



City of Crandon Comprehensive Plan 2025



City of Crandon Comprehensive Plan

City Council

Althea McMillion

Dawn Schmidt

Alex Walrath

John Rogers

Bill Ison

Mark Gatton

Pam Rau

Mike Smith

Plan Commission

George Stamper

Bruce Walentowski

Kayla Littleton

Mike Smith

Bruce Johnson

Mark Gatton

Chris Votis

Meagan Kevilus - Clerk/Treasurer

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North Central Wisconsin Regional Planning Commission

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Attachments

- A. Public Participation Plan & Resolution
- B. Adoption Resolution
- C. Adoption Ordinance

Chapter One

Introduction & Demographics

Introduction

The City of Crandon is the county seat of Forest County and is known as the *Center of Wisconsin's Northwoods*. Located just outside of the Chequamegon-Nicolet National Forest, Crandon is known for its strong logging industry and serves as a popular tourist destination, with attractions such as Lake Metonga and an extensive trail system including a vast snowmobile trail network and the Wolf River State Trail. The nearby Crandon International Off-Road Raceway serves as the host of the World Championship Off-Road Races and the Forest County Potawatomi Spring Brush Run Races, events that draw nearly 90,000 visitors to the Crandon area each year.

The Crandon School District, Crandon Post Office, Crandon Public Library, Crandon Area Rescue Squad, and Crandon Volunteer Fire Department serve all areas in and around the City of Crandon. Businesses in Crandon serve residents of the surrounding towns and are in turn dependent on town customers.

Location

The City of Crandon is mostly surrounded by the Town of Lincoln, while the western portion of the City is bordered by the Town of Crandon. Crandon is the only city within Forest County, and also serves as the county seat. Lake Metonga is located in the southern portion of the City and is a popular tourist attraction in the summer months.

The Planning Process

The City Plan Commission oversaw the development of the Plan and met to analyze and discuss information that was gathered and presented by the NCWRPC. The planning process was open to the public and the City's adopted Public Participation Program and documentation of comprehensive plan adoption are in the Attachments.

Purpose of the Plan

The purpose of this Plan is to comply with the State of Wisconsin Comprehensive Planning Law, Wisconsin Statute 66.1001. This Plan addresses the elements and

factors as spelled out in the "definition" of a comprehensive plan under the Statute. This Plan is intended to be a guide for the future development of the City.

Demographics

This chapter, the first of nine chapters of the City of Crandon Comprehensive Plan, examines demographic information that may have an effect on the development of the City over the 20-year planning period of the plan.

As required by the state's comprehensive planning law [§66.1001(2)(a) Wis. Stats.], this chapter contains trends and forecasts with jurisdictional comparisons for some basic demographics including: population, households, employment, age, education, and income. Although forecasts should typically cover the 20-year planning period, in some cases, the only acceptable sources had lesser time periods for their forecasts. Official sources are used for data and forecasting, including the WDOA Demographic Service Center, and the U.S. Census Bureau.

In addition to this review of basic City statistics, a variety of tools are utilized to identify issues, including a review of past plans, brainstorming by the City Plan Commission, a public hearing, and observations of the NCWRPC professional planning staff.

Comprehensive plans are required to be updated every 10 years, roughly corresponding to the decennial census and fresh community data. This is the minimum amount of time between extensive review and update of issues and related objectives, policies, and goals.

Population Trends and Forecasts

Table 1.1 displays the total population for the City of Crandon, the neighboring towns, Forest County, and the State of Wisconsin. Total population within the City of Crandon has increased by about two percent since 2000, compared to a decline in population in Forest County. During this time, Crandon's neighboring towns have all experienced different rates of population growth, ranging from a 13 percent decrease in the Town of Crandon to a 4 percent increase in the Town of Nashville.

Table 1.1: Population Trends

	2000	2010	2018	% Change 2000-18	% Change 2010-18
City of Crandon	1,961	1,920	1,994	1.7%	3.9%
Town of Lincoln	1,005	955	982	-2.3%	2.8%
Town of Crandon	614	650	564	-8.1%	-13.2%
Town of Nashville	1,157	1,064	1,108	-4.2%	4.1%
Forest County	10,024	9,304	9,018	-10.0%	-3.1%
Wisconsin	5,363,675	5,686,986	5,778,394	7.7%	1.6%

Source: U.S. Census, American Community Survey 2014-2018

State population projections were completed in 5-year increments between 2015 and 2040, as shown in **Table 1.2**. According to the Wisconsin Department of Administration (WDOA), the population in the City of Crandon will experience a 7 percent increase in population between 2020 and 2040. In comparison, Forest County is projected to increase by nearly 10 percent during this time, while the Town of Lincoln has the highest rate of projected population increase among neighboring towns.

Table 1.2: Population Projections

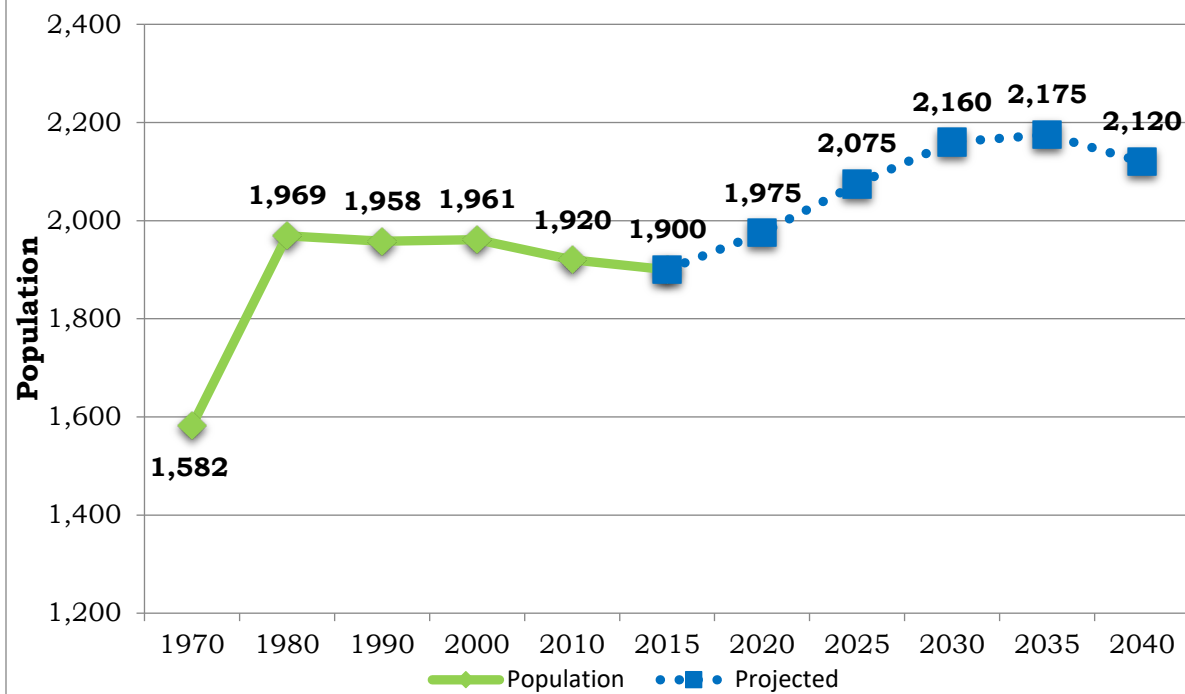
	2020	2025	2030	2035	2040	% Change 2020-40
City of Crandon	1,975	2,075	2,160	2,175	2,120	7.3%
Town of Lincoln	1,060	1,155	1,250	1,310	1,330	25.5%
Town of Crandon	710	775	835	870	885	24.6%
Town of Nashville	1,175	1,275	1,370	1,425	1,430	21.7%
Forest County	9,695	10,245	10,710	10,855	10,655	9.9%
Wisconsin	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	8.1%

Source: Wisconsin Department of Administration

Historical Trends

The 2019 population estimate for the City of Crandon created by the Wisconsin Department of Administration (WDOA) is 1,806. **Figure 1.1** displays the population trends in the City of Crandon from 1970 to projected populations in 2040. Population within the City is projected to drastically increase over time, as the City is projected to increase to 2,120 residents in 2040, up from a population of 1,582 residents in 1970 and from 1,920 residents in 2010. The City is projected to reach its peak population of 2,175 residents in 2035.

Figure 1.1: Population Trends



Household Trends and Forecast

There were 890 households within the City of Crandon in 2018, about a 15 percent increase from the total number of households of 803 in 2000, as shown in **Table 1.3**. In comparison, the number of households in Forest County increased by about 5 percent during this time. Average household size in the City of Crandon was 2.24 persons, down from an average household size of 2.44 persons in 2000. In comparison, Forest County had an average household size of 2.24 in 2018, down from an average household size of 2.39 in 2000.

Table 1.3: Households					
	2000	2010	2018	% Change 2000-18	% Change 2010-18
City of Crandon	803	771	890	10.8%	15.4%
Town of Lincoln	404	399	466	15.3%	16.8%
Town of Crandon	238	268	247	3.8%	-7.8%
Town of Nashville	485	448	517	6.6%	15.4%
Forest County	4,043	3,836	4,029	-0.3%	5.0%
Wisconsin	2,084,544	2,279,768	2,343,129	12.4%	2.8%

Source: U.S. Census, American Community Survey 2014-2018

Like population, household projections were completed in 5-year increments between 2010 and 2040, as shown in **Table 1.4**. The number of households was calculated by dividing the total population for each 5-year increment by the projected average person per household.

Like the population projections, the WDOA household projections are recognized as Wisconsin’s official population projections in accordance with Wisconsin State Statute 16.96 and are based on the historical population trends of individual communities. Assuming a conservative rate of growth, the number of households is projected to increase by 133 households, or a 29 percent increase between 2020 and 2040. This is faster than both the County and the State in terms of projected percent increase.

Further analysis of housing unit change can be found in other chapters of this Plan, particularly in the **Housing Chapter** and the **Land Use Chapter**.

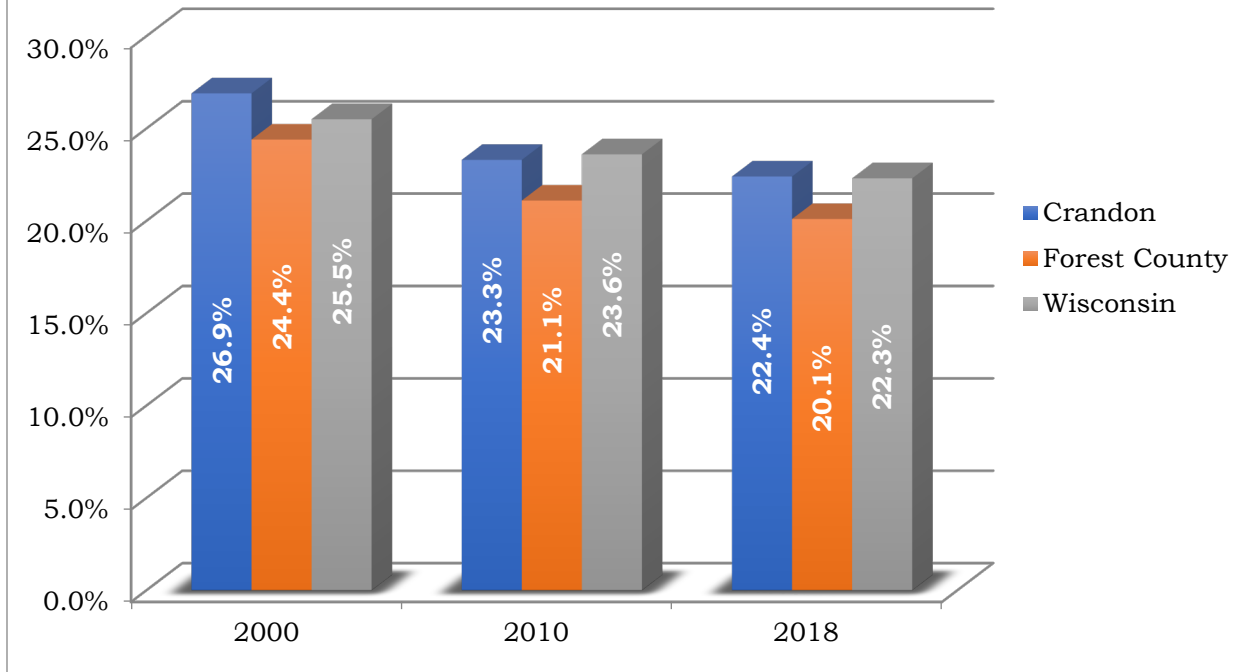
Table 1.4: Household Projections						
	2020	2025	2030	2035	2040	% Change 2020-40
City of Crandon	822	861	889	880	850	3.4%
Town of Lincoln	463	506	550	580	596	28.7%
Town of Crandon	306	335	362	379	390	27.5%
Town of Nashville	517	563	608	635	646	25.0%
Forest County	4,180	4,433	4,644	4,715	4,674	11.8%
Wisconsin	2,491,982	2,600,538	2,697,884	2,764,498	2,790,322	12.0%
<i>Source: Wisconsin Department of Administration</i>						

Age Distribution

Population distribution by age is important in the planning process. Two age groups are examined here: 1) people 5 to 17 years old, and 2) people 65 years and older. These two age groups are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring from the workforce.

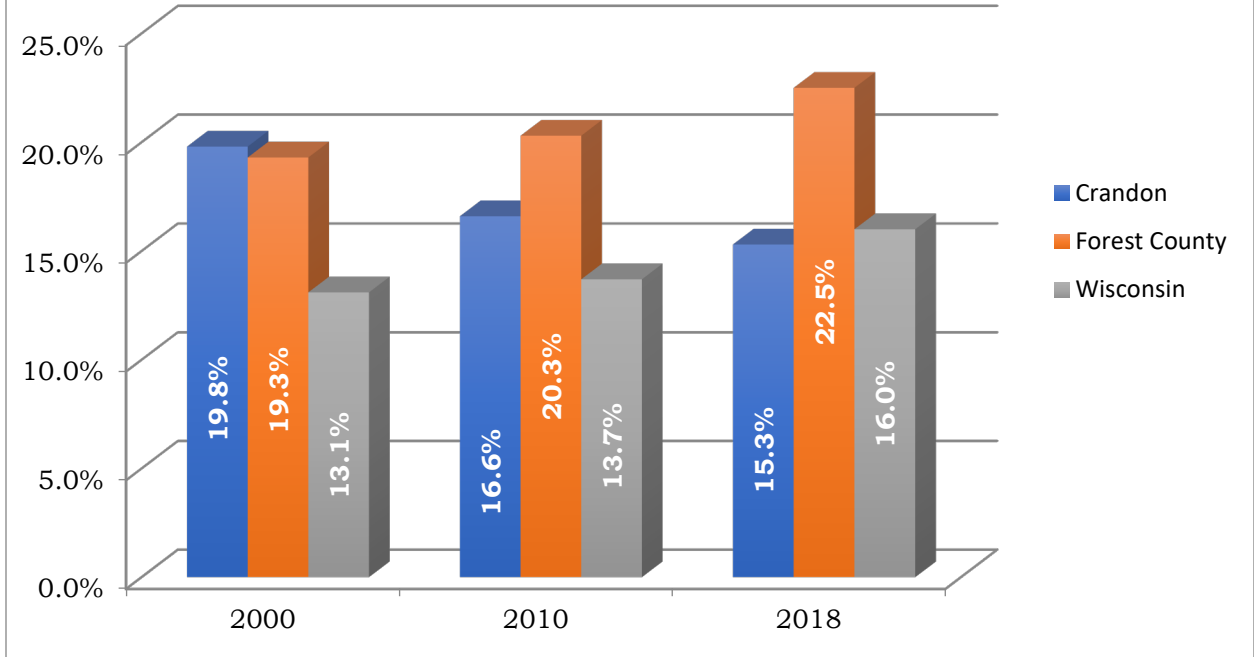
Between 2000 and 2018, the number of children 17 and younger, as a percentage of the population, for the City of Crandon decreased from 26.9 percent in 2000 to 22.4 percent in 2018, as shown in **Figure 1.2**. The percentage of population below the age of 18 also decreased in Forest County and Wisconsin as well during this time. This trend may be partly explained by the 2008 economic recession and difficult financial circumstances for young families.

Figure 1.2: Percentage of Population Below the Age of 18



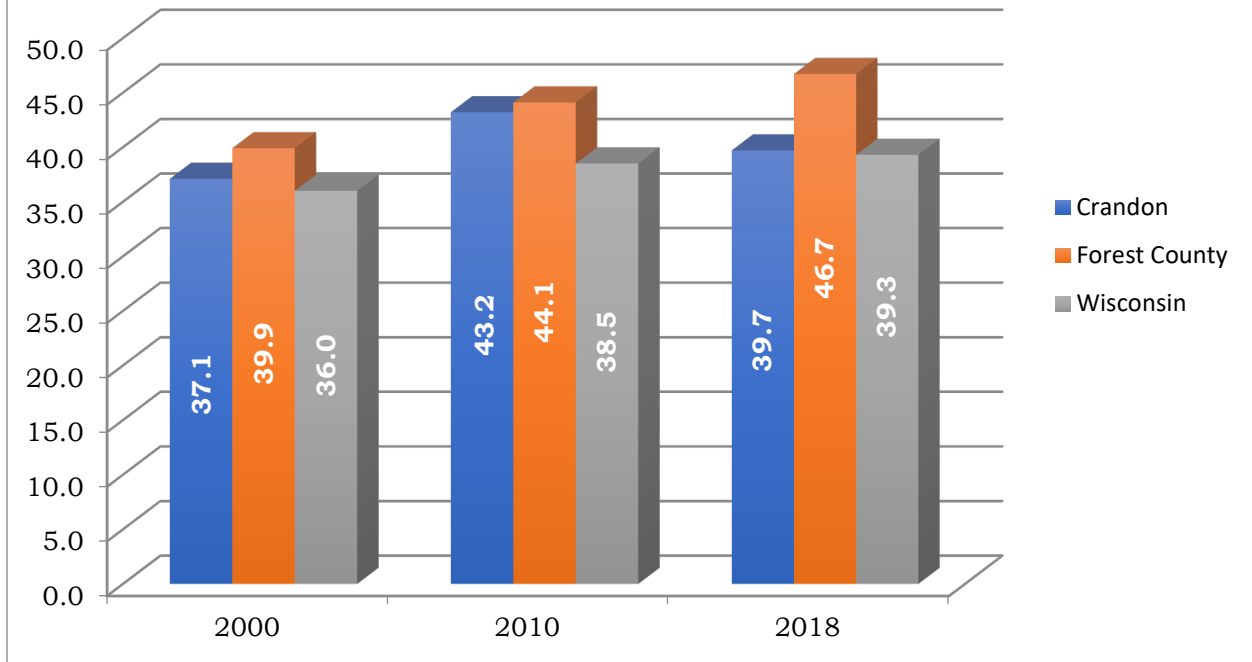
Between 2000 and 2018, the number of adults ages 65 and older, as a percentage of the population, for the City of Crandon decreased from 19.8 percent in 2000 to 15.3 percent in 2018, as shown in **Figure 1.3**. This differs from Forest County and Wisconsin, where the percentage of population ages 65 and older both increased during this time.

