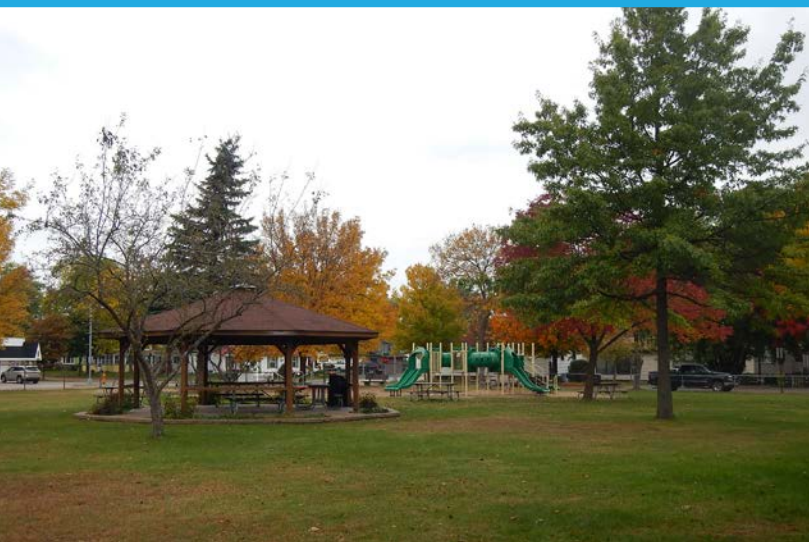




City of Tomahawk Comprehensive Plan 2017



City of Tomahawk

Steven E Taskay - Mayor

City Council

Mickey Loka

Patricia E Haskin

Alan Hanson

Jeff Kahle

Dale Ernst

Will Garkse

Jim Graeber

Steve "Ding" Bartz

Mike Loka

Plan Commission

Steven E Taskay - Chairperson

Gregg Albert

Alan Hanson

Jeff Kahle

Kevin Krueger

Jon Long

Darrell Smerz

Adopted October 2017

Amanda Bartz - Clerk-Treasurer

Prepared with the assistance of:
North Central Wisconsin Regional Planning Commission

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Chapter One

Background and Demographics

Introduction

The City of Tomahawk Comprehensive Plan is intended to guide city decision makers on a variety of issues over the next twenty years. This plan documents existing conditions in the city as well as issues and concerns to address in the future. Additionally this plan presents policies and actions to address those concerns. Lastly, it includes information that will assist in making decision about such topics as future development, land use, transportation, housing, and economic development.

Tomahawk is located in Lincoln County and is one of only two cities in the county. Lincoln County is in northern Wisconsin which is often referred to as the “Northwoods.” The Wisconsin River flows through the center of the city from northeast to southwest forming Lake Mohawksin. See [Map 1](#) and [Map 2](#).

City History

Native Americans inhabited the area now known as Lincoln County when the first European explorers, missionaries and fur traders traveled the Wisconsin River. Three tribes were present at the time, the Ojibwa, Menominee, and Ho-Chunk. In the early days the Native Americans, who made this area their favorite hunting grounds, named this place “Tomahawk” which can be translated as “made by nature’s own hands”. The French trappers and Jesuit Priests were the first Europeans in the Tomahawk Area during the last half of the 17th Century. Father Rene Menard, who died in 1661, is remembered with a marker. French Canadian families followed and continued to migrate here throughout the 18th and 19th Centuries.

The area remained relatively untouched by development until lumbermen entered the county following the War of 1812. Beginning in 1836, when Wisconsin became a territory, the American government actively began to acquire title to all Wisconsin lands. The only settlement in the Tomahawk

area was a trading post located at the confluence of the Somo and Wisconsin River. In 1873, Lincoln County was formed and in 1885 the first courthouse was constructed in Merrill, at that time it was called Jenny.

In 1886, construction began on the camps of Tomahawk Land and Boom Company. The first building to be erected on the present site of the city was built a year later. Tomahawk was incorporated in 1891, during the height of the lumbering boom in Wisconsin. This increased the migration of other ethnic groups. The Scot Irish, Germans, Scandinavians and Irish followed. Their families enriched Tomahawk with their cultures, skills and courage. They became entrepreneurs, civic leaders and built and started businesses. The first dam and lumber mill was completed in 1888. A number of lumber mills were established during the peak logging period. After the turn of the century, manufacturing in the city expanded to include a tannery and shoe factory. Several paper mills were also constructing, including the Tomahawk Pulp & Paper, the Pride Mill, and Tomahawk Kraft Paper. Change has continued ever since.

Goals, Objectives, Policies

Each of the following chapters concludes with a goals, objectives and policies sections. These have been developed relative to the conditions of the city and the hopes for the future. For each of the goals and objectives, policies, are recommended to enable the community to achieve them.

Definitions are provided below to clarify the purpose and intent of each category.

Goal: A goal is a statement that describes a desire 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.

Public Participation

Public participation is an important part of the planning process. Allowing and encouraging public involvement in the planning process provides the citizens of the city an opportunity to express their views, ideas, and present issues that they would like address of the future development of the city. A public participation was prepared as part of this effort. See attachment A.

In addition to Plan Commission meetings, the draft document was available for anyone to view at City Hall, and on the websites of North Central Wisconsin Regional Planning Commission (NCWRPC) and the City of Tomahawk.

Demographics

This element describes the existing demographics of the City of Tomahawk and identifies the major socio-economic trends impacting Tomahawk. A variety of demographic information is examined in this chapter, including total population, age distribution, household composition, educational attainment, income levels, poverty, and resident employment data. The Town of Bradley, the County and the State are listed for comparison.

The data in this chapter, as well as the chapter on housing mainly utilizes data from the U.S. Census and the American Community Survey, as well as the Wisconsin Department of Administration. The U.S. Census and the American Community Survey are both produced by the U.S. Census Bureau; however the census is a count of the American population conducted every ten years while the American Community Survey is an estimate of the population released on a yearly basis.

Population and Households

Population

In 2015 the population estimated by the Wisconsin Department of Administration (WDOA) was 3,335. This was a 1.8 decrease from the U.S. Census count in 2010, or a net decrease of 62 persons. From 2000 to 2015, there was an 11.5 percent decrease. **Table 1.1** shows the population

changes for the City, Town, County and State.

From 2000 to 2010, the City lost 373 people, for a 9.9 percent population decline. In 2010, 2,408 people resided in the Town of Bradley. This was a 6.4 percent decrease from 2000, for a net change of 165 people. The County saw a slightly smaller percentage change of -3.03 percent. The state grew by 6.03 percent over the same period.

Historical Trends

Table 1.2 shows population trends over the last century in Tomahawk, Bradley, Lincoln County, as well as four nearby cities from 1910 to 2010. Estimates for 2015 are also included. Although all grew over the century, the rate of growth ranged from eleven percent in Merrill to 312 percent in Bradley. Rhinelander (38%), Antigo (14%), and Medford (17%) fall in the middle range. The County grew by 51 percent while Tomahawk grew 13.3 percent over the course of the century.

Growth rates have varied over the decades in the City of Tomahawk. The population peaked in 2000, at 3,770. The highest growth rate was in the 1930s (15.2%), followed by the 1990s (13.3%) and the 1940s (5.0%). Tomahawk lost population in four decades; the 1910s (-3.6%), the 1950s (-5.2%), the 1980s (-5.6%), and the 2000s (-9.9%).

The Town of Bradley, which was not created until after 1900, has grown substantially for much of the past 100 years, except for a very slight population loss during the 1980s and a six percent population loss during the past decade. The 2015 population estimates indicate that the Town is starting to regain population lost during the 2000s.

Lincoln County experienced slight population loss in three decades, the 1920s and 1940s, and growth below two percent in two other decades, the 1950s and 1980s. During the past decade, 2000 to 2010, the county experienced a three percent loss. The decades of highest growth in the county were the 1910s (17%), the 1970s (13%), and the 1990s (9.8%).

According to the University of Wisconsin Applied Population Sciences Laboratory, only Milwaukee County lost population in the 1990s. However, twenty rural counties lost population during the first decade of the new millennium, as rural

Table 1.1: Population

Minor Civil Division	2000	2010	2015 Estimates	2000-2010 % Change	2000-2010 Net Change
City of Tomahawk	3,770	3,397	3,335	-9.9%	-373
Town of Bradley	2,573	2,408	2,173	-6.4%	-165
Lincoln County	29,641	28,743	28,566	-3.0%	-898
State of Wisconsin	5,363,675	5,686,986	5,724,692	6.0%	323,311

Source: U.S. Census, WI DOA

Table 1.2: Historic Population Trends

Year	City of Tomahawk	Town of Bradley	City of Merrill	City of Medford	City of Antigo	City of Rhinelander	Lincoln County
1910	2,907	585	8,689	1,846	7,196	5,637	19,064
1920	2,801	N/A	8,068	1,881	8,451	6,654	21,084
1930	2,919	876	8,458	1,918	8,610	8,019	21,072
1940	3,365	1,172	8,711	2,361	9,465	8,501	22,536
1950	3,534	1,290	8,951	2,799	9,902	8,774	22,235
1960	3,348	1,314	9,451	3,260	9,691	8,790	22,338
1970	3,419	1,753	9,502	3,454	9,005	8,218	23,499
1980	3,527	2,235	9,578	4,035	8,653	7,873	26,555
1990	3,328	2,231	9,860	4,282	8,284	7,382	26,993
2000	3,770	2,573	10,146	4,350	8,560	7,735	29,641
2010	3,397	2,408	9,661	4,326	8,234	7,798	28,743
2015	3,335	2,441	9,573	4,356	8,120	7,727	28,835

Source: U.S. Census, WI DOA

counties experienced more deaths than births. From 2010 to early 2015, Lincoln saw an increase of 92 residents. The increase was mostly from net migration.

Age Distribution

Age distribution within the population is important to the planning process. In particular, two groups are examined here. They are the 17 years of age and younger, and the 65 and older population groups. These are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring. Comparing these groups over time to both the county and the state, demographic changes in the city and surrounding town are identified.

The 2010 U.S. Census documented a nationwide decrease in the population of those 17 years old and younger. Tomahawk

and Bradley were not an exception. During the 2000s, the number of children 17 and younger, as a percentage of the population, for the City of Tomahawk and the Town of Bradley went down, at a much faster rate than the County and the State. This can be seen in [Table 1.3](#). This trend may be partly explained by the 2008 economic recession and difficult financial circumstances for young families. Millennials, the population born between 1982 and 2002, have generally delayed having children. The cost of having a child has also increased-including insurance premiums, education, and housing which may explain the change in population seventeen and younger.

During the same period in the City of Tomahawk, the 65 and older segment decreased 7.7 percent. The decrease in this population age group is opposite of the increases that were seen in Bradley (10.0%), Lincoln County (7.9%), and

Table 1.3: Population Changes for 17 and Under

Minor Civil Division	2000	2010	2000-2010 % Change	2000-2010 Net Change
City of Tomahawk	948	732	-22.8%	-216
Town of Bradley	537	408	-24.0%	-129
Lincoln County	7,541	6,302	-16.4%	-1239
State of Wisconsin	1,368,756	1,339,492	-2.1%	-29,264

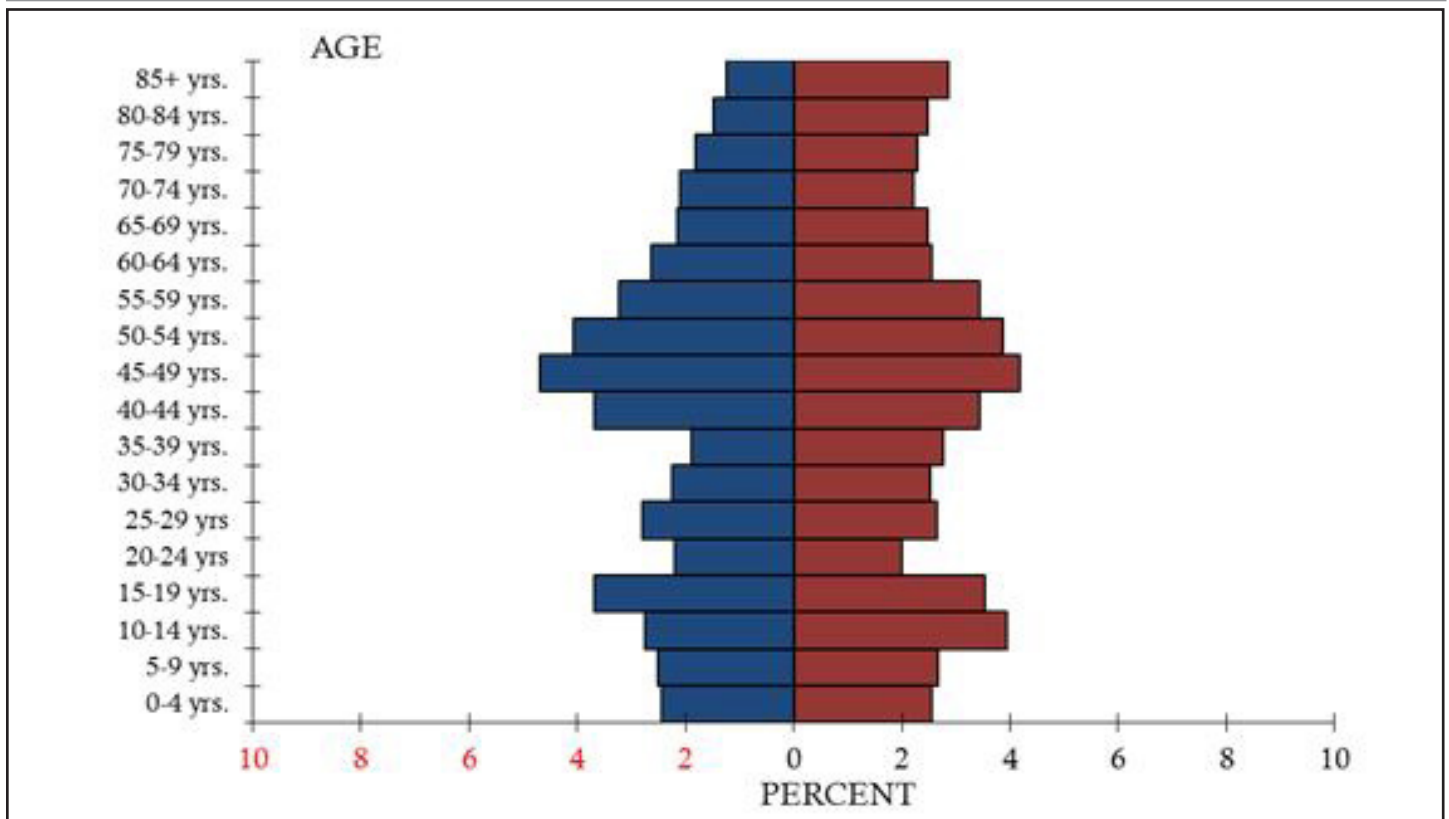
Source: U.S. Census

Table 1.4: Population Changes for 65 and Over

Minor Civil Division	2000	2010	2000-2010 % Change	2000-2010 Net Change
City of Tomahawk	771	716	-7.7%	-55
Town of Bradley	520	578	10.0%	58
Lincoln County	4,852	5,269	7.9%	417
State of Wisconsin	702,553	777,314	9.6%	74,761

Source: U.S. Census

Display 1.1: Age Cohorts 2010



Source: U.S. Census

Wisconsin (9.6%) which can be seen in [Table 1.4](#). In 2015, the American Community Survey estimated that there were 764 people 65 and older in the City. That increase is expected to continue into the future.

The median age was 44.8 in the City which was similar to the Lincoln County median age (44.7) but higher than the Wisconsin median age (38.5). The largest age group is the 45 to 49 cohort which represents 8.9 percent of the total; followed by the 50 to 54 group that constitutes 7.9 percent of the total. Females outnumber males by four percentage points overall. The largest gap is in the 10 to 14 cohort, where females outnumber males by 41. [Display 1.1](#) shows the structure of the population based on gender and age cohorts.

Males outnumber females slightly from ages 15 to 29 and again ages 40 to 54. Fifty-eight percent of those over 65 are women. It is not unusual for women to outnumber men in the older age groups, but it does engender issues that must

be addressed as the overall population grows older.

Households

A household includes all the people who occupy a housing unit as their usual place of residence. As more people decide to live alone and more couples are having fewer children or no children at all, the national trend is fewer persons per household. In the City of Tomahawk the average household size has declined from 2.36 persons per household in 2000 to 2.20 in 2010.

Nonetheless, from 2000 to 2010, the number of households decreased in the City, as displayed in [Table 1.5](#). The decline in households was slower (-3.0%) than the decline in population (-9.9%). During the same period, households decreased the Town of Bradley .5% percent, a net of five households. The County increased a modest 3 percent and the State increased by 9 percent.

Table 1.5: Households

Minor Civil Division	2000	2010	2000-2010 % Change	2000-2010 Net Change
City of Tomahawk	1,527	1,480	-3.1%	-47
Town of Bradley	1,094	1,089	-.5%	1,311
Lincoln County	11,721	12,094	3.2%	373
State of Wisconsin	2,084,544	2,279,768	9.4%	195,224

Source: U.S. Census

Table 1.6: Population Projections

	2010	2015	2020	2025	2030	2035	2040	% Change 2010-2040
City of Tomahawk	3,397	3,265	3,295	3,355	3,370	3,305	3,120	-8.2%
Town of Bradley	2,408	2,355	2,415	2,485	2,530	2,510	2,405	-0.1%
Lincoln County	28,743	28,415	29,170	30,100	30,750	30,580	29,355	2.1%

Source: Wisconsin DOA

Population and Household Projections

The WDOA population projections are recognized as Wisconsin's official population projections in accordance with Wisconsin Statue 16.96. The WDOA projections are based on the historical population trends of individual communities, however more recent years carry a greater weight in the WDOA's projected populations. [Table 1.6](#) shows population projections completed by the WDOA, Demographic Services Center.

The WDOA Demographic Services Center projected that in 2040 the population of the City of Tomahawk would be 3,120. This would be a decrease of 8.2 percent over the thirty year period, compared to the observed decline of 3.7 percent during the last thirty year period from 1980 to 2010. After regaining some of the population lost during the early part of the new century, the City's population is expected to increase until 2030, reaching 3,370 persons. After 2030, the City is expected to lose 250 people over the next decade.

In many communities, population growth has increased slower than expected when the projections were published in 2013. This is probably due to the sluggish recovery of the economy and more young adults delaying family formation in pursuit of educational opportunities and more secure financial circumstances. As a result, many communities in Wisconsin saw WDOA population estimates that fell short of the projections in 2015.

However, in the City of Tomahawk, the population surpassed projections by 40 people in 2015. The County also surpassed projections, with an estimated population of 28,566 in 2015. This was 151 more than expected.

Like the population projections, the WDOA household projections are recognized as Wisconsin's official population projections in accordance with Wisconsin Statue 16.96 and are based on the historical population trends of individual communities. Assuming a conservative rate of growth, the number of households is expected to increase by 24 in the City, or 1.6 percent between 2010 and 2040 as shown in [Table 1.7](#). This is lower than the surrounding towns and the county both in terms of percentage and net increase. Nonetheless, the City is an expecting a 1.6 percent increase in households while seeing 8.2 percent decrease in population.

Educational Levels

Overall, 85.3 percent of the population, 25 and older, had high school degrees or higher in the City in 2010. This was a 1 percent decrease from 2000 as noted in [Table 1.8](#). In Bradley, 83.6 percent of residents had high school diplomas in 2010, a decrease from 87.7 percent in 2000. Lincoln County increased the percentage of residents with a high school education or more by 10 percent from 2000 to 2010. Residents with high school diplomas in the State of Wisconsin increased 13 percent. In 2000, the state had 85.1 percent of residents 25 and older with a high school

Table 1.7: Household Projections

	2010	2015	2020	2025	2030	2035	2040	% Change 2010-2040
City of Tomahawk	1,480	1,475	1,520	1,573	1,600	1,583	1,504	1.6%
Town of Bradley	1,089	1,099	1,152	1,207	1,249	1,257	1,221	12.1%
Lincoln County	12,094	12,329	12,922	13,557	14,046	14,126	13,693	13.2%

Source: Wisconsin DOA

Table 1.8: Persons 25 and Older Who Have Completed High School or Higher

Minor Civil Division	2000	2010	2014	2000-2010 % Change	2000-2010 Net Change
City of Tomahawk	2,125	2,104	1,994	-1.0%	-21
Town of Bradley	1,705	1,517	1,972	-11.0%	-188
Lincoln County	16,414	18,105	18,411	10.3%	1,691
State of Wisconsin	2,957,461	3,342,883	3,496,703	13.0%	385,422

Source: U.S. Census

Table 1.9: Persons 25 and Older Who Have a Bachelors Degree or Higher

Minor Civil Division	2000	2010	2014	2000-2010 % Change	2000-2010 Net Change
City of Tomahawk	450	373	332	-17.2%	-77
Town of Bradley	245	191	326	-22.2%	-54
Lincoln County	2,732	3,049	3,141	11.6%	317
State of Wisconsin	779,273	964,725	1,055,173	23.8%	185,452

Source: U.S. Census

education, and in 2010 it had 92.2 percent.

The percentage of persons, 25 and older, with four or more years of college decreased within the City, from 17.4 percent in 2000 to 15.1 percent in 2010. The percentage of Bradley residents with a bachelor's degree or higher also decreased from 12.6 in 2000 to 10.5 percent in 2010. In the County, 10.3 percent of residents had a bachelor's degree or higher. About eighteen percent of State residents had bachelor's degree. The decrease in education levels in Tomahawk and Bradley could indicate a lack of skilled workforce. More information can be seen in [Table 1.9](#).

Race

Racial composition of Tomahawk's population has changed very little in the past decade. In 2000, 97.98 percent of the City's residents self-reported as White and in 2010, 96.23 percent of the population was listed as White. In addition, in 2010, 1.91 percent of the population listed themselves as "Other Race," 1.52 listed American Indian, and 0 percent of residents were listed as Black.

Income Levels

Median income and per capita income are two important indicators of community prosperity. The median is the point halfway between the highest and lowest reported incomes. Generally, incomes have not matched pace with inflation,

resulting in lower buying power across the nation from 2000 to 2010. The City of Tomahawk was an exception to this and had a median income of \$45,283. [Table 1.10](#) indicates that median household income fell in the Town of Bradley, the County, and the State. In the City of Tomahawk, the median household saw an increase of 5.2 percent, when adjusted for inflation. This means that the median household had \$2,247 more in spending power in 2010 than it did in 2000.

In 2014, the median household income was \$35,774. This is a 37.4 percent decrease from 2010 when adjusted for inflation. This may be a result of job loss in the community or an error in the survey data.

Per capita income is the average obtained by dividing aggregate income by the total population of an area. Over the ten year period the city per capita income decreased 2.3 percent, inflation adjusted, by 6.1 percent in Bradley compared to a 4.7 percent increase for the county, and -1.2 percent for the state, see [Table 1.11](#).

