          | \$ 1,259         |                                    | 3 205           | \$ 1,106         |
| 2013         |                                      | 54 2,348          | \$ 1,244         | -                                  | -               | -                |
| 2014         |                                      | 41 2,037          | \$ 1,377         |                                    | 2 90            | \$ 1,380         |
| 2015         |                                      | 33 1,210          | \$ 1,425         | -                                  | -               | -                |
| 2016         |                                      | 43 2,363          | \$ 1,088         | -                                  | -               | -                |
| 2017         |                                      | 65 3,920          | \$ 1,175         |                                    | 1 13            | \$ 1,923         |
| <b>Total</b> |                                      | <b>390 18,867</b> | <b>x</b>         |                                    | <b>27 1,265</b> | <b>x</b>         |

Trends in land prices can also be derived using the tax assessment data. Table 5.8.8 displays the aggregate assessed value for various land use categories for year 2010 and 2018. The aggregate assessed value has decreased over this timeframe, notably in Residential. Caution should be given to this data as the WIDOR has periodically switched the way that they have reported certain land classifications over the years. In addition, local assessors have changed over time, which can also account for some difference in the methods by which data was reported.

Table 5.40: Town of Stubbs Land Use Assessment Statistics

| Land Use      | 2010         |               |                          | 2018         |               |                          |                      |
|---------------|--------------|---------------|--------------------------|--------------|---------------|--------------------------|----------------------|
|               | Parcels      | Acres         | Aggregate Assessed Value | Parcels      | Acres         | Aggregate Assessed Value | Equalized Value      |
| Residential   | 425          | 793           | \$ 37,076,500            | 435          | 801           | \$ 33,743,700            | \$ 33,727,500        |
| Forest        | 237          | 5,306         | \$ 8,019,200             | 221          | 4,921         | \$ 7,296,800             | \$ 7,692,000         |
| Commercial    | 23           | 315           | \$ 6,446,500             | 26           | 332           | \$ 5,795,000             | \$ 5,780,200         |
| Other         | 65           | 188           | \$ 4,658,800             | 66           | 188           | \$ 4,654,500             | \$ 4,575,200         |
| Agricultural  | 415          | 11,041        | \$ 1,308,700             | 429          | 11,500        | \$ 1,228,300             | \$ 1,664,000         |
| Ag Forest     | 78           | 1,382         | \$ 1,039,600             | 84           | 1,537         | \$ 1,124,700             | \$ 1,229,600         |
| Undeveloped   | 302          | 2,526         | \$ 882,900               | 309          | 2,643         | \$ 861,300               | \$ 746,600           |
| Manufacturing | 3            | 104           | \$ 101,900               | 3            | 104           | \$ 137,200               | \$ 129,400           |
| <b>Total</b>  | <b>1,548</b> | <b>21,655</b> | <b>\$ 59,534,100</b>     | <b>1,573</b> | <b>22,026</b> | <b>\$ 54,841,500</b>     | <b>\$ 55,544,500</b> |

Source: WI Dept Revenue, Town of Stubbs

**Aggregate Assessed Value** – This is the dollar amount assigned to taxable real and personal property by the local assessor for the purpose of taxation. Assessed value is called a primary assessment because a levy is applied directly against it to determine the tax due. Accurate assessed values ensure fairness between properties within the taxing jurisdiction. The law allows each municipality to be within 10% of market value (equalized value), provided there is equity between the taxpayers of the municipality. (Source: 2006 Guide for Property Owners, WI DOR)

**Equalized Value Assessment** – This is the estimated value of all taxable real and personal property in each taxation district. The value represents market value (most probable selling price), except for agricultural property, which is based on its use (ability to generate agricultural income) and agricultural forest and undeveloped lands, which are based on 50% of their full, fair market value. Since assessors in different taxing districts value property at different percentages of market value, equalized values ensure fairness between municipalities. The equalized values are used for apportioning county property taxes, public school taxes, vocational school taxes, and for distributing property tax relief. In summary, equalized values are not only used to distribute the state levy among the counties, but also the equalized values distribute each county's levy among the municipalities in that county. The WI-DOR determines the equalized value. (Source: 2006 Guide for Property Owners, WI-DOR)

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### **5.8.3 Redevelopment Opportunities**

No redevelopment opportunities were identified by the Town's Plan Commission.

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