Figure 1.3: Percentage of Population Ages 65 and Over



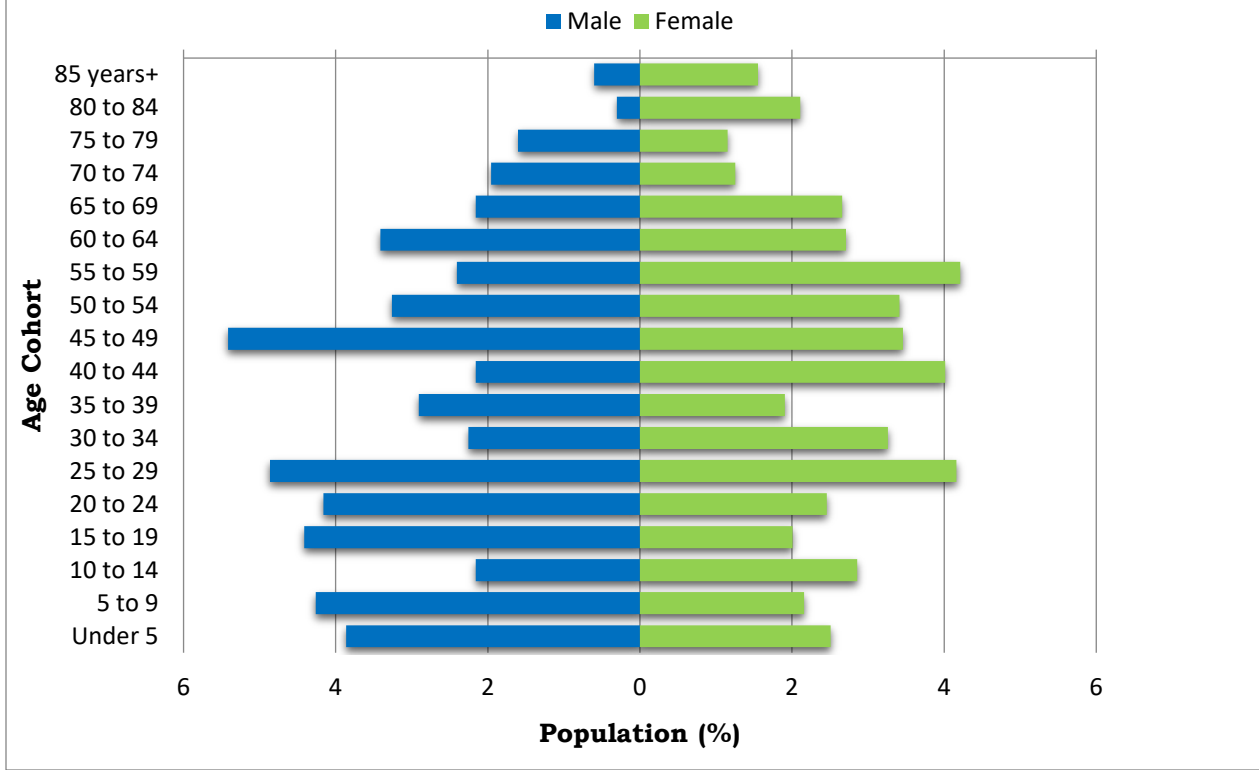
The estimated median age in the City of Crandon in 2018 was 39.7, which is significantly lower than the median age in Forest County and is nearly identical to the median age in Wisconsin (39.2), as shown in **Figure 1.4**. The median age of 39.7 in the City of Crandon indicates a high percentage of families with young children living within the City.

Figure 1.4: Median Age



The City of Crandon’s population pyramid, **Figure 1.5**, displays the population distribution broken down into age categories or cohorts for the City of Crandon in 2018. The population distribution by age cohort in the City of Crandon could best be described as an hourglass shape. The majority of residents within the City of Crandon fall between the ages of 0 and 29 or 45 and 64, with a small proportion of residents falling between the ages of 30 and 44. This indicates that Crandon has a large school age population (5-24 years), but the 30 to 44 age groups are smaller, indicating that residents leave to seek higher education or employment after high school and/or college. There is also a significant older population above 55 years old, which is likely because of the predominance of recreational housing owned by retirees within the City.

Figure 1.5: City of Crandon Population Pyramid



Education Levels

The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well-being of a community.

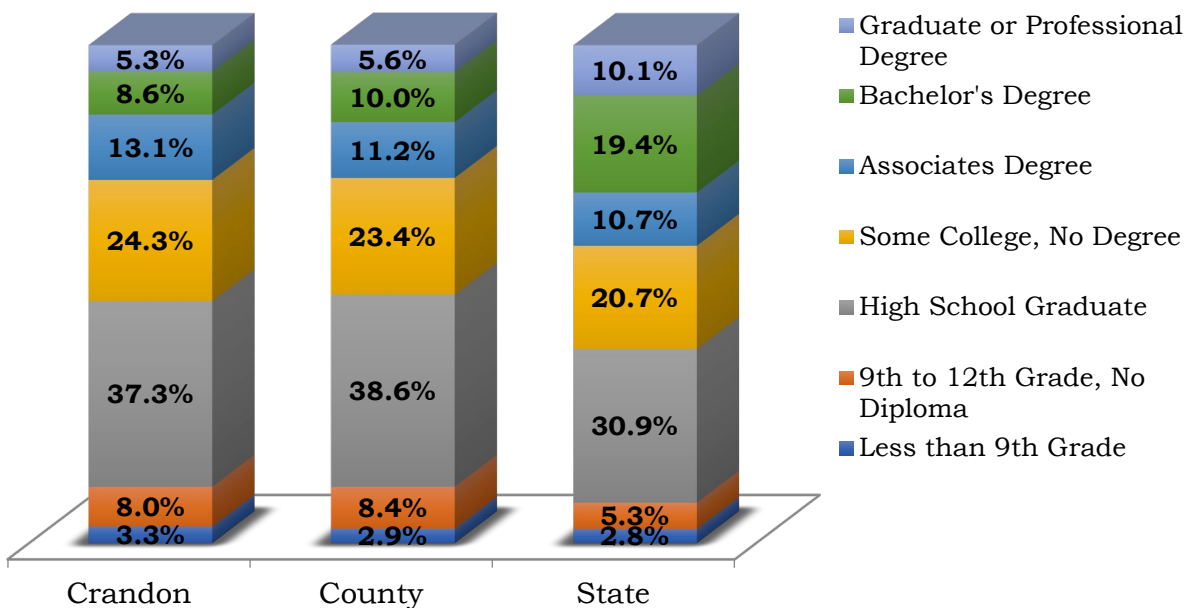
Educational attainment in the City has increased since 2000. The percentage of population ages 25 and older with a high school education increased from 75.7 percent in 2000 to 88.6 percent in 2018, as shown in **Table 1.5**. The percentage of those with a bachelor’s degree or higher has increased from 10.7 percent in 2000 to 13.9 percent in 2018. These increases were in line with those experienced in Forest County. The City of Crandon has a similar percentage of people with a high school degree or higher to that of Forest County, but both the City and County have a lower percentage than the State of Wisconsin as a whole. However, The City of Crandon has a lower percentage of people with a bachelor’s degree or higher than both Forest County and Wisconsin. **Figure 1.6** displays a comparison between Crandon, Forest County, and Wisconsin for all educational attainment categories for the year 2018.

Table 1.5: Education Levels

	City of Crandon			Forest County			Wisconsin		
	2000	2010	2018	2000	2010	2018	2000	2010	2018
Percent high school graduate or higher	75.7%	81.8%	88.6%	78.5%	85.6%	88.7%	85.1%	89.4%	91.9%
Percent with bachelor's degree or higher	10.7%	9.0%	13.9%	10.0%	12.0%	15.6%	22.4%	25.8%	29.5%

Source: U.S. Census, American Community Survey 2014-2018

Figure 1.6: Educational Attainment, Age 25 and Older, 2018



Income Levels

Table 1.6 shows median household income for the City of Crandon. The median household income for City of Crandon households was \$38,636 in 2018, up from \$27,125 in 2000. However, after adjusting for inflation, real median household income actually decreased during this time, as the inflation-adjusted median household income for the City of Crandon in 2000 was \$39,831. Both Forest County and Wisconsin also experienced decreases in median household income during this time when adjusting for inflation. The City’s median household income of \$38,636 is slightly lower than the

median household income in Forest County and significantly lower than the State’s median household income of \$59,209.

Table 1.6: Median Household Income					
	2000*	2010*	2018	% Change 2000-18	% Change 2010-18
City of Crandon	\$39,831	\$37,778	\$38,636	-3.0%	2.3%
Forest County	\$47,023	\$43,041	\$44,313	-5.8%	3.0%
Wisconsin	\$64,303	\$59,023	\$59,209	-7.9%	0.3%
*: Value adjusted for inflation Source: U.S. Census, American Community Survey 2014-2018					

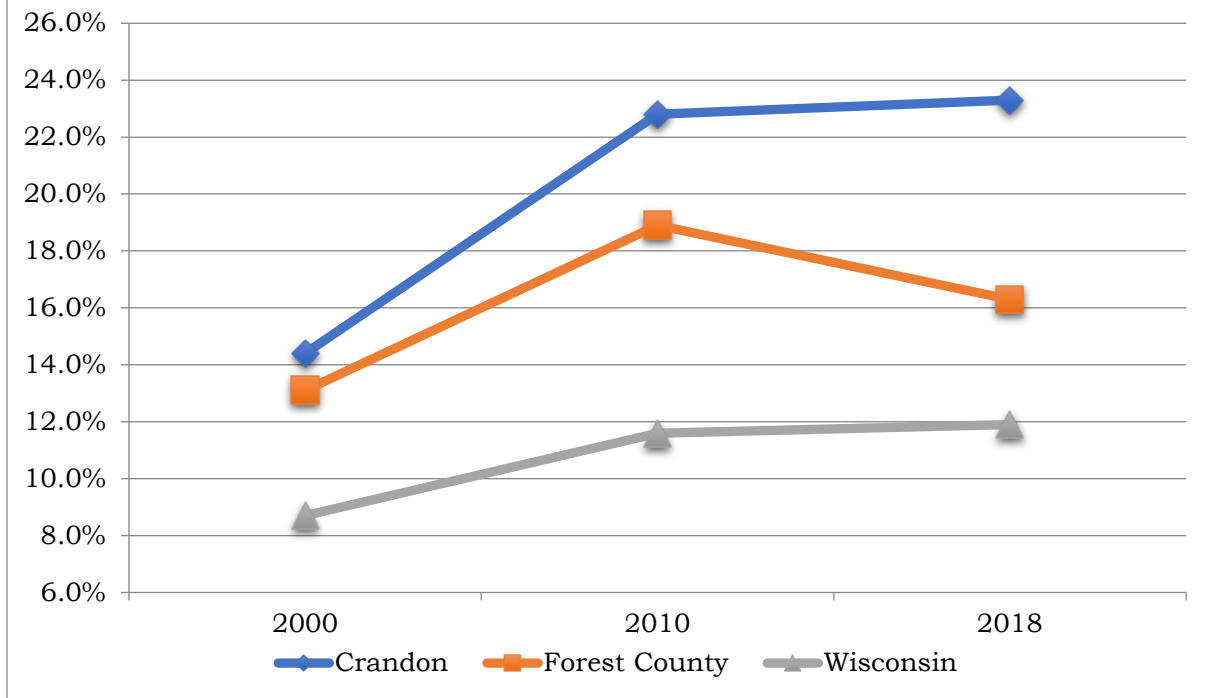
Table 1.7 shows per capita income for the City of Crandon. Per capita income is the average obtained by dividing aggregate income by the total population of an area. Since 2000, the City’s per capita income increased by nearly 2.5 percent when adjusted for inflation, a similar rate to both Forest County and Wisconsin. However, it should be noted that the City has increased at a significantly faster rate in per capita income since 2010 than both Forest County and Wisconsin.

Table 1.7: Per Capita Income					
	2000*	2010*	2018	% Change 2000-18	% Change 2010-18
City of Crandon	\$21,669	\$18,114	\$22,184	2.4%	22.5%
Forest County	\$24,157	\$23,539	\$24,808	2.7%	5.4%
Wisconsin	\$31,234	\$30,455	\$32,018	2.5%	5.1%
*: Value adjusted for inflation Source: U.S. Census, American Community Survey 2014-2018					

Poverty

In 2018, 23.3 percent of the City’s population was under the Federal Poverty Line (FPL). Crandon’s poverty rate in 2018 was significantly higher than both Forest County’s and the State of Wisconsin’s poverty rates. The poverty rate in the City of Crandon has sharply increased since 2000, but most of this increase occurred between 2000 and 2010. **Figure 1.7** compares poverty rate trends within the City of Crandon, Forest County, and Wisconsin. Similar to Crandon, Forest County and Wisconsin both experienced large increases in poverty rate between 2000 and 2010.

Figure 1.7: Poverty Trends, 2000-2018



Race & Ethnicity

According to the 2014-2018 American Community Survey (ACS) 5-Year Estimates, about 85 percent of the population in the City of Crandon identifies as “White”. The City also has a large population of residents that identify as “American Indian”, accounting for nearly 11 percent of the City’s population. About 4 percent of residents identify as “Two or More Races”.

Employment Characteristics

According to the 2014-2018 ACS, the 948 members of the Crandon labor force had median earnings of \$25,952, while the mean earnings of full-time, year-round workers were \$50,592. Median earnings are generally higher as education increases, ranging from \$25,521 for those with a high school degree to \$62,083 for those with a graduate or professional degree.

Between 2000 and 2018, the number of employed residents within the City of Crandon increased from 736 in 2000 to 882 in 2018. **Table 1.8** compares the occupational employment for residents in City of Crandon, to occupational employment for residents in Forest County. The primary occupations of Crandon residents in the labor force are: *Management, Professional & Related; Service; and Production, Sales & Office.*

Table 1.8: Occupation of Employed Workers

	City of Crandon				Forest County			
	2000	2010	2018	% Change 2000-18	2000	2010	2018	% Change 2000-18
Management, Professional & Related	181	142	274	-19.8%	831	962	1,029	22.3%
Service	166	185	192	-44.0%	855	954	748	-13.9%
Sales & Office	175	179	185	5.3%	799	755	776	-5.6%
Natural Resources, Construction, and Maintenance	83	104	94	-6.9%	651	551	453	-22.7%
Production, Transportation & Mineral Moving	131	90	137	-22.2%	908	657	698	-28.5%
Total	736	700	882	-19.1%	4,044	3,879	3,704	-9.5%

Source: U.S. Census, American Community Survey 2014-2018

Table 1.9 displays the breakdown of employment for City of Crandon and Forest County residents by industry sector in 2018. The leading industry sectors for residents employed in the City are: *Education, Health, and Social Services; Retail Trade; and Manufacturing.*

Table 1.9: Employment by Industry Sector

Industry Sector	City of Crandon				Forest County			
	2000	2010	2018	% Change 2000-18	2000	2010	2018	% Change 2000-18
Ag., Forestry, Fishing, Hunting & Mining	39	23	33	-15.4%	303	251	207	-31.7%
Construction	45	67	91	102.2%	303	309	269	-11.2%
Manufacturing	82	88	112	36.6%	669	405	482	-28.0%
Wholesale Trade	10	14	0	-100.0%	57	50	39	-31.6%
Retail Trade	114	101	114	0.0%	402	420	382	-5.0%
Transportation, Warehousing & Utilities	23	21	20	-13.0%	256	209	212	-17.2%
Information	13	5	26	100.0%	49	23	48	-2.0%
Finance, Insurance, Real Estate & Leasing	25	25	20	-20.0%	119	158	121	1.7%
Professional, Scientific, Management,	32	23	64	100.0%	136	166	219	61.0%

Administrative & Waste Mgmt Services								
Education, Health and Social Services	169	133	175	3.6%	755	811	783	3.7%
Arts, Entertainment, Recreation, Accommodation and Food Services	73	138	102	39.7%	527	653	477	-9.5%
Public Administration	74	46	66	-10.8%	300	302	291	-3.0%
Other Services	37	16	59	59.5%	168	122	174	3.6%
Total	736	700	882	19.8%	4,044	3,879	3,704	-8.4%
<i>Source: U.S. Census, American Community Survey 2014-2018</i>								

According to the Census, the civilian labor force (population 16 and over) living in the City of Crandon was approximately 948 workers in 2018. Of these, 66 were unemployed for an unemployment rate of 4.1%. In comparison, the unemployment rate for Forest County was 3.6% in 2018. More employment information can be found in the **Economic Development Chapter**.

Issue Identification

Review of Demographic Trends

Demographic change is a principle factor in predicting future community growth. Population characteristics relate directly to the community’s housing, education, utility, recreation, and facility needs, as well as future economic development. Over time, fluctuations in local and regional economies can influence population change.

A number of issues and opportunities facing the City of Crandon were identified:

1. School enrollments are declining in the area school districts.
2. Lack of sidewalks for connectivity within the City.
3. Water and Sewer Extensions are needed to provide service to all areas of the City.
4. Need for more multi-purpose trails.
5. There is a need for better connections within the City to the surrounding ATV/UTV and snowmobile trails.
6. Local street network needs to be upgraded in some areas of the City.

Past Planning Efforts

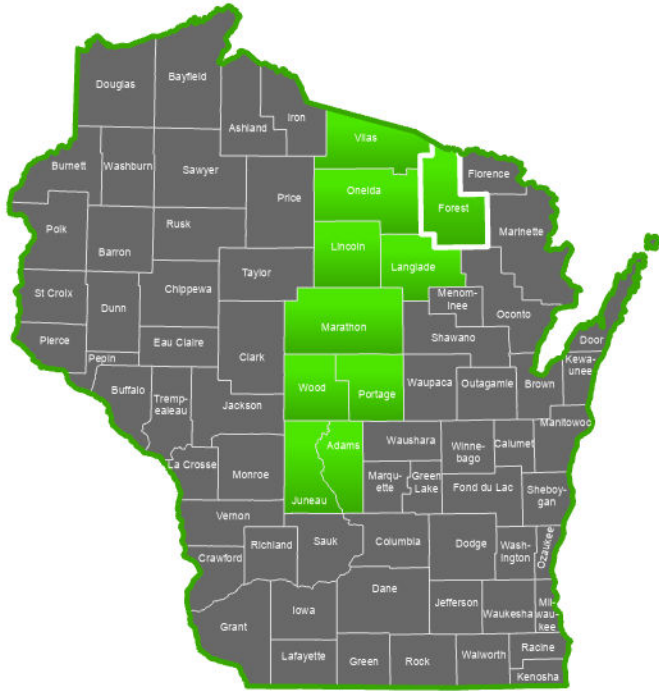
The City of Crandon adopted a comprehensive plan in 2010 with the assistance of the NCWRPC. This plan was reviewed by the City Plan Commission, and the future land use map was used as the starting point for future land use plan map development for this Comprehensive Plan. The principle goal of the 2010 plan was to maintain a rural character in a northwoods setting, and the Plan Commission concurs with carrying this theme over into the new Comprehensive Plan.

Goals, Objectives and Policies

Each of the following seven topical chapters of this Comprehensive Plan includes a set of goals, objectives and policies, which the City Council will use to guide the future development and redevelopment of the City over the next 20 years. For purposes of this plan, goals, objectives, and policies are defined as follows:

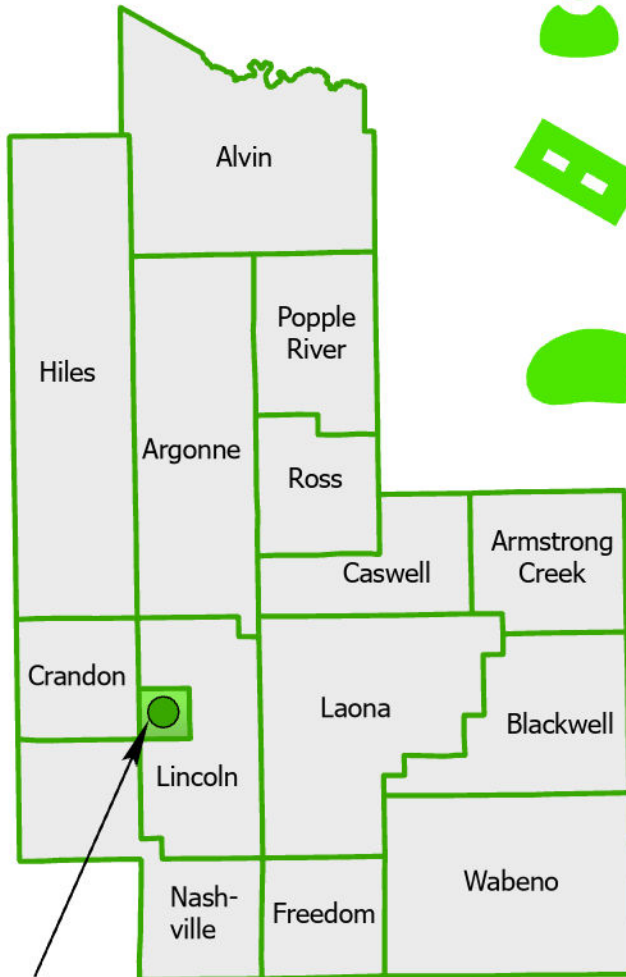
- ✓ **Goals:** Broad statements that express general public priorities about how the City should approach development issues during the next 20 years. These goals are based on key issues, opportunities and problems that affect the community.
- ✓ **Objectives:** More specific than goals and are usually attainable through planning and implementation activities. Accomplishment of an objective contributes to the fulfillment of a goal.
- ✓ **Policies:** Rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. Decision-makers use policies on a day-to-day basis.

In addition, each chapter includes a listing of possible programs that the City might implement in order to advance the goals and objectives of this plan. The listing does not imply that the City will utilize every program shown, but only that these programs are available to the City and may be one of many possible ways of achieving the City's goals.



The City of Crandon is the county seat of Forest County and is known as the Center of Wisconsin's Northwoods. The City of Crandon is mostly surrounded by the Town of Lincoln, while the western portion of the City is bordered by the Town of Crandon.

Crandon is known for its strong logging industry and serves as a popular tourist destination, with attractions such as Lake Metonga and an extensive trail system including a vast snowmobile trail network and the Wolf River State Trail. The nearby Crandon International Off-Road Raceway serves as the host of the World Championship Off-Road Races and the Forest County Potawatomi Spring Brush Run Races, events that draw nearly 90,000 visitors to the Crandon area each year.