Poverty

In 2010, 17.4 percent of the city's population was under the Federal Poverty Line (FPL). This is significantly higher than the county (10.0%), state (11.6%) and national (13.8%) averages. Children under the age of 5 were the most likely to be in poverty, with 42.0 percent of this population

Table 1.10: Median Household Income

Minor Civil Division	2000	2010	2000-2010 % Change	2000-2010 Net Change
City of Tomahawk	\$43,036	\$45,283	5.2%	\$2,247
Town of Bradley	\$48,975	\$43,000	-12.2%	-\$5,975
Lincoln County	\$49,537	\$46,625	-5.9%	-\$2,912
State of Wisconsin	\$55,452	\$51,598	-7.0%	-\$3,854

Source: U.S. Census

Table 1.11: Per Capita Income

Minor Civil Division	2000	2010*	2014*	2000-2010 % Change	2000-2010 Net Change
City of Tomahawk	\$21,877	\$21,367	\$21,172	-2.3%	-\$510
Town of Bradley	\$25,076	\$23,550	\$31,390	-6.1%	-\$1,526
Lincoln County	\$22,717	\$23,793	\$25,371	4.7%	\$1,076
State of Wisconsin	\$26,935	\$26,624	\$27,907	-1.2%	-\$311

*Inflation Adjusted. Source: U.S. Census

under the FPL. In the Town of Bradley, 13.9 percent of the population was under the FPL. In 2014, the poverty rate had fallen a .4th of a percentage point to 17.0 percent of the population.

Employment

In 2010, there were 1,524 City residents who were employed, as noted in [Table 1.12](#). This reflected an 11.2 percent decrease in the City's employed population since 2000, compared to a 1.2 percent increase at the county level, and 5.0 percent growth at the state level. The number of employed went down by 25.9 percent in the Town of Bradley. About 54.1 percent of city residents worked in the city, 22.2 percent of city dwellers travel to other communities within Lincoln County, and about 20.5 percent travel to other communities outside the county. About 3.2 percent of residents traveled outside of the state to work.

There were 1,554 people in the labor force, which represents a participation rate of 56.5 percent in 2010. Both the labor force and the number employed decreased over the last ten-year period.

The labor force participation rate is the percentage of adults, aged 16 years and older, that are employed or actively looking for work. In 2000, the city's labor force participation rate was 63.3 percent. This dropped 6.8 percentage points by 2010 and was 55.0 percent in 2014. Labor Force Participation rates have been dropping across the country as more Baby Boomers are retiring and more young adults delay entering the workforce to pursue educational opportunities. Additionally, many workers have been unemployed long-term since the Great Recession and are no longer counted as actively looking for work. If the economy improves and wages rise, economists predict that some of these long term unemployed will re-enter the labor force. However, there are concerns that the number of people applying for disability benefits has increased across the country and that these were workers who have permanently dropped out of the work force, leading to a less productive and prosperous population.

Table 1.12: Employment

Minor Civil Division	2000	2010*	2014*	2000-2010 % Change	2000-2010 Net Change
City of Tomahawk	1,716	1,524	1,365	-11.2%	-192
Town of Bradley	1,272	943	956	-25.9%	-329
Lincoln County	14,530	14,703	13,843	1.2%	173
State of Wisconsin	2,734,925	2,871,201	2,850,777	5.0%	136,276

Source: U.S. Census

Table 1.13: Labor Force Indicators

Indicator	2000	2010	% Change
2000-2010	1,716	1,524	1,365
Civilian Labor Force	1,839	1,554	-15.5%
Employed	1,716	1,524	-11.2%
Unemployed	123	52	-57.7%
Unemployment Rate	6.7%	1.9%	-4.8%
Participation Rate	63.3%	56.5%	-3.1%

Source: U.S. Census

Table 1.14: Residents by Occupation, 2010

Occupation	Number	Percent
Management, business, science, and arts occupations	436	28.6%
Service occupations	271	17.8%
Sales and office occupations	354	23.2%
Natural resources, construction, and maintenance occupations	270	17.7%
Production, transportation, and material moving occupations	197	12.9%

Source: U.S. Census

The unemployment rate also decreased to 1.90 percent, a 3.05 percent drop, see Table 1.13. This is much lower than the state unemployment rate (5.2%) and the national rate (6.3%).

Occupations

Table 1.14 below shows City residents by occupation from the U.S. Census. The majority of residents work in management, business, science, and arts occupations.

Worker Incomes

There were 976 residents in the city that were full-time, year round workers, aged 16 and older. The median earning for these workers was \$42,108. Of male workers, the median earnings were \$46,450 while the median earnings for women were \$37,404.

Demographic Trends

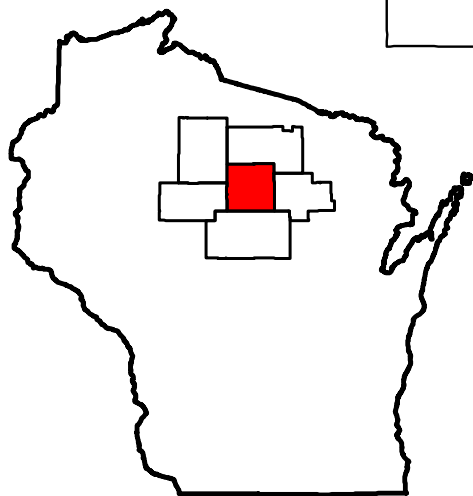
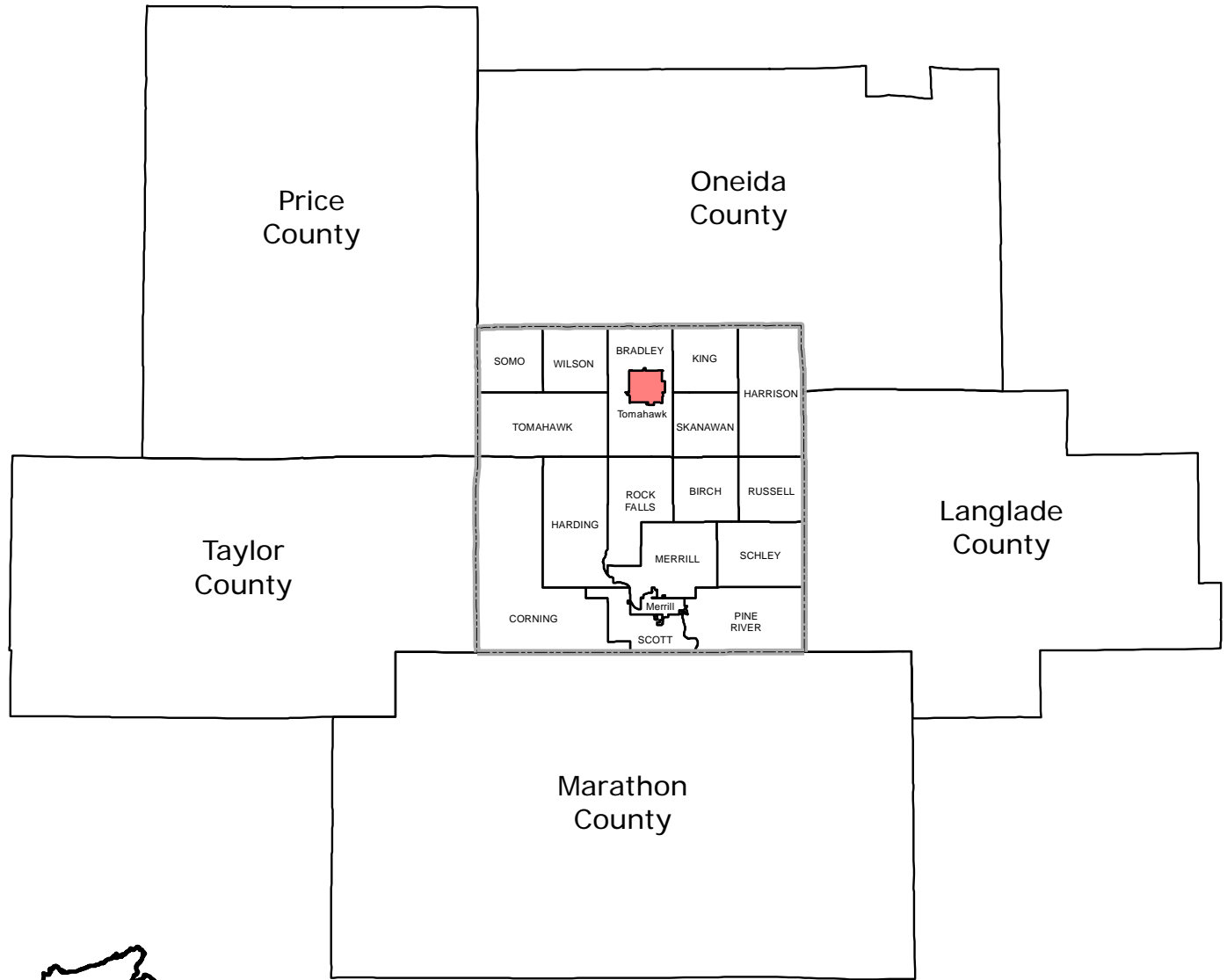
- In the last decade, the population has decreased by 9.9 percent, while households have decreased by 3.3 percent in the City.
- Median age for the City was 44.8, which was much higher than the State overall, at 38.8 years.
- While the rest of Wisconsin is aging, including Lincoln County, number of residents 65 years or older, decreased by 7.7 percent in Tomahawk. At the same time, the number of people 65 years or older rose 7.9 percent in the County and 9.6 percent in the State.
- 85.3 percent of Town residents had a high school education or higher in 2010, a 1 percent decrease from 2000. 15.1 percent of the population had a bachelor's degree or higher in 2010, which was a 17.4 percent decrease from 2000.
- The median household income was \$45,283 in 2010, a 5.2 percent increase from 2000, when adjusted for inflation. However incomes fell by 37.4 percent from 2010 to 2014.
- In 2010, 17.4 percent of the city's population was under the Federal Poverty Line (FPL). This is significantly higher than the county (10.0%), state (11.6%) and national (13.8%) averages.
- In 2000, there were 1,716 residents that were employed. This decreased to 1,524 residents by 2010. The largest employer was the manufacturing industry. The labor force participation rate was 56.5 percent while the unemployment rate was 1.9%percent.

Planning Issues

- **Community has fewer Children:** While the city of Tomahawk may not be aging, it is not becoming younger either. The number of children aged 17 or younger decreased by 22.8 percent during the first decade of the new millennium.

As the number of children goes down, the character of the community will change. School enrollments will decline and the community may well be confronted with the need to scale back the school system facilities accordingly. School sports teams will have a harder time filling out their rosters, youth-oriented businesses will have fewer customers, and kids growing up in the neighborhoods will have fewer playmates.

- **Decreasing Elderly Population:** The rest of Wisconsin, including the County is aging and has been for some time. However, the number of adults aged 65 or older is decreasing in the city. This could be an indication that the City does not have adequate resources, such as healthcare, housing, human services, or alternative transportation, or community centers to facilitate "aging in place" for its population. While an aging population has its own challenges, this population a valuable community resource. It is a source of local history, knowledge, volunteerism, civic leadership, and mentorship. Efforts to ensure that retiring individuals can stay in the community if desired should be a priority.
- **Shrinking Population, Growing Number of Households:** The City is an expecting a 1.6 percent increase in households while seeing 8.2 percent decrease in population by 2040. This means that there will need to be a larger housing stock, despite a shrinking population. If this trend continues, a greater number of houses most likely will mean more public utilities and more roads. Yet there will be a smaller population to cost share these services, creating a greater tax burden on individuals. This can be somewhat mitigated by building more multifamily housing over the next few decades.

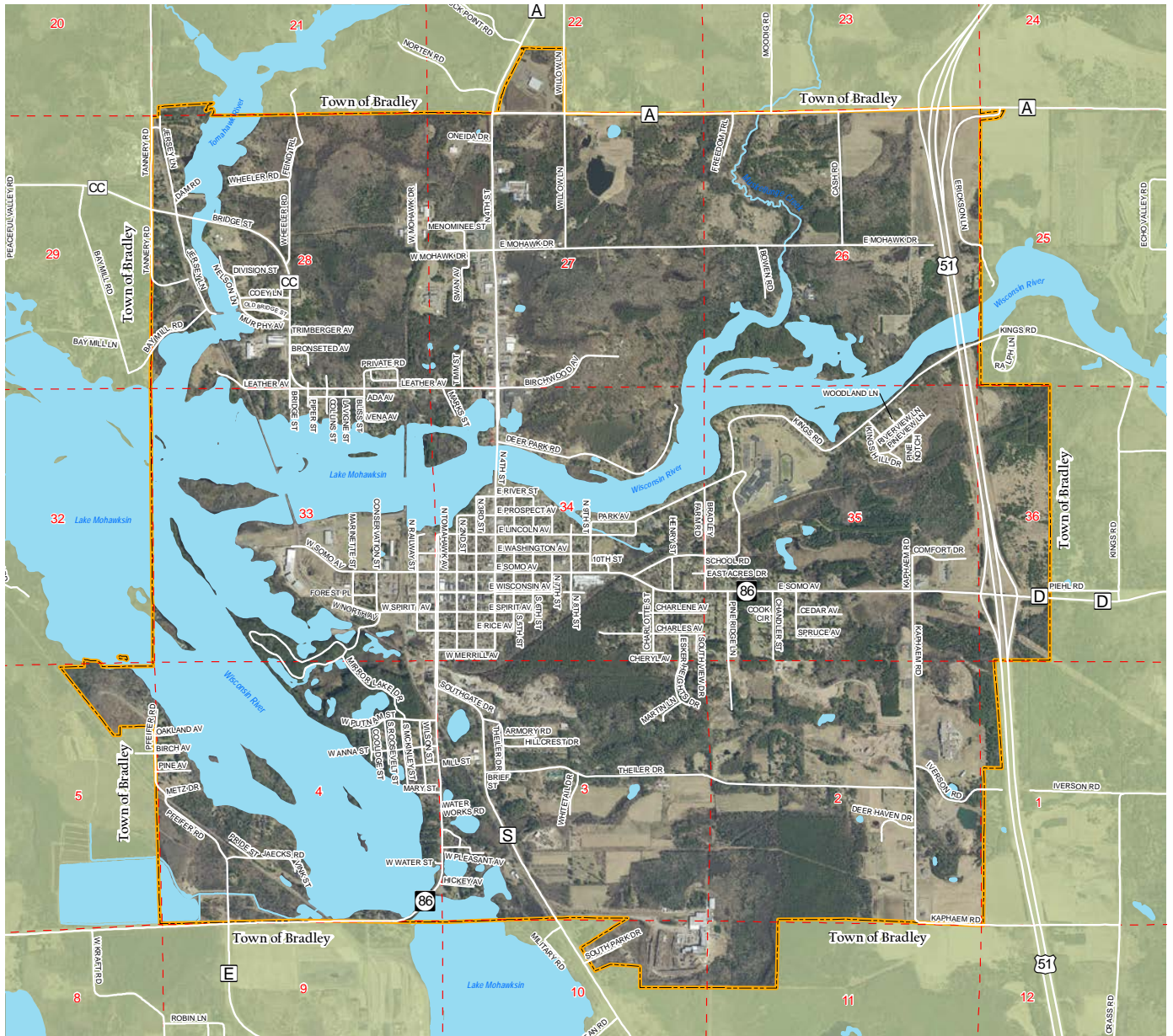


Source: WI DNR, NCWRPC
 This map is neither a legally recorded map nor a survey of the actual boundary of any property depicted. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



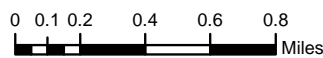
**North Central
 Wisconsin Regional
 Planning Commission**

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



Legend

- Minor Civil Divisions
- - - Section Lines
- = Roads
- ~ Water



Source: WI DNR, NCWRPC, 2015 Airphoto
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Chapter Two

Natural, Agricultural, and Cultural Resources

This element describes local land and water conditions in detail as well as agricultural resources and cultural heritage. It is important to consider the patterns and interrelations of natural resources on a broader scale beyond the city's borders as they do not follow geo-political boundaries. In addition, many of the programs for protecting or mitigating impacts to natural resources are administrated at the County, State, or Federal level. Thus an overview of recent county-wide natural resource planning efforts is described below, followed by a description of local natural resource conditions.

Relevant and Recent Planning Efforts

In the last decade, several plans were prepared by the County specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision making regarding resource management and protection. In addition to the plans listed below, Lincoln County and several local communities have adopted park and outdoor recreation plans that discuss natural resource based recreational facilities and protection strategies. These are described in more detail in the Parks sections.

Lincoln County Comprehensive Plan, 2015

The Lincoln County Comprehensive Plan addresses natural, agricultural, and cultural resources. The goal of the Natural, Cultural and Agricultural resources section is to manage and develop for current and future generations the rich yet finite agricultural, natural and cultural resources which are the cornerstone of Lincoln County's economic vitality and cultural heritage.

Lincoln County Land & Water Resource Management Plan, 2010

The Lincoln County Land Conservation Committee to satisfy the state legislature's mandate for a reevaluation of the state's non-point pollution control programs directed creation of the first plan by the Lincoln County

Land Conservation Department in January 1998. Enabling legislation was passed allowing the creation of county land and water resource management plans throughout the state. The conservation plan lists areas of resource concern that include: loss of agricultural lands and open spaces; fragmentation of habitat and loss of corridors for wildlife; surface water pollution; decline in riparian habitats and shoreline erosion; & illegal dumping of waste products. 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. The Land & Water Resource Management Plan identifies two primary goals. These are:

- Protect and improve surface water and groundwater quality; and
- Conserve and protect productive agricultural land, forestland, and other sensitive natural areas.

Lincoln County Outdoor Recreation Plan, 2012

The primary purpose of this recreation plan is to provide continued direction in meeting the current and future recreational needs of the County. This plan provides an inventory and analysis of existing outdoor recreational facilities, and provides recommendations to meet identified needs. Specific park and forest parcel improvement lists exist within the plan.

Several recommendations for the City are listed in the plan. The City has ample supply of parkland per capita. Additional recreational development at this time is not necessary. SARA Park should be the priority for any future development. Maintaining existing facilities and continuing to comply with the ADA law is essential. Specific park site improvements are listed in the plan.

Lincoln County Farmland Preservation Plan, 2016

The County prepared a Farmland Preservation Plan update which focuses on preserving agricultural production

capacity, farmland, soil and water resources, and rural character in Lincoln County. The plan identifies issues and concerns in farming practices, sets goals and policies to preserve agriculture, and identifies actions to achieve the set goals. It also sets criteria for farmland preservation areas and non-farmland preservation areas. This plan identifies preservation areas in the towns surrounding the city.

Lincoln County All Hazard Mitigation Plan, 200X

This plan's primary purpose is to identify how to prevent injury and property damage from natural hazards. Understanding how the natural environment works is a first step in mitigating natural disasters. The Pre-Disaster plan along with the Natural Resource chapter of Tomahawk's 2005 Comprehensive Plan will show how the natural environment and the built environment are in conflict, and how to mitigate that conflict.

City of Tomahawk Urban Forestry Plan & Tree Inventory, 2014

The Bluestem Forestry Consulting Inc. completed a public street tree, Memorial Park and SARA Park tree inventory and prepared a management plan in the summer of 2014. The plan inventoried 2,405 trees, 10 stumps and 158 planting sites in the city. The plan found that 13.1 percent of city trees were susceptible to the Emerald Ash Borer. Additionally, the inventory categorized 57 different species in the city, although several species were over represented, specifically maples. The total estimated replacement value of all trees inventoried was nearly five million dollars.

Natural Resources

Climate

Winters in Lincoln County are very cold, and summers are short but fairly warm. The short frost-freeze period limits the production of crops. An annual average of 126.9 days had a snow depth equal to or greater than .1 inches. The prevailing wind is from the southwest, and average wind speed is highest in spring at 12 miles per hour. Precipitation is fairly well distributed throughout the year, reaching peak in summer, and snow covers the ground during much of the period from late fall through early spring.

In winter, the average temperature is 15 degrees F with the average daily minimum at 4 degrees. The lowest temperature on record (Merrill) was -48 in January of 1909. Soils usually freeze to depth ranging from a few inches up to one foot, but occasionally can freeze to several feet when cold temps occur before appreciable snow cover. In summer, the average temperature is 66 degrees and the average daily maximum temperature is 79 degrees. The highest recorded temperature was 110 degrees in July of 1936.

Average total annual precipitation is 32 inches. Of this about 70% usually falls in April through September. The

heaviest 1-day rainfall on record (Merrill) was 11.25 inches over July 23 and 24 of 1912. Thunderstorms occur on about 34 days each year. Average seasonal snowfall is about 53 inches, with 104.3 inches (2014-15) being the greatest total on record. The 21.2 inches was highest single snowfall in the County, recorded in 1929. This information was found on the NOAA website.

Geography & Geology

Tomahawk is located in the north central part of Wisconsin and has an area of approximately 9 square miles. It is located on the dividing line between the largely agricultural central part of the state and the "northwoods" region. The Wisconsin River is the most prominent natural feature in the county. US Highway 51, which runs north-south through the center of the county, is its most important man-made feature. Merrill, the county seat and largest city, is twenty-two miles south on Highway 51. The county is primarily rural with 13 towns and two cities.

Lincoln County is in the Northern Highland physiographic region of Wisconsin. Tomahawk is about 1,450 feet above sea level. The north-central part of the county lies in a large outwash plain with low relief. The topography is mostly flat, except for a few morainic mounds that protrude slightly higher than the level of the plain. Depressional areas, such as drainageways and basins, are common throughout the outwash plain.

The north-central part of the county is dominated by a large glacial outwash plain with low relief. The topography is mostly flat, except for a few morainic mounds that protrude slightly higher than the level of the plain. Depressional areas, such as drainageways and basins, are common throughout the outwash plain. Streams, lakes, swamps, bogs, and marshes are in the low-lying areas.

Tomahawk is located in the northern part of the county,



Bridge and River



Water access in the park

at the confluence of the Somo, Tomahawk, and Wisconsin Rivers. The Wisconsin River and Lake Mohawksin (an impoundment) dominate the surface water hydrology of the area. The Somo and Tomahawk rivers drain into Lake Mohawksin. Wetlands are found in places among the flat plains of the city. The city's total surface area is about 9.4 square miles. See [Map 3](#).

Surface Water

The intent of water quality standards is to protect the public interest, which includes the protection of public health and welfare and the present and prospective uses of all waters of the state for public and private water supplies, propagation of fish and other aquatic life and wild and domestic animals, domestic and recreational purposes, and agricultural, commercial, industrial, and other legitimate uses. In all cases where the potential uses are in conflict, water quality standards should protect the public interest.

