

CHAPTER 2: INVENTORY, TRENDS, AND FORECASTS

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INTRODUCTION

This chapter of the *Town of Lakewood 20-Year Comprehensive Plan* provides a summary of the town's resource elements, which are also inventoried in *Volume II: County Resources*. The town's past trends and potential forecasts for population, housing, economic development, and land use are also illustrated in this chapter.

Ultimately, the information described in this portion of the town's comprehensive plan provides the foundation for the development of the Town of Lakewood 20-Year General Plan Design (Chapter 3 of *Volume I: Town Plan*).

COMMUNITY INVENTORY

Description of Planning Area

Town of Lakewood Planning Area

The town of Lakewood is located in the northern portion of Oconto County. The town encompasses an area of approximately 72 square miles or 46,362 acres. **Map 2.1** illustrates the general location of the town of Lakewood in Wisconsin, while **Map 2.2** shows the planning area.

Past Planning Efforts

Town of Lakewood 2020 Comprehensive Master Plan

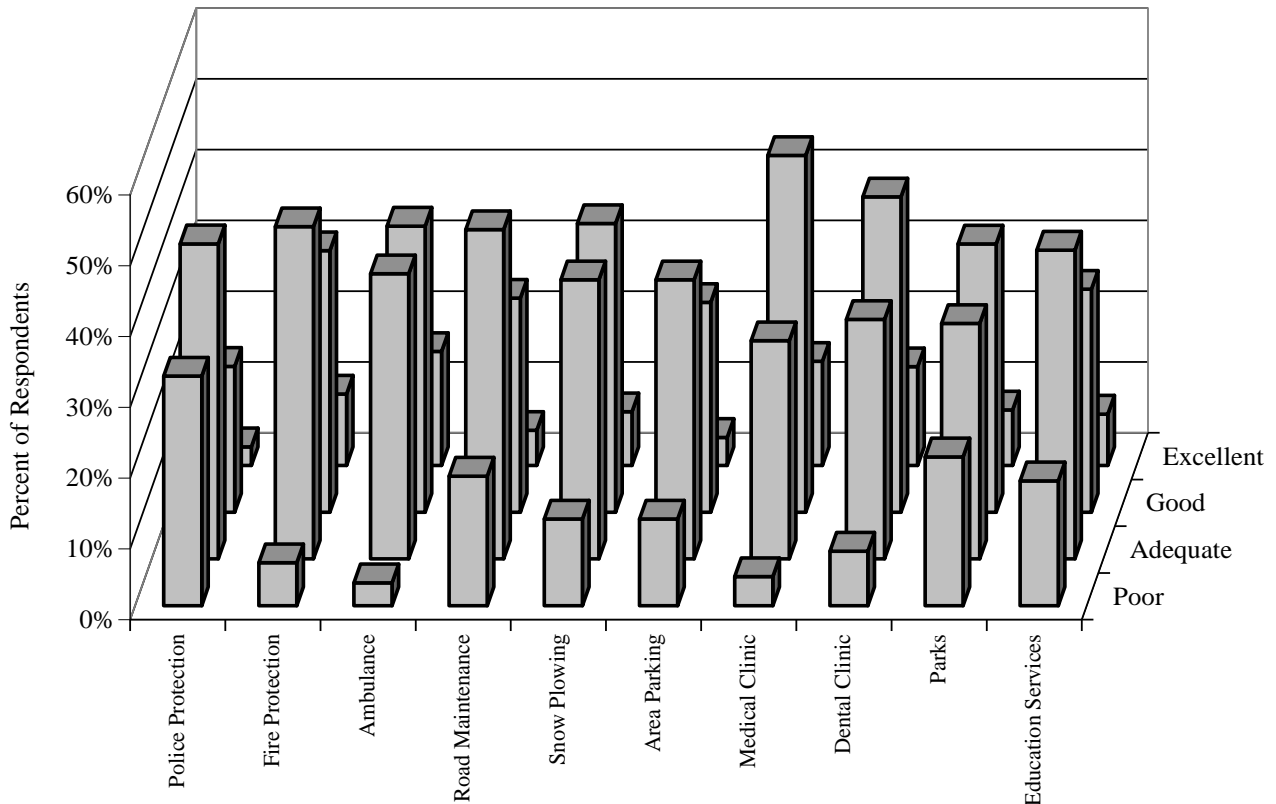
The town completed and adopted a land use plan in 1999. Planning assistance was provided by Robert E. Lee and Associates, Inc. This plan formulated strategies to guide future development throughout the town with the creation of a year 2020 land use plan. In general, the plan recommends that future commercial and retail development continue to build on current patterns limiting as much new growth as possible to the sewered portions of the town. The plan was carefully constructed to ensure that the town's natural resources and scenic beauty were protected and preserved.