City of Crandon
Population: 1,994



Population:
Total: 1,994
Median Age: 39.7



Housing Units:
Total: 1,086
Occupied: 890
Seasonal: 99



Major Roadways:
 USH 8 Lake Avenue (USH 8, STH's 32 & 55)
 STH 32 Glen Street (USH 8)
 STH 55 Pioneer Avenue (USH 8, STH's 32 & 55)



Water Resources:
 Named Lakes: 4
 Acres: 621
 % of City Area: 16%

Major Waterbodies:
 Lake Metonga
 Peshtigo Lake
 Clear Lake



Income:
 Median Income: \$38,636
 Per Capita Income: \$22,184



Employment Data:
 Employed: 882
 Unemployment: 4.1%
 Jobs within City: 718



Major Recreational Attractions:
 Wolf River State State Trail
 Snowmobile Trails
 Crandon International Off-Road Raceway

Chapter Two

Natural, Agricultural, and Cultural Resources

This is the second of nine chapters of the City of Crandon Comprehensive Plan, is based on the statutory requirement [§66.1001(2)(e) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under §295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

Previous Plans and Studies

All planning efforts need to examine relevant previous plans about the community and the surrounding county. Those plans are discussed below:

Forest County Land and Water Resource Management Plan 2018-2027

This Plan provides a framework for local/state/federal conservation program implementation efforts. Implementation of this plan will help protect and improve the valuable water and soil natural resources in Forest County. The plan provides an extensive inventory of the County's natural resources and a series of goals and objectives intended to improve and protect these resources in the future. Some of the plan's recommendations include replacing failing septic systems, reducing pollutants entering the waterways, and protecting and managing the area forests.

The 2018-2027 Land and Water Resource Management Plan identifies six high priority goals. These goals include:

- *Remove and Reverse Lake Eutrophication*
- *Slow the spread of invasive and non-native nuisance species*
- *Increase the amount and quality of information available concerning land and water in Forest County*
- *Reduce Phosphorus and Nitrogen loading to surface waters*
- *Promote well-planned development*
- *Maintain a healthy and vigorous forest*

Forest County Outdoor Recreation Plan 2017-2021

The primary purpose of this recreation plan is to provide continued direction in meeting the current and future recreation needs of the County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs. Adoption of this plan and its subsequent acceptance by the Wisconsin Department of Natural Resources (WisDNR) allows for continued eligibility for financial assistance from the Land and Water Conservation Fund (LAWCON), the Stewardship Fund, and many other federal and state funding programs. Some of the recommendations of this plan include: continued expansion of non-motorized and multiple purpose trails, refurbishing the Otter Springs springhouse, and relocation consideration of the county fairgrounds.

Forest County Farmland Preservation Plan, 2011

This plan inventories and analyzes the agriculture related resources of Forest County, including components such as farmland, utilities and infrastructure, communications, and land use. It describes programs available to help maintain and preserve productive farmland and woodlands. This plan also discusses the importance of the agriculture industry to the local economy. It establishes the goal of promoting working forests and farms, and includes a number of objectives and policies to meet this goal, as well as criteria for designating farmland preservation areas. The Town of Lincoln has numerous scattered farmland preservation areas within the Town's boundaries.

Farmland Preservation Areas - Parcels that meet the Farmland Preservation Plan (FPP) mapping criteria. Landowners in this area may apply for farmland preservation income tax credits. No non-agricultural development is planned in the next fifteen years for those areas identified.

Criteria for Farmland Preservation Areas:

- *Lands depicted on the Soils Map as farmlands.*
- *Lands depicted on the Land Use Map as agriculture, cranberry bog, open lands, or woodlands.*
- *Lands depicted on the Future Land Use Map that allow agriculture or forestry to occur.*

Lands are excluded if they are any of the following:

- *Local, county, state and federal lands.*
- *“Planned Out” lands on Map 6 of the FPP*
- *Parcels less than 5 acres*
- *Tax exempt land*

County Forest Use Plan 2006-2020

The mission of the County Forest is to manage, conserve and protect the natural resources within the county forest on a sustainable basis for present and future generations. The Plan contains information about forest resource planning, outdoor recreation planning, silvicultural practices, aesthetic management zones, trails and access control, biological communities, and wildlife species that exist within the county forest.

USGS Protecting Wisconsin's Groundwater through Comprehensive Planning

In a joint effort by the Wisconsin Department of Natural Resources (DNR), the University of Wisconsin System, and the United States Geological Survey, a website was made available with data and information on geology, general hydrology, and groundwater quantity and quality. The website was developed to aid government officials in their comprehensive plans, including this plan.

Natural Resources Inventory

Examining the natural environment is essential to the planning process. For instance, soils, topography and geology can pose limitations to certain types of development, while an inventory of surface water resources, vegetation types, environmentally significant areas, and historical features identifies those resources and areas which should be protected from over-development. This section of the plan identifies both the water and land resources of the City.

Water Resources

Surface Water

The City of Crandon is part of two watersheds. Roughly the northern half of the city lies within the Upper Peshtigo River watershed, and the southern half lies within the Upper Wolf River and Post Lake watershed. Both of these watersheds drain into Lake Michigan. Refer to the **Natural Resources Map** for water bodies in the City.

Notable water features within the City include Lake Metonga in the southern portion of the City, and Clear Lake and Peshtigo Lake in the northern portion of the City. Lake Metonga is notable for its clear water, and is a popular tourist destination, drawing visitors from across the state.

Outstanding and Exceptional Resource Waters

Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW

must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised.

One water body in the City is listed as an ORW—**Lake Metonga** (T36N R13E Sec 31 & 32). Another area water body is listed as an ERW—**Rocky Siding Creek** (T36N R13E Sec 31).

Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." A water body is considered impaired if a) the current water quality does not meet the numeric or narrative criteria in a water quality standard or b) the designated use that is described in Wisconsin Administrative Code is not being achieved. A documented methodology is used to articulate the approach used to list waters in Wisconsin. Every two years, states are required to submit a list of impaired waters to EPA for approval.

No water bodies in the City are listed as not meeting the standards set under the U.S. Clean Water Act, Section 303(d).

Invasive Aquatic Species

Surface water resources in Forest County are threatened by the introduction of invasive aquatic species. These species out compete native species and degrade habitats possibly by decreasing biodiversity from having less plant and animal species. Lake Metonga has infestations of eurasian water-milfoil (*Myriophyllum spicatum*), zebra mussel (*Dreissena polymorpha*), and rusty crayfish (*Orconectes rusticus*). Contact the County Land Conservation Department for public outreach education strategies. The Metonga Lake Association is an active group that deals with these issues as well.

Wetlands

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle and local ecological systems. In terms of hazard mitigation, they act as water storage devices in times of high water. Like sponges, wetlands are able to absorb excess water and release it back into the watershed slowly, preventing flooding and minimizing flood damage. As more impermeable surfaces are developed, this excess capacity for water runoff storage becomes increasingly important.

Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water column. Plants take up certain nutrients from the water. Other substances can be stored or transformed to a less toxic state within wetlands. As a result, the lakes, rivers and streams are cleaner.

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of this function

over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The WDNR has promulgated minimum standards for managing wetlands. The wetlands shown for the City of Crandon were created from the WisDNR Wetlands Inventory. See the Natural Resources Map.

Floodplains

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

The 100-year floodplain was developed from the most current FEMA Flood Insurance Rate Maps. See the Natural Resources Map.

Groundwater & Geology

Groundwater is water that occupies void spaces between soil particles or cracks in the rock below the land surface. It originates as precipitation that infiltrated into the ground. The type of soil and bedrock that a well is drilled into often determines water's pH, saturation index, and the amount of hardness or alkalinity in water. The type of soil and bedrock in a region also determines how quickly contaminants can reach groundwater.

The City lies within a glacial drift aquifer, which is the major source of ground water in most of the county. Large yields of ground water are available where the thickness of the saturated drift is at least 50 feet. Precambrian crystalline rock underlying the county is not considered a significant source of water. The availability of water from the bedrock is difficult to predict and is probably less than 5 gallons per minute. The glacial drift aquifer above the bedrock is the best source of ground water.

Susceptibility of groundwater to pollutants is defined here as the ease with which a contaminant can be transported from the land surface to the top of the groundwater called the water table. Many materials that overlie the groundwater offer good protection from contaminants that might be transported by infiltrating waters. The amount of protection offered by the overlying material varies, however, depending on the materials. Thus, in some areas, the overlying soil and bedrock materials allow contaminants to reach the groundwater more easily than in other areas of the state. Groundwater contamination susceptibility in Forest County is "most susceptible" based upon soil characteristics, surficial deposits, depth to water table, depth to bedrock, and type of bedrock. Well yields within Forest County vary greatly from a few gallons to 1,000 gallons per minute.

Many land use activities have the potential to impact the quality of groundwater. A landfill may leach contaminants into the ground that end up contaminating groundwater. Gasoline may leak from an underground storage tank into groundwater. Fertilizers and pesticides can seep into the ground from application on farm fields, golf courses, or lawns. Leaking fluids from cars in junkyards, intentional dumping or accidental spills of paint, used motor oil, or other chemicals on the ground can result in contaminated groundwater.

Groundwater quality in Forest County and the City of Crandon is generally good. The aquifer water is principally a calcium magnesium bicarbonate type that is moderately hard or hard. A high content of iron is a problem in many wells, but it is not a health hazard.

Wellhead protection plans are developed to achieve groundwater pollution prevention measures within public water supply wellhead areas. A wellhead protection plan uses public involvement to delineate the wellhead protection area, inventory potential groundwater contamination sources, and manage the wellhead protection area. All new municipal wells are required to have a wellhead protection plan. A wellhead protection ordinance is a zoning ordinance that implements the wellhead protection plan by controlling land uses in the wellhead protection area.

Land Resources

Forests

The pre-settlement composition of forestland in the City of Crandon was a mixed conifer and deciduous tree species that included white pine, red pine, yellow birch, sugar maple, hemlock, and beech.

Forests play a key role in the protection of environmentally sensitive areas like steep slopes, shorelands, wetlands, and flood plains. Expansive forests provide recreational opportunities, aesthetic benefits, and economic development. All forests are dynamic, always changing from one stage to another, influenced by natural forces and humans. Changes can be subtle and occur over long periods, or can happen in seconds from a timber harvest, windstorm, or fire.

Trees can add value to land for property owners, help cool buildings and neighborhoods, break the cold winds to lower heating costs, and provide food for wildlife. The Wisconsin DNR maintains records on the largest trees (Champion Trees) in the state to encourage the appreciation of Wisconsin's forests and trees. No Champion Trees exist in Crandon, but three exist in Forest County.

Metallic & Non-Metallic Mineral Resources

There is one major metallic deposit in the area, however there are no current plans to mine those resources. Several non-metallic mines are located in Forest County and some still operating within the City. See the Natural Resources Map.

Environmentally Sensitive Areas

Environmentally sensitive areas are typically defined by the local jurisdiction and often include many of the areas referred to in this section such as special groundwater protection areas, threatened or endangered species habitat, floodplains, wetlands and other unique or special resources where encroachment or development could have negative consequences. The City of Crandon has not established a specific guideline for defining environmentally sensitive areas, however, some potentially sensitive areas are discussed below.

One type of area, which might fall under the environmentally sensitive designation, is contaminated or potentially contaminated sites in part because they may need special care or monitoring to prevent further environmental degradation or hazard to human life. The WDNR Internet database known as the Bureau of Remediation and Redevelopment Tracking System (BRRTS) lists 61 sites. The following sites were listed as “open”:

- ERP: 100 E Pioneer St
- LUST: George’s Self Service Station - 500 S Lake St

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

ERP sites are sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination.

Spill sites are a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment.

All other sites were remediated to DNR standards, and are available for redevelopment.

Rare Species & Natural Communities

The City of Crandon has 10 sections with occurrences of endangered resources (rare, threatened, or endangered species of plants & animals, and high-quality natural communities) as identified in the Wisconsin Natural Heritage Inventory. As of April 2019, there were two animal species, one plant species, and seven natural communities/habitats listed as threatened or endangered by the Wisconsin Heritage Inventory. **Table 2.1** lists the threatened or endangered species and communities within the City of Crandon.

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

Table 2.1: Rare Species & Natural Communities		
Common Name	Status	Group
Bird Rookery	SC	Bird
Spruce Grouse	THR	Bird
Northern Sedge Meadow	NA	Community
Northern Wet Forest	NA	Community
Patterned Peatland	NA	Community
Sweet Colt's-foot	THR	Plant
Boreal Chickadee	SC/M	Bird
Poor Fen	NA	Community
Spring Pond	NA	Community
Stream--Fast, Hard, Cold	NA	Community
<i>Source: Wisconsin Natural Heritage Inventory</i>		

Definitions

END = Endangered
THR = Threatened
SC = Special Concern
SC/M = Fully protected by federal and state laws under the Migratory Bird Act
NA = Not Applicable

Agricultural Resources

Soils & Productive Agricultural Areas

Soil is composed of varying proportions of sand, gravel, silt, clay and organic material. The soils in the City primarily result from glacial till, glacial outwash, or glaciolacustrine deposits, and a few formed from organic material.

A detailed study of all of the soils in Forest County was developed by the U.S. Department of Agriculture, Soil Conservation Service. As part of that study, soils were identified in terms of both generalized soil associations, or predominant soil patterns, and specific detailed soils.

There are about 97 acres of land within the City that are currently being used for agricultural purposes. A significant portion of soils in the City are classified as prime farmland by the Natural Resources Conservation Service (NRCS) as identified in the Soil Survey of Forest County, Wisconsin. This indicates that soils within the City of Crandon can provide ideal conditions for agricultural production, even if the soils are not currently being used for agricultural purposes.

Data from the latest U.S. Census of Agriculture in 2017 shows that agriculture operations within Forest County have increased since 1997. For example, in 1997 there were 111 farm operations that operated on a total of 26,150 acres. By 2017, those

numbers had increased to 140 farming operations that operated on 38,084 acres of land.

Cultural Resources

Crandon was the dream of Samuel Shaw, an entrepreneur and capitalist who acquired property in the area in the 1880s. His vision was to build the city between the two hills and around the four lakes that are within the City limits. The area was part of Oconto County at that time, and Shaw, with assistance from Major Frank P. Crandon (tax commissioner with the Chicago and Northwestern Railroad), successfully lobbied the legislature for the creation of a new county. Forest County was created in 1887 and Crandon was named the county seat. Crandon didn't expand as fast as other communities in the county due to lack of rail service. Freight and passengers traveled to Crandon by riding the train to either Pelican Lake or Argonne, then walking or riding the stagecoach.

In 1891, Page and Landeck Lumber Company bought a huge tract of hardwood timberlands near Crandon, but they were unable to utilize the resource until the CN&W railroad built a spur from Pelican Lake. By 1902, the company built a large sawmill (later named the Keith & Hiles Lumber Mill) near Clear Lake on Crandon's north side. The population of Crandon grew from 800 to over 2,400 in just a few years. The migration of settlers and loggers who came to Crandon in the first part of the century was due, in part, to the cheap cutover land available for farming and, in part, to the fact that the Page & Landeck sawmill was moved to Crandon from Kentucky. Many employees followed the mill from Kentucky to its new home. The so-called Crandon "Kentuck" is the source of much rich cultural history in Crandon.

Upon the depletion of timberlands in the area, agriculture was encouraged. Many farms were established, but with marginal soils and a limited growing season most failed and reforestation took place. The forest products industry continues to be an important component of the local economy.

In recent years the recreation industry has come to play a significant role in the area, in part because of the Nicolet National Forest. Tourism related to gaming has also grown with the opening of Casinos in both Carter and Mole Lake.

There are 23 buildings in the City that appear on the Wisconsin Architectural History Inventory. They are listed below by Historic Name (current name if different from historic name) and location:

- **Crandon Ranger Station (401 N Lake);**
- **Crandon Creamery
(Ye Olde Auction Barn, SW corner of Boulevard Ave & Glen St);**
- **Crandon Grade School (203 E Glen St);**
- **Methodist Episcopal Church (Lakeland Baptist, 106 Hazeldell Ave);**
- **Crandon State Bank
(Halcyon Ch. 178 O E S, NW corner of S Lake Ave & E Jackson St);**
- **Forest County Courthouse (200 E Madison Ave);**

- Crandon Theater (103 E Madison St);
- Page and Landeck Lumber (Bowles Foods, 101 E Madison St);
- Crandon Post Office (105 E Madison St);
- **Soo Line Depot (Moved to Cracker Box);**
- **Crandon Nursing Home (105 W Pioneer Ave);**
- **and a listing of 11 other houses.**

There are no **properties or buildings** within the City that are listed on the Wisconsin National Register of Historic Places listings.

Natural, Agricultural, and Cultural Resources Programs

Natural, agricultural, and cultural resource programs available to the town are identified below. The following list is not all-inclusive. For specific program information, the agency or group that offers the program should be contacted.

Aquatic Habitat Protection Program: The WDNR provides basic aquatic habitat protection services. Staff members include Water Management (Regulation) Specialists, Zoning Specialists, Rivers (Federal Energy Regulatory Commission-FERC) Specialists, Lakes Specialists, Water Management Engineers, and their assistants (LTEs). The program assists with water regulation permits, zoning assistance, coordination of rivers, lake management, and engineering.

County Conservation Aids: Funds are available to carry out programs for fish or wildlife management projects as per §23.09 (12), Wis. Stats. and NR 50, Wis. Adm. Code. Projects related to providing improved fish or wildlife habitat or projects related to hunter/angler facilities are eligible. Projects that enhance fish and wildlife habitat or fishing and hunting facilities have priority. Contact the WDNR for further information.

Drinking Water and Groundwater Program: This WDNR program is responsible for assuring safe, high quality drinking water and for protecting groundwater. This is achieved by enforcing minimum well construction and pump installation requirements, conducting surveys and inspections of water systems, the investigation and sampling of drinking water quality problems, and requiring drinking water quality monitoring and reporting. A team of specialists, engineers, hydrogeologists, and a program expert and program assistants staff the program. WDNR staff provide assistance to public and private well owners to help solve water quality complaints and water system problems. They also provide interested citizens with informational or educational materials about drinking water supplies and groundwater.

Wisconsin Fund is a program by the Wisconsin Department of Commerce, Safety and Buildings Division. Grants are provided to homeowners and small commercial

businesses to help offset a portion of the cost for the repair, rehabilitation, or replacement of existing failing Private Onsite Wastewater Treatment Systems (POWTS). Eligibility is based upon several criteria, including household income and age of the structure.

Endangered Resources Program: The WDNR's Endangered Resources staff provides expertise and advice on endangered resources. They manage the Natural Heritage Inventory Program (NHI), which is used to determine the existence and location of native plant and animal communities and Endangered or Threatened Species of Special Concern. The NHI helps identify and prioritize areas suitable for State Natural Area (SNA) designation, provides information needed for feasibility studies and master plans, and maintains the list of endangered and threatened species. All management activities conducted by Wildlife Management and Forestry staff must be reviewed to determine the impact on NHI-designated species. A permit for the incidental take of an Endangered or Threatened species is required under the State Endangered Species Law. The Endangered Resources Program oversees the permit process, reviews applications and makes permit decisions. Funding for the Endangered Species Program comes from a number of sources, including tax checkoff revenue, license plates, general program revenues (GPR), gaming revenue, Natural Heritage Inventory chargebacks, wild rice permits, general gifts and Pittman Robertson grants.

Fisheries Management Program: The WDNR funds this program primarily through the sale of hunting and fishing licenses. The program assists with fishery surveys, fish habitat improvement/protection, and fish community manipulation. This program may also be used to fund public relations events and a variety of permitting and administrative activities involving fisheries.

Forest Management Program: Support for the Forest Management Program is received from the federal & state government, from recreation fees, from sale of forest products, from sale of state produced nursery stock, forest tax law payments, and other miscellaneous sources. All activities of the Forestry Program help support efforts to promote and ensure the protection and sustainable management of Wisconsin's forests.

Private Forestry: The WDNR's goal is to motivate private forest landowners to practice sustainable forestry by providing technical forestry assistance, state and federal cost-sharing on management practices, sale of state produced nursery stock for reforestation, enrollment in Wisconsin's Forest Tax Law Programs, advice for the protection of endangered and threatened species, and assistance with forest disease and insect problems. Each county has at least one Department forester assigned to respond to requests for private forestland assistance. These foresters also provide educational programs for landowners, schools, and the general public. Both private and industrial forest landowners have enrolled their lands under the Managed Forest Law.

Managed Forest Law (MFL): The purpose of the MFL is to promote good forest management through property tax incentives. Management practices are required by way of an approved forest management plan. Landowners with a minimum of 10 contiguous acres (80% must be capable of producing merchantable timber) are eligible and may contract for 25 or 50 years. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing, however, up to 80 acres may be closed to public access by the landowner. There is a 5% yield tax applied to any wood products harvested. Contact the WDNR for further information.