The City of Tomahawk is located in the Upper Wisconsin River drainage basin. There are over 1,000 acres of surface water in the city. Four watersheds drain the city. The Lower Tomahawk River watershed drains the land in the northwest corner of the city. Most lands north of the Wisconsin River drain into the Woodboro watershed. Most lands south of the Wisconsin River drain into the Noisy and Pine Creek watersheds. The Somo River watershed drains land west of Lake Mohawksin. The Wisconsin River runs through the heart of Tomahawk in an east to west direction, and then combines with Lake Mohawksin on the west side of the city.

Somo Lake and the Spirit River Flowage both within and near the City of Tomahawk were listed as not meeting the standards set under the U.S. Clean Water Act, Section 303(d) in 1998. Both were placed on the list because the mercury concentrations were too high. In 2012, the Spirit River Flowage was listed again due to high total phosphorus contaminations. Map 2 shows surface water.

Wetlands

The DNR has identified the location of wetlands on their WISCLAND database. According to this, Tomahawk has 1,280 acres, or 21.2 percent of the city's total area. The natural resources map shows these wetland areas to be scattered throughout the City.

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 mechanism 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. Increases in impermeable surfaces make this excess capacity for water runoff storage increasingly important.

Every wetland is unique. One wetland on the north edge of the city may perform different functions than another on the south edge, even though they may appear, at first glance, to be very similar. Wetland functional values are determined by a variety of different parameters including physical, chemical, and biological components.

Wetlands and wetland function vary, which depend on many variables (including wetland type, size, and previous physical influences/natural or human-induced) and opportunity (including the location of the wetland in landscape and surrounding land use). Wetlands also change over time and may function differently from year to year or season to season. These are very dynamic ecosystems and provide a number of benefits and resources, as discussed below.

Floral Diversity: Wetlands can support an abundance and variety of plants, ranging from duckweed and orchids to black ash. These plants contribute to the environment's biodiversity and provide food and shelter for many animal species at critical times during their life cycles. Many of the rare and endangered plant species in Wisconsin are found in wetlands.

The importance of floral diversity in a particular wetland is usually related to two factors. First, the more valuable wetlands usually support a greater variety of native plants (high diversity), than sites with little variety or large numbers of non-native species. Second, wetlands communities that are regionally scarce are considered particularly valuable.

Fish and Wildlife Habitat

Many animals spend their whole lives in wetlands; for others, wetlands are critical habitat for feeding, breeding, resting, nesting, escape cover or travel corridors. Wisconsin wetlands are spawning grounds for northern pike, nurseries for fish and ducklings, critical habitat for shorebirds and songbirds and lifelong habitat for some frogs and turtles. Wetlands also provide essential habitat for smaller aquatic organisms in the food web, including crustaceans, mollusks, insects, and plankton.

Flood Protection

Due to dense vegetation and location within the landscape, wetlands are important for retaining storm water from rain and melting snow rushing toward rivers and lakes, floodwater from rising streams. Wetlands slow storm water runoff and can provide storage areas for floods, thus minimizing harm to downstream areas.

Wetlands located in the mid or lower reaches of a watershed contribute most substantially to flood control since they lie in the path of more water than their upstream counterparts. When several wetland basins perform this function within a watershed, the effect may be a staggered, moderated discharge, reducing flood peaks.

Water Quality Protection

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, our lakes, rivers and streams are cleaner and our drinking water is safer.

Larger wetlands and those that contain dense vegetation are most effective in protecting water quality. If surrounding land uses contribute to soil runoff or introduce manure or other pollutants into a watershed, the value of this function may be especially high.

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.

Shoreline Protection

Shoreland wetlands act as buffers between land and water. They protect against erosion by absorbing the force of waves and currents and by anchoring sediments. Roots of wetland plants bind lakeshores and stream banks, providing further protection. Benefits include the protection of habitat and structures, as well as land that might otherwise be lost to erosion. This function is especially important in waterways where boat traffic, water current and/or wind cause substantial water movement that would otherwise damage the shore.

Groundwater Recharge and Discharge

Groundwater recharge is the process by which water moves into the groundwater system. Although recharge usually occurs at higher elevations, some wetlands can provide the valuable service of replenishing groundwater supplies. The filtering capacity of wetland plants and substrates may also help protect groundwater quality.



Park along the water



Rain Garden

Groundwater discharge is the process by which groundwater is discharged to the surface. Groundwater discharge is a common wetland function and can be important for stabilizing stream flows, especially during dry months. Groundwater discharge through wetlands can enhance of the aquatic life communities in downstream areas. It also can contribute toward high quality water in our lakes, rivers and streams. In some cases, groundwater discharge sites are obvious, through visible springs or by the presence of certain plant species.

Aesthetics, Recreation, Education and Science

Wetlands provide exceptional educational and scientific research opportunities because of their unique combination of terrestrial and aquatic life and physical/chemical processes. Many species of endangered and threatened plants and animals are found in wetlands.

Wetlands located within or near urban settings and those frequently visited by the public are especially valuable

for the social and educational opportunities they offer. Open water, diverse vegetation, and lack of pollution also contribute to the value of specific wetlands for recreational and educational purposes and general quality of life.

Floodplains

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.

There is a value in preserving and protecting these natural flood control areas from encroachment. First, by preventing development in the floodplain, the cost of building dikes, levees, or other man-made flood control devices will be saved. Second, for each structure that is constructed in a flood-prone area, that flood-prone area expands, potentially subjecting other structures originally built outside the delineated flood hazard area to the risk of flooding. Each new structure (or modification to existing structure) placed in the flood plain puts more life and property at risk.

Counties, cities, and villages are required to adopt reasonable and effective floodplain zoning ordinances. The requirement is found in section 87.30 of the Wisconsin Statutes and Chapter NR 116 of the Wisconsin Administrative Code. Floodplain zoning is designed to protect individuals, private property, and public investments from flood damage.

Floodplain zoning maps identify areas where major floods occur. Regulations prohibit development in the floodway, the most dangerous flood area. In the flood fringe development that is built above flood levels and otherwise flood-protected is allowed if it is in accordance with local ordinances. For regulatory purposes, a floodplain is generally defined as land where there is a one percent chance of flooding in any year (also known as the 100-year floodplain).

In order to participate in the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program, the County, City of Tomahawk, and City of Merrill have completed a Flood Insurance Study and a Flood Insurance Rate Map (FIRM) that encompasses Lincoln County. This FIRM delineates the "A" Zones including the floodway and flood fringe which are those areas inundated by the 100-year flood within the County. The NCWRPC digitized these FIRMs for use in this plan. Currently, there are no repetitive loss structures, those with multiple flood insurance claims, in Lincoln County.

Groundwater

Groundwater resources are plentiful in Lincoln County, furnished by the glacial drift aquifer that underlies the region at depths of 20 to 50 feet. Most Private wells draw from this aquifer. Groundwater is generally considered to be of good quality in the County, though it varies somewhat by area. Ground water in the sand and gravel (upper) aquifer is higher in iron and more easily polluted than groundwater in the (lower) bedrock aquifer. Water hardness varies from mostly soft to moderately hard in both the sand and gravel and bedrock aquifers.

Soils Types

Soils occur in a pattern that is related to the physical geography, climate, vegetation, and animals in (earthworms) and above (rodents) the soil. Each kind of soil is associated with a particular kind of landscape or with a segment of the landscape. By observing the landscape in an area, reviewing the soil map, and understanding what is possible with each soil type, relationships can be understood to help determine the best uses for an area. See the Lincoln County Soil Survey for more information.

Most of the soils in the City are in the Sarwet-Moodig-Lupton, Vilas-Croswell-Markey, Lupton-Padwet-Minocqua soil associations.

- **Sarwet-Moodig-Lupon**

This soil association underlies part of the northwest-northcentral part of the county in the Towns of Bradley, Tomahawk and Somo and is characterized by moderately well drained, somewhat poorly drained loamy and mucky soils on glacial moraines and drumlins. Most of the acreage in Lincoln County with this soil association is wooded with many wooded swamps.

- **Vilas-Croswell-Markey**

The soil association underlies much of the Town of Bradley, the Wisconsin River drainage basin in the Town of King, and the Somo River drainage basin in the Town of Wilson. This association is characterized by moderately well drained to very poorly drained sandy and mucky soils on outwash plains. Most acreage in Lincoln County with this soil association is wooded, particularly used for pine plantations. The use of these soils for septic systems, building sites, and roadways are generally limited due to ponding and wetness.

- **Lupton-Padwet-Minocqua**

The soil association underlies a small area in the north central part of county in the Towns of Bradley, Skanawan and King. This association is characterized by very poorly drained and moderately well drained mucky and loamy soils on outwash plains. Most acreage in Lincoln County with this soil association is wooded, with many wooded swamps. Pence-Padus-Antigo soil association underlies a small area in the northeastern area of the

county and is characterized by nearly level to very steep topography with well drained loamy and silty soils on outwash plains. Most of the acreage with this soil association is wooded with a few wooded swamps.

Woodlands

The City of Tomahawk has been a Tree City USA member since 1985. To qualify for Tree City USA, a town or city must meet four standards established by The National Arbor Day Foundation and the National Association of State Foresters. These standards were established to ensure that every qualifying community would have a viable tree management plan and program. It is important to note that they were also designed so that no community would be excluded because of size.

Significant tracts of woodland exist within the City of Tomahawk. These forested areas occur in large blocks throughout the city. From the NCWRPC GIS Inventory, 2,700 acres of woodland exist in the City of Tomahawk, which is 45 percent of land area within the city. Tree cover is essential, especially for erosion control and to reduce effluent and nutrient flows into surface water bodies and courses. Forest cover provides many vital functions, which are diverse in nature. Forested lands provide for recreational opportunities, scenic beauty, and wildlife habitat as well as protection of sensitive environmental areas.

Wildlife Resources and Rare Species Occurrences

Lincoln County provides habitat for wildlife common in much of northern Wisconsin, including whitetailed deer, black bear, migratory waterfowl, ruffed grouse, snowshoe hare, sharptail grouse, raccoon, red fox, bobcat, coyote and other fur bearing animals.

The County contains several federal and state listed endangered, threatened, or rare wildlife species. These include bald eagles, osprey and the Eastern Timber Wolf. At least two wolf packs inhabit the County Forest: the Averill Creek pack in the Towns of Harding and Corning and the Ranger Island pack in the west central part of the County.

There is one State Natural Area in Lincoln County: the Krueger Pines site located within Council Grounds State Park. The site was designated in 1953 and features a large oldgrowth stand of white pine, red pine, paper birch and aspen. The site contains groundlayer features such as large-leaved aster, wild sarsaparilla, Canada mayflower, starflower, and bracken fern. Canopy birds typical to northern dry-mesic forest environment are also present at this site.

Environmentally Sensitive Areas

Protection of environmentally sensitive areas from additional intrusion by incompatible land uses, and thereby from degradation and destruction, should be an essential planning objective for the preservation of open natural



Wild Turkeys

spaces. Such protection is also a key component in the protection of rural community character. Three such communities have been identified in the Town of Bradley and the City of Tomahawk:

Northern Dry-Mesic Forest Community

This community is typically found on irregular glacial topography (e.g., heads-of-outwash, tunnel channel deposits), or in areas with mixed glacial features (e.g., pitted outwash interspersed with remnant moraines). Soils are loamy sands or sands, and less commonly, sandy loams, although some occurrences are in areas where bedrock is close to the surface. Eastern white pine (*Pinus alba*) and red pine (*Pinus resinosa*) are typically dominant, sometimes mixed with northern red oak (*Quercus rubra*), red maple (*Acer rubrum*), and occasionally, sugar maple (*Acer saccharum*). Paper birch (*Betula papyrifera*), trembling aspen (*Populus tremuloides*), and big-toothed aspen (*Populus grandidentata*) can also be present. Common understory shrubs include hazelnuts (*Corylus* spp.) and blueberries (*Vaccinium angustifolium* and *V. myrtilloides*), as well as low-growing species such as wintergreen (*Gaultheria procumbens*) and partridge-berry (*Mitchella repens*). Among the dominant herbs are wild sarsaparilla (*Aralia nudicaulis*), Canada mayflower (*Maianthemum canadense*), and cow-wheat (*Melampyrum lineare*). Areas of Northern Dry-mesic Forest that were historically dominated by red and white pines (*Pinus resinosa* and *P. strobus*) were considered the great “pineries” before the Cutover. Today, the extent of red and white pine is greatly decreased, while red maple (*Acer rubrum*), sugar maple (*Acer saccharum*), aspen (*Populus* spp.), and oaks (*Quercus* spp.) have increased. Historically, fire disturbance of low to moderate intensity and frequency was key to maintaining Northern Dry-mesic Forests.

Lake--Deep, Soft, Drainage Community

This community is Large (>10 acres), Deep (> 18 feet), Soft (alkalinity < 50 ppm), and Drainage (both an inlet and outlet, and the main water source is from streams). The submergent

communities in soft water deep drainage lakes are quite diverse and plants are abundant. Coontail (*Ceratophyllum demersum*), common waterweed (*Elodea canadensis*) and fern-leaf pondweed (*Potamogeton robbinsii*) occur abundantly, and a number of other pondweeds such as large-leaf pondweed (*P. amplifolius*), variable-leaf pondweed (*P. gramineus*) and small pondweed (*P. pusillus*) can be found in high quality examples where water clarity is moderate to high. These diverse assemblages of aquatic macrophytes provide excellent habitat for fish, macro invertebrates, and other wildlife. Associated fish species include northern pike, rock bass, smallmouth bass and yellow perch, with cisco appearing in very deep lakes.

Muskeg Community

Muskegs are cold, acidic, sparsely wooded northern peatlands with composition similar to the Open Bogs (sharing mosses, sedges, and ericaceous shrubs), but with scattered stunted trees of black spruce (*Picea mariana*) and tamarack (*Larix laricina*). Plant diversity is typically low, but the community is important for a number of boreal bird and butterfly species, some of which are quite specialized and not found in other communities.

Endangered Species

Endangered, Threatened, and Special concern species must be considered when analyzing the feasibility of a development proposal. Resources are available for project specific data from the Wisconsin DNR. There are some endangered, threatened, or special concerned groups in the City, including one mammal and six plants.

- Woodland Jumping Mouse (*Napaeozapus insignis*) – A state Special Concern mammal, found in forested or brushy areas near water, wet bogs, stream borders.
- Pale Beardtongue (*Penstemon pallidus*)- A Wisconsin Special Concern plant, is found in dry, often calcareous prairies, as well as hillside oak or jack pine woodlands. It is naturalized on roadsides and in pine plantations. Blooming occurs late May through late June; fruiting occurs late July through late August. The optimal identification period for this species is late May through late June.
- Hooker’s Orchid (*Platanthera hookeri*)- a Wisconsin Special Concern plant, is found in a variety of dry to moist, mostly mixed coniferous-hardwood forests. Blooming occurs late May through late July; fruiting occurs early July through late August. The optimal identification period for this species is early June through early September.
- Lake Cress (*Armoracia lacustris*)- Lake Cress (*Armoracia lacustris*), a Wisconsin Endangered plant, is found in still waters of lakes, rivers, estuaries. Blooming occurs

early June through late August; fruiting occurs late July through late August. The optimal identification period for this species is early June through late August.

- Longstem Water-wort (*Elatine triandra*)- a Wisconsin Special Concern plant, is found in muddy pond and flowage shores. Blooming occurs throughout August; fruiting occurs throughout September. The optimal identification period for this species is early August through late September.
- Northeastern Bladderwort (*Utricularia resupinata*)- a Wisconsin Special Concern plant, is found on wet, sandy shorelines of fluctuating soft-water ponds and lakes. Blooming occurs early July through early September; fruiting occurs throughout September. The optimal identification period for this species is late July through early September.
- Snail-seed Pondweed (*Potamogeton bicupulatus*)- a Wisconsin Special Concern plant, is found in acidic waters. Blooming occurs from June through October. The optimal identification period for this species is late July through late September.
- Vasey’s Pondweed (*Potamogeton vaseyi*) - a Wisconsin Special Concern plant, is found in bays of large soft-water lakes as well as rivers and ponds. Blooming occurs throughout July; fruiting occurs early August through early September. The optimal identification period for this species is throughout August.

Contaminated Sites

There are several open contaminated sites, otherwise known as Brownfields, in the city, according to the Bureau for Remediation and Redevelopment Tracking System (BRRTS). This is not uncommon as all communities with commercial and industrial development have the potential for air emissions, groundwater contamination, soil spills, and surface water contamination. Contaminated sites originate when a property is used for such activities as a gas station, industrial processing facility, a landfill, or laundry mat.

The BRRTS database lists 7 open sites, which means that remediation activities are ongoing. Of the BRRTS sites, four are leaking underground storage tanks (LUST) and three are environmental repair (ERP).

These properties create many problems for communities, including potential harm to human health and the environment; reduced tax revenue and economic growth, neighborhood deterioration and blight; and attraction of illegal activity, including vandalism and dumping. Brownfield investigation, cleanup and redevelopment can reduce many of these problems. Communities gain by recycling land infrastructure for new businesses and employment, housing, parks, athletics fields and other local needs.

Because of the importance of brownfield redevelopment, the Wisconsin State Legislature created liability exemptions enacted in the Land Recycling Law of 1994 and subsequent legislation. Some of these exemptions include: environmental liability exemptions for local governments, lenders, representatives and for property owners affected by contamination migrating from other properties as well as for voluntary party liability exemptions for owners, operators, purchasers, businesses, governments and others who voluntarily clean up contaminated property. More information about liability exemptions come from dnr.wi.gov/topic/brownfields.

Grants are available for initial site investigation and assessment, acquisition of property, underground storage tank removal, environmental cleanup, and redevelopment of property among other activities. Additionally, a number of reimbursement programs, lands and loan guarantees, and tax credits and incentives also exist. A number government entities offer assistance, such as the Wisconsin DNR and DOA, WEDC, the U.S. EPA, and HUD.

[Agricultural Resources](#)

There are some scattered agricultural uses in and around the City.

[Cultural Resources](#)

Cultural resources are features that signify a community's heritage and help to evoke the sense of place that makes an area distinctive. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to Native Americans or other cultural groups. The Village of Marathon City does not have a local historic preservation commission.

[Historic Properties and Sites](#)

There are a number of structures in the City of Tomahawk that are locally identified as historic places. The reconstruction of the Nystrom Cabin in Bradley Park, Tomahawk's First School, and the Log Cabin Museum are individual buildings listed on the local registry.

Tomahawk has forty buildings that are listed on the State's Architectural History Inventory (AHI), including the William Bradley House on Forest Place, the Pride House on Merrill Avenue, and the Congregational Church at 5th and Washington Avenue. Taken together these buildings represent important markers of the city's past, and perhaps a key to the city's future. In planning for how Tomahawk wants to present itself both to visitors and residents, historic and cultural resources can go a long way to conveying "a sense of place" that can distinguish it from other nearby communities.



Historic train engine



Historic Log Cabin

By cultivating these resources the uniqueness of Tomahawk emerges as an early outpost of the state's turn-of-the-century logging boom and its previous role in trade with Native Americans. The possibility exists of offering a more genuine experience based on elaborately constructed recreational complexes tied to their natural and historic roots, the Wisconsin Dells comes to mind.

One area where this approach could be especially productive is the historic Wisconsin Avenue shopping district. Here the historic fabric of the downtown is relatively intact and functions as a viable commercial district. Although the scale of the enterprises presents a competitive challenge because of the ascendance of the "big box" model of retailing that has come to dominate the industry in recent years, the genuine experience that is possible in such an area can give this kind of district a significant advantage in serving a niche market. The growth of "lifestyle centers" that attempt to recreate the feel of an historic downtown speaks to the appeal of this kind of development.

Issues

- **Development In Wetlands**-The prevalence of hydric soils and high groundwater in the Tomahawk area places a constraint on where development can take place in the community. Determining the locations most appropriate to new development is an important part of planning for Tomahawk's future. Careful study of soils conditions and the presence of wetlands should guide zoning decisions that will determine how the city grows in the future. Expansion into undeveloped areas of the city should be adjacent to existing developed areas to the greatest degree possible. Beyond the cost savings involved in minimizing the need to extend streets and utilities, directing new development away from wetland areas protects groundwater quality and natural values within the city.
- **Historic Architecture**-Tomahawk still has many buildings that date from the time around the turn of the twentieth century when the city enjoyed its most rapid growth. There are 80 structures listed on the Architecture & History Inventory (AHI). Particularly in the Wisconsin Avenue business district there is significant concentration of older and historic buildings that represent a remnant of the city's heyday early in the 20th century. These buildings are an expression of the city's origins in the lumbering era and are an intrinsic part of its character.

Preservation of historic buildings, especially relatively intact business districts, has been a successful strategy for community revitalization in many cities around the nation. The Main Street program of the National Trust for Historic Preservation has been especially successful in promoting redevelopment in historic downtown areas. Main Street has developed strategies for making these projects a success; strategies that might be helpful in breathing new life into Tomahawk's downtown.

Natural, Cultural, and Agricultural Resources

Goals

Goal 1: Protect natural areas, including wetlands, wildlife habitats, ponds, open spaces and groundwater resources.

Objective A: Special care should be taken to safeguard the quality of surface and subsurface waters in Tomahawk.

Objective B: The Lake Mohawksin waterfront should be recognized as a scenic and economic asset to the city and efforts made to protect its natural value and maximize its use by the public.