Comprehensive Plan Survey

As part of the process in developing the *Town of Lakewood 2020 Comprehensive Master Plan*, a town-wide survey was completed. The survey was mailed to all residents and approximately 1,040 responded. The survey is not a regulatory tool; however, it points to many issues that are considered important by the public that should be taken into consideration when making any future land use decision.

As shown by Figure 2.1, the majority of respondents felt that the quality of all public services were at least adequate. However, a number of residents were concerned about the quality of police protection, parks, road maintenance, and education services. Additionally, few respondents felt that any of the services inquired about were excellent; meaning some level of improvement should be considered for all areas.

Figure 2.1: Quality of Public Services, 1999



Source: Town of Lakewood Survey, 1999; and Bay-Lake Regional Planning Commission, 2007.

Town of Lakewood 20-Year Comprehensive Land Use Plan:

In August of 2008, the town of Lakewood adopted its first comprehensive plan entitled the Town of Lakewood 20-Year Comprehensive Plan. This plan was developed with planning assistance from Bay-Lake Regional Planning Commission and Oconto County Planning staff as part of a county wide planning project. In 2018, the town of Lakewood began working with Oconto County Planning staff to complete the first major update to the comprehensive plan. The plan update was completed and adopted in 2022.

Oconto County Farmland Preservation Plan:

In 1985, Oconto County adopted the Oconto County Farmland Preservation Plan prepared by Bay-Lake Regional Planning Commission. This plan served as a guide for preserving farmland, woodlands and significant environmental areas within the county and to help maintain and expand the agricultural economy. In 2014, Oconto County amended the Oconto County 20-Year Comprehensive Plan to include all statutorily required components of the Farmland Preservation Plan. The Oconto County Comprehensive Plan includes all requirements of Chapter 91.

Town of Lakewood Stormwater Management Plan

In 2005, Foth and Van Dyke developed a Stormwater Management Plan for a limited area in the town of Lakewood. The purpose of the study was to define inadequacies in the town’s existing stormwater management facilities, determine the effects that residential, commercial, and

industrial development activities have on these facilities; and evaluate in-place and proposed stormwater management alternatives to properly address the problems development brings to both the quantity and quality of stormwater runoff. The following improvements for Lakewood’s stormwater management system were recommended:

1. Manage “nuisance” flows to desired levels with proper local conveyance system design, improvements to existing conveyance system segments (where practical), and regional or on-site detention basis. Specifically this would entail:
 - a. Properly designed site-specific drainage facilities for “minor” flows. Site-specific improvements are given by the plan.
 - b. Planning, designing, and constructing regional detention basis in suitable locations and of proper design to solve peak nuisance flow and water quality concerns.
 - c. Consider enacting on-site or “sub-regional” storage detention requirements that are consistent throughout the town if conveyance improvements or regional detention is not an option.
2. Make modifications to provide additional management for major flood flows. The following actions were recommended:
 - a. Delineate any stream floodplain areas and enforce associated floodplain regulations throughout the town.
 - b. Continue to explore measures to reduce floodplain limitations, especially where conflicts occur with planned development.
 - c. Provide overflow pathways such as streets or lot-line drainage ways to provide safe conveyance pathways for flood flows associated with major runoff events.
 - d. Upgrade stormwater management ordinances and planning guidelines to encourage development which foster the intent of stormwater management goals.
3. The town of Lakewood’s existing stormwater management activities can be improved to become effective in reducing pollutant loads to its surface waters. The following improvements were recommended:
 - a. Repair erosion problems and provide protection to critical areas.
 - b. Use and require the use of physical best management practices, including infiltration when possible.
 - c. Build water quality enhancement features into the peak control detention basins, and construct stormwater quality improvement facilities at storm water catch basins, outfalls, or where feasible.
 - d. Restrict herbicide and pesticide use by initiating public information and education programs while working with large users on alternative controls and use reduction possibilities.
 - e. Minimize use of road de-icing compounds and use reduction possibilities.
 - f. Require good housekeeping practices throughout the drainage basin, particularly in areas with high pollution potential.

- g. Maintenance activities such as street cleaning, catch-basin cleaning, and gully repair should be expanded.
- h. Eliminate all illicit connections to stormwater management system.
- i. Continue and accelerate strong enforcement of construction site erosion control requirements.

Community Resources

Natural Resources

Natural resources are often a defining feature for local communities. People depend on natural resources to provide a clean and abundant supply of groundwater; assure good air quality; and provide natural landscapes that are fundamental to a healthy and diverse biological community. The town of Lakewood features numerous surface waters, acres of woodlands including the Nicolet National Forest, and plentiful in open space.