Nonpoint Source Pollution Abatement Program: This WDNR program is currently undergoing restructuring and being gradually replaced by short-term grants that will address specific projects rather than focusing on entire watersheds. The goal of this voluntary program is to improve and protect the water quality of surface waters and groundwater within the watershed. Landowners are encouraged to control nonpoint pollution on their properties through cost sharing of Best Management Practices. This program will be replaced by Targeted Runoff Management projects (TRM). These are projects that are more specific in nature and may last up to three years. They are scored on a competitive basis, based on the amount of pollutant control they will achieve and the degree of impairment of the location. One nonpoint source coordinator is located in the Rhinelander WDNR Service Center. This coordinator administers and oversees the priority watershed program and will also assist with the TRM grants. The coordinator also provides nonpoint source pollution advice to counties that are implementing their land and water plans.

Parks and Recreation Program: The WDNR gets its authority for administering the Parks and Recreation Program from Chapter 27 Wisconsin Statutes. This program provides assistance in the development of public parks and recreation facilities. Funding sources include: the general fund, the Stewardship Program, Land and Water Conservation fund (LAWCON), and the recycling fund, and program revenue funds.

Stewardship Grants for Nonprofit Conservation Organizations: Nonprofit conservation organizations are eligible to obtain funding for the acquisition of land or easements for conservation purposes and restoration of wildlife habitat. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, protection of rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail, and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. All projects must be in a WDNR approved outdoor recreation plan. Contact the WDNR or NCWRPC for further information.

Wastewater Program: The Department of Natural Resources provides this program to address point and non-point source pollution control. Operating funds for this program

come from the federal government's Clean Water Act funding as well as state general program revenues. The core work of this program involves the issuance of wastewater discharge permits that discharge directly to surface or groundwater and enforcing the requirements of these permits. The program closely monitors the impacts of industry, septic tanks, sludge, and stormwater on the environment. Pretreatment plants for wastewater are offered economic assistance and provided with plan review services before the facility is established.

Watershed Program: The WDNR seeks to protect wild and domestic animals, recreational activities, natural flora and fauna, agriculture, business, and other land uses through watershed management. Funds to run this program are provided by the federal government through Clean Water Act and through state general program revenues. The program assists with watershed planning, water quality monitoring and modeling, and development of water quality standards and policy.

Wetlands Reserve Program (WRP): The purpose of the WRP is to restore wetlands previously altered for agricultural use. The goal of the WRP is to restore wetland and wildlife habitats. Lands that have been owned for at least one year and can be restored to wetland conditions are eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contract pays 75% cost share only. Permanent or 30-year easements are recorded with a property deed, however 10-year contracts are not. Public access is not required. Contact the USDA Natural Resources Conservation Service for further information.

Wildlife Management Program: The WDNR's Bureau of Wildlife Management oversees a complex web of programs that incorporate state, federal and local initiatives primarily directed toward wildlife habitat management and enhancement. Programs include land acquisition, development and maintenance of State Wildlife Areas, and other wild land programs such as State Natural Areas. Wildlife Staff work closely with staff of state and county forests to maintain, enhance, and restore wildlife habitat. Wildlife Management staff conduct wildlife population and habitat surveys, prepare property needs analysis's, develop basin wildlife management plans and collaborate with other WDNR planning efforts such as Park, Forestry or Fishery Area Property Master Plans to assure sound habitat management. Funding comes from the federal government in the form of Endangered Species grants and Pittman-Robertson grants and from state government in the form of hunting and trapping license revenues, voluntary income tax contributions, general program revenue and Stewardship funds.

Wisconsin Historical Society, Office of Preservation Planning (OPP): The OPP can provide information on how to protect and preserve your own historic property, to

implement grassroots strategies for preserving and protecting historic properties, and on state or federal laws and regulations that may be applicable to a given case.

Forest County Potawatomi: The Tribe has significant cultural and natural resources programs including its Natural Resources Department, Museum and Cultural Center.

Goals, Objectives, & Policies

Goals:

1. Protect natural areas, including wetlands, water bodies, forestlands, wildlife habitats open spaces and groundwater resources.
2. Preserve scenic, cultural, historic, archaeological and recreational sites.

Objectives:

1. Prevent new development in the City from negatively impacting natural resources.
2. Continue to minimize impacts to the City's natural resources from metallic or non-metallic mining.

Policies:

1. Protect wildlife habitat and natural settings to enhance development.
2. Incorporate natural resource areas in plans for parks and open spaces.
3. Promote native species landscaping.
4. Work with federal, state and county agencies to ensure all cultural, historic, archaeological sites in the city are identified and properly protected.

Chapter Three

Housing

This housing chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to provide an adequate housing supply that meets existing and forecasted housing demand. As required by the state's comprehensive planning law [§66.1001 (2)(b) Wis. Stats.], this chapter provides a basic housing stock assessment and identifies policies and programs that promote the development of housing for all residents of the City including a range of choices that meet the needs of persons of all income levels, age groups and special needs; that promotes the availability of land for low-income housing; and that maintains the existing housing stock.

Forecasts for housing demand (residential land) are discussed in the Land Use Chapter. The existing residential housing base is shown on the Existing Land Use Inventory Map. The potential future residential housing areas to meet forecasted demand are shown on the Future Land Use Plan Map.

Previous Plans and Studies

Wisconsin State Consolidated Housing Plan

The Consolidated Housing Plan is required by the U.S. Department of Housing and Urban Development (HUD) in the application process required of the states in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants, and Housing Opportunities for Persons with AIDS (HOPWA).

“The Consolidated Plan provides the framework for a planning process used by states and localities to identify housing, homeless, community, and economic development needs and resources and to tailor a strategic plan for meeting those needs.”

Regional Livability Plan, 2015

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission (NCWRPC), addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies a number of issues affecting community livability related to housing:

- *Aging population*
- *Smaller household sizes*
- *Lack of Housing Options*
- *Increase in Housing Costs related to incomes*

Forest County Comprehensive Plan, 2011

The Forest County Comprehensive Plan closely examines the state of housing throughout Forest County, examining housing issues and qualities such as age of housing units, housing value, housing types, seasonal housing, and general housing characteristics. The identified goals in the Forest County Comprehensive Plan as pertains to housing are as follows:

- *Encourage an adequate supply of affordable housing for individuals of all income levels throughout the community.*
- *Discourage residential development in unsuitable areas.*
- *Encourage adequate affordable housing for all individuals consistent with the rural character of the community.*
- *Promote the maintenance and renovation of the existing housing stock as a source of affordable housing.*

Housing Stock Assessment

Age Characteristics

The age of a community's housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1940's for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the later part of the previous century and the first decade of the millennium are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Forest County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Table 3.1 indicates the age of the housing stock in the City of Crandon area that is based on the year the structures were built as reported in the 2014-2018 American Community Survey. About 29 percent of Crandon's housing units were built before 1940, significantly higher than the percentage in Forest County (13.0%). Nearly 20 percent of housing units within Crandon were built after 1990, a significantly lower

percentage than all of the surrounding communities, indicating that the City has an older housing stock.

Table 3.1: Year Structure Built, 2018									
	1939 or Earlier	1940 - 1949	1950 - 1959	1960 - 1969	1970 - 1979	1980 - 1989	1990 - 1999	2000 - 2010	2010 or Later
City of Crandon	29.0%	5.1%	8.2%	4.9%	22.6%	10.4%	13.2%	5.8%	0.9%
Town of Lincoln	2.1%	3.0%	13.8%	6.4%	18.5%	11.7%	25.2%	17.8%	1.6%
Town of Crandon	5.7%	2.9%	7.0%	7.8%	23.4%	8.4%	21.4%	21.1%	2.3%
Town of Nashville	8.5%	5.6%	10.8%	6.1%	10.9%	19.7%	17.8%	17.1%	3.3%
Forest County	13.0%	5.5%	10.1%	7.0%	16.4%	13.3%	17.3%	15.2%	2.3%
Wisconsin	19.5%	5.6%	10.9%	9.7%	14.7%	10.0%	13.9%	12.7%	3.0%

Source: American Community Survey 2014-2018

Occupancy Characteristics

Table 3.2 examines the occupancy status of housing units in the City of Crandon. Of the 1,086 total housing units within the City, 568 are owner-occupied, 322 are renter-occupied, and 196 are considered vacant. It should be noted that about half of the vacant units within the City are seasonal homes.

Table 3.2: Residential Occupancy Status, 2018					
	Total Housing Units	Owner Occupied	Renter Occupied	Vacancy Status	
				Total Vacant	Seasonal
City of Crandon	1,086	568	322	196	99
Town of Lincoln	1,149	384	82	683	600
Town of Crandon	487	221	26	240	202
Town of Nashville	1,419	361	156	902	842
Forest County	9,149	3,104	925	5,120	4,474
Wisconsin	2,681,232	1,568,040	775,089	338,103	191,564

Source: American Community Survey 2014-2018

Table 3.3 examines seasonal housing within the City and the surrounding communities. About nine percent of housing units within the City are considered seasonal units, which is higher than the state average, but lower than the County average. For example, about 53 percent of the homes in the surrounding Town of Lincoln are seasonal housing units. In Forest County, about 49 percent of housing units are seasonal units, which is no surprise since visitors statewide know this area as **“Up North”**. Many vacation homes are on lakes, and there are plenty of lakes in the Crandon area, including Lake Metonga.

Table 3.3: Percentage of Seasonal Housing, 2018

	Total Housing Units	Seasonal Housing Units	% Seasonal Housing Units
City of Crandon	1,086	99	9.1%
Town of Lincoln	1,149	600	52.2%
Town of Crandon	487	202	41.5%
Town of Nashville	1,419	842	59.3%
Forest County	9,149	4,474	48.9%
Wisconsin	2,681,232	191,564	7.1%

Source: American Community Survey 2014-2018

Structural Characteristics

The vast majority (71.9%) of housing in the City of Crandon is made up of single-family units, as shown in **Table 3.4**. Crandon has a low percentage of single-family homes compared to its surrounding communities, but it has a similar percentage of these units as the State of Wisconsin. Multi-family units make up 24.6 percent of the City’s housing stock, while mobile homes account for the remaining 3.5 percent of housing units.

Table 3.4: Housing Units by Structural Type, 2018

	Single Family	%	Multi-Family	%	Mobile Home	%	Total
City of Crandon	781	71.9%	267	24.6%	38	3.5%	1,086
Town of Lincoln	1,068	93.0%	24	2.1%	66	5.7%	1,149
Town of Crandon	428	87.9%	2	0.4%	57	11.7%	487
Town of Nashville	1,231	86.8%	61	4.3%	127	8.9%	1,419
Forest County	7,754	84.8%	473	5.2%	922	10.1%	9,149
Wisconsin	1,898,630	70.8%	688,878	25.7%	93,724	3.5%	2,681,232

Source: American Community Survey 2014-2018

Value Characteristics

In 2018, median value of housing stock in the City of Crandon was significantly lower than the median housing stock value in Forest County. **Table 3.5** displays the median home values for the City of Crandon and surrounding communities. About 38 percent of homes in the City of Crandon have a home value below \$100,000. In terms of median home value, Crandon’s \$100,700 median value is significantly lower than the surrounding communities and Forest County.

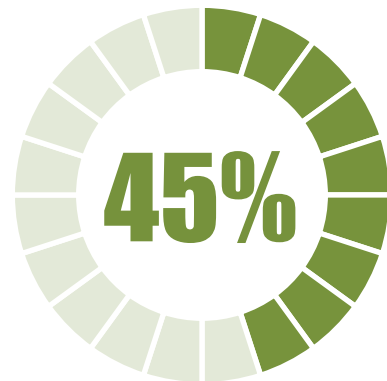
Table 3.5: Housing Values, 2018

	<\$50,000	\$50,000 to \$99,999	\$100,000 to \$149,999	\$150,000 to \$199,999	\$200,000 to \$299,999	\$300,000 and up	Median Value
City of Crandon	11.6%	38.0%	21.1%	18.7%	7.4%	3.2%	\$100,700
Town of Lincoln	1.0%	21.4%	20.6%	21.9%	15.9%	19.3%	\$160,200
Town of Crandon	14.9%	19.5%	26.7%	20.4%	16.3%	2.3%	\$126,400
Town of Nashville	11.1%	23.8%	13.6%	19.4%	24.1%	8.1%	\$153,900
Forest County	10.1%	25.9%	19.9%	19.1%	16.2%	8.8%	\$130,200
Wisconsin	5.1%	13.4%	20.6%	19.9%	23.1%	17.9%	\$173,600

Source: American Community Survey 2014-2018

Housing Affordability

The National Low Income Housing Coalition assembles a yearly list of estimates of the income required to afford housing using this “cost-burden” standard for localities across the country. This report focuses on rental housing, but can be broadly applied to owner-occupied housing as well. The report calculates that for the state as a whole in 2018, the average household would need to have an average household income of \$34,884, and that 24% of renter-occupied households are considered as extremely low income.



The percentage of Crandon households that would be cost-burdened living in a two-bedroom apartment

According to the 2014-2018 American Community Survey, about 45 percent of Crandon households reported incomes below \$35,000. When considering that the average household in Wisconsin would need to earn \$34,884 to be able to afford a two-bedroom apartment without being cost burdened, this indicates that roughly 45 percent of Crandon households would be cost-burdened living in a two-bedroom apartment.

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

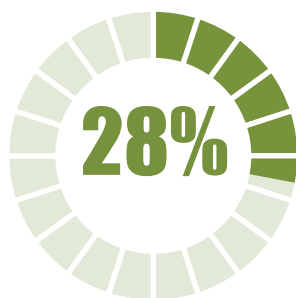
Median monthly costs for homeowners, with and without a mortgage, and for renters are shown in **Table 3.6**. For homeowners with a mortgage, costs are lower in Crandon

than in Forest County. For homeowners without a mortgage, costs are higher in Crandon than in Forest County. Crandon also had a lower median gross rent cost in 2018 than Forest County.

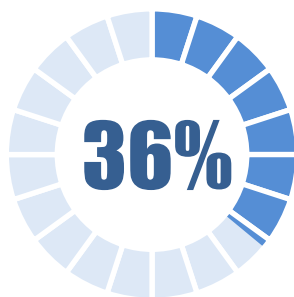
Table 3.6: Housing Affordability, 2018					
	Median Selected Monthly Owner Costs			Median Selected Monthly Renter Costs	
	With Mortgage	Without Mortgage	30%+	Median Gross Rent	30%+
City of Crandon	\$958	\$442	28.4%	\$466	36.5%
Town of Lincoln	\$1,223	\$450	19.1%	\$634	19.6%
Town of Crandon	\$1,080	\$398	18.7%	\$646	0.0%
Town of Nashville	\$983	\$353	26.6%	\$358	32.8%
Forest County	\$1,063	\$413	22.8%	\$495	34.2%
Wisconsin	\$1,418	\$550	20.6%	\$837	45.0%

Source: American Community Survey 2014-2018

Percentage of Crandon Households that Spend More than 30% of their Income on Housing



Homeowners



Renters

The percent of a community paying more than 30 percent of their household income on housing is a common measure of housing affordability. The more money spent on housing, the less disposable income is available to spend on education, food, retail, and recreation. In Crandon, 28.4 percent of homeowners and 36.5 percent of renters spend more than 30 percent of their income on housing costs. The percentage of homeowners who pay more than 30 percent of their household income in Crandon is higher than that of Forest County. The percentage of renters in Crandon who pay more than 30 percent of their household income for rent is slightly higher than that of Forest County.

What can be done to address this problem? A number of programs are available to local governments that offer funding to provide affordable housing units. These are listed below. But there is also a need to seek solutions that will yield an increase in affordable housing units through market-based mechanisms. Multi-family housing

or accessory dwelling units can provide housing at a lower cost than single-family units. One of the more persistent objections to multi-family housing, and to accessory dwelling units, is that apartments compromise the property values of single-family dwellings. In recent years evidence has emerged that, rather than diminishing the value of single-family housing, well-designed and maintained multi-family housing can increase the value of nearby neighborhoods.

Local governments can take actions to foster affordable housing. An affordable Housing Trust Fund is one such alternative. Funding can come from special fees, often on real-estate transactions or late property tax payments. A Small Cities CDBG housing grant forms the basis for a revolving loan fund, whereas loans to improve the quality of housing are paid back that money is lent out again to provide more and better quality housing for low- and moderate-income residents.

The Low Income Housing Tax Credit (LIHTC) may be the most prominent new source of funding for affordable housing over the last decade and a half. Investors who allocate a number of units as affordable to low-income families for a certain period (usually 15 years) are allowed to take a credit on their income tax. There are 151 housing units that utilize the LIHTC in the county with one low income housing complex located within the City. Additionally, there are 79 units that remain affordable to low-income residents but do not provide direct rental assistance within the County.

Housing Programs

Currently the City operates a CDBG funded housing Repair and Rehabilitation Program. The goal of that program is to assist low income persons maintain and improve their homes. Contact the City Clerk for more information.

In addition, there are various state and federal agencies that offer a variety of programs to assist with the purchase, rehabilitation, or construction of housing. Many of these programs are listed below:

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

Housing Repair and Rehabilitation Loan: Also administered by USDA, this program is a loan for rehabilitation provided applicants meet the same standards as the grant above.

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

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

Rural Housing Direct Loan: USDA-Rural Development uses this program to help very low- and low-income households construct their own homes. The program is targeted to families who are unable to buy clean, safe housing through conventional methods.

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

HUD Insured Loans for Condominiums, Energy Efficiency, Special Credit Risks, and Rehabilitation: These programs are administered by the U.S. Housing and Urban Development Department. HUD will insure selected applicants under certain income limits when procuring loans for rehabilitation or for rehabilitation at the time of purchase.

FHA HUD 203(k) Home Rehabilitation Loan Program: Whereas HUD desires to see current housing stock rehabilitated, this program provides owner occupants of existing homes, or intended owner occupants who are looking to purchase a home, readily available mortgage money to refinance/rehabilitate or purchase/rehabilitate their homes, respectively.

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

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

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

Goal, Objectives, and Policy

Although the City has not historically played a role in housing, it supports equal opportunity housing, and understands the importance of sound housing stock for its residents and the community as a whole. A review of housing stock assessment information has led to the establishment of the following housing policy statement:

Goal:

1. Promote housing development that provides a variety of housing choices for residents of all income levels, age groups, and people with special needs.

Objectives:

1. Direct residential development to areas designated on the Future Land Use Map.
2. Promote the availability of land for the development or redevelopment of low- and moderate-income housing.

Policy:

1. Promote programs to assist residents maintain and rehabilitate existing housing units.

Chapter Four

Utilities and Community Facilities

This is the fourth chapter of the City of Crandon Comprehensive Plan. It is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to guide future development of utilities and community facilities. As required by the state's comprehensive planning law [s.66.1001 (2)(d) Wis. Stats.], this chapter inventories existing public utilities and community facilities and assesses future needs for such services.

Previous Plans and Studies

Forest County All-Hazard Mitigation Plan

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

Inventory

As the community prepares for future growth it is important that the necessary community infrastructure and services are inventoried. See the **Community Facilities Map** for the location of many of these facilities.

Water and Wastewater Facilities

The City of Crandon operates both a public water supply system and a sanitary sewer service system. However, some parts of the city still utilize individual private wells and on-site septic systems because they are not connected to water and sewer system. Overall, there has been little growth of the utility.

The original municipal water facilities were built in 1941, expanded in 1967 and again in 1980. As part of the Highway 8 reconstruction some utilities were replaced. Since 1990, the city utility has added about two miles of new mains to the system. The mains

were installed to service the new consolidated (K-12) school and to service the new ground reservoir that was installed to service the City of Crandon Industrial Park on the north east side of the city. In 1992, a 200,000 gallon ground reservoir was constructed at the top of east hill as a gravity-fed system. The primary function of the reservoir is to provide adequate general and fire flow protection to the businesses located in the park, while its secondary function is to serve the general water usage and fire flow protection to the city.

The primary water distribution system is comprised of approximately 16 miles of 6 and 8 inch cast iron pipe. In 1991, approximately 5,000 feet 10 and 12 inch water mains were laid to the new K-12 school located just outside the western city limits, in addition 1,200 ft. of 10 inch pipes were extended to the north shore of Lake Metonga. During the recent Highway 8 road reconstruction, both the water and sewer lines were replaced. Water is provide via two wells, Well #3, which was constructed in 1967 and Well #4, which was constructed in 1986. Wells 1 and 2 were closed in the 1990's.

Approximately 30 percent of the distribution system was constructed in 1941, with the bulk of the remaining pipe laid in 1967. In 1991, an additional 6,200 feet were added for the school and industrial park. The system is characterized by a well-defined grid pattern. A lift station was added about three years ago near Zinzer Road, and in 2008 an extension across the highway was completed to the new hotel on Highway 8 East.

The existing wastewater treatment facility went into operation in 1981 and was designed to serve a population of about 2,600 persons. The treatment plant discharges treated effluent to the groundwater of the Peshtigo River drainage basin in Forest County through absorption lagoons. There has been some recent upgrades to the facility.