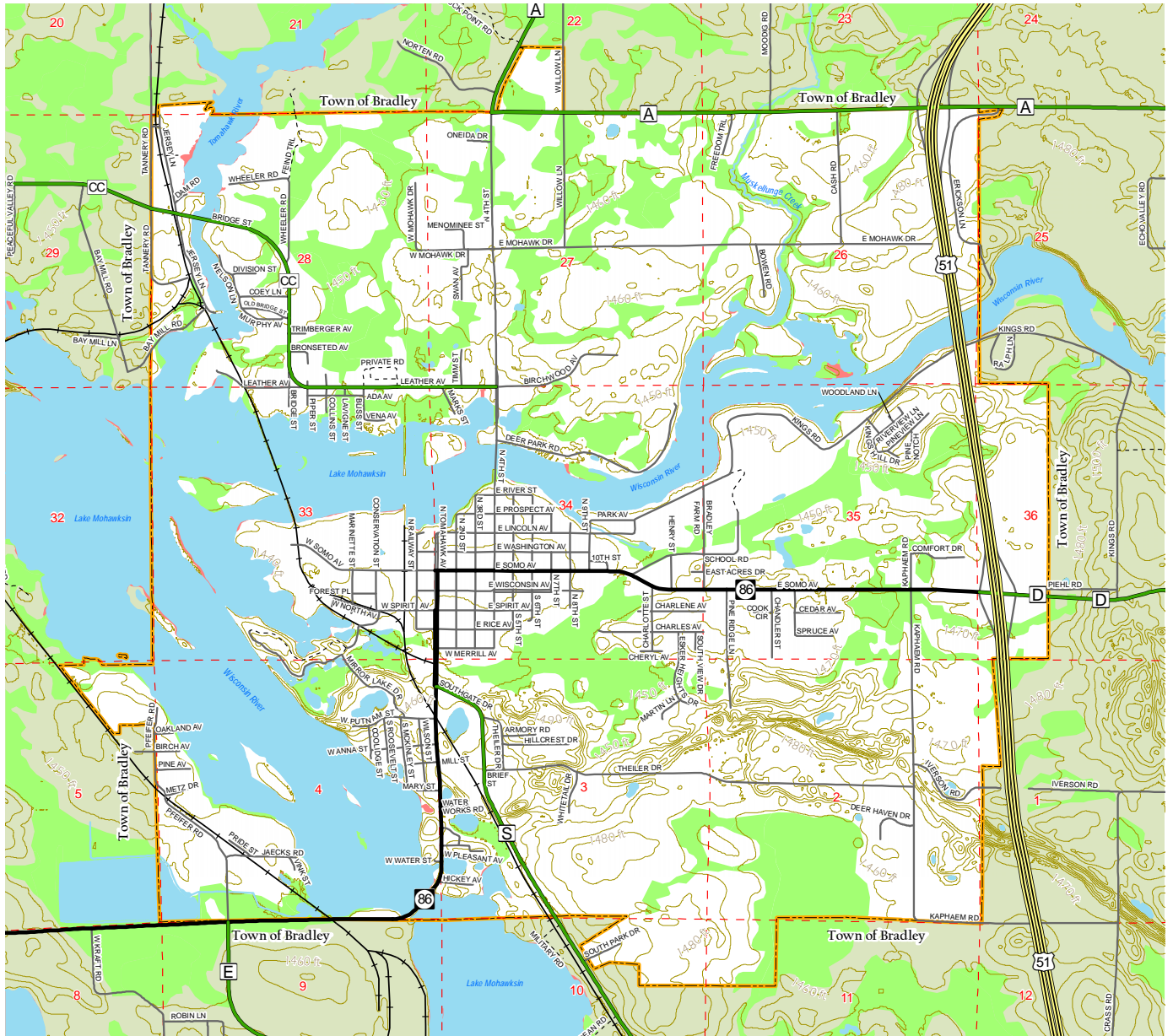
Policy A: Consider the need in the future to extend sewer and water service to properties that may protect the quality of surface water and groundwater.

Policy B: Ensure that development on shorelands within the city does not have a negative impact on water quality.

Goal 2: Promote preservation of cultural, historic and architectural sites.

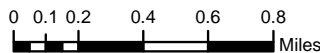
Objective A: Seek methods to improve the appearance and economic viability of the commercial buildings along Wisconsin Avenue.

Policy A: Consider the implementation of a façade restoration program or Business Improvement District as a way of upgrading downtown businesses.



Legend

- Minor Civil Divisions
- Section Lines
- US Highway
- State Highways
- County Highways
- Local Roads
- Private Roads
- + Railroad
- Contours 10ft
- Wetlands
- DFIRM Floodplains
- Water



Source: WI DNR, NCWRPC, FEMA
 This map is neither a legally recorded map nor a survey of the actual boundary of any property depicted. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



**North Central
 Wisconsin Regional
 Planning Commission**

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

Chapter Three

Housing

Housing characteristics and trends are important components of a comprehensive plan. The physical location of housing determines the need of many public services and facilities. Furthermore, understanding dynamics in the market likely to affect housing development in the future provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of residential development. Understanding the factors affecting people’s ability to meet their own housing needs provides a basis for reinforcing community ties, fostering economic development and environmental sustainability, and improving the quality of life.

Previous Plans and Studies

Wisconsin State Consolidated Housing Plan

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

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 a number of issues affecting community livability related to housing:

- an aging population,
- smaller household sizes,
- a lack of housing options, and
- an increase in housing costs related to incomes.

Housing Inventory

Existing Housing Stock

The City of Tomahawk was comprised of 1,742 housing units in 2010, an expansion of 46 units from 2000. This represents an increase of 2.7 percent in housing units, compared to a decrease of 9.9 percent in population and a 3 percent decrease in the number of households. The gain in housing units was considerably higher than the Town of Bradley which increased 17.6 percent, as noted in [Table 3.1](#).

During the same period the population in Bradley decreased by 6.4 percent. Lincoln County and the state’s housing units also grew by 14.3 and 13.1 percent, respectively. At least in part, these trends can be contributed to a decrease in the average household size as well as an increase in the number of seasonal housing units. According to City records, from 2010 to 2016, 15 new homes were built.

Table 3.1: Housing Units

Minor Civil Division	2000	2010	2014	2000-2010% Change	2000-2010 Net Change
City of Tomahawk	1,696	1,742	1,661	2.7%	46
Town of Bradley	1,840	2,164	2,242	17.6%	324
Lincoln County	14,681	16,784	16,839	14.3%	2,103
State of Wisconsin	2,321,144	2,624,358	2,635,602	13.1%	303,214

Source: U.S. Census

Table 3.2: Projected Needed Housing Units

Civil Division	2010 Census	2020	2025	2030	2035	2040
Total Housing Units Needed	1,741	1,735	1,788	1,851	1,882	1,862
Households	1,480	1,520	1,573	1,600	1,583	1,504
Vacant	261	260	268	278	282	279

Source: U.S. Census

Table 3.2 shows the projected number of housing units needed from 2020 to 2040. These housing projections were based on the WDOA population and household projections from 2013, which are derived from the 2010 Census. The calculation for number of households was determined by dividing the projected population by the projected household size for each five year increment. The total needed housing units shown below also assumed that the vacancy of rate of 15 percent would hold steady. There appears to be a demand for new housing in the City.

Housing units in Tomahawk are older compared to Bradley but similar in age to the county and the state, as noted in **Table 3.3**. Roughly a fourth of housing units in Tomahawk were built before 1940. Only 8.5 percent of structures in Bradley are this old. This compares to about a fifth of structures in the county and slightly more in the state. Overall, 67.3 percent of the existing housing stock in the City was built before 1970, as contrasted with about 60.8 percent in the county, 62.2 percent in the state and only

50 percent in Bradley. Older housing indicates less energy efficient structures and the likelihood of other issues such as lead paint or the need for updates or universal design.

The 1970s show the largest increase in housing units when about 13.5 percent of all units were built in Tomahawk. In Bradley the decade with the greatest growth was from 1990 to 1999, when 22.7 percent of all housing units were built in the township.

The 2014 estimates of house unit increases are low. While only five years of data, unless there is a large upswing in housing starts in the next few years, this decade will be one of the smallest increases that the area and the state have seen in a while.

Single-family detached units are the dominant housing type in Tomahawk, as in the County and to a lesser degree the state. This is shown in **Table 3.4**. Almost three-quarters of all housing units are single-family houses. Multifamily units comprised roughly all housing units in the City.

Table 3.3: Year Structure Built, 2014

Year	Tomahawk	Tomahawk %	Bradley %	Lincoln Co. %	Wisconsin %
Built 2010 or later	17	1.0%	0.2%	1.0%	0.7%
Built 2000 to 2009	142	8.5%	9.5%	12.1%	13.1%
Built 1990 to 1999	205	12.3%	22.7%	15.2%	14.0%
Built 1980 to 1989	178	10.7%	17.1%	10.9%	9.9%
Built 1970 to 1979	225	13.5%	18.2%	15.7%	14.8%
Built 1960 to 1969	127	7.6%	13.4%	8.1%	9.7%
Built 1950 to 1959	204	12.3%	5.7%	10.2%	11.3%
Built 1940 to 1949	181	10.9%	4.8%	7.3%	5.9%
Built 1939 or earlier	382	23.0%	8.5%	19.5%	20.5%

Source: U.S. Census

Table 3.4: Type of Structure

Housing Type	City of Tomahawk			City of Tomahawk Percentages			Lincoln County Percentages	Wisconsin Percentages
	2000	2010	2014	2000	2010	2014	2010	2010
1-unit detached	1,196	1,069	1,192	74.0%	72.3%	71.80%	75.2%	66.3%
1-unit attached	21	0	21	1.30%	0.0%	1.30%	1.0%	4.3%
2 to 4 units	119	165	234	7.40%	11.2%	5.80%	7.4%	10.8%
5 to 9 units	93	84	79	5.80%	5.7%	2.50%	2.8%	4.8%
10 or more units	110	95	104	6.80%	6.4%	4.40%	5.1%	9.9%
Mobile Home	78	66	31	4.80%	4.5%	7.90%	8.6%	3.9%

Source: U.S. Census

Value Characteristics

The median value of single-family house in the City of Tomahawk was \$79,600 in 2000 and increased to \$138,500 in 2010. This is displayed in **Table 3.5**. The median value was lower than the Town of Bradley and the State, but about \$5,000 higher than the County median. When adjusted for inflation, the median value of a home in the City increased by 37.4 percent during the past decade. Incomes rose by 5.2 percent during the same period when adjusted for inflation. In Bradley, values went up 11.5 percent. During the same ten-year period the median value increased by 19.0 percent for the state and 19.9 percent for the county.

Note, Table 3.5 shows the total number of owner occupied housing units described as either a one family home detached from any other house or a one family house attached to one or more houses on less than 10 acres with no business on the property.

Rents

Median rents throughout Lincoln County and in the City were lower than the state from 2000 to 2010, as noted in **Table 3.6**. However, median rent in the City of Tomahawk rose faster than the state and the county. Adjusted for inflation, median rents have increased by 9.9 percent in the city from 2000 to 2010, while the county's rent was stable with a zero percent change. Bradley's rent actually decreased by roughly four percent while the state's rent increased by about four percent adjusting for inflation.

Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water) and fuels (oil, coal, kerosene, wood, etc.) if these are paid for by the renter (or paid for the renter by someone else). Gross rent is intended to eliminate differentials which result from varying practices with respect to the inclusion of utilities and fuels as part of the rental payment. The estimated costs of utilities and fuels are reported on a yearly basis but are converted to monthly figures for the tabulations. Renter

units occupied without payment of cash rent are shown separately as "No cash rent" in the tabulations. Gross rent is calculated on a sample basis.

Gross rent as a percentage of household income in 1989 is a computed ratio of monthly gross rent to monthly household income (total household income in 1989 divided by 12). The ratio was computed separately for each unit and was rounded to the nearest whole percentage. Units for which no cash rent is paid and units occupied by households that reported no income or a net loss in 1989 comprise the category "Not computed." This item is calculated on a sample basis.

Housing Affordability

The most commonly applied standard for housing affordability is spending no more than thirty percent of income on housing. A household spending more than thirty percent of their income is considered house burdened and has less income to spend on other necessities. In the City of Tomahawk, fewer home owners, (21.5%) were considered to be house burdened than renters (44.0%) which is common in most communities. This is shown in **Table 3.7**. Fewer homeowners are cost burdened in the City of Tomahawk than in Bradley, the County, and Wisconsin and the percentage of burdened homeowners decreased by more than three points from 2000 to 2010. However more than two-fifths of renters are house burdened, almost five percentage points higher than the County and 12.5 percentage points higher than Bradley.

This contrasts to a roughly ten percentage point increase in Bradley among homeowners but a three point jump among renters of those spending more than thirty percent of income on housing. For the county this rate increased by nearly eleven percentage points during the decade for renters, while the rate for homeowners increased six percent. The percentage of house burdened homeowners

Table 3.5: Median House Values

Minor Civil Division	2000	2010	2014	2000-2010% Change	2000-2010 Net Change
City of Tomahawk	\$79,600	\$138,500	\$136,200	37.4%	\$58,900
Town of Bradley	\$119,100	\$168,100	\$177,600	11.5%	\$49,000
Lincoln County	\$86,500	\$131,300	\$131,800	19.9%	\$44,800
State of Wisconsin	\$112,200	\$169,000	\$165,900	19.0%	\$56,800

Source: U.S. Census

Table 3.6: Median Gross Rent

Minor Civil Division	2000	2010	2014	2000-2010% Change	2000-2010 Net Change
City of Tomahawk	\$425	\$591	\$580	9.6%	\$166
Town of Bradley	\$469	\$569	\$648	-4.1%	\$100
Lincoln County	\$433	\$548	\$614	0.0%	\$115
State of Wisconsin	\$540	\$713	\$772	4.4%	\$173

Source: U.S. Census

Table 3.7: Percent of Households that Spent over 30% of Income on Housing

Minor Civil Division	Owner in 2000	Owner in 2010	Renter in 2000	Renter in 2010
City of Tomahawk	21.5%	18.3%	33.8%	44.0%
Town of Bradley	18.8%	28.5%	28.4%	31.5%
Lincoln County	16.8%	22.8%	28.2%	39.3%
State of Wisconsin	17.8%	28.5%	32.3%	47.0%

Source: U.S. Census

and renters went up substantially in the state as well, 10.7 and 14.7 percentage points for respectively.

Occupancy Characteristics

In 2010, about 85 percent of housing units in the City were occupied and about 15 percent were vacant. The Town of Bradley had a vacancy rate of about 49.7 percent. (45.3 percent of vacant housing units were seasonal.) The County occupancy rate was 72.1 percent, and the State had 86.9 percent occupancy.

Owner occupied housing is the norm in the City of Tomahawk, with 65.1 percent of occupied housing units owner occupied. This is noted in [Table 3.8](#). The homeownership rate dropped slightly by 1.4 percent from 2000 to 2010 in the city as well as Bradley at 2.0 percent. The County's homeownership rate only increased 1.7 percent while the state almost increased nine percent. The rate of homeownership in Bradley was an estimated 88.2 percent in 2010. Owner occupancy for the county was 77.1 percent, and the state's rate was 68.06 percent.

In the 1990s the number of seasonal housing units was decreasing. This indicated that there was an increasing prominence of retirees in the area. However, in the next decade, the number of seasonal units increased dramatically. In Bradley, the number of seasonal units increased 88.8 percent and in the County, seasonal units surged 91.7 percent. The State only increased seasonal units by 35.7 percent. Seasonal units also seem to be increasing

in Tomahawk, but the data is less clear, as seen in [Table 3.9](#).

The 2010 U.S. Census counted 107 seasonal units in the City of Tomahawk. That same year, the Census Bureau estimated that there were zero seasonal units in the city in the American Community Survey. Most likely the number of seasonal units in the City is somewhere in between these two figures. In 2014, the American Community Survey estimated that there were 57 seasonal units in the city.

Households are getting smaller. This trend is not new, but fewer people per household means more housing units are needed to accommodate the population. This may also coincide with a demand for smaller houses and lot sizes. In the 1990s, the City of Tomahawk remained stable in terms of household size, see [Table 3.10](#). However, the net change in the average household size was double the state change during the past decade and the 2014 estimate was 2.09 compared to 2.43 percent at the state level. The Town of Bradley and Lincoln County also had lower average household sizes in both 2010 and 2014.

Assistance Programs

Below is a listing of some of the major programs utilized. Each year new programs are available.

State Programs

Wisconsin Department of Administration

The Wisconsin Community Development Block Grant (CDBG)

Table 3.8: Owner Occupied Housing

Minor Civil Division	2000	2010	2014	2000-2010% Change	2000-2010 Net Change
City of Tomahawk	977	963	942	-1.43%	-14
Town of Bradley	980	960	976	-2.04%	-20
Lincoln County	9,162	9,318	9,518	1.70%	156
State of Wisconsin	1,426,361	1,551,558	1,551,769	8.78%	125,197

Source: U.S. Census

Table 3.9: Seasonal Units

Minor Civil Division	2000	2010	2014	2000-2010% Change	2000-2010 Net Change
City of Tomahawk	42	107	57	154.8%	65
Town of Bradley	519	980	1,037	88.8%	461
Lincoln County	1,949	3,736	3,425	91.7%	1787
State of Wisconsin	142,313	193,046	185,098	35.7%	50,733

Source: U.S. Census

Table 3.10: Average Persons per Household

Minor Civil Division	2000	2010	2014	2000-2010 Net Change
City of Tomahawk	2.36	2.20	2.09	-0.16
Town of Bradley	2.35	2.21	1.99	-0.14
Lincoln County	2.46	2.33	2.23	-0.13
State of Wisconsin	2.50	2.43	2.43	-0.07
	2.50	2.43	2.43	-0.07

Source: U.S. Census

program, administered by the Wisconsin Department of Administration, Division of Housing (DOH), provides grants to general purpose units of local government for housing programs which principally benefit low and moderate income (LMI) households. These funds are primarily used for rehabilitation of housing units, homebuyer assistance, and small neighborhood public facility projects. CDBG dollars are flexible and responsive to local needs.

In addition to addressing LMI housing needs, CDBG can be used to leverage other programs or serve as a local match. The grant also can be used as an incentive to involve the private sector in local community development efforts or to respond to area needs. The CDBG program often serves as a catalyst for other community development projects.

The Low-Income Housing Tax Credit (LIHTC), like HOME, aims to encourage the production and rehabilitation of affordable housing. It provides an incentive for private entities to develop affordable housing. The credit reduces the federal taxes owed by an individual or corporation for an investment made in low-income rental housing. LIHTC provides funding for the construction of new buildings or the rehabilitation or conversion of existing structures. To qualify, a property must set aside a certain share of its units for low-income households.

Federal Programs

USDA-RD:

Section 502 Homeownership Direct Loan Program of the Rural Health Service (RHS) provides loans to help low-income households purchase and prepare sites or purchase, build, repair, renovate, or relocate homes.

Section 502 Mutual Self-Help Housing Loans are designed to help very-low-income households construct their own homes. Targeted families include those who cannot buy affordable housing through conventional means. Participating families perform approximately 65 percent of the construction under qualified supervision.

Section 504, the Very-Low-Income Housing Repair Program, provides loans and grants to low-income homeowners to repair, improve, or modernize their homes. Improvements must make the homes more safe and sanitary or remove health or safety hazards.

Section 521 Rural Rental Assistance Program provides an additional subsidy for households with incomes too low to pay RHS-subsidized rents.

Section 533 Rural Housing Preservation Grants are designed to assist sponsoring organizations in the repair or rehabilitation of low-income or very-low-income housing. Assistance is available for landlords or members of a cooperative.

Department of Housing and Urban Development (HUD):

Self-Help Homeownership Opportunity Program finances land acquisition and site development associated with self-help housing for low-income families. Loans are made to the nonprofit sponsors of development projects and are interest-free. Portions of the loans are forgiven if promised units of housing are completed within a given period. These forgiven “grant conversion” funds may be used to subsidize future development projects.

HOME Investment Partnership Program aims to encourage the production and rehabilitation of affordable housing. HOME funds may be used for rental assistance, assistance to homebuyers, new construction, rehabilitation, or acquisition of rental housing.

Housing Trends

- The 2010 Census showed that the City of Tomahawk had 1,742 house units, an increase of 46 units from 2000. 85.0 percent of units were occupied. 65.1 percent of these units are owner-occupied.
- Vacancy rose from 5.5% to 6.1% during this same time, according to the U.S. Census.
- According the America Community Survey, there has been very little increase in the housing stock since 2010.
- 74.3 percent the community’s housing stock is classified as being single family homes.
- The median value of a home was \$138,500 in 2010, while the monthly gross rent was \$591.

Housing Issues

- **Affordability**

According to the 2010 American Community Survey, 18.0 percent of Tomahawk households reported incomes below \$15,000 per year, and more than a third of city households have incomes below \$25,000. For many of these people this poses a difficulty in paying for decent, safe and sanitary housing. For 44.0 percent of renters and 21.5 percent of homeowners in the city this means that they must spend more than thirty percent of their income on housing. While the percentage of cost burdened homeowners remained constant, the percentage of cost burdened renters increased by 10.2 points from 2000 to 2010.

- **Appearance & Maintenance**

The overall quality of the housing stock in Tomahawk constitutes a significant asset to the community in offering a good place to live and work – the kind of place people want to be and where businesses are likely to locate. However, there are some areas that are beginning to show their age and the need for reinvestment.

There is particularly an issue with the tendency of some occupants to allow household goods and the detritus of life to build-up around their house in a way that can cause concern to their neighbors.

- **Elderly/Retiree Housing Needs**

If the City is serious about marketing itself as an attractive alternative for retiring people then it needs to look at an integrated approach to the kind of public services that go along with an increase in the aging population. As people age they have more need for specialized services. The most obvious of these is for health care, but there is a more subtle relationship between an aging population and their housing needs. In 2016, four communities catered to seniors:

- The Milestone Senior Living Apartments and Memory Care Suites, assisted living
- Country Terrance Assisted Living, assisted living
- Riverview Terrace, nursing care
- Golden Age Nursing and Rehab Center, nursing care

- **Subsidized/Special-Needs Housing**

There are numerous subsidized housing units in the City of Tomahawk. Disabled and low-income citizens often require special housing accommodations, which many of these programs address. There may be a need for additional units to meet the future demand. These properties provide subsidized housing through programs such as the Low Income Housing Tax Credit (LIHTC), Section 515, Section 8, and Section 202.

Housing Goal, Objective and Policies:

Goal 1: Encourage the development of new housing units and the rehabilitation of existing units.

Objective A: Promote affordable, quality housing.

Policy A: Promote traditional design of neighborhoods with walkable character.

Policy B: Conserve existing housing stock and neighborhoods through available housing rehabilitation programs and through public and private improvements to neighborhood facilities and services

Policy C: Make use of manufactured housing as an affordable, and well regulated, source of housing.

Policy D: Encourage the preservation of historically and architecturally significant homes, buildings, structures, objects, districts, and sites.

Chapter Four

Utilities, Community Facilities, and Parks

This section describes the existing conditions and issues relative to the utilities available to the City of Tomahawk including sewage disposal, water supply, power supply, and telecommunication facilities and services. It also describes existing conditions with regard to surface water management.

Previous Plans and Studies

Lincoln County Comprehensive Plan, 2011

The County Plan is primarily focused on County facilities, but looks utilities and community facilities in Tomahawk as well. The sewer and water system in Tomahawk is described, as well as the library. All of the parks and recreational facilities in the county are listed, including those in Tomahawk. This potentially provides a valuable reference in terms of tying Tomahawk into surrounding communities.

Lincoln County All Hazard Mitigation Plan, 2012

This document examines general conditions, including an inventory of utilities, community facilities and emergency services, throughout the County. Risk assessment is at the heart of the All-Hazards 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 Lincoln County program includes the City.

Lincoln County Outdoor Recreation Plan, 2011-16

This document is a five-year plan required by the State in order to receive parks and recreation funding. The Plan looks at the entire county, including the City of Tomahawk. The

primary recommendation made is that the City safeguard its extensive riverfront land holdings. The Plan also makes specific recommendations for nine of the City's parks.

Wellhead Protection Plan, 1998

This report looked at a number of issues associated with the City's infrastructure, most notable the regulations and map that constituted the basis for the Wellhead Protections Ordinance.