The resources that lie beneath the ground are very important when considering future development. The area of the state in which Lakewood is located, known as the Northern Highlands region, was once a mountainous area. Centuries of erosion eventually removed the mountains leaving behind bedrock comprised of granite and a mixture of igneous rocks and a topography that features some of the highest elevations in the state of Wisconsin. Nearby Thunder Mountain rises 1,375 feet above sea level and McCauslin Mountain has been measured at 1,625 feet above sea level. The soils covering the bedrock consist primarily of soil types that are moderate to well drained and nearly level (less than 15%).

Watersheds represent the total land area from which water drains into a particular body of water. There are three watersheds that provide drainage to the town of Lakewood: Lower North Branch Oconto River, Middle Peshtigo and Thunder Rivers, and Upper Peshtigo River. Ultimately, all three watersheds drain directly into Lake Michigan via Green Bay or a major river system. Each watershed contains a number of drainage basins. These basins serve to transport water through the watershed and into a surface water. Deposition of sediment and runoff into these drainage basins can greatly impact an area's water resources. Therefore, it is imperative to protect these drainage basins from development in order to ensure maximum efficiency. In the 1999 Town of Lakewood Comprehensive Master Plan, completed by Robert E. Lee and Associates, the largest designated drainage areas in the town were identified as West Thunder Creek, Waubee Lake, Wheeler Lake, Pine Ridge Lake, and McCauslin Brook basins and a very large, complex drainage area that feeds water to the North Branch of the Oconto River. The plan further pointed out that McCauslin Brook plays a major part in ensuring the health of the watersheds in and around Lakewood, as it serves as the only significant drainage corridor for the area.

Protection of area watersheds leads to protection of the town's surface waters. Surface waters are abundant in the northern portion of Oconto County and play a significant role in the everyday life of the town of Lakewood's residents and visitors. The town contains 15 named lakes, 12 named streams, and a number of other unnamed surface waters. Major surface waters found in Lakewood include Lake John, Chain Lake, Waubee Lake, Munger Lake, Bear Lake, Wheeler Lake, the Oconto River, and McCauslin Brook. **Map 2.3** illustrates the location of surface waters in the town of Lakewood.

All of the water used by the town of Lakewood and its residents comes from groundwater. There is no municipal water supply in the town; therefore, all water is supplied via private wells.

Fertilizers, manure, land application of sewage, pesticides, on-site sewage disposal systems, chemical spills, leaking underground storage tanks, landfills, existing land uses, and landowner practices are all potential pollutants for drinking water wells. The susceptibility of groundwater to contamination from these activities can be highly variable depending on location. Depth to bedrock, aquifer type, soil type, and depth to groundwater are all factors thought to influence susceptibility. Considering these factors, it can be concluded that groundwater is most susceptible to contamination in the northwest part of Oconto County, which includes the town of Lakewood, where the sand and gravel aquifer is present.

A large portion of the town of Lakewood is made up of public forest lands. Over 33,000 acres of land in the town are part of the Nicolet National Forest. This means that over 70 percent of the town is owned and managed by the US Forest Service. The national forest is managed for a number of different uses including timber harvesting, forest preservation, and recreation. The town also contains an additional 7,000 acres of woodlands that lie outside of the National Forest. In total, the town contains over 40,000 acres of woodlands.



Snow Falls Creek State Natural Area
Source: Wisconsin Department of Natural Resources

A number of places in the town of Lakewood have been identified for their environmental significance and named as State Scientific and Natural Areas, State Wildlife and Fishery Areas, Significant Coastal Wetlands, Land Legacy Places, or a natural area. For more information regarding these sites and their designations see Chapter 5 of *Volume II: County Resources*.

Other areas of environmental significance have been identified as falling within an environmental corridor. An environmental corridor is a portion of the landscape that contains and connects natural areas, green space, and scenic, historic, scientific,

recreational, and cultural resources. In developing this comprehensive plan, the following criteria were utilized in delineating the environmental corridors in the town of Lakewood:

- WDNR inventoried wetlands (> 2 acres);
- 100-year floodplains;
- Steep slope ($\geq 12\%$); and
- Surface waters with a 75-foot buffer.

Each individual feature within the environmental corridors is referred to in this plan as a “plan determinant.” **Map 2.4** illustrates the plan determinants of the town of Lakewood. For more information regarding environmental corridors, wetlands, floodplains, soils, and surface waters please see Chapter 5 of *Volume II: County Resources*.

These environmental corridors, along with other identified areas of environmental significance, should be considered when making decisions regarding future development in Lakewood. These spaces serve a vital role in protecting local water quality; serving as buffers between different land uses; controlling, moderating, and storing floodwaters; providing nutrient and sediment filtration; and providing fish and wildlife habitat and recreational opportunities.