Storm Sewers

The majority of the storm sewer system is over 50 years old and is located predominantly down Main Street and adjacent blocks with small outlying extensions. Catch basins on the system are old and in need of upgrade. There are some newer storm sewers along Highways 8 and 55 where the roadway was rebuilt, as well as along Glen Street.

Solid Waste Disposal and Recycling Facilities

The City contracts with Eagle Waste & Recycling, a private hauler, for weekly pickup on Mondays. Recycling pickup is every other week. There has been interest in maintaining a transfer/recycling center in the City.

Power and Telecommunications Facilities

Electrical service and natural gas is provided by the Wisconsin Public Service Corporation.

Telephone, Internet, and DSL broadband services are provided by Frontier among others. Cable television service is provided by Charter Communications, and may also provide broadband-type Internet access to their customers via cable modems.

Parks and Recreation

The city maintains four parks. They are:

City Beach: Facilities include: restrooms, a pavilion, volleyball courts, playground, boat launch, and a beach.

Cardinal: Facilities include: restrooms, pavilion, ball fields, two tennis courts, and a walking trail.

Palmer: Facilities include: restrooms, skateboard park, basketball court, two baseball fields, and a paved bike trail.

Park Louise: This is a rural natural area park with no facilities.



Palmer Park

The City also has the new Fountain of Youth Memorial Park and Veterans Park & Deer Park on the Courthouse Square (maintained by Forest County). There are also numerous boat launches located within the City.

Education and Other Youth Facilities

The entire city is located within the Crandon School District. The K-12 facility is located at 9750 USH 8. The current enrollment is about 937. There is one parochial school in the area. It is called New Hope Christian School and has an enrollment of about 10 students.

Nicolet Technical College, located in Rhinelander, serves the City. The nearest four year institutions are UW Green Bay and UW-Stevens Point. There are also educational opportunities in Upper Michigan.

The Crandon area has approximately 6 regulated child care providers: 3 family child care centers, and 3 group child care centers.

Emergency and Medical Services

The City of Crandon Police Department provides police protection throughout the City, with the Forest County Sheriff's Department providing some support. The police department has three full time officers and is located at 208 S. Hazeldell Avenue.

A volunteer fire department serves the City. It serves the City of Crandon, and the Towns of Crandon, Lincoln and Nashville. There are also mutual aid agreements with the other surrounding towns. There are approximately 30 volunteers in the department.

The fire station is located 910 North Lake Avenue. The City also maintains the Crandon Area Rescue Squad.

There is a clinic located in the City, and the nearest hospital is the Ascension - Saint Mary's Hospital in Rhinelander, which provides 24-hour emergency service and critical care. A medical clinic, affiliated with Saint Mary's, is located in the City.

Cemeteries

There is only one cemetery located in the City. It is called Crandon/Lakeside Cemetery and is located on the northeast side of the City along Railroad Avenue, just north of the treatment plant.

Other Government Facilities

Crandon City Hall was built in 1987. This facility includes a large meeting room and kitchen. The facility serves as Senior Meal site, and for community functions, such as weddings and private meeting space.

The City owns and operates the Crandon Public Library. The library is located at 110 West Polk Street. In addition, the community has a Historical Museum on West Jackson Street.

As the county seat, the Forest County Courthouse is located in the City. The courthouse houses all of the county departments including the Sheriff's Department. It is located at 200 East Madison Street. There is also a Probation and Parole Office located at 201 W Pioneer Street.

The United States Postal Service maintains a post office at 111 West Washington Street.

The Forest County Potawatomi maintain a building in downtown Crandon at 300 South Lake Avenue. The tribe operates a Cultural Museum. The tribal center is located east of the City off Highway 8.

Utilities & Public Facilities Programs

Providing public infrastructure—roads, sewer and water service, schools, police and fire protection—is one of the major functions of local government. In addition to these public services, both public and private entities provide electricity and telephone service as well as such specialized services as child-care, health-care and solid-waste disposal. Taken together these constitute the utilities and community facilities that represent much of the backbone of modern life.

The efficient utilization of these resources is one of the basic principles of comprehensive planning. Already in-place infrastructure is a public asset that must be safeguarded for the future, both to conserve and protect environmental values and to maximize the benefits of economic growth. Development that bypasses or ignores existing

infrastructure resources is wasteful of the public investment that they represent. Development patterns that require the extension of utilities and the expansion of public facilities while existing facilities go unused at other locations is probably not the best use of scarce public resources.

Both the state and federal governments offer programs that assist communities with the development of critical infrastructure and facilities.

Goals, Objectives, & Policies

Goals:

1. Provide adequate public services and an adequate supply of developable land to meet existing and future demand for residential, commercial and industrial uses.
2. Provide high quality ambulance, volunteer fire and police services to residents.

Objectives:

1. Consider the potential impacts of development proposals on public services.
2. Share equipment and services across municipal boundaries, where possible.

Policies:

1. Develop and maintain a Capital Improvements Plan.
2. Explore opportunities to expand parks and recreational uses throughout the city, including multi-use trail systems with surrounding areas.

Chapter Five

Transportation

Transportation is necessary for the effective movement of people and goods within and with connections outside of the Town. Transportation is also critical to development and land use. This chapter provides an inventory of the existing transportation facilities and services within the Town.

Transportation is a crucial component of livability and provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of development. The existing network needs to be coordinated to maximize efficiency for the overall system. The connection between home and work is an important part of any transportation system. A range of transportation alternatives should be supported, including walkability wherever possible.

Previous Plans and Studies

Regional Livability Plan

The 2015 Regional Livability Plan (RLP), written by the North central Wisconsin Regional Planning Commission, addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies three major transportation issues.

- *Modes of Transportation to Work - The region's workforce is extremely dependent on the automobile. In 2012, over 80 percent of the region's workforce drove alone to work on a daily basis. Another 10 percent carpooled, leaving less than 10 percent for methods such as walking, biking, and using transit. The average commute time to work in Forest County was 21.7 minutes.*
- *Age of Drivers in the region - The region is seeing a change in the number of licensed drivers by age groups. Between 2004 and 2013, the region saw a 20 percent decrease in the number of drivers age 17 and age 19. During the same years, the region also had a 20 percent increase in drivers over the age of 65. These changes mean communities will have a need for multimodal options for the younger ages and options to increase safety as drivers age.*
- *Transportation Maintenance Cost - It is expensive to maintain the transportation infrastructure in the region. The current reliance on fuel tax and registration fees is*

inadequate, unstable, and may soon be outmoded. The inability to fund improvements and maintenance on transportation infrastructure will impact the ability to transport goods and provide safe, reliable, and efficient roads.

Connections 2030

This is Wisconsin's latest long-range, statewide, multimodal transportation plan. It identifies a series of system-level priority corridors that are critical to Wisconsin's travel patterns and the state economy. The City of Crandon is in the North Country – USH 8 corridor.

Regional Bicycle and Pedestrian Plan

This 2018 plan is a region-wide effort to improve bicycling and walking across communities within North Central Wisconsin. The plan assesses existing conditions related to bicycling and walking, identifies other potential trail and route user groups, identifies routes, and describes policies and programs to assist local governments in improving bicycling and walking to promote connectivity between communities and destinations throughout North Central Wisconsin.

State Trails Network Plan

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail. There is one potential trail shown that could run through Crandon. Known as Segment 56—Argonne to Shawano, this is an abandoned rail corridor from Crandon south to White Lake. The segment of this abandoned rail corridor between Crandon and Lily is already operational, while the segment between Crandon and Argonne is a potential trail.

Road Network

The system of connected roads and highways form the physical network for the community. Not only is the road network important for transportation, but various public infrastructure is located within the right-of-way as well.

The road network provides for the movement of people and products within the town with connections to county, state and federal highways. Generally, the street system in the city is a grid pattern, with some exceptions where natural features interrupt the

pattern. Highway 8, 32 and 55 and County Highway W are the primary roads in addition to the local streets.

Jurisdictional and Functional Classification

Public roadways are generally classified by two different systems, jurisdictional and functional. The jurisdictional class refers to which entity owns the facility and holds responsibility for its operations and maintenance. The functional class refers to the role the particular segment plays in moving traffic within the overall system. Each is described in more detail below.

A functional classification system groups streets and highways into classes according to the character of service they provide. This ranges from providing a high degree of travel mobility to providing access to local parcels. Arterials are the main traffic carriers within and outside a community, and they should be maintained at a high level of service with limited access. Collectors gather and funnel traffic to the arterials from areas within the community and they too should have limited access points. Local streets serve mainly to provide access to property and to bring traffic to the collectors; moving traffic is a secondary function. See the definitions below:

Principal Arterials – The principal function is to provide the most efficient movement for relatively large volumes of traffic at increased speeds. Movement to and from other road facilities is limited to controlled interchanges. Regional movement of traffic contributes an increasing portion of the traffic counts.

Minor Arterials –The principal function is to provide efficient traffic movement for larger volumes of traffic. Little or no direct access is strived for with non-local destinations comprising a major portion of the traffic.

Major Collectors –The principal function is to provide an intermediary link between efficient movement of arterials and accessibility of local roadways. They serve to funnel or collect traffic from local roadways to arterials. More efficiency of movement is strived for in favor of accessibility.

Minor Collectors – The principal function is to provide traffic with access to and from property. It is the grass roots classification where accessibility for vehicles and pedestrians is emphasized and efficiency of movement is secondary.

Local Roads – provide direct access to residential, commercial, and industrial developments.

Within the city the state/federal highways would be seen as principal arterials, while county roads would be minor arterials, local roads would be either major or minor collectors. **Table 5.1** displays mileage for both the jurisdictional and functional classification of streets within the City.

Table 5.1: Road Mileage By Jurisdiction And Functional Class

Jurisdiction	Functional Classification			Totals
	Arterial	Collector	Local	
State*	5.90	0.00	0.00	5.90
County	0.00	0.62	0.00	0.62
City	0.00	2.82	22.66	25.48
Totals	5.90	3.44	22.66	32.00

Source: WisDOT & NCWRPC.
** WisDOT has jurisdiction over interstate and federal highways.*

In addition to these main classifications, a road or segment of road may hold a number of other designations, such as forest road, rustic road, emergency or evacuation route, truck route, bike route, etc.

United States Highway 8, a primary arterial, is the highest-level road serving Crandon. State Highway 55 and State Trunk Highway 32 are classified as minor arterials. The U.S. and State Highways function as regional connectors, linking Crandon to other cities in the vicinity, and providing connections to major service areas, such as Green Bay and Milwaukee.

With the exception of Lake Avenue (U.S. 8, State Trunk Highways 32 and 55), Glen Street (U.S. 8), and Pioneer Avenue (U.S. 8, State Trunk Highways 32 & 55), the local street system serves primarily to provide property access.

The most heavily traveled routes are U.S. Highway 8, State Trunk Highway 32 and State Trunk Highway 55. These routes provide access to Three Lakes and Eagle River and to Iron River, Michigan to the north, Laona to the east, and Rhinelander to the west. People commuting to and from work in these locations generate much of this traffic. Within the community, the most heavily traveled route is Lake Avenue, the main street through the central business district.

Road Maintenance

The City of Crandon uses the Pavement Surface Evaluation Rating (PASER) system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison. The PASER system is the rating system used by most Wisconsin communities. The PASER system rates road surfaces on a scale of 1 to 10. This scale is broken down as follows:

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

Table 5.2 shows a summary of pavement conditions in the City of Crandon. Roads exhibiting a surface condition rating at or below “fair” must be examined to determine what type of reconstruction or strengthening is necessary. The roads that display a surface rating of “good” or better will only require minimal preventative maintenance to promote safe travel conditions.

Table 5.2: Summary of Pavement Conditions, 2019	
Surface Type	Miles
Unimproved	0.00
Sealcoat or Gravel Road	0.64
Asphalt or Concrete	25.46
Surface Condition Rating	Miles
Very Poor	0.77
Poor	3.24
Fair	8.41
Good	5.51
Very Good	4.65
Excellent	1.51
Total	26.10
<i>Source: WisDOT</i>	

At present, the overall condition of local streets can be considered “adequate”. Some areas are very good and some areas poor. Few streets have curb and gutter, which causes flooding problems to some area residents in the spring and during heavy summer rains. Many streets need to be re-milled and resurfaced, and there are still one or two gravel streets that need to be paved.

Average Annual Daily Traffic (AADT) Counts

Annual average daily traffic (AADT) counts are measured and calculated on selected high traffic roads and highways every three-, six-, or ten-years (depending upon functional classification) by the Wisconsin Department of Transportation (WisDOT). Monitoring these counts provides a way to gauge how traffic volume is changing in Crandon.

Traffic levels have been decreasing in the past couple of years at most locations within the City of Crandon. For example, the traffic count near the intersection of S Wisconsin Avenue and U.S. Highway 8 has decreased from an average of 7,000 in 2012 to an average of 4,500 in 2018. Traffic counts can be found on the **Transportation Map**.

Overall, the counts have decreased over the three-year period for three of the four count sites. Only STH 8 East has experienced an increase. Overall, counts throughout the state have experienced declines over the same three-year period.

In general traffic generated and attracted by any new land use can increase congestion on the roadway system. Even without creating new access points, changes in land uses can alter the capacity of the roadway. Uncontrolled division of land tends to affect highways by increasing the amount of turning traffic into and out from intersecting driveways, therefore impairing safety and impeding traffic movements.

Trucking

State Highways 8 and 55 are the principal truck routes within the city. Local truck routes branch out to link local industry with the main truck routes as well as for the distribution of commodities with the local area.

A number of private trucking companies serve Crandon and Rhinelander.

Transit and Transportation Facilities for the Disabled

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

Additionally, the Forest County Potawatomi Community offers a low-cost public transit System, Monday-Thursday, which provides on-demand and fixed transit routes for residents requiring transportation to the surrounding communities of Laona, Wabeno, and Crandon for work, shopping, errands, or medical appointments. This service is not limited to FCPC members only, nor to elders only. The Forest County Potawatomi Community also provides transportation services specifically for Forest County Potawatomi Community elders. This service is available Monday-Thursday and includes transportation to medical appointments within the service area.

There is no intercity bus service within Forest County or any surrounding counties.

Bicycle and Walking Trails & Infrastructure

The City of Crandon contains several bicycle and pedestrian trails and is in close proximity to several more. Trails within the City include *Palmer Park Trail*, *Cardinal Park Walking Trail*, *Wolf River State Hiking & Biking Trail*, and the *Crandon City Pedestrian Trail*. The Forest County Public Health Organization has provided the following descriptions for these trails:

- **Palmer Park Trail:** Located behind CoVantage Credit Union off of Highway 55. The trail is directly beside the Crandon Community Building. Parking available, as well as a playground for children. **Trail length:** Estimated one mile. **Difficulty:** Easy but provides a full workout.

- **Cardinal Park Walking Trail:** Located near Forest County Courthouse, across from the old Crandon High School, now called the North-woods Recreational Center. **Trail Length:** Estimated 3/10th of one mile, 4 laps is approximately just over one mile. **Difficulty:** Easy, flat, smooth.
- **Wolf River State Hiking & Biking Trail:** Located in central and southern Forest County connecting from Crandon south to Langlade County. The trail is an abandoned railroad corridor that had been surfaced with gravel and provides scenic views of Lake Metonga and Forest land. **Trail Length:** 14 miles-Forest County. **Difficulty:** Trail may be rough and soft in many sections. If you plan to bike, the tread is more suitable for off-road bikes.
- **Crandon City Pedestrian Trail:** Hwy 8 West near the school and East Pioneer Street at the Wolf River Trail. **Trail Length:** Estimated 2 miles. **Difficulty:** Easy, flat, smooth.

Trails in close proximity to the City include the *Nicolet State Trail*, *Ed's Lake Hiking & Biking Trail*, and *Otter Springs Hiking & Biking Trail*. Additionally, there is interest from the City to connect to existing trails systems and develop an internal trail system throughout the City. The City has recently applied for funding to construct a pedestrian path from Westcott Avenue on Highway 55 to the Beach Park on Lake Metonga. There is also some long-term discussion related to expanding the Wolf River State Trail along the abandoned rail line.

The City also has a system of sidewalks in place to provide a safer walking environment for pedestrians, especially along busy streets and intersections. The City's sidewalk system is shown on the Transportation Map. Additionally, all City roads are open to bicycle and pedestrian use.

Additionally, the Forest County Potawatomi Community (FCPC) is currently in the process of developing the **Forest County Potawatomi Bicycle and Pedestrian Plan**. The plan is intended to help the FCPC improve walking and bicycling within and between the FCPC developments at Stone Lake (Crandon area), Blackwell, and Carter. The FCPC Bicycle & Pedestrian Plan includes the following:

1. **An inventory of bicycling conditions and sidewalks, bicycle and pedestrian crashes with vehicles, and bicycle and pedestrian use areas.** Researching where crashes occurred will show where some problem areas exist. Other problem locations will be found through analysis of the bicycling conditions on each major road.
2. **Locations of potential bicycle routes and recommendations for roadway improvements.** Maps will show where people are riding and where they plan to ride when it is safer to do so. Recommendations may include bicycle lanes in high traffic areas, and possibly no change along roads used more by bicyclists than vehicles (e.g. low volume roads).

3. **Recommend solutions.** The plan will include a combination of **education, encouragement, engineering,** and **enforcement strategies** to increase walking and biking.

Railroads

There is no local access to rail service in Crandon. A rail spur in Argonne and linking the Crandon industrial park was recently abandoned. Shipments needing rail service would have to be trucked to nearby cities with rail access such as Rhinelander, Tomahawk or Wausau.

Air Transportation

The Rhinelander/Oneida County Airport (RHI) in Rhinelander is the closest passenger airport to Crandon. RHI is an air carrier / air cargo airport, which is designed to accommodate virtually all aircraft. Airports in this category are usually referenced by the type of air carrier service provided—RHI is a short haul air carrier airport. This airport serves scheduled, nonstop, airline markets and routes of less than 500 miles. Short haul air carriers typically use aircraft weighing less than 60,000 pounds, and use primary runways with a length between 6,500 to 7,800 feet.

There were about 42,340 total aviation operations (take-offs and landings) in 2000. WisDOT projections show total aviation operations increasing at RHI to 44,040 by 2010, and 45,740 by 2020; an 8 percent increase from 2000.

The Steve Conway Municipal Airport (Y55) in Nashville is a basic utility (BU-A) airport that is designed to accommodate aircraft of less than 6,000 pounds gross weight, with approach speeds below 91 knots and wingspans of less than 49 feet. Such aircraft are typically single-engine piston.

ATV/UTV

All-terrain and utility terrain vehicles are becoming increasingly popular. More and more communities are allowing these vehicles on local roadways. ATV's and UTV's are allowed on all local roadways as long as they are using the roads to access an ATV/UTV trail.

Transportation Programs

The Wisconsin Department of Transportation is the primary provider of programs to assist local transportation systems. The programs most likely to be utilized are listed below:

- General Transportation Aids

- Flood Damage Aids
- Town Road Improvement Program
- Town Road Improvement Program – Discretionary
- Local Bridge Improvement Assistance
- Local Transportation Enhancements
- Traffic Signing & Marking Enhancement Grant
- Rustic Roads

More information on these programs can be obtained by contacting the WisDOT regional office in Rhinelander or on the Internet at <http://www.dot.wisconsin.gov/localgov>.

Goal, Objectives, & Policies

Goal:

1. Support and maintain a safe and efficient road system.

Objectives:

1. Land uses that generate heavy traffic will be avoided on local roads that have not been constructed or upgraded for such use.
2. Future road locations, extensions or connections will be considered when reviewing development plans and proposals.
3. Promote the development of multi-use trails, trail linkages, and wide shoulders on roads as part of new developments or road projects.
4. Support specialized transit that serve the city's elderly and handicapped residents.

Policies:

1. Cooperate with the county and the state on any project that affects the city.
2. Prepare and update a 5-year Road Improvement Plan.
3. Require all roads to accommodate access requirements for emergency vehicles as well as school busses and snowplows.
4. Future road locations, extensions or connections should be considered when reviewing development plans and proposals.

Chapter Six

Economic Development

This is the sixth chapter of the City of Crandon Comprehensive Plan. It is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the Town. As required by the state's comprehensive planning law [§66.1001 (2)(f) Wis. Stats.], this chapter analyzes the labor force and economic base, ensures designation of adequate sites for business and industry, evaluates potentially contaminated sites for reuse, and identifies applicable county, regional and state economic development programs.

Previous Plans & Studies

Comprehensive Economic Development Strategy (CEDS), 2019

Forest County is one of ten counties included the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, economic Development Administration (EDA). The NCWRPC is the agency responsible for maintaining that designation. As part of the designation, the NCWRPC annually prepares a CEDS. This report summarizes and assesses economic development activities over the past year and presents new and modified strategies to promote growth.