Sewer and Water Study, 2000

This report looked at the City's sewer and water system and makes recommendations for capital improvements to the system. These were very specific about pipes that need to be replaced and pumps that need to be repaired. Of particular interest was a section that looks at how the future growth prospects of the city should affect expansion of the system. The focus of this section is the southeastern part of the city surrounding Kaphaem Road and Theiler Drive. This area was seen as the most likely area for expansion of the sewer system. Further residential development in this area was limited by the need to expand the sewer system. The report looked separately at the water distribution system, and assesses the strength and weaknesses of the system.

Inventory & Trends

Utilities and community facilities provided by the City of Tomahawk or by other public or private entities are inventoried and evaluated as to their present condition and adequacy to meet the current and future needs of the City. See [Map 4](#).

Public Utilities

Water

The Tomahawk Water Utility pumps an average 445,000 gallons per day, 162 million gallons in a year from 2 wells in the Water Park, located just off of S. Tomahawk Ave. The 77 feet deep wells are capable of pumping 900,000 gallons per

day. Water is pumped directly into the distribution system and all to a 400,000 elevated storage tank (water tower) located on Birchwood Ave. The Utility adds caustic soda, to adjust the pH of the water to make it less corrosive, and hydrofluosilicic acid, to increase the amount of fluoride for dental health, to the water supply.

The two wells are only two hundred feet apart and are vulnerable to contamination. The City is considering the possibility of adding another well at a different location.

The Utility maintains approximately 184,000 feet of distribution mains. This is roughly 38,000 more feet than recorded in the previous comprehensive plan in 2006.

The City's policy is to upgrade water mains in conjunction with street construction projects. The Sewer and Water Study contains both a 5-year capital improvement program and a Long Range Plan for improvements to the system

Waste Water

The City of Tomahawk Wastewater Treatment Plant, located on County Road S, was originally built in 1953 with a capacity of 562,500 gallons per day (GPD), at that time seen as sufficient for a city of 4,100. It was upgraded in 1972, and again in 1997 to its current capacity of 726,000 GPD.

Much of the City is currently served by a sanitary sewer collection system, although significant portions are not and rely on on-site disposal systems. The system consists of 14 lift stations and 108,914 feet of pipe of three basic types. Roughly a quarter of the system, mostly in the older sections of the City is comprised of vitrified clay pipes, which were constructed and laid over 60 years ago. Newer sections of the system, amounting to about 20,000 feet (18.3%), have sewers made of PVC plastic pipe. The majority of the system, 57,000 feet, is made up of asbestos-concrete pipe. Pipes are inspected and upgraded with road reconstructions.

Storm Water

The majority of the historic center of the City is currently served by a concrete and PVC pipe storm sewer system that is adequate.

Street Department

The City's street department garage is located at 415 West Spirit Street, and houses the following vehicles and equipment: three front end loaders, one grader, eight dump trucks, a sweeper, a large snow blower, an aerial bucket truck, two pick-up trucks, and miscellaneous small equipment. The street department is responsible for the maintenance of the local road system and storm sewers. The local road network was discussed in the transportation chapter.

Solid Waste and Recycling Facility

The City contracts with Onyx Corporation for curbside pick-up of garbage and recycling. Materials are brought to the Lincoln County Landfill



Tomahawk Water Tower

Public Safety

Police Department

The Tomahawk Police Department, located in City Hall, consists of eight full-time sworn officers, one full-time secretary, four part-time dispatchers and one part-time maintenance person. The department also has a K-9 unit. The police department's jurisdiction is the City of Tomahawk. The department uses five marked squad cars, and two unmarked squad car. The County provides jail facilities in Merrill. In January of 2016, there was a Police Department Needs Assessment which documented the need for increased space.

Fire Department / Emergency Medical Services

The City maintains a fire station at 100 North Tomahawk Street. The fire department is volunteer and consists of 28 firefighters who are paid on a per call basis, and a chief and several officers who receive a small salary.

As of November 2016, the department maintained a variety of equipment. See the list below:

- Three pumper/engine trucks;
- One tanker;
- One brush truck with a water tank, a pump, and wildfire gear.
- One rescue units;
- Two boats for surface water rescue.

Tomahawk currently has an ISO insurance rating of four for its fire protection service. ISO's fire protection insurance is rated on a scale of one to ten, with one representing the best protection and 10 representing an essentially unprotected community.

The City contracts to provide fire protection services with eight of the surrounding town: all of Bradley, Tomahawk, Skanawan, King, Somo, and Wilson, and parts of Harrison

and a portion of Rock Falls. The ISO rating in the rural areas is eight. EMS service is provided by the County, with two ambulance units housed at Sacred Heart/St. Mary's Hospital.

Community Facilities

Medical Facilities

Ministry Sacred Heart Hospital and Ministry Medical Group in Tomahawk have a long history of providing medical care in the Tomahawk community. A combined facility offers health care to residents of Tomahawk and surrounding communities. The medical campus provides an array of advanced technology and services including shared ancillary services, specialized support such as diabetic care and pain management, digital imaging capabilities, expanded orthopedic services, walk-in clinic, same-day clinic appointments, and 24 hour emergency services.

As part of Ministry Health Care, Ministry Sacred Heart Hospital and Ministry Medical Group collaborate with other health care providers within the region to provide care. Ministry Sacred Heart Hospital and Ministry Saint Mary's Hospital in Rhinelander, Wisconsin were run independently by Sisters of the Sorrowful Mother until they consolidated in October 1981. The merger broadened available medical services and maximized resources for the hospitals. Ministry Sacred Heart Hospital is a primary care facility staffed for 18 beds. In Spring 2003, Ministry Sacred Heart Hospital and the outpatient clinic moved into a newly constructed 55,700 square-foot combined facility.

Nursing Homes

Golden Age Nursing Home, located at 720 East Kings Road, is a skilled nursing facility, privately owned and in operation since 1969. The facility includes a more specialized Alzheimer's unit. They are licensed to provide care under the Medicare, Veterans and Wisconsin Medical Assistance Programs.

Riverview Rehab Nursing Home, located at 428 North 6th Street, is a skilled nursing facility, privately owned and has been in operation since the 1960s. The current building was constructed in 1972. They are licensed to provide care under the Medicare and Wisconsin Medical Assistance Programs.

Day Care Facilities

There are 6 licensed children care centers in the area, as inventoried by the Wisconsin Department to Children and Families Youngstar Program. The centers had a total capacity for 200 children, ranging in age from six weeks to 14 years. These were daycare facilities, operating between the hours of 5 AM to 6 PM. There was no nighttime childcare facilities listed.

Educational Facilities



Golden Living Center Nursing Home

Public Schools

The City and surrounding area is served by the Tomahawk School District. There are three schools, an elementary, middle and high school, located in a complex of connected buildings at 1048 Kings Road. Total enrollment in 2013 was approximately 1,297. This is a 17.5 percentage decrease from 2005, when the district had 1,573 students.

Parochial Schools

There is one parochial school that serves the area as well. St. Mary's School is located at 110 North 7th Street. The school offers pre-K through 5th grade and has a total enrollment of 108 pupils.

Higher Education

The City of Tomahawk is located in the Nicolet College District. The Nicolet College Rhinelander campus is 17 miles from Tomahawk. The University of Wisconsin – Marathon, a two-year college, is located 39 miles from Tomahawk in Wausau. UW Stevens Point is about 72 miles to the south.

Parks

The City of Tomahawk area park and recreation system consists of 11 parks on approximately 186 acres of city parkland and special use areas under the control of the city. One 6.6-mile trail (Hiawatha) follows the abandoned Milwaukee Railroad bed leading north from Tomahawk to the Lincoln County line. Two playground parks are associated with schools. Tomahawk has an extensive park system for the size of the City, consisting of eleven park and open space facilities including:

- Bradley Park is a 110 acre park located in the southwest corner of the city on Lake Mohawksin. It has a number of amenities for winter and summer activities: biking trails, boat access, fishing areas, hiking trails, informal play area, nature trails, picnic area, playground, restrooms, a picnic shelter and an enclosed shelter, snowmobile trails, cross country ski trails, and a swimming beach.

- SARA Park is a 26-acre park developed in the late 1970s to provide a broad range of recreational opportunities including two baseball fields with lights, bleachers and dugouts, two soccer fields, picnic shelters, a boat landing, and swimming beach. The centerpiece of the park is the SARA Banquet and Ice Hockey Arena that offers large indoor facilities for community events and most prominently indoor ice for hockey and public skating in the winter.
- Memorial Park a large riverfront park that offers picnicking, playground equipment, a fishing pier, and viewing opportunities for the Kwahtemot Water Ski Area, just across the Wisconsin River on 4 acres. It is also the site of a memorial to America's war veterans.
- Pride Park covers seven acres, and offers playground equipment, picnicking, and a range of recreational activities, including a ball diamond, tennis courts and wintertime skating rinks with warming house, and lighting.
- Frenchtown Park originally created as part of a revitalization process and is a 3 acre park. This neighborhood park offers tennis facilities, playground equipment and picnic area to serve residents.
- Washington Square sits in the middle of the most developed area of the city on 2 acres. It is the site the Tomahawk Historical Museum and is across the street from the historic Kindergarten Building. The park has a basketball court, informal play area, picnic area, playground, shelter and restroom facility.
- Sunset Boulevard (Squaw Point): This 6 acre parcel along Kings Dr. by the school complex is undeveloped land.
- Jersey City Park is a 5 acre park has a fishing area, informal play area, picnic area, and a swimming beach.
- Frenchtown Beach is 2 acre park has a basketball court, fishing area, picnic area, and swimming beach.
- Water Utility Park is 7 acre park has a picnic area.



Playground and Picnic Shelter



Tennis Court



Trail along the water

Recreational Trail development in the city is best represented by the recently constructed Waterfront Trail running from Memorial Park to the Tomahawk Library. A short extension of the current trail would connect to the Hiawatha Trail and SARA Park and provide a basis for a larger waterfront trail system reaching from Memorial Park to Bradley Park. Use of the abandoned MT&W Railroad right-of-way provides a snowmobile/ATV trail into the heart of the city and connecting to other trail systems throughout the region.

Box Island presents the opportunity to develop some sort of recreational or open space facility that could be tied into a larger waterfront trail system. The recent program

of prairie restoration with nature trails and interpretive plaques that has been completed on Clark Island in Wausau could provide a relatively low-cost model for how this asset might be developed.

Energy & Telecommunications

Natural Gas and Electrical Service

Natural gas and electrical service in the City of Tomahawk is provided by the Wisconsin Public Service Corporation.

Dams

There are four dams in the Tomahawk area, although only one, the Jersey Dam is located within the city limits. All are considered large dams. Two, the King Dam and the Tomahawk (Bradley) Dam, are located on the Wisconsin River. The Jersey Dam, a hydroelectric facility owned by Wisconsin Public Service, is located on the Tomahawk River and creates the Jersey City Flowage. The Spirit Dam, adjacent to the Packaging Corporation of America plant is owned by the Wisconsin Valley Improvement Company, and creates the Spirit River Flowage. The King Dam, that creates Lake Alice, is a hydroelectric facility owned by Tomahawk Power & Pulp. The Tomahawk Dam is the oldest and largest of the dams, and was built originally by the city's founder William Bradley. When it was built in 1888 it was the largest dam in the United States. It is currently owned by Wisconsin Public Service Corporation and operated as a hydroelectric facility.

Telecommunications

Telephone service in the City of Tomahawk is provided by Verizon. This service features digital switches and is linked to a fiber optics & digital microwave network. Internet dial-up service and broadband DSL service is also available in the city. Wireless phone service is provided in the area by Alltel and Celcom.

Cable and Internet service is provided by Charter Communications.

Other Government Facilities

City Hall

Tomahawk City Hall is located at 23 North 2nd Street. The building was extensively remodeled in 1995, and contains the administrative offices of the City and the police station.

Library

The Tomahawk Public Library (300 West Lincoln Avenue) was constructed in 1995. Over 53,000 volumes are available, with an annual circulation of over 123,000 volumes. The Tomahawk Public Library is a member of the Wisconsin Valley Library Service. Through the WVLS shared system, library users may obtain one library card that can be used at any of the libraries within the system.

The library collections not only consist of both Adult and Children's Fiction and Non-fiction books, but also includes



City Hall and Police Department



Post Office

DVD's, Music CD's, Audio-books, Large Print Books, Westerns, Sci-Fi, Magazines, Newspapers, Picture Books, and a Teen Section. There are educational toys for the very young and also Children's pre-loaded Nooks. There are six Public Computer/Internet stations and WIFI for those that wish to work on their own laptops and tablets. A laser jet printer, a scanner, a photocopier, and faxing service are available for use by patrons.

County Annex

The County rents space at 310 West Wisconsin Avenue for outreach services. North Central Health Care sublets space from the County for mental health services. Meeting and office space is available to Veterans Affairs and other County departments on an as-needed basis.

County Garage

Located at 574 Southgate Drive is a garage that houses road equipment used in maintaining County Highways in the northern part of the county.

Lincoln Industries

Located at 1775 Kaphaem Road this facility provides a supportive work environment for developmentally disabled residents. Lincoln Industries is a non-profit company owned by the County and administered by the Social Service Department.

Senior Center

Located at 113 South Tomahawk Avenue, this facility is owned by the City and jointly managed with the Lincoln County Department on Aging, and provides a northern meal site and social setting for senior citizens in the Tomahawk area.

The Tomahawk Senior Center serves as an information and referral resource for senior citizens and their families. It is also a focal point for social, recreational and educational activities for area seniors. The center provides a comfortable environment where citizens can gather, socialize, dine and be active. The Tomahawk Senior Center provides home delivered and on site meals, two computers w/ wireless internet, theater trips, arthritis and other exercises, field trips, local shopping, movies, Wii sports/league bowling, stitching group, monthly foot care and Medicare basics review. The center also offers informational guides and guest speakers pertaining to healthy living and senior related issues.

Utility & Community Facility Issues

• **Wellhead Protection**

The City of Tomahawk has an excellent source of drinking water. The two existing wells produce abundant and high-quality water; so pure that it does not require chlorination. However, because they are located within two hundred feet of one another they are vulnerable to a single contamination source. A third well, perhaps at another location in the same aquifer, would lessen this risk.

Another aspect of this problem is the recharge zone for the City's wells extends under the area along Theiler Drive generally acknowledged to be the most likely to see residential growth in the future, and the area along Kaphaem Road including the site of the new Harley-Davidson plant. The City has adopted a Wellhead Protection Ordinance that should regulate any industrial uses that might affect water quality. This leaves open the question of the form that residential development might take in this area. Currently there is no sewer service, and the residences that have been built in the area rely on on-site disposal (septic) systems. The aquifer that provides the City's water is fairly shallow and the sand and gravel medium is extremely vulnerable to infiltration.

If development in this area is to continue to take place, dependent on the well and septic model, then large

lots would be required to assure that the aquifer does not become contaminated with effluent from these homes. If sewer and water service is extended to the area then such spread-out development will increase the cost of building the required infrastructure. Whether development should follow the more or the less compact model is dependent on whether there is the realistic expectation that sufficient demand will exist in the future to justify the expense of extending utility service to this area. Proper zoning to ensure that development occurs in a manner that will maximize the efficiency of any future infrastructure investments by the City in this area is a question that this Plan should address.

• **Low Water Pressure**

Particularly in the area of the school complex and along King Road there are issues associated with water pressure because this section of the water distribution system dead-ends. If a connection were made with the existing system near the SH-86 and US-51 intersection this would create a loop that would improve water pressure in both areas.

• **Aging Population**

The aging of the population of the City that is occurring will put certain constraints on the kinds of community facilities that need to be provided. There is a range of services that are needed by seniors. The quality and availability of hospital, nursing home, and especially EMS facilities is crucial to making the area a viable retirement destination. Seniors benefit from nutrition programs and from social support that gives them a fuller and richer life. There are a number of other policies, however, that address the problems that are particular to older residents.

Accessibility of public facilities is a consideration not merely to the disabled, but to the entire aging population. Curb cuts and handicapped ramps make it easier for everyone to get around. Also, transportation alternatives that allow those who can no longer drive, or choose not to, can open up opportunities for independent living and social support networks that are important to seniors and other special need populations.

• **Appealing To Nature Tourism**

Recently there has been increasing attention to the effects of the sedentary lifestyle on the health of Americans. Obesity has been described as an epidemic. One of the more obvious prescriptions for this condition is to get out and walk more or ride a bike. The infrastructure to support such a cure is clear: sidewalks or trails, and somewhere to go within walking or biking distance. Policies that foster walkability – such as a

requirement that new development provide sidewalks – are useful. Development of a citywide trail system offers residents an attractive way to get their exercise.

Recreational trails provide a benefit that goes beyond the salutary effect on individuals' health. With the growth in the popularity of biking as a sport and increasing interest in nature tourism, trail systems are an important means for drawing visitors to the city. Low cost, outdoor activities that made the most of the City's assets have the potential to open up new markets. Efforts to integrate trails within the City to the larger trail system in the county could tie together the two systems in a way that would expand recreational opportunities and bring a new class of visitors into the city.

- **Broadband Access**

Internet access is the key to the information economy. Broadband Internet is available through Charter Communication in the City along with cable TV service. Dial-up service is available through Verizon including DSL, as well as other providers such as AOL, NewNorth, and Earthlink. Wireless Internet is not available at this time. Access to high-speed Internet connection could prove to be an important part of Tomahawk economic development strategy.

Utilities and Community Facilities Goals, Objectives and Policies

Goal 1: Encourage adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for a harmonious mix of residential, commercial and industrial uses.

Objective A: Provide the appropriate level of community services and administrative facilities and practices, while striving for a low tax levy.

Objective B: Coordinate community facilities and utility systems development and use with land use, transportation, and natural resource planning.

Objective C: Protect public and environmental health through proper waste disposal.

Policy A: Assure a high-quality and abundant supply of water, including the possibility of A. establishing another source.

Policy B: Promote long-range sanitary sewer system planning to accommodate projected growth and development.

Policy C: Consider the options for the mapping of City utility systems.

Policy D: Support recycling by residents to reduce solid waste disposal.

Goal 2: Promote an effective and efficient supply of utilities, facilities and services that meet the needs and expectations of residents.

Objective A: Protect the lives, property, and rights of all residents through law enforcement and fire services.

Objective B: Support high quality educational opportunities for all residents.

Policy A: Help coordinate and support local emergency services and facilities (e.g., police, fire, rescue/EMS) through adequate funding, training, facilities, and equipment.

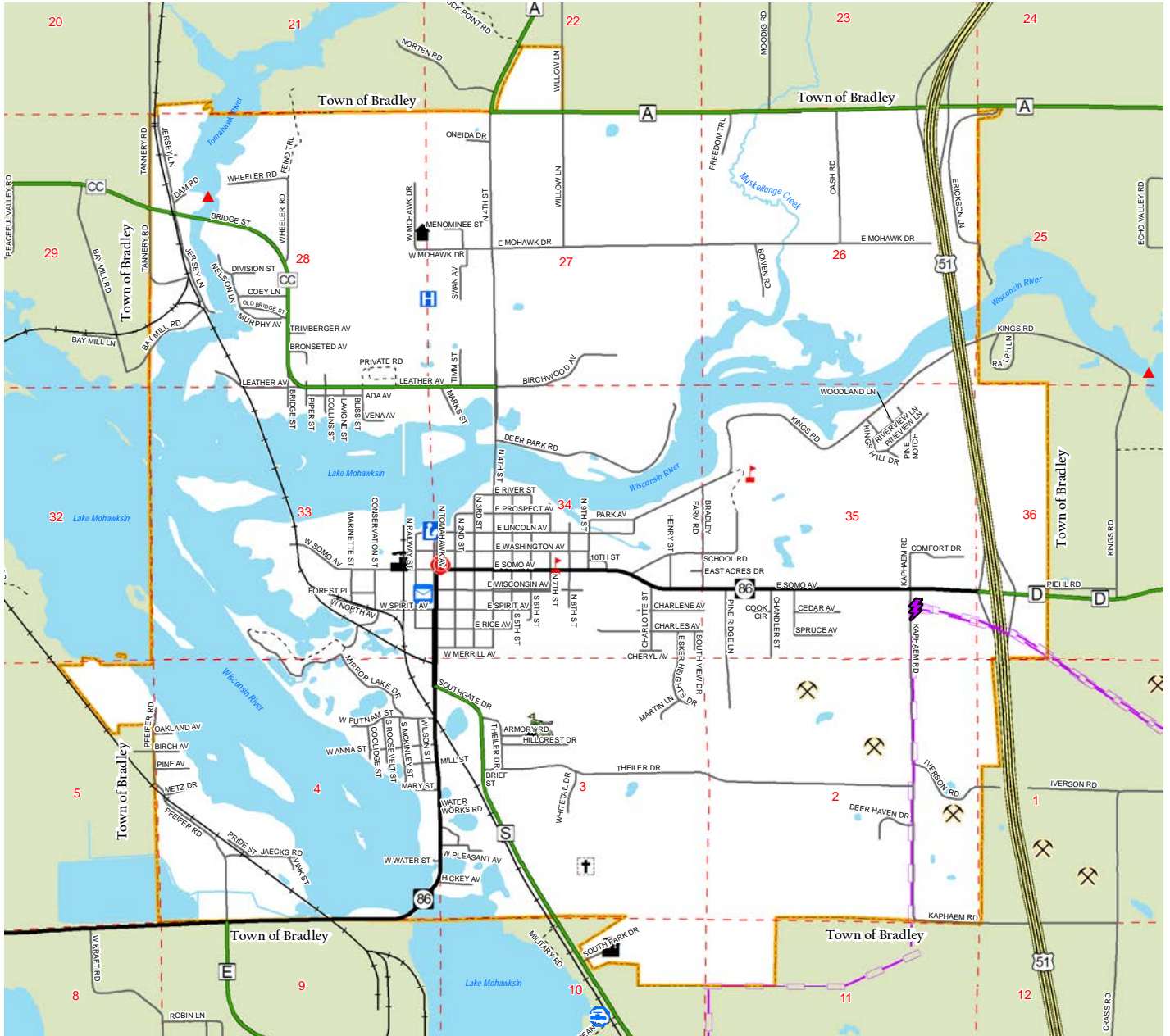
Policy B: Provide the kind of services and community facilities that respond to the special needs of an aging population, including the need for accessibility.

Policy C: Support strategies for enhancing telecommunication capabilities.

Goal 3: Provide sufficient park facilities to meet the outdoor recreation needs of residents.

Objective A: Utilize existing parks and City-owned land to create a comprehensive parks and trails system that provides an amenity for residents and visitors

Policy A: Develop a trail plan for the City that accommodates hiking, biking, as well as motorized activities while minimizing conflict between users, including a waterfront trail connection between Veterans Memorial Park and Bradley Park.