Agricultural Resources

There are a number of areas in Lakewood that can be designated as having prime agricultural soils. The USDA, Natural Resources Conservation Service, defines prime agricultural soils as lands that have the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops, with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. Approximately 7,654 acres of land in the town is comprised of these soils. **Map 2.5** illustrates the location of the classified prime farmland soils in the town of Lakewood. For definitions of agricultural soil types and more information on the soils found throughout the town of Lakewood and Oconto County see Chapter 5 of *Volume II: County Resources*.

Despite the presence of these soils the farming presence in the town has been declining over time. Ultimately, Lakewood’s agricultural character is deeply rooted in the timber industry. Portions of the Nicolet National Forest are harvested every year for timber to be utilized in a number of different ways.

Cultural Resources

Cultural Resources are typically sites, features, and/or objects of some importance to a culture or a community for scientific, aesthetic, traditional, educational, religious, archaeological, architectural, and historic reasons.

The National Register of Historic Places is the nation’s official list of cultural resources worthy of preservation. The town of Lakewood contains two locations that are currently on this list: Holt and Balcom Logging Camp No. 1 and Smyth Road Bridge. In addition, the Oconto County Historic Society has identified the Murphy Saw Mill and the Lakewood Trout Hatchery as places of cultural significance.

Economic Resources

The town of Lakewood’s economy is heavily influenced by its forest and water resources. The Chequamegon-Nicolet National Forest and other woodlands in the town provide a number of jobs and opportunities for local businesses. The forests and lakes promote tourism and attract a number of seasonal residents which further enhances opportunities for local retailers and service providers.

Transportation

State Highway 32 is a minor arterial route that services the southwest portion of the town of Lakewood and is one of the most heavily used roads in the area. The function of an arterial highway is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely, and efficiently. State Highway 32 is classified as a minor arterial highway because it has an annual daily traffic (ADT) count of 2,000, as opposed to a major arterial which has an ADT of 6,000. The town is also serviced by a major collector road, County Highway F, and a minor collector road, Smyth Road. Collector roads take traffic from the local road system (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to arterial highways, farm markets, agricultural service centers, and larger urban areas.

The transportation facility inventory conducted for Oconto County has established that the county currently has jurisdiction over, and responsibility for, approximately 313 miles of highway. The county’s jurisdictional responsibility relative to its highway system includes

maintenance, repair and reconstruction of the highways as required. The primary funding source for maintaining, rehabilitating and reconstructing the county highway system is the state’s disbursement of general transportation aids.

According to the Wisconsin Information system for Local Roads, the town of Lakewood contained 110.35 miles of roads. Of these, 10.34 miles are under the jurisdiction of Oconto County and 100.01 are under jurisdiction of the town. Table 8.2 found in Chapter 8 of *Volume II: County Resources* lists the mileage of roads under the jurisdiction of the town of Lakewood by function. **Map 8.1** found in Chapter 8 of *Volume II: County Resources* provides the location of the roads by function within the town.

The town of Lakewood also contains the Lakewood Airpark. The airpark is a planned community that provides a grass landing strip for use by its residents. Some homes in the airpark are equipped with hangers.

For further transportation information as it pertains to Oconto County and its municipalities, including an inventory of facilities, applicable transportation plans, funding opportunities, and recommendations, please refer to Chapter 8 of *Volume II: County Resources*.

Utilities and Community Facilities

An assessment of existing community and public facilities needs to be made to determine any current or future issues that may cause potential problems in meeting future development needs. Information regarding county-wide community and public facilities, including location and serviceability, can be found in Chapter 9 of *Volume II: County Resources*. **Map 2.6** shows the location of each public and community facility located in the town of Lakewood.

The Lakewood Administrative Building is located 17187 Twin Pines Rd. The Administrative Building has office space for the Town Chairman, Town Clerk and Town Treasurer and is used as a place to hold town board meetings, county zoning hearings, elections, and other meetings related to town and county business. In 2015 the Oconto County Planning and Zoning Office began leasing office space from the town in order to operate a northern office staffed with county zoning staff. Other county offices also use this space at times to provide services to residents.

The town does not supply its own police protection. Instead, the Oconto County Sheriff’s Department provides police services to the town’s residents. There is an Oconto County Sheriff’s Deputy dedicated to the northern third of the county. In addition to this individual, there is a Recreational Officer committed to patrolling the trails and waterways of the county. The town also relies on the Oconto County Jail for any incarceration needs and a Municipal Court has been placed in Gillett, servicing the northern portion of the county.