Regional Livability Plan (RLP), 2015

Economic Development is one of four elements included in the RLP, adopted by the NCWRPC in 2015. The Economic Development Assessment Report within the RLP observes in detail the economic health of the ten-county region and identifies trends and issues facing the local economy. The RLP addresses three issues: the disparity between the available labor force and employment, the need for a living wage, and broadband access. The four economic development goals of this plan are as follows:

- *Ensure the future availability of a skilled and flexible workforce.*
- *Support and develop a diverse economic base ensuring economic growth and resiliency.*
- *Support infrastructure needed for economy development.*
- *Develop tourism and knowledge-based economy into leading economic sectors.*

ALICE Study of Financial Hardship: Wisconsin

This report, developed in part by Northwoods United Way in Rhinelander, described the 43 percent of households in Forest County that are above the federal poverty level but still struggle to afford basic household necessities, or “ALICE” households (Asset Limited, Income Constrained, Employed). These households are largely employed but do not earn enough in wages to meet the “household survival budget,” which does not allow for any savings. The report states that many ALICE households provide vital services, such as retail, health care, child care, and security, but cannot make ends meet on the income from these jobs.

Forest County Comprehensive Plan, 2011

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

City of Crandon Economic Analysis

Economic development is an organized process to expand the number and types of business, increase employment levels and opportunities, and increase the tax base. A part of the process to prepare for economic development is to identify local strengths and weaknesses and develop strategies to promote strengths and address weaknesses.

Labor Force Analysis

Labor Force

Labor force is defined as the number of persons, sixteen and over, employed or looking to be employed. Overall, the City of Crandon labor force has increased from 805 in 2000 to 948 in 2018. That represents an increase of 17.8 percent, compared to a decrease of 9.3 percent in Forest County and an increase of 7.5 percent in Wisconsin. In 2000, 736 members of the City’s labor force were employed and that number increased 19.8 percent to 882 employed members in 2018, as shown in **Table 6.1**. In comparison, Forest County saw employment decrease by 8.4 percent during the same time period, while Wisconsin saw employment increase by 7.5 percent.

Unemployment

Unemployment is defined as the difference between the total civilian labor force and total persons employed. Stay-at-home parents, retirees, or persons not searching for employment are not considered unemployed because they are not considered to be part of the labor force. In 2000, the City had an unemployment rate of 4.7%. Unemployment within the City slightly increased to 4.8 percent in 2010, but has since decreased to 4.1 percent in 2018.

Workforce Participation

Workforce participation is a measure expressed in terms of a percentage of persons actively seeking employment divided by the total working age population. People not participating in the labor force may not seek employment due to a variety of reasons including retirement, disability, choice to be a homemaker, or simply are not looking for work. In 2000, 54.4 percent of the population over the age of 16 in Crandon was in the labor force. By 2018, that percentage increased to 59.5 percent. The State participation rate was 66.7 percent, and the Forest County participation rate was 53.7 percent.

Table 6.1: City of Crandon Labor Force

	2000	2010	2018	Percent Change
Population 16 years and over	1,481	1,653	1,592	7.5%
Labor Force	805	779	948	17.8%
Employed	736	700	882	19.8%
Unemployed	69	79	66	-4.3%
Unemployment Rate	4.7%	4.8%	4.1%	-12.8%
Participation Rate	54.4%	47.1%	59.5%	9.4%

Source: American Community Survey 2014-2018

Economic Sectors

Every occupational sector gained Crandon residents from 2000 to 2018, as shown in **Table 6.2**. Overall, employment increased by nearly 20 percent during this time, with the Management, Professional & Related occupational sector experiencing the fastest growth, with a growth rate of over 51 percent during this time.

Table 6.2: Occupation of Employed Workers

	2000	2010	2018	% Change 2000-18
Management, Professional & Related	181	142	274	51.4%
Service	166	185	192	15.7%
Sales & Office	175	179	185	5.7%
Natural Resources, Construction, and Maintenance	83	104	94	13.3%
Production, Transportation & Mineral Moving	131	90	137	4.6%
Total	736	700	882	19.8%

Source: American Community Survey 2014-2018

There were 882 residents working in 2018, which was an increase of nearly 20 percent since 2000. Employment within Forest County decreased by 8 percent over that same period. Overall, the City made up about 24 percent of Forest County total employment in 2018, accounting for a higher percentage of total employment within the county than in 2000 when the City made up about 18 percent of employment.

In 2018, the largest sectors in the City were Education, Health, and Social Services; Retail Trade; and Manufacturing. These three sectors account for about 46 percent of total employment among City residents. Between 2000 and 2018, the Construction sector experienced the fastest rate of increase in employment, by more than doubling in employment with an increase of 102 percent. Only four sectors experienced a decline in employment between 2000 and 2018, with the Wholesale Trade sector experiencing the fastest rate of decline by losing all workers for a decrease of 100 percent.

Table 6.3: Employment by Industry Sector

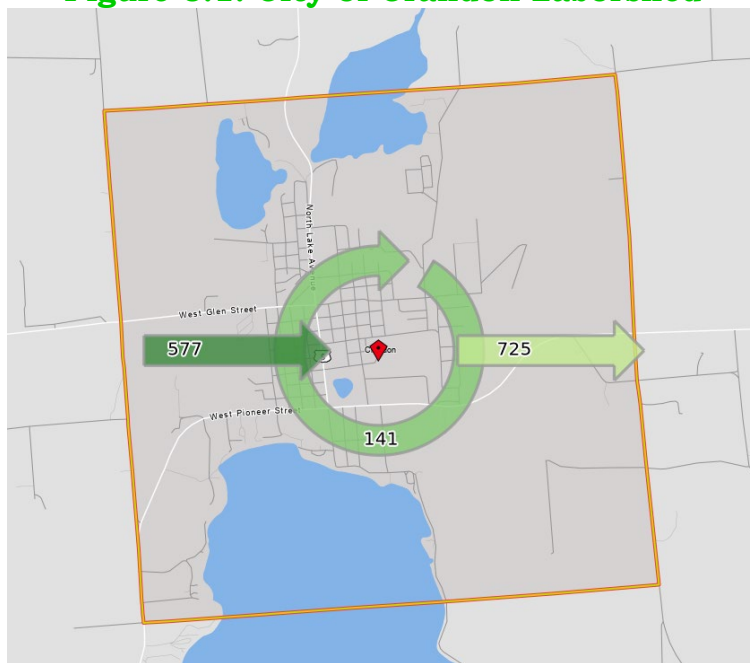
	2000	2010	2018	% Change 2000-18
Ag., Forestry, Fishing, Hunting & Mining	39	23	33	-15.4%
Construction	45	67	91	102.2%
Manufacturing	82	88	112	36.6%
Wholesale Trade	10	14	0	-100.0%
Retail Trade	114	101	114	0.0%
Transportation, Warehousing & Utilities	23	21	20	-13.0%
Information	13	5	26	100.0%
Finance, Insurance, Real Estate & Leasing	25	25	20	-20.0%
Professional, Scientific, Management, Administrative & Waste Mgmt Services	32	23	64	100.0%
Education, Health and Social Services	169	133	175	3.6%

Arts, Entertainment, Recreation, Accommodation and Food Services	73	138	102	39.7%
Public Administration	74	46	66	-10.8%
Other Services	37	16	59	59.5%
Total	736	700	882	19.8%
<i>Source: American Community Survey 2014-2018</i>				

Laborshed

A laborshed is an area or region from which an employment center draws its commuting workers. It should be noted that the figures in Table 6.2 and 6.3 are all based on the number of workers residing in the City and what they do for employment not where they are actually employed. Instead, **Figure 6.1** shows how many people commute into the City for work, how many people remain in the City for work, and how many residents leave the City for work. As of 2017, there were 718 jobs located within the City of Crandon. Of these 718 jobs, 577 of them were occupied by people who live outside of the City’s boundaries. It’s also worth noting that 725 residents leave the City’s boundaries for work, while 141 residents remain within the City for work.

Figure 6.1: City of Crandon Laborshed



Source: U.S. Census On the Map

The City has an industrial park that was developed in the early 1990’s. The 20-Acre park is located on the northeast side of the city; it is fully serviced, including rail service,

and is capped out. There is also some adjacent land that could be used to expand the park if needed.

Some of the current Industrial Park businesses include: Infinity Flooring Mill, Hometown Trolley, LIPCO, James Flannery Logging, and MB Ridge Properties.

A variety of area organizations have economic development as one of their goals, including Forest County Economic Development, Chamber of Commerce, Millenium Economic Development Group, Potawatomi, among others. As a small community it is critical that all groups work together, since no one group has the resources to accomplish what is needed to move the community forward.

Forest County Economic Analysis

Due to the amount of economic activity which takes place within the City of Crandon and the truth that the local workforce is primarily employed outside the City, this section will look at the economic activity within Forest County.

Economic Sectors

Overall in 2018, there were 3,704 persons employed in Forest County. That is a decrease of about 8.4 percent since 2000. **Table 6.4** displays employment by industry sector among Forest County residents for the years 2000, 2010, and 2018. Between 2000 and 2018, only four sectors within Forest County increased in total employment; Finance, Insurance, Real Estate & Leasing; *Professional, Scientific, Management, Administrative & Waste Management Services; Education, Health, and Social Services; and Other Services* sectors. The *Education, Health, and Social Services* sector employs the most Forest county residents with 783 residents; followed by the *Arts, Entertainment, Recreation, Accommodation and Food Services* sector with 477 Forest County residents employed.

Table 6.4: Forest County Employment by Sector				
Industry Sector	2000	2010	2018	% Change 2000-18
Ag., Forestry, Fishing, Hunting & Mining	303	251	207	-31.7%
Construction	303	309	269	-11.2%
Manufacturing	669	405	482	-28.0%
Wholesale Trade	57	50	39	-31.6%
Retail Trade	402	420	382	-5.0%
Transportation, Warehousing & Utilities	256	209	212	-17.2%
Information	49	23	48	-2.0%

Finance, Insurance, Real Estate & Leasing	119	158	121	1.7%
Professional, Scientific, Management, Administrative & Waste Mgmt Services	136	166	219	61.0%
Education, Health and Social Services	755	811	783	3.7%
Arts, Entertainment, Recreation, Accommodation and Food Services	527	653	477	-9.5%
Public Administration	300	302	291	-3.0%
Other Services	168	122	174	3.6%
Total	4,044	3,879	3,704	-8.4%
<i>Source: American Community Survey 2014-2018</i>				

Labor Force Analysis

Overall, Forest County’s labor force has decreased from 4,381 in 2000 to 3,972 in 2018, which represents a decrease of about 9 percent, which is less than the State’s growth rate of 6 percent. **Table 6.5** displays labor force trends in Forest County between 2000 and 2018. The labor force is defined as the number of persons, sixteen and over, that are employed or searching for employment. Persons over sixteen who are students, homemakers, retired, institutionalized, or unable/willing to seek employment are not considered part of the labor force. In 2000, 4,044 Forest County residents were employed, with the number of employed residents in Forest County dropping to 3,704 in 2018, an 8.4 percent decrease.

Table 6.5: Forest County Labor Force				
	2000	2010	2018	Percent Change
Population 16 years and over	7,815	7,777	7,403	-5.3%
Labor Force	4,381	4,257	3,972	-9.3%
Employed	4,044	3,879	3,704	-8.4%
Unemployed	335	378	268	-20.0%
Unemployment Rate	4.3%	4.9%	3.6%	-16.3%
Participation Rate	56.1%	54.7%	53.7%	-4.3%
<i>Source: American Community Survey 2014-2018</i>				

Forecasts

Employment forecasts are difficult to come by and not available at the city level. However, the Wisconsin Department of Workforce Development (WisDWD) prepares workforce projections by industry for its multi-county service regions. The current projections for the North Central Workforce Development cover Forest County and

include eight other counties. These projections show increases in all employment sectors except for “Other Services” which is projected to decline by 1 percent.

The other sectors are projected to increase within a range from 0.3% (Manufacturing, and Public Administration) to 21% (Information). Residents of both the City of Crandon and Forest County travel throughout the North Central Workforce Development Region.

Tourism

Tourism is a major component in Forest County’s economy as thousands of visitors travel to the area to take advantage of the County’s diversity of recreational resources such as public forest access, trails, and the many lakes within the County. According to annual estimates prepared by the Wisconsin Department of Tourism, travelers to Forest County spent \$13.6 million in 2017, down 1.2% from 2016. This level of expenditures is estimated to directly and indirectly support 220 full-time equivalent jobs and provide over \$3.1 million of resident income.

Economic Development Programs

Various organizations at the County, Regional and State level offer a variety of programs to assist with economic development. Many of these are listed below:

Local:

Forest County Economic Development Partnership: The Forest County Economic Development Partnership (FCEDP) aims to increase economic development by supporting small businesses, facilitating community projects, and attracting new industries to the area all while maintaining Forest County’s natural resources, heritage, and cultural traditions. Financial assistance from the FCEDP comes in the form of grant assistance (particularly the Wisconsin Early Planning Grant); the Economic Development Tax Credit program; and loan assistance such as WHEDA’s Small Business Guarantee Loan, and numerous Small Business Administration loans.

Tax Increment Financing: This is a local tool for communities to spur development. It can be used to promote redevelopment in blighted areas and finance new industrial development. The City currently has one TIF district that was established in 2004. It incorporates the City’s 20-plus acre Industrial Park site.

Regional:

North Central Wisconsin Development Corporation: The North Central Wisconsin Development Corporation (NCWDC) manages a revolving loan fund designed to address

a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. The fund is targeted to businesses in the ten-county region.

State:

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

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

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

Wisconsin Small Cities Program: The Wisconsin Department of Administration provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

Wisconsin Small Business Development Center (SBDC): The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.

Transportation Economic Assistance (TEA): This program, administered by the Wisconsin Department of Transportation, provides immediate assistance for the cost of transportation improvements necessary for major economic development projects.

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

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

Federal:

U.S. Dept. of Commerce - Economic Development Administration (EDA): EDA offers a public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

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

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

Goal, Objectives, & Policies

Goal:

1. Promote the stabilization and expansion of the current economic base.

Objectives:

1. Encourage new retail, commercial & industrial development to locate adjacent to county or state highways.

2. Discourage industrial development from negatively impacting environmental resources or adjoining property values.
3. Encourage businesses that are compatible with a rural setting.
4. Review costs and benefits of a proposed development project prior to approval.
5. Actively seek to obtain funding through grants and programs to help fund revitalization within the City.

Policies:

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
2. Support efforts to promote economic development within the county.
3. Commercial and industrial development should be directed to designated planned areas consistent with the Future Land Use Map.
4. Intensive industrial uses should be steered to areas that have the service capability to support that development.
5. Work with the county and tribal entities to promote economic development throughout the city and county.

Chapter Seven

Land Use

This is the eighth of nine chapters of the City of Crandon Comprehensive Plan. This chapter is based on the statutory requirement [§66.1001(2)(h) Wis. Stats.] for a "compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property". This chapter reviews existing land uses, trends, programs, and future land use.

Previous Plans and Studies

City of Crandon Comprehensive Plan, 2010

In 2010, the City of Crandon adopted a comprehensive plan. A variety of reasons led to the development of that plan including a concern for the community's future, to prevent land use conflicts, and to promote economic development. That comprehensive plan serves as the foundation of this update effort.

Regional Livability Plan, 2015

Land use is one of four elements included in the Regional Livability Plan, adopted by the North Central Wisconsin Regional Planning Commission in 2015. The Land Use Assessment Report, a component of the plan, looks in detail at the land uses through the 10-county region and identifies trends and issues facing land use. The Regional Livability Plan addresses two issues: housing density and farmland preservation. The two land use goals of the Plan are as follows:

Goal 9: Preserve and protect the region's landscape, environmental resources, and sensitive lands while encouraging healthy communities.

Goal 10: Manage and reduce vacant land and structures.

Existing Land Use Inventory

Generally, the developed portion of the City of Crandon is about 10 to 12 blocks east to west and about 16 to 18 blocks north to south. State Highways 32 and 55 and U.S. Highway 8 transect the City. There is some scattered development moving to the east of the City along Highway 8. Commercial development is concentrated along Lake Avenue (along Highway 8 as it runs north and south in the center of the City).

Residential land is scattered throughout the developed portion of the City. Residential development west of Lake Avenue extends west to about Boulevard Avenue, and from Lake Metonga to the south and the Clear Lake area to the north. Meanwhile East of Lake Avenue residential development extends east to about Rail Road Avenue and S. Grand Avenue, with development stretching from Lake Metonga on the south to about Elm Street to the north.

Commercial development in the City, like most other communities, is focused along the primary transportation routes. The central business district is concentrated along a five-block stretch of Lake Avenue (Highway 8). Some of the existing development includes: specialty stores, a drug store, banks, a variety store, appliance sales, furniture store, and a number of professional offices, taverns, restaurants, and convenience/gasoline stations. Some highway commercial development has been established along both Highways 8 and 55 as they enter and exist the central business district. Some of this development includes automobile sales, Laundromats, convenience/gasoline stations, real estate offices, beauty shop, professional offices, hardware store, grocery store, restaurants, automobile repair, and automotive supply store. These activities depend on convenient access from well-traveled routes for an adequate volume of business.

An industrial park is located in the northeast portion of the City. This is about a 20-acre park that was developed in the early 1990s. There is some space still available for development in the park.

Scattered throughout the City are government facilities, including City Hall, the Post Office, the Courthouse, Police Station, and recreational areas. For a community of its size, the City of Crandon has designated a large portion of its public lands to parks. On the shores of Lake Metonga is the well-maintained Crandon City Beach Park. It has picnic and playground areas, shelters, beach house, and volleyball courts and a well-maintained public boat landing. The City also has approximately 10 acres of park land on the west side. This property includes three baseball diamonds that are utilized during the summer months by the schools, Little League and other league teams. In the winter a skating rink is provide for the residents. In addition to the two park areas mentioned above, other parks or open space includes the county fairgrounds, the former school district athletic field and playgrounds, and the county courthouse grounds.

The existing land use map was developed in two steps. The first was an air photo interpretation by NCWRPC. The City Plan Commission then made corrections. The intent of this map is to provide a generalized overview of land uses as the currently exist in the City. See the [Existing Land Use Map](#).

Once that map was completed the NCWRPC developed calculations to determine land areas by use. [Table 7.1](#) presents the current breakdown of land-use types within the City. The majority of the land in the City is wooded. Over 2,000 acres or about 52 percent of the land is wooded. Much of this may be developed at some time in the future. Water is the next most significant use in the City with over 600 acres. Residential makes up about 16 percent of the land area, followed by open land and transportation.

Table 7.1: Existing Land Use, 2015		
Land Use	Acres	Percent
Agriculture	96.7	2.4%
Commercial	79.0	2.0%
Governmental/Institutional	60.5	1.5%
Industrial	102.7	2.6%
Open Lands	167.4	4.2%
Outdoor Recreation	12.8	0.3%
Residential	627.3	15.8%
Transportation	152.5	3.9%
Water	620.8	15.7%
Woodlands	2038.1	51.5%
Total	3957.9	100.0%
<i>Source: NCWRPC GIS</i>		

Land Use Trends

Land Supply and Demand

As shown by the existing land use inventory, the majority of the City is "undeveloped" woodlands, so the supply of land "available" for development appears to be adequate. Nevertheless, even under a rapid growth scenario, the supply of land in the City of Crandon is more than sufficient to accommodate projected demand over the next 20 years for all use categories.

Land Values

Table 7.2 displays the assessed land values in the City of Crandon. It is important to note that city-owned properties, lands enrolled in the Managed Forest Law and Forest Crop Law programs and other exempt lands are not included in values for Table 7.2. In 2019, the assessed value of land and improvements was \$92,182,100. Overall, land value per acre in the City is valued at about \$46,627 per acre. Properties classified as "Residential" have the highest value per acre followed by properties classified as "Other" and "Commercial".

Table 7.2: Assessed Land Value (per acre), 2019

Land Classification	Total Value of Land and Improvements	Total Value per Acre
Residential	\$68,837,400	\$143,113
Commercial	\$19,761,900	\$131,746
Manufacturing	\$1,605,000	\$84,474
Agriculture	\$28,000	\$68
Undeveloped	\$41,300	\$315
Agricultural Forest	\$77,900	\$1,163
Forest	\$1,159,500	\$1,640
Other	\$671,100	\$74,567
Total	\$92,182,100	\$46,627

Source: WI Department of Revenue, NCWRPC

Opportunities for Redevelopment

The most efficient development utilizes existing public services and infrastructure; these areas are referred to as “*Smart Growth*” areas. These areas have existing infrastructure and service capacity. The use of existing infrastructure and services is more cost-effective; therefore, new commercial, industrial and higher density residential development should be located in these areas. Areas where sewer & water and other infrastructure and services are not available should have minimal industrial and commercial development and only scattered residential development, where appropriate.