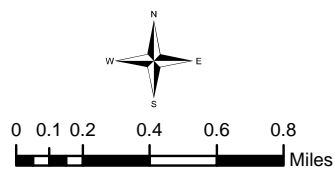


Legend

- Minor Civil Divisions
- Section Lines
- US Highway
- State Highways
- County Highways
- Local Roads
- Private Roads
- Railroad
- Water
- Cemeteries
- Fire Station
- Hospital
- Industrial Park
- Library
- National Guard Army
- Non-Metallic Mines
- Police Department
- Post Office
- Schools
- Town Halls
- High Voltage Powerline
- Substations
- Large Dams
- Public Water Supply
- Waste Water Treatment Plant

Source: WI DNR, NCWRPC
 This map is neither a legally recorded map nor a survey of the actual boundary of any property depicted. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.

 **North Central Wisconsin Regional Planning Commission**
 210 McClellan St., Suite 210, Wausau, WI 54403
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org



Chapter Five

Transportation

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

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, from roads to rails, 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 the non-automobile methods such as walking, biking, and using transit. The average commute time in the central sub-region, which includes Marathon County, was 18.7 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 age 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.

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.

North Central Wisconsin Regional Bicycle Facilities Network Plan

The North Central Wisconsin Regional Planning Commission (NCWRPC) is currently being updated to guide the development of bicycle facilities in north central Wisconsin. The vision of this plan is to increase the mobility of people within the Region by making bicycling a more viable and attractive transportation choice. The plan will strengthen the rural character of the County by connecting natural and cultural resource destinations and by connecting

communities, which also will have positive economic development effects from tourism.

The plan contains route selections from the Lincoln scenic bike and auto tour that includes STH 107, which has good bicycle suitability, and STH 17, which is not so well suited to bicycling and should be a candidate for bicycling improvements such as an expanded paved shoulder.

Road Network

Roads are commonly classified in one of two ways: by ownership or by purpose. Jurisdictional responsibility refers to ownership of a particular road, while functional classification, identifies the road by the level of service it provides.

Jurisdiction

Jurisdiction refers to governmental ownership, not necessarily responsibility. For example, some State owned roads are maintained by local jurisdictions. Additionally, the designation of a public road as a “Federal-aid highway” does not alter its ownership or jurisdiction as a State or local road, only that its service value and importance have made that road eligible for Federal-aid construction and rehabilitation funds.

Ownership is divided among the Federal, State, and local governments. States own over 20 percent of the national road network. The Federal Government has responsibility for about 5 percent, primarily in national parks, forests, and Indian reservations. Over 75 percent of the road system is locally controlled.

In some cases, local municipalities are responsible for conducting routine maintenance and minor repairs on State and Federal highways within their jurisdictional boundaries. In return, the State generally provides financing to those jurisdictions. However, major repairs and reconstruction are generally still the responsibility of the State Department of Transportation.

Functional Classification

According to the Wisconsin Department of Transportation, a functionally classified road system is one in which streets and highways are grouped into classes according to the character of service they provide, ranging from a high degree of travel mobility to land access functions. At the upper limit of the system (principal arterials, for example), are those facilities that emphasize traffic mobility (long, uninterrupted travel), whereas at the lower limits are those local roads and streets that emphasize access.

The functional classifications are generally defined as:

Principal Arterials serve corridor movements having trips length and travel density characteristics of an interstate or



Local Roads Downtown

interregional nature. These routes generally serve all urban areas with a population greater than 5,000 or connect major centers of activity, the highest traffic volumes and the longest trip desires.

Minor Arterials, in conjunction with principal arterials, serve cities, large communities, and other major traffic generators providing intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials.

Collectors provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. The collector system distributes trips from the arterials through the area to the local streets. The collectors also collect traffic from the local streets and channel it onto the arterial system.

Local Streets comprise all facilities not on one of the higher systems. They serve primarily to provide direct access to abutting land and access to the higher order systems. Local streets offer the lowest level of mobility, and serve the through-traffic movement on this system is usually discouraged.

Major Road Facilities

Roadway facilities, including jurisdictions (i.e. U.S., State, and County highways) are shown on the Transportation Map. The following is a brief description of the major road facilities located in the Village. Functional classification, jurisdiction, and Annual Average Daily Traffic (AADT), when available, are summarized for all major roads.

Principal Arteries:

- USH 51: Runs north and south on the eastern edge of the city.

Major Collectors:

- STH 86/CTH D: Runs east and west through the City,

south of the Wisconsin River.

- CTH A: Runs east and west on the northern most edge of the City, north of the Wisconsin River.
- CTH S: Runs south from STH 86.
- CTH CC: Enters City from the west north corner, and is otherwise known as Bridge Street.

Minor collectors:

- Lincoln Avenue
- Kings Road
- West Somo Avenue
- Spirit Avenue
- Segments of 4th St, 3rd St, 2nd St and Forest Place

The City of Tomahawk road network consists of roughly 2 miles of federal highways, 4.5 miles of state highways, 1.3 miles of county highways, and 40.6 miles of local roads. See Map 5.

Map 5 – Transportation

Other Transportation Modes

Trails are an important part of the transportation network in a community. Not everyone has access to a vehicle and many that do seek options to driving. Certain segments of the populations in the community rely on these for access to shopping, medical services and other needs. See Map 6.

Map 6 – Trails

Pedestrian

Sidewalks are the primary locations within Tomahawk to safely walk. A complete sidewalk system is necessary to connect most housing with most activity centers like the downtown area and other local destinations.

The typical walking trip is less than 1 mile in length. Issues of most concern to pedestrians are the missing section of a sidewalk, broken sidewalks, an intersection without curb ramps, or the construction zone that forces pedestrians to walk in a traffic lane.

All trails listed under Bicycling are also open for walking. All roads except USH 51 are available for pedestrian travel.

Bicycle

Bicycles are vehicles that must obey all traffic laws. Bicycles are not allowed on sidewalks in the City, unless bicyclists are in the learning stage or are closely supervised by an adult.

All roads except USH 51 are available for bicycle travel. CTHs A, S and STH 86 west as they leave the City are not recommended for bicycle travel. The Bicycle Federation of Wisconsin along with WisDOT have determined what the bicycling conditions are on all county and state highways.

Two multi-purpose trails exist in Tomahawk – the Hiawatha



Lumber Truck

trail and section of Segment 69:

Bearskin-Hiawatha State Trail uses a former railroad right-of-way as the trail. The Hiawatha State Trail starts in Tomahawk and travels about 6.4 miles north, crossing USH 8 to the Oneida County line where the trail ends. The railroad grade continues to Minocqua, but is not part of the trail until crossing CTH K. The Bearskin Trail then begins at CTH K and travels 18.3 miles north toward Minocqua on the same railroad grade as the Hiawatha State Trail. Bicyclists may use county Highway L in Oneida County as a connector between the Hiawatha and Bearskin State Trails.

Proposed Trails:

Segment 69: Tomahawk to Crandon: This abandoned rail corridor would link these two communities via an off-road connector. This corridor intersects the Langlade County to Michigan corridor at Pelican Lake and links the Argonne to Shawano corridor in the east with the Tomahawk to Wausau corridor in the west. This short linking corridor provides opportunity to access the very popular Hiawatha-Bearskin Trail from other corridors to the east. The corridor runs primarily through heavily forested lands in Lincoln and Langlade Counties.

Segment 18: Tomahawk to Wausau (Northern Region): From the end of the Bearskin/Hiawatha Trail in Tomahawk, this corridor would extend south to Merrill, and then into the West Central Region terminating in Wisconsin Dells. Part of State Highway 107 has wide shoulders to accommodate bicycles and was identified in the Wisconsin Bicycle Transportation Plan 2020. When the remaining section of highway is reconstructed, wide shoulders will be included.

ATVs/Snowmobiles

The City has a policy that permits snowmobiles and ATVs to use some city streets and certain designated trails within the city when the temperature is below 28 degrees.

Bus/Transit

There are no transit systems within Tomahawk. The City of Merrill is the nearest transit system. Intercity bus routes do not exist within Lincoln County.

Transportation Facilities for Disabled

Para-transit is a specialized transit service to serve elderly or handicapped who require more accessible vehicles and flexible routing. Providers of this service are usually existing municipal transit operators, taxi companies, and private companies with buses and vans.

Handi Van is a private company with a wheelchair equipped van providing medical appointment transportation for Tomahawk residents Monday to Friday.

Senior Shuttle is sponsored by Tomahawk Community Bank and the flexible service is coordinated by the Tomahawk Senior Center.

Rail

Canadian National owns tracks in the city and the surrounding area. Tomahawk Railway has a short rail line that provides freight rail service from the City to a few miles south.

Airports

Air Carrier/Air Cargo airports closest to Tomahawk are the Rhinelander/Oneida County Airport (RHI) in Rhinelander, and the Central Wisconsin Airport (CWA) in Mosinee.

Transport/Corporate airports are intended to serve corporate jets, small passenger and cargo jet aircraft used in regional service and small airplanes (piston or turboprop) used in commuter air service. The only difference between a transport/corporate airport and a commercial airport is that the commercial airport has scheduled passenger service.

Utility airports are intended to serve virtually all small general aviation single and twin-engine aircraft, both piston and turboprop, with a maximum takeoff weight of 12,500 pounds or less. These aircraft typically seat from two to six people and are now commonly used for business and some charter flying as well as a wide variety of activities including recreational and sport flying, training, and crop dusting. Tomahawk has a Basic Utility B airport.

Transportation Issues

- Creation of a walking trail between the Library and SARA Park.
- Establishing a second road into the hospital from the west.
- Trucks speeding through town from USH 51 to STH 86 on Somo Ave.
- No cab service available.
- Truck traffic through intersections not designed for trucks, and traffic signals needed at:
 - Somo & North 4th St.
 - Mohawk Dr. & North 4th St.

Transportation Goal, Objectives and Policies

Goal 1: Promote an integrated and efficient transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including disabled citizens

Objective A: Support and maintain a safe and efficient street system.

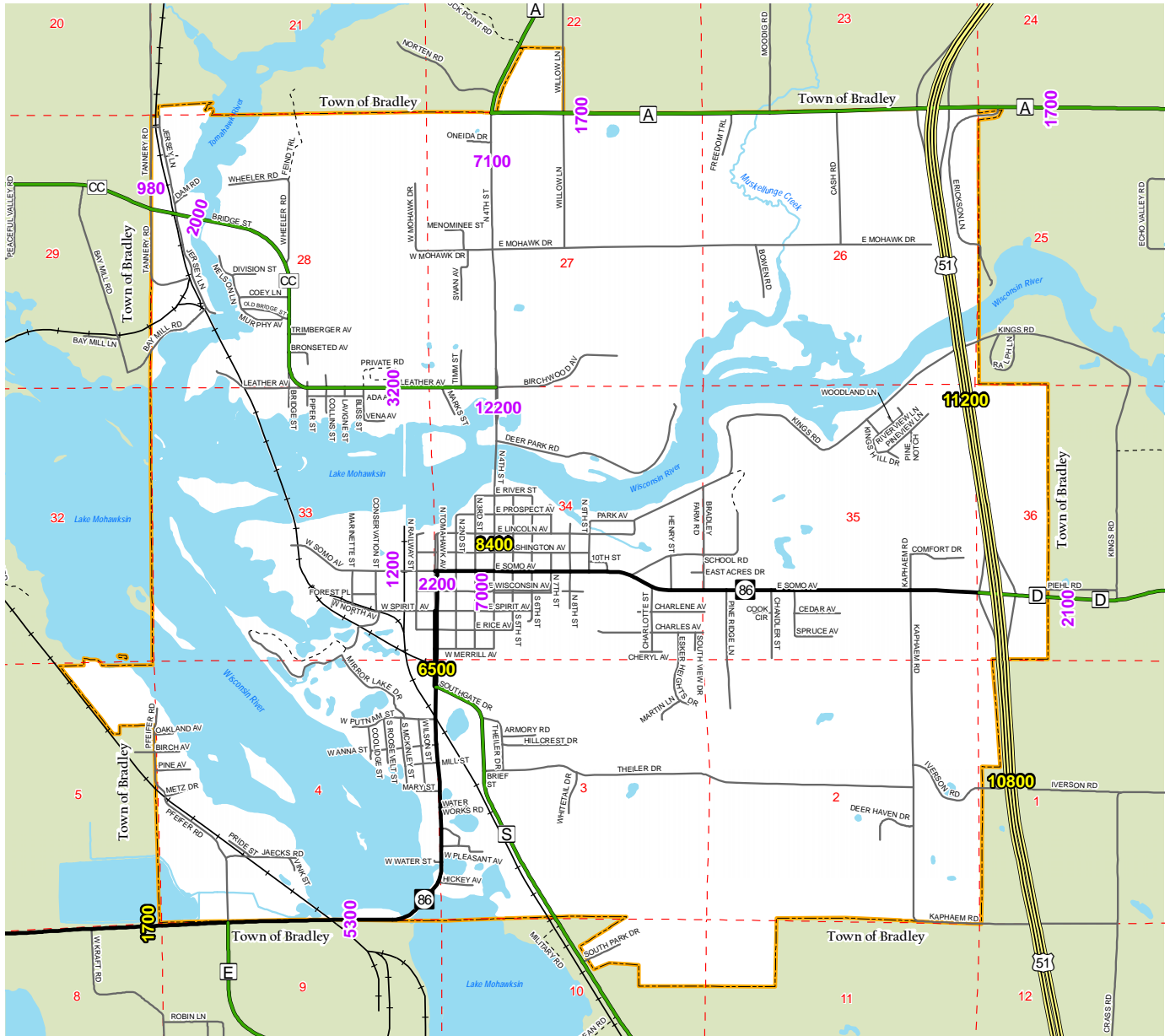
Objective B: Promote the development of sidewalks, multi-use trails, and trail linkages.

Policy A: Establish and maintain a five-year street layout plan using PASER software to inventory and rate the local roads.

Policy B: Consider road locations, extensions or connections to adjacent development when reviewing development plans and proposals.

Policy C: Work with the County and WisDOT to coordinate transportation planning.

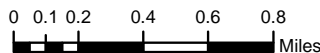
Policy D: Consider extension of trails as part of new development.



Legend

- Minor Civil Divisions
- Section Lines
- US Highway
- State Highways
- County Highways
- Local Roads
- Private Roads
- Railroad
- Water

- 500 Daily Average Traffic Count, 2010
- 500 Daily Average Traffic Count, 2013

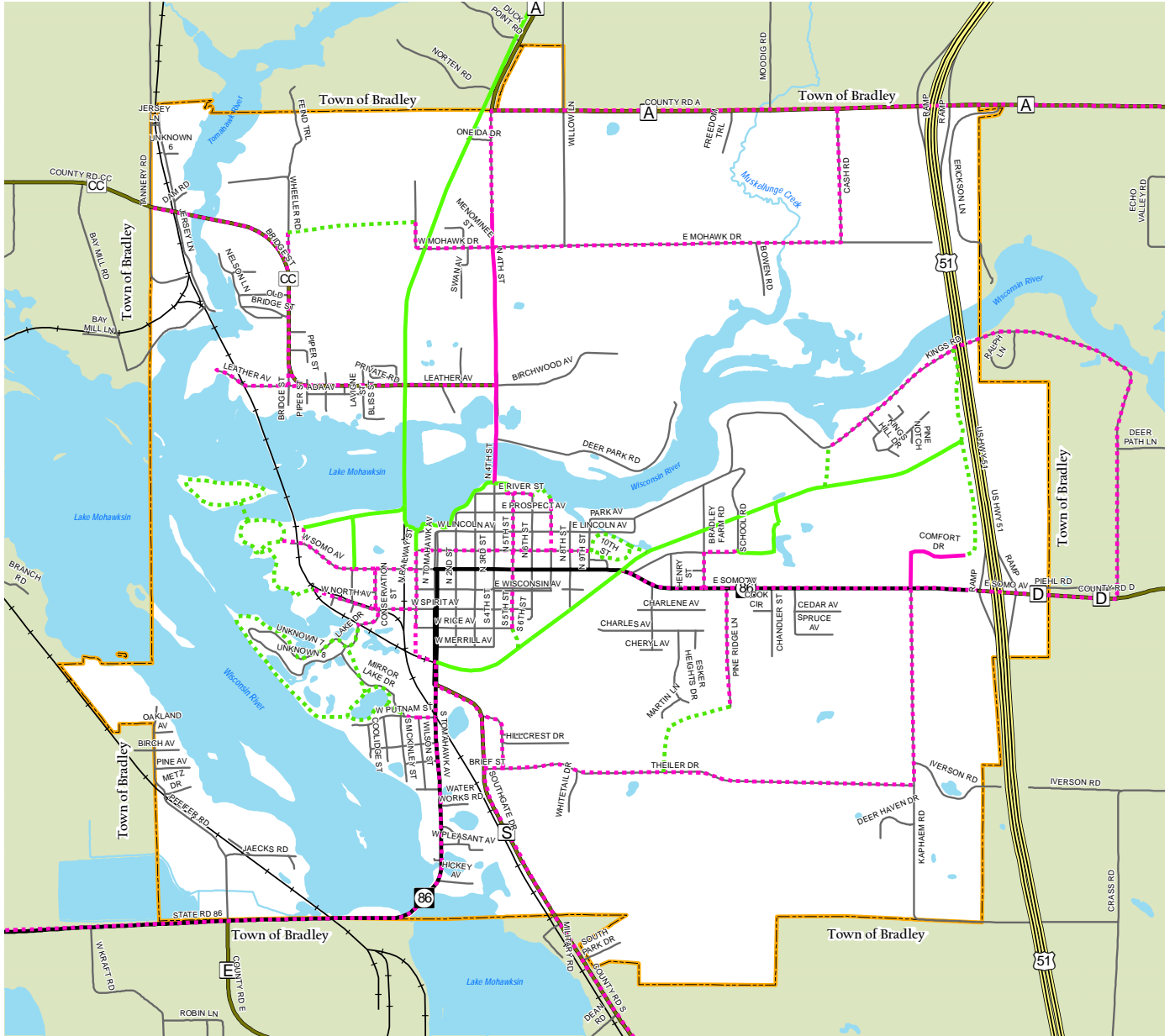


Source: WI DNR, NCWRPC, Wis DOT
 This map is neither a legally recorded map nor a survey of the actual boundary of any property depicted. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



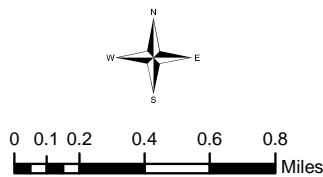
**North Central
 Wisconsin Regional
 Planning Commission**

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



Legend

- Existing On Road
- - - Proposed On Road
- Existing Off Road
- - - Proposed Off Road
- - - Minor Civil Divisions
- US Highway
- State Highways
- County Highways
- Local Roads
- Railroad
- Water



Source: WI DNR, NCWRPC, Wis DOT
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Chapter Six

Economic Development

The condition of the local economy directly influences local growth and development, and therefore must be considered when planning for a community's future. Employment patterns and economic trends generally occur on a regional scale. Oftentimes residents of one community work in another. Similarly changes in a major industry can impact jobs and growth far beyond the community where the business is physically located.

It is therefore important to understand a local community's economy in light of its regional context. The following section provides a brief overview of the economy in Lincoln County, in terms of the economic environment, key economic sectors and the regional labor force and employment projections. A more specific description of Lincoln City includes employment trends, major local employers or industries, and where most residents of the City of Tomahawk work. Potential economic development opportunities and/or issues regarding the local economy are also identified.

Previous Plans and Studies

The following is a list of previous plans and studies related to economic development in Lincoln County and the City of Tomahawk:

Lincoln County Comprehensive Plan, 2011

The 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 in the plan recommendation section. Some of the recommendations relate to site availability, desired economic focus, reuse of environmentally contaminated sites and design standards.

North Central Wisconsin Regional CEDS, 2017

Lincoln County is one of ten counties included in the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, Economic Development Administration (EDA). The North Central Wisconsin Regional Planning Commission (NCWRPC) is the agency that is responsible for maintaining that federal designation. As part of maintaining that designation, the NCWRPC annually prepares a Comprehensive Economic Development Strategy (CEDS) report. The report serves to summarize and assess economic development activities of the past year and present new and modified program strategies for the upcoming year.

Key findings from this regional level plan involve an inventory of the physical geography of the Region and its resident population. Labor, income, and employment data are covered with analysis of the economic status of the Region.

Regional Livability Plan: 2014

The NCWRPC developed this plan as an update of its Regional Comprehensive Plan. One component of this plan is the Economic Development Chapter. Within this chapter, economic indicators are analyzed on a regional level and economic infrastructure is inventoried. The chapter offers some regional goals and policies for the development of the regional economy over the next two decades.

Key findings from this regional level plan are:

1. The Region's labor force participation rates are increasing and unemployment is decreasing.
2. Primary export industries include agriculture, forestry, manufacturing, transportation, communication, and retail.
3. The Region's economy is mostly comprised of slow growth industry, but it is shifting into a service based economy, which shows much faster growth rates.
4. The Region is a competitive location for new industry

starts compared to national average.

5. The Region has several available industrial parks.

Tomahawk and Tourism: Trends, Strategies & Outlooks

This report is based on a series of focus group meetings conducted in 2005 to discuss issues surrounding tourism. A number of ideas were suggested, including the need to focus on Tomahawk's unique characteristics and the area's natural resources. The need to communicate what is available, and break dependency on weather, along with the need for more family-friendly options was discussed. Considerable attention was paid on how resorts in the area could improve the quality of the product they offered, including some sort of tour and consortium of resort owners that would allow for sharing of information and ideas. Creating partnerships and travel packages were seen as one way to more effectively market local resorts. Opportunities for expansion were seen in some markets, particularly golfers and ATV-riders. ATV trail development presents special challenges that must be dealt with in a comprehensive manner.

In looking at how to improve tourism to the Tomahawk area changes that have taken place in visitor behavior should be acknowledged. The most important of these may be that people are more likely to take a number of shorter periods of time off. Rather than a single one or two week vacation the pattern in recent years has been for families to take a number of "mini-vacations"; long weekends are becoming a more common form of travel than full-fledged vacations because of the time pressures of jobs and activities on modern families. At the same time, many Northwoods resorts are being converted to condominium ownership. This gives the owners the advantages of owning their own recreational property while leaving most of the responsibility of maintenance in the hands of others. Both of these changes speak to a changing demographic among visitors: more retirees and shorter, more frequent visits from families.

Tomahawk Business Retention and Expansion Survey Report

This survey of area businesses was conducted by University of Wisconsin – Extension to determine the feelings of local businesses about the local economic climate and particularly the need for collaborative action on the part of local businesses. The core of the survey was five open-ended questions that respondents answered. Most of the good things about doing business in Tomahawk had to do with advantages of friendly, small-town life, trust and personal service. Many of the barriers to doing business related to the difficulty in competing with "big box" stores located elsewhere.