The town does, however, provide its own fire protection and emergency medical services. The fire station is located in the Lakewood Community Center at 17214 North Road and is staffed by approximately 30 volunteers. The town is responsible to provide fire protection services to its own residents and also maintains mutual aids agreements with the Townsend, Mountain, Doty, Riverview, Crooked Lake, Wabeno, and Silver Cliff fire departments. The town’s emergency medical services are provided by the Lakewood/Townsend Ambulance Service located at 16003 Village View Road in Lakewood.

Residents and visitors of the town of Lakewood can seek non-emergency medical attention from the NorthLakes Community Clinic, a Federally Qualified Health Center, which provides primary and preventative care services to Medicare, Medicaid, commercially insured, uninsured, and low

income patients under the general or direct supervision of a physician. The clinic is located at 15397 State Highway 32. In emergency situations, local emergency medical services generally bring patients to either HSHS St. Clare Memorial Hospital in the City of Oconto Falls or Aspirus Langlade Hospital in the City of Antigo in Langlade County. Lakewood also has an adult care facility located in 17185 Flynn Lane. It is the Lakewood Assisted Living Center.

There are two federally supported offices/services located within the town. There is a US Post Office located along State Highway 32. Additionally, the Lakewood/Laona Ranger District is also located along Highway 32.

The Lakes Country Library, located at 15235 State Highway 32, provides library services for the town and its surrounding communities.

The town of Lakewood does have a sanitary district. The waste water treatment facility is located at 15280 East Forrester Road. The town utilizes a collection system made up of sewer laterals to the main pipe with lift pumps and treats its wastewater via sand filtration. The effluent from this system is discharged into McCauslin Brook. Some of the town also has curb and gutter to collect and treat stormwater.

The Town of Lakewood Waste Drop-off Site is located on North Road and provides residents of the town with a place to dispose of refuse. This facility also serves as the recycling facility. The town does not offer curbside pickup of trash or recyclables. Some town residents choose to contract with a private hauler for waste pick-up services.

There are two parks, Mary's Park and Memorial Park, located in the town of Lakewood. These facilities are illustrated on **Map 2.6**. In addition WDNR does own a fish hatchery in the town of Lakewood. The hatchery is located at 14865 Hatchery Lane. It is operated by volunteers during the summer months and offers both public and private tours.

For more information on the community and public facilities offered throughout Oconto County please refer to Chapter 9 of *Volume II: County Resources*.

Land Use Inventory

A detailed field inventory of existing land uses in the town of Lakewood was completed by the Bay-Lake Regional Planning Commission in 2007. In 2017, as part of the plan update a detailed existing land use inventory was completed by Oconto County Planning. A consistent standard land use classification methodology and process was used to determine existing land uses. Please see Chapter 11 of *Volume II: County Resources* for a description of these categories.

According to this land use inventory, the majority of town land, over 95% is yet to be developed. This is due primarily to the fact that the vast majority of land within the town boundaries is part of the Nicolet National Forest, which is owned and maintained by the U.S. Forest Service. Taking these lands out of the equation, it can be estimated that approximately 17% of the land in the town is currently developed, while approximately 83% is still developable. A breakdown of the town's existing land uses and acreages is shown on Table 2.1, while **Map 2.7** illustrates the current existing land use. Appendix D of *Volume I: Town Plan* contains the town's detailed land use calculations.

Table 2.1: Existing Land Use Summary

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
DEVELOPED			
<i>Single Family</i>	1,513.3	3.3	63.1
<i>Mobile Homes</i>	104.0	0.2	4.3
<i>Multi-Family</i>	1.6	0.0	0.1
<i>Vacant Residential</i>	0.7	0.0	0.0
Total Residential	1,619.7	3.5	67.6
Commercial	89.0	0.2	3.7
Industrial	41.1	0.1	1.7
Transportation	368.0	0.8	15.4
Communications/Utilities	15.2	0.0	0.6
Institutional/Governmental	36.0	0.1	1.5
Recreational	223.3	0.5	9.3
Agricultural Structures	5.0	0.0	0.2
Total Developed Acres	2,397.3	5.2	100.0
UNDEVELOPED			
			Percentage Undeveloped Land
Croplands/Pasture	241.6	0.5	0.5
Woodlands	40,192.3	86.7	91.4
Other Natural Areas	2,256.7	4.9	5.1
Water Features	1,274.2	2.7	2.9
Total Undeveloped Acres	43,964.7	94.8	100.0
Total Land Area	46,362.1	100.0	

Source: Oconto County Planning, 2020.

DEMOGRAPHIC TRENDS AND FORECASTS

Population

Historic Population Trends

Analyzing changes in the trends and characteristics of a community’s population and housing is important in understanding the needs of its current and future populations.