Areas in the City that have been identified as possible redevelopment areas include: the Bigfoot Lumber site on Maple Street, the old county shop site, the old school site on Glen Street, and the former nursing home, part of which has already been converted into apartments, with the other part still needing redevelopment. Additionally, the old mobile home park site on West Glen Street is currently undergoing redevelopment.

Existing and Potential Land Use Conflicts

This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers, and public information and other methods. Within the City there are some existing land use conflicts, such as unkempt or poorly maintained buildings, and properties with accumulating junk and vehicles. One area of concern is the County Fair Grounds, which is adjacent to the City’s Industrial Park. Neither has the ability to grow, except at the expense of each other. This is an area that needs further discussion between the city and county.

Future Land Use

The planning process looks at the past and current information, but a primary consideration is the future. The most critical component of the plan is the Future Land Use map.

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

Before the future land use map is developed land use classification are established. These become the foundation of the map.

Land Use Map Classifications:

Land use classifications are groups of land uses that are compatible, and that separate conflicting uses. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide when making land use and zoning decisions. A general description of each classification follows:

1. Residential

Identifies areas recommended for residential development typically consisting of smaller lot sizes.

2. Rural Residential

Identifies areas that are recommended for less dense residential development, consisting of larger minimum lot sizes than the residential category. These areas will also allow a mixture of residential uses, and provide a good transition from more dense development to the rural countryside.

3. Multi-Family

Identifies areas recommended for multi-family residential development, such as duplexes or apartment buildings.

4. Commercial

Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the community.

5. Industrial

Identifies areas recommended for industrial development, as well as existing industrial areas located throughout the community.

6. Governmental/Public/Institutional

Identifies existing or planned governmental/public/institutional facilities within the county, including recreational facilities.

7. Agricultural Areas

Identifies areas to be preserved for the purpose of general crop farming or the raising of livestock.

8. Woodlands

Identifies areas of large woodlands within the community.

9. Transportation Corridors

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the county. This also includes rail corridors and airports.

10. Preservation & Open Space

Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, steep slopes, and open water. This could include endangered species habitat or other significant features or areas identified by the community.

Future Land Use Map:

The Future Land Use Plan map is not the same as the Existing Land Use map. The existing land use map categorizes the way land is being used today, while the intent of the future land use map is to identify areas for future development. Often times there is overlap, but the purpose of each map is very different.

The City of Crandon Plan Commission members participated in a mapping exercise with NCWRPC staff to identify the desired future land uses. First, the existing land use map and the other information collected as part of the planning process, was reviewed as the starting point. Then the existing zoning map was reviewed and a discussion followed. The Plan Commission members then used their broad knowledge of the City to identify areas on the map representing various future land uses. The goal was to produce a generalized land use plan map showing desired future land uses to guide the City's growth. See the Future Land Use map.

Once the future land use plan map was finalized the areas were again calculated for each of the categories using GIS software. The results are not exact acreage calculations, but rather generalized areas as calculated from the lines on the map.

Land Use Regulations

General Zoning

Zoning is the major tool used to regulate land uses and implement a comprehensive plan. The zoning ordinance regulates the use of property to advance the public health, safety, and welfare. It has been used throughout the United States and in Wisconsin since the 1920's.

A zoning ordinance creates different use zones or districts within a community. Each district has a list of permitted uses, which are uses that are desirable in a district. Each district may also contain a list of special uses, sometimes called special exceptions or conditional uses, which are allowed under certain circumstances, and require review by a local body in to be allowed. All other uses are prohibited.

Zoning regulations are adopted by local ordinance and consist of two basic things, a map and related text. The zoning map displays where the zoning district boundaries are, and the text describes what can be done in each type of district. The Future Land Use Plan and zoning are similar but they are not the same. Land use categories are more general, while zoning is much more detailed. Zoning is the legal tool to regulate specific land uses. Since the land use categories are generalized it is possible that more than one zoning district would correspond to each of the categories.

Zoning should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should “drive” the development of specific zoning ordinance provisions including district descriptions, permitted uses, conditional uses and the zoning map. This consistency has been important in upholding legal challenges in the Courts. Therefore, following the planning process it is critical that the zoning ordinance be updated to incorporate the findings of the plan.

Land Division

Subdivision regulation relates to the way in which land is divided and made ready for development. A community can control the subdivision of land by requiring a developer to meet certain conditions in exchange for the privilege of recording a plat. While imposing conditions restricts the use of private property, the cumulative effect of land subdivision on the health, safety, and welfare of a community is so great as to justify public control of the process.

Of all the land use control devices available, subdivision regulation has probably the greatest potential. When compared with zoning, a well-administered subdivision control is more useful in achieving planning goals and its influence is far more lasting. Once land is divided into lots and streets are laid out, development patterns are set. Subdivision regulations can ensure that those development patterns are consistent with community standards. Subdivision regulations can also ensure the adequacy of existing and planned public facilities such as schools, wastewater treatment systems, water

supply, to handle new growth. Finally, subdivision regulation can help ensure the creation and preservation of adequate land records.

There is some overlap between zoning and subdivision codes in terms of standards. Both ordinances, for example, can set lot sizes. Both can deal with the suitability of land for development. Implementing important plan techniques such as rural cluster development often requires use of the zoning ordinance and the subdivision ordinance.

Under Wisconsin law, the city has authority to provide extraterritorial review of subdivision requests in the surrounding towns within one and one-half mile of its corporate limits.

Official Mapping

Cities may adopt official maps. These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways and public transit facilities. The map may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law.

Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood.

Extra-territorial Jurisdiction Zoning

Extra-territorial zoning is an additional tool that might be worth considering. To do this, however, requires a lengthy three-step process including the creation of a joint committee consisting of representatives from the City and the towns.

This joint committee prepares a proposed plan and regulations for the extraterritorial area and submits it to the City, which may adopt it as proposed or resubmit the proposal to the joint committee for changes. In either case, the proposed regulations must receive a favorable majority vote from the joint committee before the City can adopt them.

Annexation

Cities have the power to annex as provided by the state. Annexation requires a process where a landowner petitions the city and the city adds the territory to the city from a town. This power was provided to allow for cities to expand as needed.

It is unlikely that the Crandon would pursue annexation to grow because of the amount of underutilized land currently in the City.

Goals, Objectives, & Policies

The following goals, objectives and policies were identified in the planning process as relates to land use.

Goals:

1. Maintain orderly planned growth that promotes the health, safety and general welfare of City residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.
2. Enhance and maintain existing neighborhoods and develop new residential areas.
3. Revitalize the Central Business District.

Objectives:

1. The City will maintain the Comprehensive Plan, which will serve as a guide for future land use and zoning decisions.
2. Planning and development of land uses that create or preserve the community character.
3. Balance individual property rights with community interests and goals.
4. Provide adequate developable land to meet existing and future market demand for residential, commercial, industrial, and other uses.
5. Design neighborhoods so that they have access to community facilities such as parks, schools, libraries, churches, and similar features.
6. Encourage infill development of underutilized or deteriorating properties.
7. Maximize the use of existing utility systems, such as sewer & water.
8. Enhance the aesthetic quality of the City's business district.

Policies:

1. New development will be permitted based on consideration of this Plan, as well as other City, County, and state plans and regulations.
2. The location of new development will be restricted from areas in the City shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems,

incompatibility with neighboring uses, etc.

3. New development should not adversely affect the property value or livability of neighboring properties.
4. Encourage subdivision designs with mixed housing neighborhoods that provide a range of housing types, densities and costs.
5. Encourage subdivision designs that are well served by sidewalks, bicycle routes and other non-motorized transportation facilities.
6. Officially map the street layout in the City for future development.
7. Develop and enforce building and aesthetic ordinances.
8. Ensure that the City's utility systems have adequate capacity to accommodate projected future growth.
9. Maintain and increase communication with business owners and operators in the downtown.
10. Maintain and upgrade as needed the infrastructure in the downtown.
11. Continue to support the Chamber of Commerce and other organizations that have the goal of promoting the downtown.

Chapter Eight

Intergovernmental Cooperation

Intergovernmental cooperation is increasingly important; since many issues cross over political boundaries, such as watersheds, labor force, commuter patterns, and housing. Communities are not independent of each other, but rather dependent on each other. The effects from growth and change on one spill over to all surrounding communities and impact the region as a whole.

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies and programs to address and resolve issues of mutual interest. It can be as simple as communication and information sharing, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue.

As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them. Intergovernmental cooperation makes sense for many reasons including trust, cost savings, consistency, and ability to address regional issues. Cooperation can lead to positive experiences and results that build trust between jurisdictions. It can save money by increasing efficiency and avoiding unnecessary duplication. It can lead to consistency of goals, objectives, plans, policies, and actions of neighboring communities. Finally, by communicating and coordinating their actions and working with regional and state jurisdictions, local communities are able to address and resolve issues that are regional in nature.

The major beneficiary of intergovernmental cooperation is the local resident. They may not understand, or even care about the details of a particular intergovernmental issue. However, residents can appreciate their benefits such as cost savings, provision of needed services, a healthy environment and a strong economy.

A variety of factors, some long-standing and others more recent, have brought the issue of intergovernmental cooperation to the forefront. Some of these factors include:

- *Local government financial condition*
- *Opportunity to reduce costs by working together*
- *Elimination of duplication of services*
- *Population settlement patterns and population mobility*
- *Economic and environmental interdependence*

In addition, as more jurisdictions create and implement comprehensive plans and share them with surrounding communities, new opportunities for intergovernmental cooperation will be identified.

The City of Crandon cooperates with neighboring municipalities, the County, the Forest County Potawatomi Community, and the State on a variety of matters ranging from delivery of services to coordination of planning along common boundaries. The City recognizes that cooperation with its neighbors can improve the quality and cost-effectiveness of services, foster coordinated development and enhance its overall quality of life.

Intergovernmental Relationships

School District

The City of Crandon is within the Crandon School District. The Nicolet Area Technical College district includes the City of Crandon and has its nearest campus in Rhinelander.

Sanitary District

An independent Board of Commissioners appointed by the City under state guidelines administers the Utility District. It is important the City and the Board maintain communication related to growth and development.

Adjacent Local Governments

Surrounding Towns

The Towns of Crandon and Lincoln surround the City. The City Fire, Police, and EMS Departments all have mutual aid agreements in place with the surrounding communities through MAVIS.

Currently the City operates the airport, but this might be an area for future discussion related to joint operation.

Forest County

Forest County directly and indirectly provides a number of services to the City. There is a good working relationship with many of the responsible departments. These departments include Sheriff, Health, and Land Records.

The County Sheriff provides protective services through periodic patrols and on-call 911 responses. The Sheriff also manages the 911-dispatch center, not only for police protection, but also for ambulance/EMS response and dispatching the City Fire Department. The Forestry and Outdoor Recreation Department maintains a county-

wide park system and county forest system for the use and enjoyment of all residents, including Crandon.

In many cases where state and federal agencies require area-wide planning for various programs or regulations, the County sponsors a county-wide planning effort to complete these plans and include each individual local unit in the process and resulting final plan. Examples of this include the County Outdoor Recreation plan which maintains the eligibility for Wisconsin Department of Natural Resources administered park and recreation development funding of each local unit that adopts it, and All Hazard Mitigation Plans which are required by Federal Emergency Management Agency in order for individual local units of government to qualify for certain types of disaster assistance funding.

North Central Wisconsin Regional Planning Commission

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §60.0309 Wis. Stats. as a voluntary association of governments within a ten-county area, including Forest County and its local units of government. Typical functions of the NCWRPC include (but are not limited to) land use, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

State and Federal Government

The Wisconsin departments of Natural Resources (WDNR) and Transportation (WisDOT) are the primary agencies the City might deal with regarding development activities. Many of the goals and objectives of this plan will require continued cooperation and coordination with these agencies. The WDNR takes a lead role in wildlife protection and sustainable management of woodlands, wetland, and other wildlife habitat areas, while WisDOT is responsible for the planning and development of state highways, railways, airports, and other transportation systems. State agencies make a number of grant and aid programs available to local units of government like the City of Crandon. Examples include local road aids, the Local Roads Improvement Program (LRIP) and the Priority Watershed Program. There are also a number of mandates passed down from the state that the City must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads.

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

Existing / Potential Intergovernmental Conflicts

Some minor intergovernmental conflicts were identified, mainly related to the relationship with state agencies. Much of this related to the construction process on Highway 8 and several incidents of miscommunication. There also has been some grant projects that have not been funded that would have been very beneficial to the city. There has also been some concerns with the pace of decision making related to some trail development throughout the city and adjoining communities.

Overall, the working relationship is good with surrounding local governments and both the tribes (Potawatomi & Sokaogon Chippewa – Mole Lake). Working more with the county was seen as a future opportunity.

No potential intergovernmental conflicts were identified in this process. The process for resolving some of these conflicts will in part be achieved by meeting with the surrounding towns when significant issues of mutual concern arise.

Tools of Intergovernmental Cooperation

There are a variety of tools that can be used in the area of intergovernmental cooperation.

Shared Service Agreements

Wisconsin Statute s.66.0301, formerly 66.30, entitled "Intergovernmental Cooperation"; does enable local governments to jointly do together whatever one can do alone. Typically, intergovernmental cooperation and coordination refers to the management and delivery of public services and facilities. It is also dependent upon a defined geographic area within which cooperation and coordination may be feasible.

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

Boundary Agreements

Under Section 66.0307, Wisconsin Statutes, municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

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 plan must include: a plan for the physical development of the territory covered by the plan. It must also include; 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; and it must address the need for safe and affordable housing. The participating communities must hold a public hearing prior to its adoption.

Once adopted, the plan must be submitted to the Wisconsin Department of Administration for state approval. Upon approval, the cooperative plan has the force

and effect of a contract. Working with the towns, the city could use this tool to establish boundaries in certain areas where it is logical and in the best interest to do so from a planning and service delivery standpoint.

Municipal Revenue Sharing

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

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

Goal, Objectives & Policies

As in the previous chapters of this plan, a series of goals, objectives, and policies are identified.

Goal:

1. Seek mutually beneficial cooperation with all levels of government.

Objectives:

1. Maintain current agreements and explore additional opportunities with adjacent towns, the county, and other governmental agencies for services.
2. Work cooperatively with neighboring towns to develop to guide compatible development on the City's boundaries.

Policies:

1. Continue to host meetings with surrounding communities and the county to review service agreements and identify opportunities to improve efficiency and cost-effectiveness.
2. Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient service or public utilities.
3. Investigate joint operation or consolidation when considering expanded or new services or facilities.
4. Establish work groups as needed with surrounding communities, the tribes, the county, and others to address various current and future issues.

Chapter Nine

Implementation

Implementation of this plan depends on the willingness of local officials to use it as a guide when making decisions that affect growth and development in the City. It is also important that local citizens and developers become aware of the plan.

This plan, having been prepared as a single unit, is consistent in its parts and there is no inconsistency between them. The tools and techniques recommended to implement the comprehensive plan are as follows:

Decision Making

The adopted plan should be used as a guide by the City of Crandon when making land use and development decisions. The plan contains a variety of goals, objectives and policies which together comprise the framework for decision making by local officials. For purposes of this plan, goals, objectives and policies are defined as follows:

- **Goal:** *A goal is a statement that describes a desired future condition. The statement is broad in scope and describes general concepts or things the community hopes to accomplish.*
- **Objective:** *An objective is a statement that describes a specific course of action to achieve a goal or address an issue.*
- **Policy:** *A policy is a general course of action or rule of conduct to be followed to achieve community goals and objectives.*

Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives and policies outlined in this plan.

Although this plan is intended to guide the future of the City, it is impossible to predict exact future condition. As such, the goals, objectives and policies in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events.

Citizen Participation/Education

The City should encourage citizen awareness of the city's comprehensive plan by making it available on the city's website and displaying the plan, or parts of the plan, at the City Hall, Library or other community gathering places.

Tools for Implementation

Zoning

Zoning is the major implementation tool to achieve the proposed land uses. A zoning ordinance should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should “drive” the development of specific zoning ordinance provisions including district descriptions, permitted uses, conditional uses and the zoning map. The City has its own Zoning Ordinance. **A careful review of the Zoning Ordinance should take place after the Comprehensive Plan is adopted, especially the Zoning Map.**

Land Division

The City of Crandon does not currently have their own subdivision ordinance. The purpose of a Land Division ordinance is to regulate and control the division of land within the limits of the City in order to promote the public health, safety, prosperity, aesthetics and general welfare of the community; to lessen congestion in the streets and highways; and to further the orderly layout and appropriate use of land. **The City of Crandon should consider creating a Land Division ordinance.**

Official Map

Cities may adopt official maps by ordinance or resolution. These maps may show existing and planned streets, parks, and other facilities. **No building permits may be issued to construct or enlarge any building within the limits of these mapped areas without prior approval of the Plan Commission or Crandon City Council.**

Capital Improvement Plan (CIP)

This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned expenses. A CIP consists of a list of proposed projects according to a schedule of priorities over a period, usually five years. It identifies needed public improvements, estimates their costs and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- *Public buildings (i.e., fire and police stations)*
- *Park and trail acquisition and development*
- *Roads and highways (maintenance and new construction/paving)*
- *Utility system construction/expansion, treatment plants, water towers, wells, etc.*
- *Community development projects*
- *Fire and police protection equipment*

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to

compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.

The preparation of a CIP is normally a joint responsibility between the local elected officials, various committees and commissions, staff, and citizens. **The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.**

Annual Operating Budget

The City prepares a budget each year, which is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of City residents, priorities set by the City Council, and the related work plans identified by each department. The budget and the services provided by that budget are instrumental in achieving the goals and objectives of the comprehensive plan.

Other Tools

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

Plan Amendments

Periodic amendments can be made to this plan. Amendments are generally defined as minor changes, such as slight changes to the text or maps. Frequent changes to accommodate specific development proposals should be avoided. **The Comprehensive Planning Law requires that the same process used to adopt the plan will also be used to amend the plan.**

Criteria to consider when reviewing plan changes are as follows:

- *The change is consistent with the overall goals and objectives of the Comprehensive Plan.*
- *The change does not create an adverse impact on public facilities and services that cannot be mitigated.*
- *Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.*
- *The change allows a more viable transition to the planned uses on adjacent properties than the current land use.*
- *The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.*
- *There is a change in City actions or neighborhood characteristics that would justify a change.*

- *The change corrects an error made in the original plan.*
- *There is a community or regional need identified in the comprehensive plan for the proposed land use or service.*
- *The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.*

Plan Review and Update

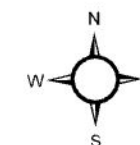
Periodic updating of the plan is necessary for continued refinement to insure that the plan reflects the desires of the city's citizens. An essential characteristic of any planning process is that it be ongoing and flexible. **The City should re-examine the plan, at least every five years, and determine if more complete review is required to bring it into line with changed conditions or altered priorities within the City. State law requires that a Comprehensive Plan be updated every ten years.**

Maps



Planning Area

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

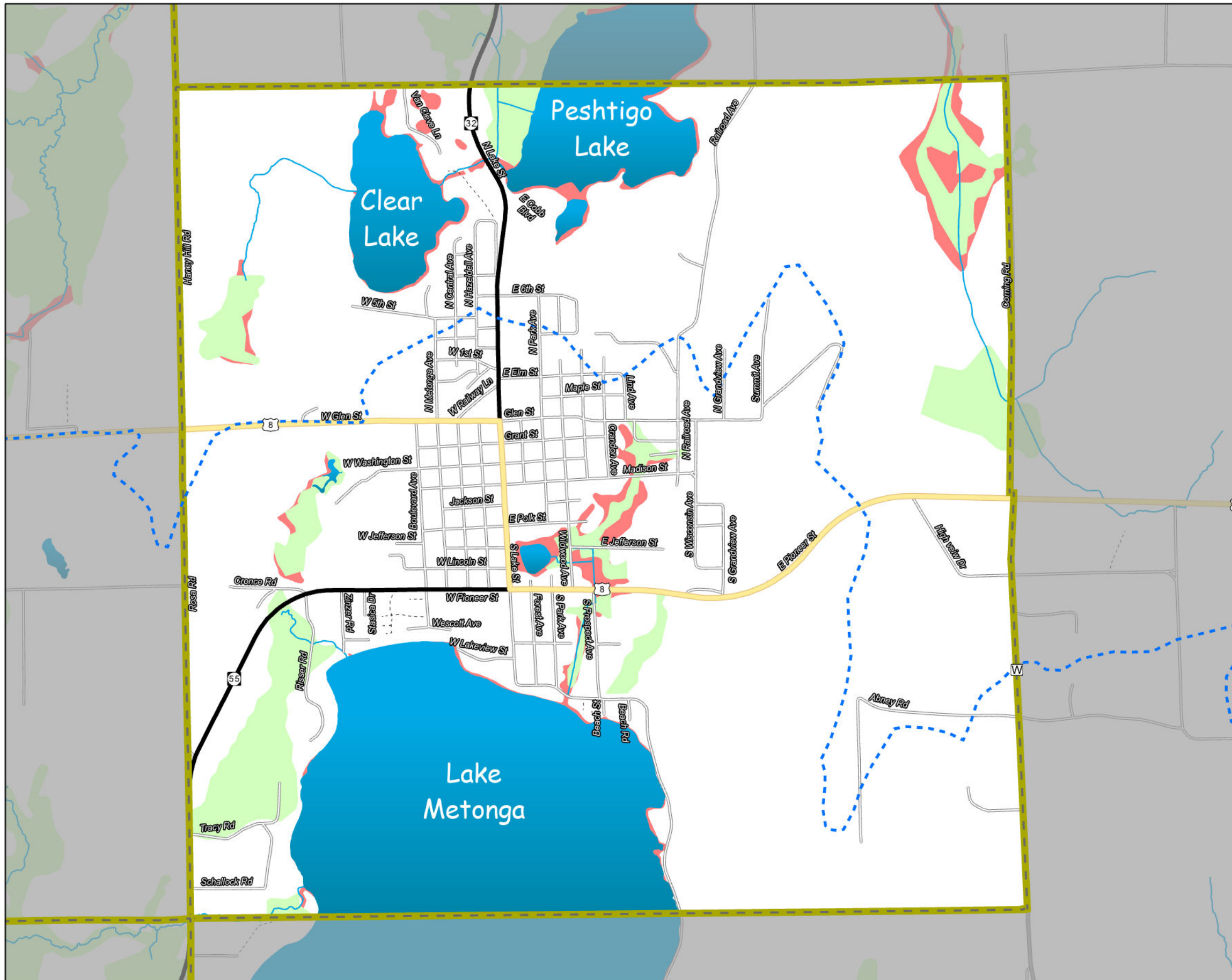


Source: WI DNR, NCWRPC, Forest Co
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 Wisconsin Regional
 Planning Commission**