When asked what could be done to overcome these barriers there were a number of suggested special events and other cooperative strategies. The final two questions asked what

the Chamber of Commerce and local government could do to remove economic barriers. When asked about their willingness to participate in collaborative strategies to improve the business climate in Tomahawk the response was positive, but not strongly so. There was a greater willingness to contribute time to such a strategy than funding. Overall the survey indicates the beginnings of the commitment necessary for a collaborative economic development strategy.

County Economic Setting

In 2001, there were 12,123 jobs in the County, according to Emsi (2017.1). By 2010, employment had decreased by 16 percent to 10,236 jobs. Majority of the losses were seen in the Manufacturing industry, which 1,323 jobs. Within this industry, the Wood Product Manufacturing subindustry experienced the largest decline in jobs.

By 2015, the county economy had added 510 jobs over 2010 for a total of 10,749. The largest net increase in jobs was in the Finance and Insurance industry, which added 113 jobs. This was an increase of 15 percent. The second and third largest gains were seen in the Administrative and Support and Waste Management and Remediation Services industry, adding 113 jobs, and the Wholesale Trade industry, which added 94 jobs since 2010. 13 out of the 20 industries in Lincoln County have added jobs, including Manufacturing, since 2010.

Key Economic Sectors

Key sectors of a regional economy can be identified by size; by growth or decline in employment; by a concentration of the industry in the local area exceeding the national concentration. An industry that shows a higher concentration of employment than the national average is considered a "basic industry" and is identified by a technique called "Location Quotient" analysis. Basic industries are those sectors that export a product or service from the local community into the national or international economy. They are a critical part of the "economic engine" for a region, affecting the growth and health of many dependent sectors such as retail, transportation, construction, and local services. In Lincoln County, basic industries include Manufacturing, Finance and Insurance, and Crop and Animal Production.

In 2016, there were 10,886 jobs in Lincoln County and had a Gross Regional Production of 921 million dollars in 2014. **Table 6.1** shows a select number of industries by employment in Lincoln County in 2011 and 2016. In 2016, the Manufacturing Industry (NAICS 31) was the largest employment sector with 2,547 workers. Government (NAICS 90) and Retail Trade (NAICS 44) were second and third with 1,788 and 1,219 workers respectively.

Table 6.1: Jobs by Industry - Lincoln County

NAICS	Description	2011 Jobs	2016 Jobs	2011-2016 Net Change	2011-2016 % Change
31	Manufacturing	2,460	2,547	87	4%
90	Government	1,788	1,736	-52	-3%
44	Retail Trade	1,219	1,338	119	10%
52	Finance and Insurance	915	1,051	136	15%
62	Health Care and Social Assistance	905	951	46	5%
72	Accommodation and Food Services	744	854	110	15%
48	Transportation and Warehousing	389	444	55	14%
23	Construction	360	435	75	21%
81	Other Services (except Public Administration)	294	235	-59	-20%
42	Wholesale Trade	282	370	88	31%
11	Crop and Animal Production	141	148	7	5%
Total		10,102	10,886	784	8%

Source: EMSI 2016.3

In terms of job growth, Administrative and Support and Waste Management and Remediation Services (NAICS 561) was the fastest growing industry from 2011 with a growth rate of 113 percent, adding 122 jobs. The Management of Companies and Enterprises industry (NAICS 55) was second, employing an additional 47 workers, a 37 percent increase. The third fastest industry was Wholesale Trade (NAICS 42) increasing 31 percent, or 4 workers. The Finance and Insurance (136 jobs), Administrative and Support and Waste Management and Remediation Services (122 jobs), and Retail Trade (119 jobs) added the most jobs overall. Accommodation and Food Services came in fourth, adding 119 jobs.

It should be noted that the number of employees in certain sectors, particularly those workers engaged in Crop and Animal production, which includes forestry, may be understated because this information utilizes the Wisconsin Department of Workforce Development data; those who are self-employed or work in family businesses are not reflected in this data.

Two industries lost jobs from 2011 to 2016. Government (NAICS 90) lost 52 jobs, decreasing 3 percent. Other Services (NAICS 81) decreased its employment by 20 percent, or 59 jobs.

In 2014, Lincoln County generated 1.8 billion dollars in export revenue. Export revenue is money received in the region through foreign and external domestic sources. Manufacturing was the highest export industry accounting for over 827 million dollars, or 45.3 percent of total export revenue. Government was the second highest export industry accounting for over 270 million dollars, or 14.8 percent of total export revenue. Finance and Insurance was the third highest export accounting for over \$266 million, or 14.6 percent. Lastly, Crop and Animal Production produced

81 million dollars in exported sales. The ability to export goods and services is essential to the county's economy as it introduces new money to the economy, rather than simply circulating money that is already in the region. This influx of new revenue is redistributed throughout the economy at local restaurants, suppliers, and retailers.

Job Growth

Between 2011 and 2016, Lincoln County added 784 jobs, an increase of 7.8 percent. The State of Wisconsin experienced a job growth of 8.8 percent and the nation which increased 10.3 percent. Based on National Growth Effect (1,117), an Industry Mix Effect (-321), and the Competitive Effect (247) the region would expect to add 1,043 jobs in this industry over the next ten year time period based on a shift share analysis.

While a location quotient analysis provides a snapshot of the economy at a given time, shift-share analysis introduces trend analysis (change over a period of time). This is an analysis technique that examines economic change and incorporates a "what-if" component. The theory behind shift-share is that local economic trends can be determined to be "up" or "down" relative to national trends, called the National Growth Component. It also identifies if the growth is in fast or slow growing industries or sectors, call Industrial Mix; and finally, it identifies how competitive an area is for attracting different economic sectors, called the Competitive Share. Both models use the same employment data.

The industrial mix effect represents the share of regional industry growth explained by the growth of the specific industry at the national level. The national growth effect explains how much the regional industry's growth is explained by the overall growth in the national economy. The regional competitiveness effect explains how much of the change in a given industry is due to some unique

competitive advantage that the region possesses, because the growth cannot be explained by national trends in that industry or the economy as a whole. As a result of the regions unique competitiveness, the county should continue to grow.

Local Economic Setting

Tomahawk’s first economic endeavors were centered primarily on logging activities. Today, Tomahawk is a manufacturing center with Harley-Davidson, Packaging Corporation of America, Northland Stainless, Daigle Bros. Inc. and Louisiana-Pacific all operating facilities in or near the City limits.

In 2010, there were 2,745 primary jobs in the in the City, according to the Longitudinal Employer-Household Dynamics Data. While this number was relatively close to jobs numbers seen in the early part of the decade, the number would decrease in 2012, to 2,053 jobs. This was a loss of 692 jobs. The city rebounded slightly by 2014 with 90 jobs. The number of jobs in the city can be seen in **Display 6.1**. 26.8 percent were making \$1,250 per month or less in 2010. By 2014, this figure had increased slightly to 27.7 percent.

In 2010, the manufacturing sector was the largest employer in the City. However, by 2014, the manufacturing industry employed only about half the number of people. **Table 6.2** shows the number of jobs by industry sector in the City.

Nonetheless, manufacturing remains the largest employer, employing 25.2 percent of the population in 2014. Retail trade was the second largest, employing 327 workers, which comprises 15.3 percent of the workforce. The third largest employer was Health Care and Social Assistance, which employed 290 workers, or 13.5 percent of all workers in the city.

In terms of job growth from 2010 to 2014, the fastest growing industries were the Management of Companies

and Enterprises industry, which increased from zero to 34 jobs. The Administration & Support, Waste Management and Remediation industry was the second fastest growing industry, which increased 1,175 percent, adding 71 jobs. The third fastest growing industry was Wholesale Trade. This industry grew 83 percent, adding 25 jobs. In terms of overall growth, Administration & Support, Waste Management and Remediation industry was the fastest growing industry, with 71 jobs.

Eleven industries lost jobs, with the largest losses in manufacturing (-471 jobs), retail trade (-60 jobs), and public administration (-58 jobs).

Display 6.2 shows worker inflow and outflow. The figure indicates that 385 residents both worked and lived in the city in 2014. This was 25.2 percent of the city’s working residents. 1,142 residents left the area to work, while 1,758 commuted into the city to work. 3.4 percent of the imported workforce, or 73 workers, came from the City of Merrill, more than any other municipality. Rhinelander sent 68 workers, while the City of Wausau sent 29. 43.8 percent of commuters to Tomahawk drive less than 10 miles, while 18.2 percent drive a distance greater than 50.

Local Development Groups

The city is served by three economic development organizations: The Tomahawk Development Corporation, the Tomahawk Area Chamber of Commerce, and the Lincoln County Economic development Corporation.

The Tomahawk Development Corporation is a formal organization that works with the City to attract industrial development. The organization was involved in creating both the north and south industrial parks. Currently they are searching for property to expand industrial space.

The Chamber of Commerce in general promotes development and advocacy of business and tourism. It was formed in 1919 by area merchants. The focus of the organization is tourism and events.

Display 6.1: Number of Jobs in the City

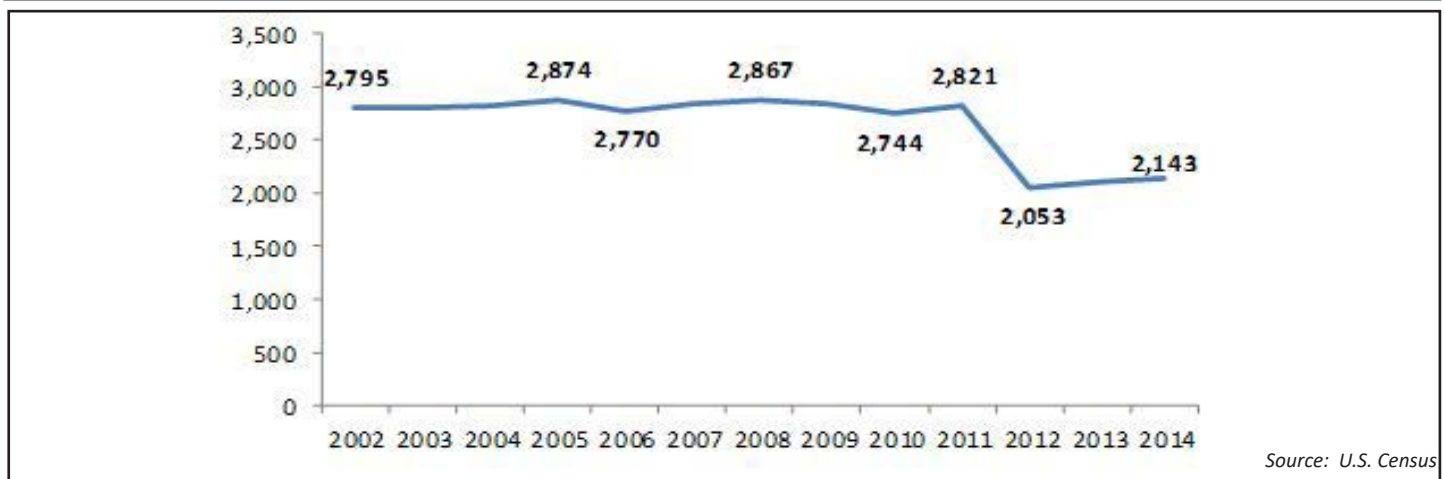


Table 6.2: Local Jobs by NAICS Industry Sector

	2010		2014		2010-2014	
	Count	Share	Count	Share	% Change	Net Change
Agriculture, Forestry, Fishing and Hunting	36	1.3%	39	1.8%	8.3%	3
Mining, Quarrying, and Oil and Gas Extraction	0	0.0%	0	0.0%	0.0%	0
Utilities	5	0.2%	5	0.2%	0.0%	0
Construction	118	4.3%	125	5.8%	5.9%	7
Manufacturing	1,011	36.8%	540	25.2%	-46.6%	-471
Wholesale Trade	30	1.1%	55	2.6%	83.3%	25
Retail Trade	387	14.1%	327	15.3%	-15.5%	-60
Transportation and Warehousing	48	1.7%	31	1.4%	-35.4%	-17
Information	54	2.0%	33	1.5%	-38.9%	-21
Finance and Insurance	59	2.2%	75	3.5%	27.1%	16
Real Estate and Rental and Leasing	13	0.5%	6	0.3%	-53.8%	-7
Professional, Scientific, and Technical Services	16	0.6%	13	0.6%	-18.8%	-3
Management of Companies and Enterprises	1	0.0%	34	1.6%	3300.0%	33
Administration & Support, Waste Management & Remediation	4	0.1%	75	3.5%	1775.0%	71
Educational Services	208	7.6%	169	7.9%	-18.8%	-39
Health Care and Social Assistance	333	12.1%	290	13.5%	-12.9%	-43
Arts, Entertainment, and Recreation	1	0.0%	0	0.0%	-100.0%	-1
Accommodation and Food Services	222	8.1%	179	8.4%	-19.4%	-43
Other Services (excluding Public Administration)	75	2.7%	81	3.8%	8.0%	6
Public Administration	124	4.5%	66	3.1%	-46.8%	-58
Total	2,745	100%	2,143	100%	-21.9%	-602

Source: U.S. Census 2000, 2010

Local Development Tools

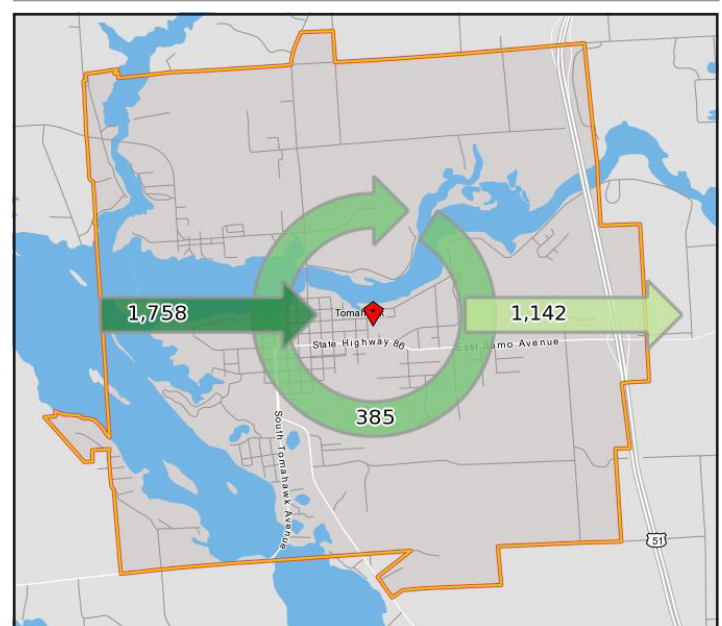
There are three active Tax Increment Financing (TIF) Districts in Tomahawk. TIF districts allow local governments to invest in infrastructure and economic development projects and apply the increment of increased property tax revenue realized by those projects in retiring the costs of those improvements.

TIF #1 is on the north side of the city and includes the former Harley-Davidson north plant and the motel on North 4th Street. This district also includes some residential development.

TIF #2 includes the Somo Avenue Harley-Davidson plant, the Louisiana Pacific facility on the city’s far south side, the new Harley-Davidson plant on Kaphem Road, and the Comfort Inn area adjacent to the 51/86 interchange. The first three of these facilities are connected by generally narrow strips of undeveloped land, but from the Kaphaem Road Harley-Davidson plant north the district encompasses the land between Kaphaem and Highway 51 and the Gateway District north of Highway 86 up to the abandoned railroad tracks.

TIF #3 district includes the former site of Tomahawk Tissue Co. on a peninsula at the mouth of the Tomahawk River

Display 6.2: Worker Inflow/Outflow



Source: NCWRPC

at the end of Leather Street in the northwest section of the city. This is an environmental TIF designed to pay for clean-up and reclamation of the former industrial site in preparation for redevelopment.

Employment Projections

Due to the small number of jobs in the City of Tomahawk, compared to other larger urban areas, projecting employment for the city along is difficult. However, employment data is available at the zip code level that encompasses the City of Tomahawk, 54487 as well as the surrounding area. **Table 6.3** shows projections provided by Economic Modeling Specialists International (Emsi) for the zip code, show a 14 percent increases between 2016 and 2026. This equates to 451 jobs. The fastest growing industry is projected to be Utilities, which would add 7 jobs. Overall, Manufacturing is expected to add the most jobs (202), growing 21 percent.



Industrial Park

Table 6.3: NAICS Job Projections, 2016-2026

NAICS	Description	2016 Jobs	2026 Jobs	2016-2026	
				% Change	Net Change
31	Manufacturing	971	1,173	21%	202
11	Crop and Animal Production	65	62	-5%	-3
23	Construction	238	306	29%	68
44	Retail Trade	537	648	21%	111
81	Other Services (except Public Administration)	113	109	-4%	-4
72	Accommodation and Food Services	325	336	3%	11
62	Health Care and Social Assistance	418	437	5%	19
22	Utilities	12	19	58%	7
21	Mining, Quarrying, and Oil and Gas Extraction	11	14	27%	3
52	Finance and Insurance	81	75	-7%	-6
71	Arts, Entertainment, and Recreation	29	37	28%	8
48	Transportation and Warehousing	54	58	7%	4
42	Wholesale Trade	64	87	36%	23
90	Government*	202	201	0%	-1
61	Educational Services*	19	25	32%	6
51	Information	13	<10	N/A	N/A
53	Real Estate and Rental and Leasing	<10	<10	N/A	N/A
56	Administrative and Support and Waste Management and Remediation Services	25	37	48%	12
54	Professional, Scientific, and Technical Services	17	14	-18%	-3
99	Unclassified Industry	0	0	0%	0
55	Management of Companies and Enterprises	0	0	0%	0
Total:		3,202	3,653	14%	451

Source: U.S. Census 2000, 2010

*Emsi classifies the Government and Education Services differently than the Longitudinal Employer-Household Dynamics (LEHD) data used in the previous section. All establishments in the main Emsi NAICS hierarchy are private sector only, except for the Government Industry. This accounts for the large differences between the educational sector in Table 6.2 and Table 6.3, as most of the educational workers in Table 6.2 would be under Government in Table 6.3.

Tomahawk City Strengths and Weaknesses

Strengths

- Two fully serviced industrial parks, South and North Park. In 2005 the Nork Park was expandable and had municipal infrastructure in place already.
- Transportation access to US Highway 51/39, US Highway 8, State Highways 86, and 107, and County Highways A, CC, D, and S.
- A public-use airport with a 4,000 foot x 75 foot runway suitable for commercial and freight service. It is classified as a Basic Utility – B Airport.
- Rail service available from Canadian National Railroad, and Tomahawk Railway.
- Cable TV and high speed internet access are provided by Charter Communications.
- Available TIF capacity
- Water, sanitary sewer and local roads throughout the City.
- The City is served by three economic development organizations. The Tomahawk Development Corporation, the Tomahawk Chamber of Commerce, and the Lincoln County Economic Development Corporation. These organizations have been proactive in the past, commissioning a number of different studies and strategic plans, such as a downtown redevelopment plan, a tourism strategy, and a retail trade assessment. These types of resources enhance the city's ability to maintain and expand its economic base.

Weaknesses

- During the past several years, the city has experienced a large decline in its manufacturing sector, which was the basis of the local economy.
- Lack of industrial park space
- The need for aesthetic appeal at the primary entrance to the community, the Highway 51/86 interchange.
- The need for revitalization of the Downtown area.
- The City as no available air-quality permitting capacity, and any new manufacturing operation to locate in Tomahawk would have to be a low air pollution operation

Economic Development Issues

Downtown Revitalization

Historically the downtown was the center of commerce. However, the Highway 51 bypass has proven a challenge for a number of downtown businesses. This is also true of the commercial district along North 4th Street, the former route of Highway 51. In the roughly thirty years since the bypass was constructed businesses in the downtown and along North 4th Street have struggled

to compete with large-scale operations with better highway connections in nearby communities. Economic development tools that make the most of the historic character of the downtown, or that maximize the advantages of the existing businesses along North 4th Street could go a long way toward recapturing some of the retail spending currently being lost to other communities.

In the past, much of the City's economic development efforts have been directed attracting manufacturing to the city. Because of the importance of small business to the local economy more effort directed at strengthening existing businesses may prove more effective.

Labor Force Skills

The lack of jobs skills was first identified by existing manufacturing and other entry-level employers is the issue of workforce skills. At the time local firms dedicated time and money to train their labor force to minimal levels. However it was identified as a problem because the training takes funds away from other functions of the business. This also creates difficulty in attracting new employers.

Since this time, the North Central Wisconsin Workforce Development Board also pointed to this issue in the Workforce Innovation and Opportunity Act Local Plan, 2016-2020. The assessment also found that a vast majority of employers were complaining about the dearth of skilled applicants and high job turnover. Furthermore, employers also complained that youth workers lacked "soft skills".

Role of Tourism

Tomahawk is at the center of an area rich in lakes, forests and other Northwoods amenities. Although the City has never been as dependent on visitors as some nearby communities, tourism has been and will continue to be an important part of the economic mix. Balancing the needs of visitors with those of full-time residents is important to protect the quality-of-life within the community and the continuing attractiveness of Tomahawk as a destination. It should also be noted that the industry that typically caters to tourism, Accommodation and Food Services, pays an average annual wage well below other industries.

Economic Diversity

Tomahawk has a fairly well balanced mix of businesses within the city including some manufacturing, complemented by tourism, service, and retail components. Although job growth has not occurred and there have been some losses during the recent years. Efforts are needed to spur job growth, particularly for higher paying jobs.

Economic Development

Goals, Objectives and Policies

Goal 1: Promote the stabilization of the current economic base and the creation of a range of employment opportunities.

Objective A: Plan for industrial space needs to encourage existing industries, such as Harley-Davidson, Louisiana Pacific, and the Packaging Corporation of America to remain and expand in the community.

Objective B: Consider establishing a Business Improvement District as a means of making investments to strengthen existing commercial areas of the city.

Objective C: Encourage job-training and economic development activities that will foster high-paying jobs for city residents and increase skill levels within the local workforce.

Goal 2: Encourage diversification of the local economy including tourism and small business.

Objective A: Encourage greater commercial development in existing business districts along Wisconsin Avenue, Tomahawk Avenue and North 4th Street.

Objective B: Use existing TIF districts to foster appropriate development within the city.

Objective C: Build community identity by revitalizing community character and enforcing building standards.

Policy A: Foster commercial and appropriate industrial development near the STH 86 interchange with US 51 as a way of increasing the economic impact of the highway on the city.

Policy B: Cooperate in countywide economic development initiatives.

Policy C: Explore development of a business incubator in the area.

Policy D: Consider expansion of the south industrial park.

Chapter Seven

Land Use

The City of Tomahawk is basically a square, three miles on a side. Less than half of the land area of the city is developed. The Wisconsin River flows through the center of the city from northeast to southwest forming Lake Mohawksin. Much of the undeveloped area of the city is covered in forest, and will probably remain undeveloped because of wetlands and other soil conditions that make it inappropriate for building.

Previous Studies

Comprehensive Plan, 2006

The previous plan focused on the various land uses within the City limits. The plan supported the existing development trends and it was determined that there was sufficient space for long-term growth. Both of the interchanges along Highway 51 were seen as future growth areas. This plan replaces the 2006 plan.