The town of Lakewood has experienced both population increases and decreases from a population of 215 in 1910 to a population of 816 in 2010. The town population has increased by

approximately 600 since 1910, however the town has also experienced population declines between 1930 and 1940, between 1960 and 1970, and again between 2000 and 2010.

Of the 816 people inhabiting the town of Lakewood in 2010, 263, or 32 percent, were at or above retirement age (65 and older). Additionally, the median age of the town’s residents has risen from 45.1 in 1990 to 51.0 in 2000 to 56 in 2010. Therefore, it would be reasonable to assume that the majority of new residents arriving in the town of Lakewood are at or around retirement age.

As previously noted, the town of Lakewood has a significant seasonal population. The seasonal residents of Lakewood come primarily in the summer months; however, a significant number also visit in the winter to take advantage of the numerous winter-related outdoor recreation activities that are available in the town. The town of Lakewood’s seasonal population can be estimated by multiplying the number of seasonal housing units present in the town in 2010 by the town’s 2010 average number of persons per household.

By doing this calculation it can be estimated that the 2010 seasonal population of Lakewood was 2,032 resulting in a year 2010 total population of 2,848 people.

For more information on population trends in Oconto County and the town of Lakewood refer to Chapter 6 of *Volume II: County Resources*. For town specific population data refer to Tables 6.14 – 6.18 found in Chapter 6 of *Volume II: County Resources*.

Population Projections

By inventorying past population trends it is possible to project future trends. These projections will allow the town of Lakewood to determine how much land will be necessary to meet future development needs as well as what type of development will be prudent in order to meet the needs of their population. Population projections allow the town of Lakewood to realize the area’s future needs for housing, utilities, transportation, recreation, and a number of other population influenced services. For this plan, the town has utilized Wisconsin Department of Administration (WDOA) population projections. Based on these WDOA projections, the Town of Lakewood can anticipate continued population growth.

More information on population projections for Oconto County and the town of Lakewood can be found in Chapter 6 of *Volume II: County Resources* with town specific projections shown in Table 6.18.

Seasonal Population Projections

Given the town of Lakewood’s significant estimated year 2010 seasonal population, it is important for the town to review the seasonal population projections to be aware of the number of seasonal residents that will be living in Lakewood. Assuming the 2010 ratio of seasonal housing units to occupied housing units stays constant, projections for future seasonal housing units can be used to project future seasonal populations by multiplying the projected persons per household by the projected seasonal housing units (see the “Seasonal Housing Projections” portion of this chapter for more information on seasonal housing units in the town of Lakewood).

By doing this calculation, it can be anticipated that the seasonal population will rise from approximately 2,032 in 2010 to 2,428 in 2040. Based on these projections the town could expect to increase its total population, which includes year-round and seasonal residents, to approximately 3,400 people by the year 2040.

More information on seasonal population projections for Oconto County and the town of Lakewood can be found in Chapter 6 of *Volume II: County Resources* with town specific projections shown in Table 6.18.

Housing

Housing Trends and Characteristics

As reported by the U.S. Census, the number of housing units in the town of Lakewood have increased from 614 in 1970 to 1,433 in 2010. The town experienced its largest increase in housing units, almost 72 percent, between 1970 and 1980. This reflects similar trends observed throughout Oconto County, particularly in the northern section, in which fewer housing units have been constructed each decade since 1970.

Housing Projections

Utilizing the Wisconsin Department of Administration (WDOA) occupied housing unit projections, the town can expect to see a continued, but limited increase in occupied housing units. As reported by the U.S. Census, in 2010 the town had 398 occupied housing units. WDOA housing projections show occupied housing units in the town increasing to 450 in 2020, 506 in 2030 and 523 in 2040.

More information on housing projections for Oconto County and the town of Lakewood can be found in Table 6.20 found in Chapter 6 of *Volume II: County Resources*.

Seasonal Housing Projections

Due to the number of seasonal housing units currently located in the town of Lakewood, it is important to consider the number of additional housing units that may potentially be built for seasonal, recreational, or occasional use in the future. By utilizing WDOAs final household projections for Wisconsin municipalities, the number of future seasonal housing units can be estimated. Assuming the 2010 ratio of seasonal housing units to occupied housing units stays constant, the number of future seasonal housing units can be projected by multiplying the projected occupied housing units by the ratio of seasonal housing units to occupied housing units.

By doing this calculation, it can be anticipated that the number of seasonal housing units will rise from approximately 991 in 2010 to 1,302 in 2040. Based on these projections the town could expect approximately 1,825 total housing units, which includes year-round and seasonal residences, by the year 2040.