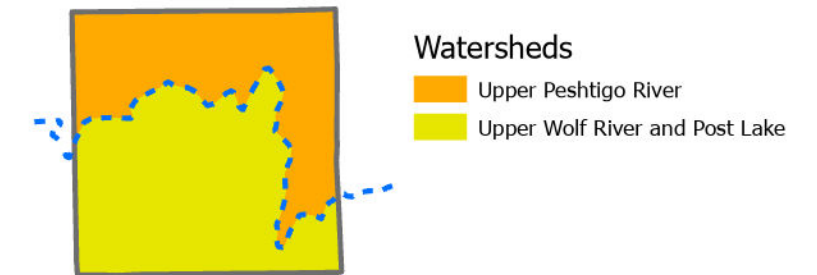
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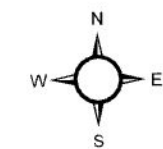
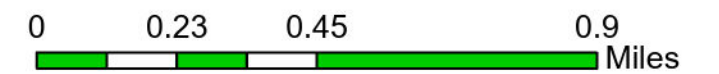
Natural Resources

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Water
- Wetlands
- Floodplain
- Watershed Boundary

City of Crandon Watersheds



- Watersheds**
- Upper Peshtigo River
- Upper Wolf River and Post Lake



Source: WI DNR, NCWRPC, Forest Co
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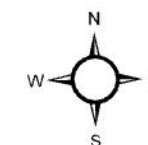
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Utilities & Community Facilities



- | | |
|----------------------|----------------------------|
| Minor Civil Division | Industrial Park |
| U.S. Highway | Library |
| State Highway | Museum |
| County Highway | Non-Metallic Mines |
| Local Roads | Post Office |
| Private Roads | Rescue Squad |
| Forest Roads | Sheriff Department |
| Sidewalks | High Voltage Powerline |
| Cemetery | Wastewater Treatment Plant |
| City Garage | Substation |
| City Hall | Boat Launch |
| City Police | Campgrounds |
| Court House | Parks |
| Fire Station | Water |
| Health Services | |



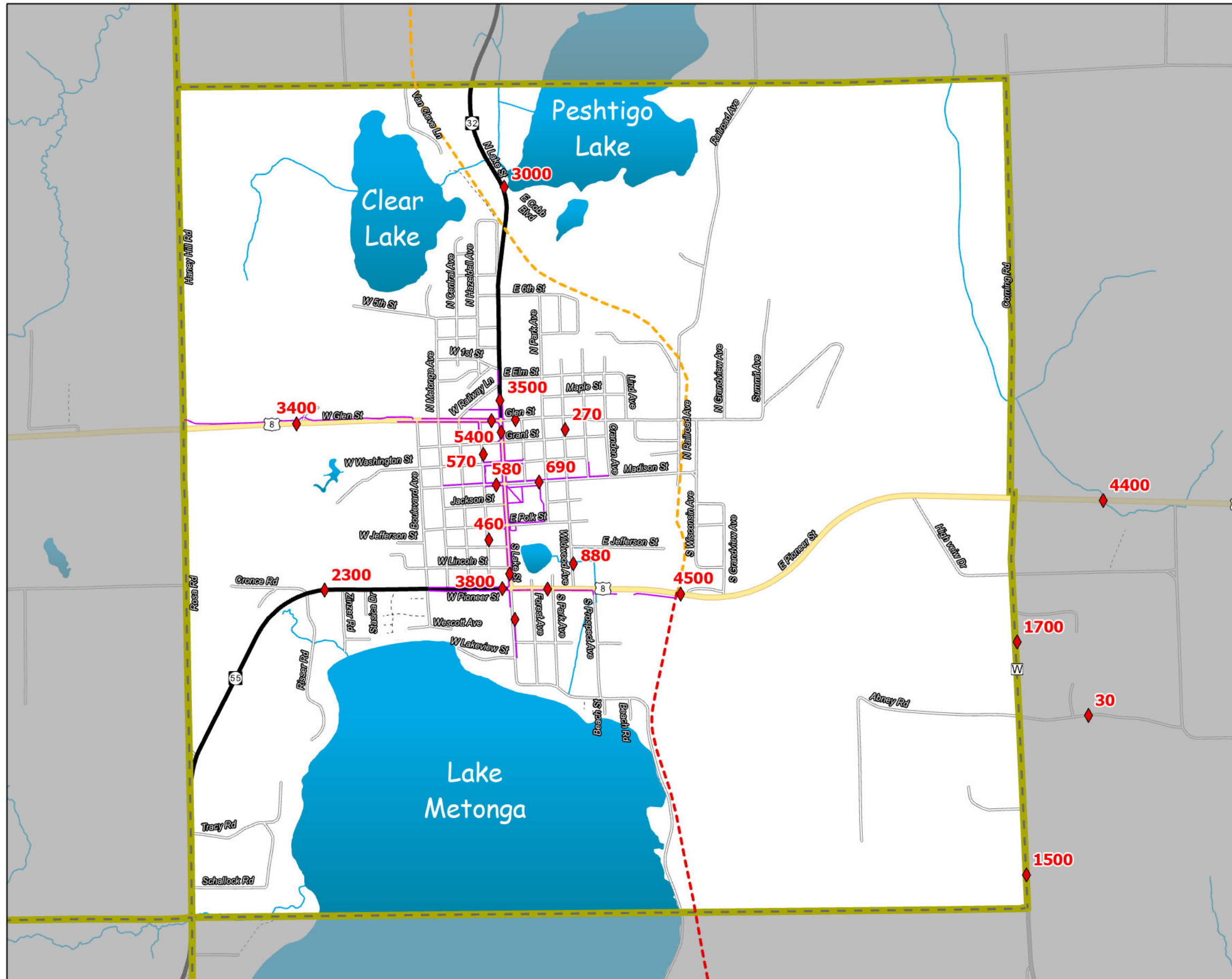
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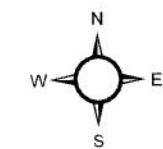
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Transportation



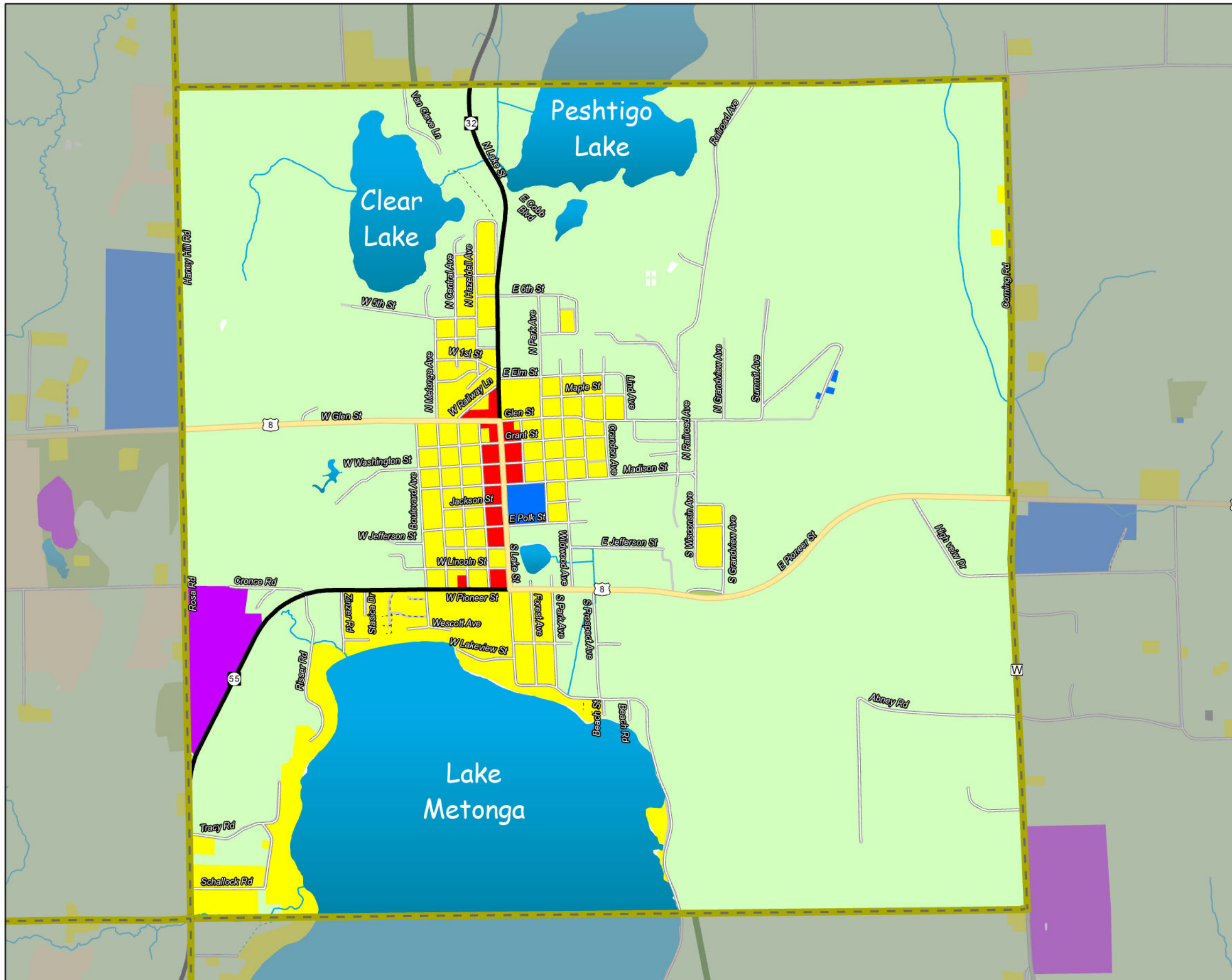
- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Traffic Count Location
- Sidewalks
- Wolf River State Trail
- Wolf River State Trail Expansion
- Water



Source: WI DNR, NCWRPC, Forest Co
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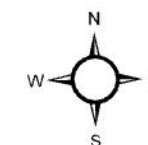
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Existing Land Use

- Minor Civil Division
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- Local Roads
- Private Roads
- Forest Roads
- Agriculture
- Commercial
- Governmental / Institutional
- Industrial
- Open Lands
- Outdoor Recreation
- Residential
- Transportation
- Utility
- Woodlands
- Water



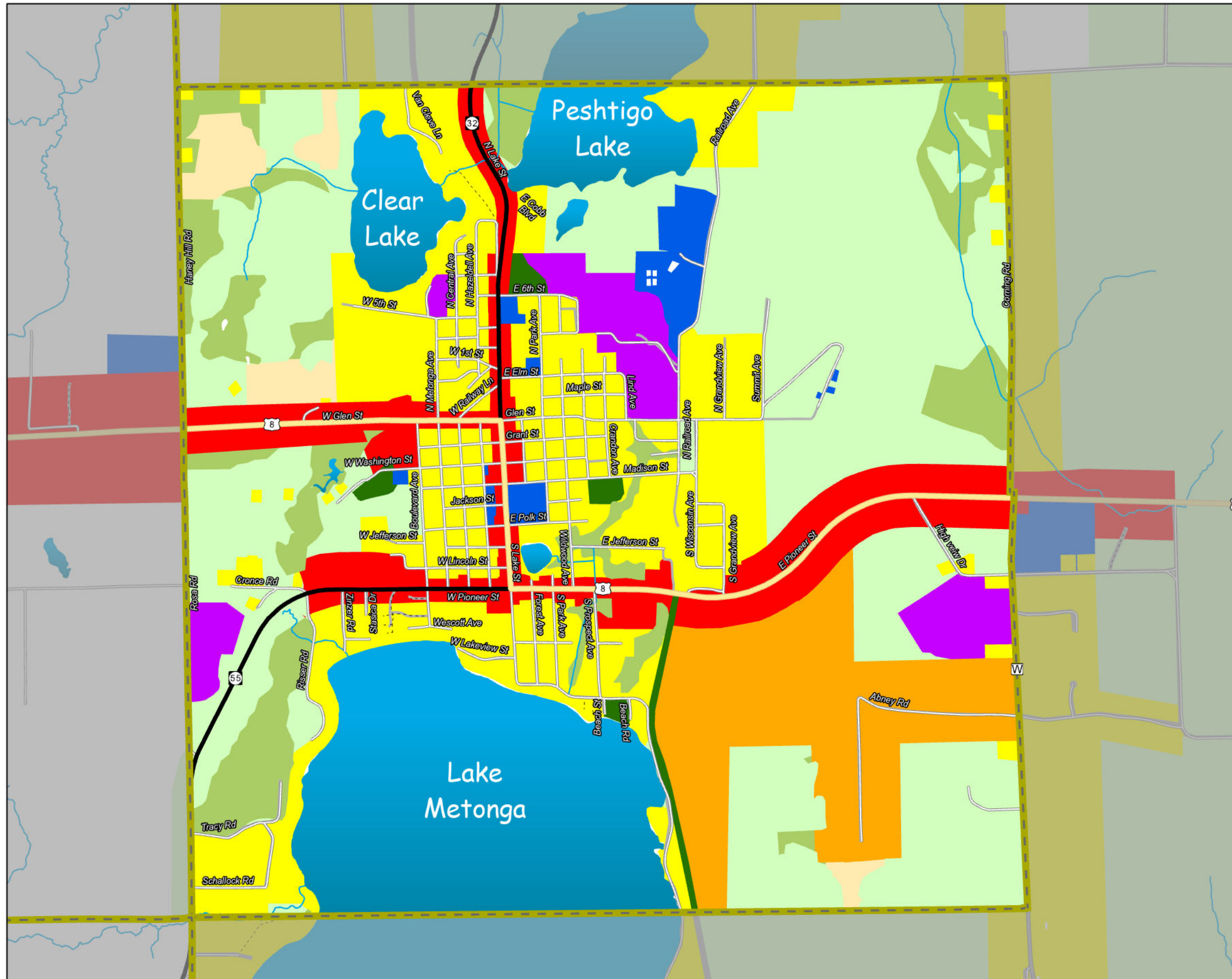
Source: WI DNR, NCWRPC, Forest Co
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



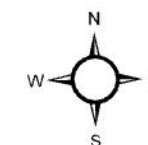
Prepared By:
**North Central
 Wisconsin Regional
 Planning Commission**

210 McClellan St., Suite 210, Wausau, WI 54403
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org

Future Land Use



- Minor Civil Division
 - U.S. Highway
 - State Highway
 - County Highway
 - Local Roads
 - Private Roads
 - Forest Roads
- Future Land Use**
- Agriculture
 - Commercial
 - Governmental/Public/Institutional
 - Industrial
 - Outdoor Recreation
 - Preservation and Open Space
 - Residential
 - Rural Residential
 - Transportation
 - Woodlands
 - Water



Source: WI DNR, NCWRPC, Forest Co
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Appendix A
Public Participation Plan

City of Crandon Public Participation Plan (PPP)

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

I. Plan Development:

Throughout the plan process, the Plan Commission will provide oversight for the update of the Comprehensive Plan. The Plan Commission will also recommend adoption of the Public Participation Plan to the City Council.

The public participation plan will incorporate the following:

1. All meetings for the planning process will be posted and open to the public.
2. Plan related materials will be available at the City Hall for review by the public.
3. The draft plan and maps will be available on a website for review by the public.
4. A public hearing will be held to solicit comment from the public.
5. The Comprehensive Plan will be distributed as outlined in state statute.

The Plan Commission will review and recommend adoption of the Comprehensive Plan to the City Council.

II. Implementation, Evaluation & Update:

The Comprehensive Plan will be used as a general guideline for development in the City. The plan will support the existing zoning and other regulations that the City has in place.

As with all plans, it is critical for the Comprehensive Plan to be maintained and updated on a regular basis to keep it current as things change.

Any planning process is subject to change, and this public participation plan is no different. Over the planning period the process may vary from that presented.

**Resolution for the Adoption of a
PUBLIC PARTICIPATION PLAN (PPP)**

THE CITY OF CRANDON DOES HEREBY RESOLVE AS FOLLOWS:

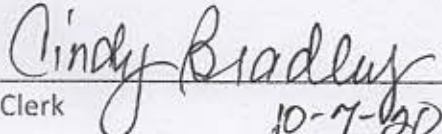
WHEREAS, the City is updating its Comprehensive Plan as outlined in Wisconsin Statutes; and

WHEREAS, public participation is critical for the development of a plan; and

WHEREAS, it is necessary for the City Council to approve a process to involve the public in the planning effort; and

NOW, THEREFORE, BE IT RESOLVED, that the City Council does approve and authorize the Public Participation Plan as attached to this resolution.

I, NAME, Clerk, do hereby certify that the foregoing resolution was duly adopted at a City Council meeting, held at the City Hall on the 7th day of October, 2020, at 6:00 p.m.


Clerk 10-7-20

Appendix B
Adoption Resolution

PLAN COMMISSION RESOLUTION

RESOLUTION

City of Crandon, Forest County, Wisconsin

The Plan Commission of the City of Crandon, Forest County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the City plan commission present and voting resolves and recommends to the City Council of the City of Crandon as follows:

Adoption of the City Comprehensive Plan.

The City of Crandon Plan Commission, by this resolution, further resolves and orders as follows:

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

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

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

Adopted this 19 day of February 2025.

Appendix C
Adoption Ordinance

ORDINANCE #02-2025 for Comprehensive Plan Adoption

City of Crandon, Forest County, Wisconsin

SECTION I – TITLE/PURPOSE

The title of this ordinance is the City of Crandon Comprehensive Plan Ordinance. The purpose of this ordinance is for the City of Crandon to lawfully adopt a comprehensive plan as required under s. 66.1001 (4) (c), Wis. stats.

SECTION II – AUTHORITY

The City Council of the City of Crandon has authority under its city powers under Wis. stats., its power to appoint a City plan commission under ss. 66.1001 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the City of Crandon must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the City Council to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

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

SECTION IV – PUBLIC PARTICIPATION

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

SECTION V – CITY PLAN COMMISSION RECOMMENDATION

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

SECTION VI – PUBLIC HEARING

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

SECTION VII – ADOPTION OF CITY COMPREHENSIVE PLAN

The City Council of the City of Crandon, by the enactment of this ordinance, formally adopts the document entitled City of Crandon Comprehensive Plan Ordinance #02-2025 pursuant to s. 66.1001 (4) (c), Wis. stats.

SECTION VIII – SEVERABILITY

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

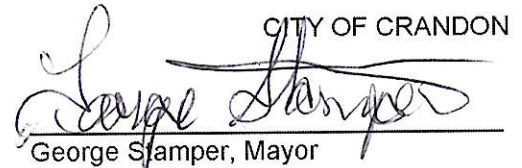
SECTION IX – EFFECTIVE DATE

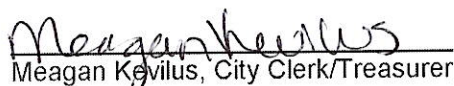
This ordinance is effective on publication or posting.

The City clerk shall properly post or publish this ordinance as required under Wis. stats.

Adopted this 19 day of February 2025

ATTEST:

CITY OF CRANDON

George Stamper, Mayor


Megan Kevilus, City Clerk/Treasurer

**City of Crandon
Comprehensive Plan
2025**