For five-year incremental projections see Table 6.21 in Chapter 6 of *Volume II: County Resources*.

Economic Development

The town of Lakewood's economy is heavily influenced by its forest and water resources. The Nicolet National Forest and other woodlands in the town provide a number of jobs and opportunities for local businesses. The forests and lakes promote tourism and attract a number of seasonal residents which further enhances opportunities for local retailers and service providers. Manufacturing based businesses also have a presence in the town of Lakewood.

Labor Force Characteristics

Over half of the residents of Lakewood are part of the civilian labor force, which includes persons sixteen years of age or older who are employed or seeking employment. Of those that are employed, the majority, 26.7 percent, are employed in service related occupations and also 26.7 percent are employed in sales and office occupations. The town also has 17.5 percent, employed in management, professional, and related occupations.

More information on employed persons by occupation for Oconto County and the town of Lakewood can be found in Table 7.11 found in Chapter 7 of *Volume II: County Resources*. For more information regarding economic characteristics of Oconto County and the town of Lakewood refer to Chapter 7 of *Volume II: County Resources*.

Sites for Redevelopment

By utilizing the WDNR Bureau for Remediation and Redevelopment Tracking System (BRRTS) it is possible to inventory all of the environmentally contaminated sites that may be used for commercial or industrial uses. According to this tracking system, there have been fifteen environmental incidences that have occurred in the town of Lakewood. Of these, one is still open. The rest of the sites are either closed, designated a historic spill, or required no action, meaning they are all eligible for redevelopment.

For more information regarding economic characteristics of Oconto County and its municipalities see Chapter 7 of *Volume II: County Resources*.

LAND USE TRENDS AND FORECASTS

Existing Land Use Issues and Conflicts

- Over 70 percent of land within town is under public ownership, leaving only 13,200 acres in which to plan.
- Development pressures on natural features, primarily surface waters and forest. Very few areas available for development around lakes without impeding on environmental corridors and existing water quality.
- Lack of defined areas for future recreational use. Continued loss of public access to surface waters. Need for more recreational trails for all modes of transportation.
- Difficult to anticipate trends of seasonal population because of rising fuel costs and general aging of the population. Housing market could have major impact on future development of seasonal units. Also unknown how many seasonal units will be converted to year-round residences. There is an increasing demand for Short-Term Rentals.
- Past trends show a decrease in the amount of agricultural land present in the town.
- There are currently existing developments within the sanitary district boundary that are not being serviced by the district. Annexation for these properties should be considered if at all possible.

Anticipated Land Use Trends

- Push for more lake development. Pressure to begin secondary and tertiary development and maybe even beyond. Key holding, where water rights are procured for residents that are not

located along the shoreline, may also become an issue. As lakeshore property becomes scarce there may be additional pressure to develop other natural areas such as woodlands.

- Need for more commercial and light industrial development to promote economic development in the town and provide more job opportunities to residents of the town and surrounding communities. Commercial and light industrial land uses should be directed to locate in the designated areas along STH 32 and North Road and County F.
- Increasing presence of subdivisions.
- Currently only community in northern part of the Oconto County with sanitary services. This is important in terms of the development that the community may attract as opposed to neighboring communities.
- Conversion of agricultural lands to other uses.
- Need for additional/enhanced municipal services including water, sanitary, emergency and critical care services, storm-water management, etc.
- Fragmentation of woodlands and other large areas of contiguous open space.
- Development pressure adjacent to public lands.
- Need for additional recreation trails, bike trails, and recreation spaces.

Development Considerations

- Need to maximize use of the sanitary district. Direct as much future development to within the boundary so service can be provided. However, it is important to remain cognizant of the district’s capacity to ensure it is not exceeded.
- Supply of lakeshore properties is decreasing. This may impact the number of seasonal residents coming to Lakewood.
- Ample land designated for commercial/light industrial development. Increased development of these uses may be another way to attract potential residents with the decrease in lakeshore properties.
- Land prices will likely continue to increase, particularly around lakes and in wooded areas.
- Ability to alert residents of emergencies and supply location to provide shelter.
- Acknowledge fire risk in the community by controlling the wildland urban interface, maintaining appropriate vegetation, and promoting use of fire resistant materials.
- Current condition of roads. Consider which roads are currently capable of handling increased traffic flows and those that may need to be upgraded to accommodate future growth.
- The town will need to continually monitor and expand when necessary existing telecommunications related infrastructure to ensure the needs of their residents and businesses are met.



DESIGN YEAR LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Wisconsin Statutes require Comprehensive Plans to include projections in five-year increments for future residential, commercial, industrial and agricultural land uses in the community over the 20-year planning period. The Wisconsin Department of Administration (WDOA) projections were used to determine anticipated future growth within the town. The town of Lakewood future land use projections can be viewed in Table 2.2.

It is **not** the intent of this comprehensive plan to see an entire area within a land use classification noted on the General Plan Design to be developed. The specified uses should be allowed if consistent with the type, location, and density of existing development. Some of the land within the designated land use classifications is not developable due to natural features, easements, setbacks, existing preferred land uses, or availability of supporting infrastructure. Within developing areas, these additional considerations and land uses generally account for approximately 25 percent of the gross land area. Given these considerations, the gross land use needs for residential, commercial, and industrial development for the town of Lakewood by 2040 is 546.64 acres. The net acreage total for each of the illustrated land uses is 409.98 acres.

Table 2.2: Five-Year Incremental Land Use Projections, 2020-2040

Year	Residential		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2020	130.0		7.1		3.3	
2025	93.0	223.0	5.1	12.3	2.4	5.7
2030	87.5	310.5	4.8	17.1	2.2	7.9
2035	60.0	370.5	3.3	20.4	1.5	9.4
2040	9.0	379.5	0.5	20.9	0.2	9.6

Source: Oconto County Planning, 2020.

Residential Projections

The town’s future residential land use acreage was projected utilizing the following methodology:

- the town’s projected housing needs were based on the WDOA projections,
- the assumption that each new residential development will be, on average, two acres in size;
- a multiplication factor ranging from 1.25 to 2.25 to allow for market flexibility.

Table 2.3: Five-Year Incremental Housing Land Use Projections, 2020-2040

Year	New Housing Units	Acres/DU	Market Value	Acres Needed
2020	52	2	1.25	130.0
2025	31	2	1.5	93.0
2030	25	2	1.75	87.5
2035	15	2	2	60.0
2040	2	2	2.25	9.0
Total	125			379.50

Source: Oconto County Planning, 2020.

Note: The new housing units shown for 2020 would be the increase from the number of housing units determined in the 2010 census and the projected number of housing units in 2020. From 2010 thru 2020 it is projected the town will see 52 new housing units. From 2020 thru 2025 it is projected the town will see 31 new housing units.

Commercial Projections

According to the 2017 town of Lakewood land use inventory, as of that year the town contained 89 acres of commercial land. This represents a ratio of approximately 18.2 acres of residential development for every one acre of commercial development.

Assuming this ratio was to stay the same, the town should anticipate allocating an additional 20.9 acres for commercial and light industrial development over the next 20 years. This projection is illustrated by Table 2.4.

Table 2.4: Five-Year Incremental Commercial Land Use Projections, 2020-2040

Year	Res. Acreage	Ratio	Acres Needed
2020	130.0	18.2	7.1
2025	93.0	18.2	5.1
2030	87.5	18.2	4.8
2035	60.0	18.2	3.3
2040	9.0	18.2	0.5
Total			20.9

Source: Oconto County Planning, 2020.

Industrial Projections

Industrial lands are projected in the same manner as the commercial lands. According to the 2017 town of Lakewood land use inventory, as of that year the town contained 41 acres of industrial land. This represents a ratio of approximately 39.42 acres of residential development for every one acre of industrial development.

Assuming the ratio was to stay the same, the town should anticipate allocating an additional 9.6 acres for industrial development over the next 20 years. This projections is illustrated by Table 2.5.

Table 2.5: Five-Year Incremental Industrial Land Use Projections, 2020-2040

Year	Res. Acreage	Ratio	Acres Needed
2020	130.0	39.42	3.3
2025	93.0	39.42	2.4
2030	87.5	39.42	2.2
2035	60.0	39.42	1.5
2040	9.0	39.42	0.2
Total			9.6

Source: Oconto County Planning, 2020.

The industrial lands located within the town and identified in the 2017 land use inventory were areas of quarry operation. The town of Lakewood does not foresee the development of large scale industrial and manufacturing services within their boundaries. As such, the town has decided not to allocate specific lands on its General Plan Design (**Map 3.1**) for this use. The

town feels that this type of development should take place in communities that contain adequate infrastructure and public services.

Agricultural Projections

Lakewood has a limited amount of agricultural lands. According to the 2017 town of Lakewood land use inventory, land being utilized for agricultural purposes accounts for only about five percent of the total land in the town. It is anticipated by the town that the majority of these lands will either be preserved as agricultural or converted to non-agricultural uses. It is not anticipated that there will be an increase in the amount of agricultural land.

Map 2.1: Location Map

Map 2.2: Planning Area

Map 2.3: Surface Waters

Map 2.4: Plan Determinants

Map 2.5: Prime Agricultural Soils

Map 2.6: Public and Community Facilities

Map 2.7: Existing Land Use