Regional Livability Plan

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:

- Preserve and protect the region’s landscape, environmental resources, and sensitive lands while encouraging healthy communities.
- Manage and reduce vacant land and structures.

Current Pattern of Land Use

In general, development is stretched along the Wisconsin River, State Highway 86, and North 4th St. (Business Highway 51). Commercial development is concentrated primarily in the historic downtown area around Wisconsin Avenue and along N. 4th St. on the north side of the Wisconsin River.

Industrial uses are concentrated near the railroad tracks on the west side of Tomahawk Avenue and scattered around the southeastern sector of the city, including a number of gravel pits. Residential uses are concentrated in the historic central section and along Lake Mohawksin, toward the school complex, and scattered through the northeast and southeast sections, along County Road CC in the Jersey City area, and the shore of Lake Mohawksin in the southwest corner of the city. Recent residential activity has taken place along the Wisconsin River shoreland or the glacial moraine that runs north of Theiler Drive. See [Map 7](#).

Existing Land Use

In the 2016, the dominate land uses for the City consist primarily of Woodlands, which occupy 45.8 percent of the area, followed by Water with 16.7 percent, and Residential with 12.1 percent. Commercial uses occupy 3.7 percent and Industrial uses are 3.5 percent of the total land area. See [Table 7.1](#).

Table 7.1: Existing Land Use, 2015

Land Use	Acres	Percent of Total Land Area
Agriculture/Bogs	215	3.6%
Commercial	222	3.8%
Governmental	85	1.2%
Industrial/Quarry	210	3.5%
Open Lands	309	5.7%
Outdoor Recreation	87	1.4%
Residential	728	12.1%
Transportation	307	5.1%
Water	1,008	16.7%
Woodlands	2,769	45.9%
Total Acres	6,040	100.0%

Source: NCWRPC

Development Trends

Land Supply

The City of Tomahawk has adequate land available to accommodate future development. Unavailable land can include: land that has already been developed, such as commercial or residential land; land that is enrolled in tax incentive programs or management programs (managed forest law, farmland preservation, forest crop law, or conservation reserve); or land that is publicly owned, such as state wildlife areas or county forest.

Land Demand

Currently, there is sufficient land for growth. Using WDOA, about 25 new units will be added 2015 and 2040. Local policies will hopefully increase that total to about 125 new units. Based on current residential density rates and market demands, roughly 75 acres will be needed to accommodate new residential development through 2040. Employment is expected to increase 14 percent during the next ten years. Therefore, there will be additional demand for commercial or industrial space as well. A general estimate for the demand would be 20 acres for commercial and 40 acres for industrial space over the next decade.

Land Values

In 2015, the assessed value of land and improvements for the City was \$217,199,600. Assessed land values are provided only for taxable lands. Much of the City is tax-exempt, therefore land totals vary. [Table 7.2](#) displays the assessed land values by classification. Note that these classifications vary from the planning land use categories. Overall value per acre is about \$66,810, with residential and commercial values being the highest at around \$220,000 per acre.

Future Land Use

The City of Tomahawk Future Land Use map illustrates the anticipated future pattern of land uses, including land outside the current City boundary. The map includes eleven (11) land use categories to guide where new residential and non-residential development should be encouraged to locate or where development should be discouraged. See [Map 8](#).

The Future Land Use shows recommended areas where development should happen; it is not a prediction of what will happen. Descriptions of each land use category and the number of acres within each category are provided in [Table 7.3](#).

Many factors contribute to future land use decisions, including physical and environmental constraints, regulatory considerations, geographic factors, economic conditions and policy decisions. Examples of these include soil type, wetland and floodplain location, groundwater characteristics, bedrock characteristics, proximity to existing

Table 7.2: Assessed Land Value (per acre), 2015

Land Classification	# of Acres	Total Value of Land and Improvements
Residential	709	\$142,177,100
Commercial	263	\$58,028,100
Manufacturing	471	\$14,755,200
Agriculture	235	\$25,900
Forest	565	\$235,600
Agricultural Forest	68	\$68,000
Undeveloped	933	\$1,833,500
Other	7	\$76,200
Total	3,251	\$217,199,600

Source: DOR

services, location desirability and transportation network features. Areas where existing development precludes additional development are also shown.

As indicated in [Table 7.3](#), a majority of the land is projected to be used for residential and commercial. Based on current and anticipated future growth there is sufficient land for residential, commercial and industrial uses in the City. About 2,000 acres is outside the current City limits.

Future Development Pattern

While the amount of land that is developed in Tomahawk has an impact on public services, the spatial form that development takes also has an impact. Scattered residential development increases the demand and costs of providing services such as paved roads and can increase the costs and conflicts for farming by fragmenting farmland.

Prime areas for growth are the two interchanges along Highway 51, the Highway 51 corridor and to the south of the City along County Highway S.

Land Use Controls

Comprehensive Plan

A Comprehensive Plan serves as a guide for land use and development and assists the City in making decisions about the location, type, and form of development that takes place. The plan serves as a general future framework for the growth of the community.

Zoning

Zoning is the major implementation tool to achieve proposed land uses. The City of Tomahawk maintains and enforces its own zoning ordinance. Under the ordinance, zoning regulations are applied to zoning districts to regulate land use and development. A zoning map identifies the locations where each district is sited.

Table 7.3: Future Land Use

Land Use Category	Description	Acres	% of Total Land Area
Residential	Includes all housing, such as subdivisions, mobile homes and multi-family apartments	2,834	32.0%
Commercial	Retail stores, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, automobile dealerships, business offices, motels/hotels, offices, telephone/gas company	1,402	15.8%
Industrial	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers, quarries and mining	643	7.2%
Government/Public/Institutional	Schools, churches, cemeteries, libraries, government, utility facilities and other tax exempt uses	108	1.2%
Water	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc.	1,635	18.4%
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	936	10.5%
Conservation	Wooded and non-wooded open land such as wetlands	1,322	14.9%
Total Land Area		8,880	100%

*Source: NCWRPC***Extra-territorial Jurisdiction**

The City of Tomahawk has authority to provide extraterritorial review of subdivision requests in the Town of Bradley within one and one-half mile of its corporate limits. There is also the potential for extra-territorial zoning to be implemented within this area. To do this requires a lengthy three-step process including the creation of a joint committee consisting of representatives from the City and the Town. A past effort at extra-territorial land use did not produce an agreement. 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.

Shoreland Zoning

Shoreland, shoreland wetlands, and floodplain regulations are applicable in all geographic areas of the County. Wisconsin law mandates Counties to adopt and administer a zoning ordinance that regulates land use in shoreland/wetland and floodplain areas for the entire area of the County outside of villages and cities. This ordinance supersedes any Town ordinance, unless a Town ordinance is more restrictive. The shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the landward side of a floodplain, whichever distance is greater.

Forest Crop Law (FCL) and Managed Forest Law (MFL)

The Forest Crop Law and Managed Forest Law were established in Wisconsin to encourage better forest management and provide tax relief to the woodland owners. Land set aside under the FCL required at least 40

acres in one quarter-quarter section and the MFL requires at least 10 acres of contiguous forest land. Landowners may close to the public up to 160 acres of their forest lands set aside under the MFL, but the remaining program acres must be open to public access for hunting, fishing, hiking, etc.

Consistency between Land Use and Zoning

Land use and zoning designations are related, but not necessarily identical. Land use categories tend to be fairly general whereas zoning districts regulate specific land uses and development requirements. Because the land use categories are general it is common for more than one zoning district to correspond to each land use category. It is also possible that some zoning districts might be consistent with more than one land use designation.

Achieving consistency between land use and zoning is required by State Statutes. This generally occurs when a community is considering a proposed zoning change. The decision to approve a zoning change must be based on the adopted comprehensive plan, and specifically, the future land use map. Generally, if the requested zoning is consistent with the land use designation on the property it should be approved, unless unique circumstances indicated the rezoning would negatively impact surrounding properties or the community. If a rezoning request is not consistent with the land use designation, the community should consider denying the rezoning request.

In situations where a rezoning request is not consistent with the land use designation - but the community believes the requested zoning is appropriate in the specific location and would benefit the community - the zoning change can be approved, however, the land use map should be amended accordingly to establish land use and zoning consistency. The process for amending the land use map is discussed in greater detail in the Implementation chapter.

Issues

- **Waterfront Development:** The City of Tomahawk has more than sixteen miles of waterfront at its center. The recently completed Tomahawk Riverwalk trail illustrates the potential for this asset to provide an important amenity to both residents and visitors. Some parts of this waterfront, such as Bradley Park, Veterans Memorial Park, and SARA Park, currently provide access to the waterfront while other sections are undeveloped and inaccessible. Many parts of the city's waterfront are privately owned. There is still some areas where additional lands could be developed.
- **Downtown & North 4th Street:** There is a continuing concern that the shopping options available to Tomahawk residents are limited and that many go elsewhere to shop; that their dollars are literally leaving the community. The Wisconsin Avenue shopping district, Tomahawk's historic downtown, is nearly fully-occupied, with some businesses having operated there for many years. The scale of most businesses in this area is fairly modest. The condition and appearance of this district is good and most of these businesses present an attractive front to the street.
- The North Fourth Street business district began to develop when this was the route of US-51. The businesses that grew here are more directly tied to automobile traffic and are built in the more spread out pattern common to suburban development, with large parking lots and free-standing signs. Several businesses, such as grocery stores, are of a larger scale than businesses in the historic downtown. Taken together North Fourth Street and Wisconsin Avenue offer a range of shopping options, however, especially with the advent of "big box" retailers many of these businesses are having a hard time competing for consumer dollars.
- **Annexation:** For most of its history the City of Tomahawk has survived within its nine square mile boundaries. In recent years several tracts have been annexed to the city. Although more than half of the land area of the city is undeveloped, because of the prevalence of wetlands, land appropriate to development is limited. Unless there is a significant increase in development it is not likely that large annexations will occur.

Land Use Goals, Objectives and Policies

Goal 1: Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.

Policy A: Review the entire zoning scheme for the City so that it reflects more accurately the recommendations of the Comprehensive Plan.

Goal 2: Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.

Objective A: Provide for a mix of land uses within the city.

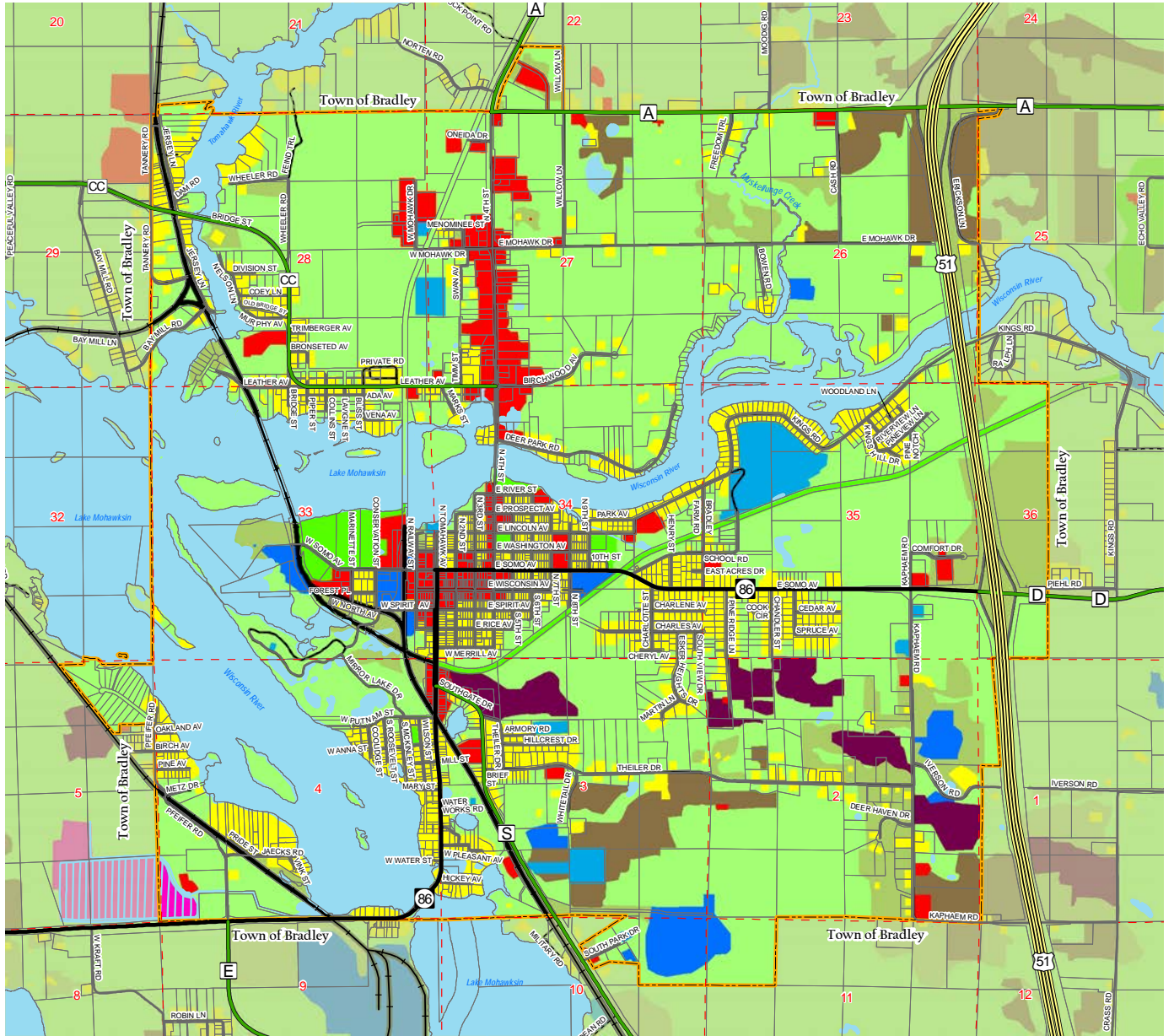
Policy A: Provide adequate land area for future development.

Policy B: Consider creation of a Rural Residential (R1-R) zoning district that would require larger minimum lot size that permits lower density development that could support on-site waste disposal systems.

Goal 3: Balance individual property rights with community interests and goals.

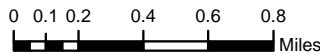
Objective A: Encourage land uses that create or preserve a varied and unique urban community.

Policy A: Ensure that development of City-owned waterfront land protects the public interest.



Legend

- Minor Civil Divisions
- Section Lines
- US Highway
- State Highways
- County Highways
- Local Roads
- Private Roads
- Railroad
- Parcels
- Agriculture
- Commercial
- Cranberry Bog
- Governmental / Institutional
- Industrial
- Open Lands
- Outdoor Recreation
- Quarry
- Residential
- Transportation
- Woodlands
- Water

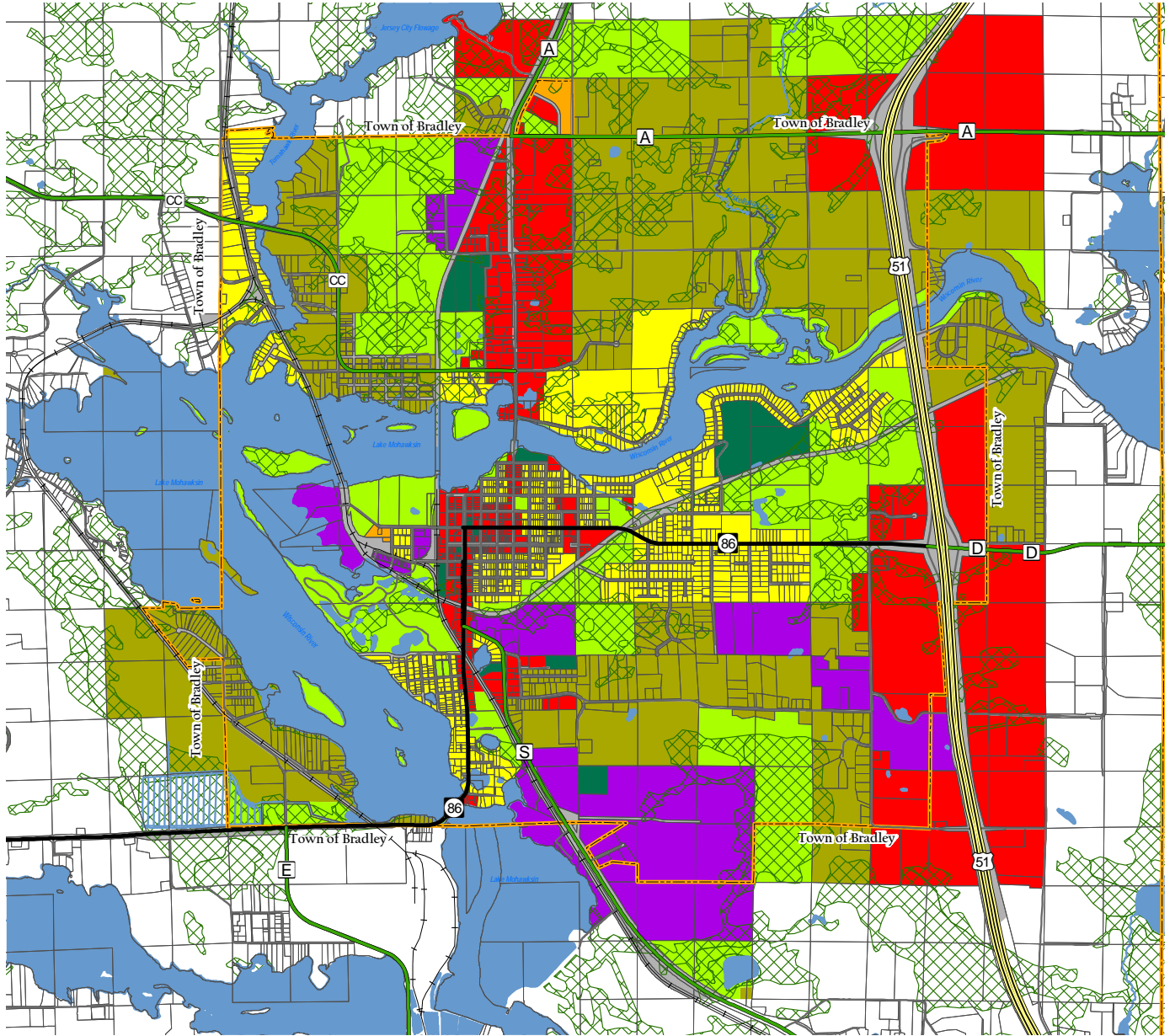


Source: WI DNR, NCWRPC, 2015 Airphoto Interpretation
 This map is neither a legally recorded map nor a survey of the actual boundary of any property depicted. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



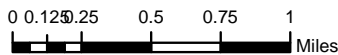
**North Central
 Wisconsin Regional
 Planning Commission**

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



Legend

- | | |
|--|--|
| <ul style="list-style-type: none"> Minor Civil Divisions US Highway State Highways County Highways Local Roads Railroad Parcels Wetlands | <p>FUTURE LAND USE</p> <ul style="list-style-type: none"> COMMERCIAL CONSERVATION GOVERNMENTAL / INSTITUTIONAL INDUSTRIAL MULTI-FAMILY RESIDENTIAL RESIDENTIAL RURAL RESIDENTIAL TRANSPORTATION WATER |
|--|--|



Source: WI DNR, NCWRPC

This map is neither a legally recorded map nor a survey of the actual boundary of any property depicted. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



**North Central
 Wisconsin Regional
 Planning Commission**

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

Chapter Eight

Intergovernmental Cooperation

This chapter presents an inventory of existing mechanisms that the City of Tomahawk uses to coordinate with other units of government, including: Lincoln County, adjacent towns, the school district, the State of Wisconsin and the Federal government. The purpose of this analysis is to identify the existing cooperative mechanisms and summarize the major challenges and issues regarding intergovernmental cooperation and regional planning, including:

- Opportunities to reduce or eliminate duplication of services;
- Incompatible goals, policies and development;
- Mechanisms for conflict resolution;
- Opportunities for joint planning and decision-making.

Mechanisms for cooperation and coordination primarily take the form of intergovernmental agreements, leases and contracts, and regulatory authority. These can occur between the Town of Spencer and other local, regional, State or Federal entities. Following is a brief description of the various functional areas and services that require intergovernmental coordination at various levels.

Background

The relationship between the City and Lincoln County is the basic intergovernmental partnership. Generally the City and County provide different kinds of services to residents. Basic services such as police and fire, sewer and water, plowing streets, and maintaining parks and public facilities are provided by the City. The County offers health, social services, the criminal justice system, and other services to all county residents including those who live in Tomahawk. In addition, the City is a partner in the Lincoln County Economic Development Corporation.

Education is provided by the independent Tomahawk School District. Higher learning is provided by the Nicolet College Technical School District. Cooperation between these

separate levels of government can both increase efficiency and reduce the cost of providing these services to citizens.

Since the City of Tomahawk is entirely surrounded by the Town of Bradley this is an important intergovernmental relationship for the City. Tomahawk has extraterritorial subdivision review within a one and a half mile area around the city. The Bradley Town Hall is actually inside the city limits. The section of Bradley east of the city is less than a mile wide, so the City's extraterritorial jurisdiction also extends into the Towns of King and Skanawan. Efforts should be made to maintain friendly relations with Bradley and the other surrounding Towns.

The City of Tomahawk provides fire services to townships including the Town of Bradley. The City also provides utility services to parts of Bradley, and airport services to Bradley and other townships. Area towns have contributed to the expansion of the airport. The SARA Park multi-use facility has also fostered cooperation between the City and the surrounding townships as the townships and its residents have all contributed to make the building a success.

When the opportunity presented itself to do something that would benefit the economic prospects of the entire area the City and the Town were able to work together. Intergovernmental cooperation does not have to take the form of boundary or shared service agreements. It can be as simple as making real accommodations when the common interests of the jurisdictions are clear.

Local and Regional Level Cooperation

Shared Services

Fire Protection

The Tomahawk Fire Department, which is a branch of the City government, has contracts to provide fire service to six of the surrounding towns and parts of two others.

SARA Park

SARA Park functions as something of a regional asset. When the SARA Banquet Center and Arena was constructed, contributions to build the facility were received from the entire Tomahawk area, including township residents. Many of the users of the Park and its improvements are residents of the surrounding towns.

Cooperative Practices

Surrounding Towns

The City has good relations with the Towns of Bradley and other nearby towns. A variety of cooperative efforts are in place.

School District

The City maintains a close relationship with the Tomahawk School District.

Lincoln County

The relationship between the City and Lincoln County is the basic intergovernmental partnership. Generally the City and County provide different kinds of services to residents. Basic services such as police and fire, sewer and water, plowing streets, and maintaining parks and public facilities are provided by the City. The County offers health, social services, the criminal justice system, and other services to all county residents including those who live in Tomahawk. Education is provided by the independent Tomahawk School District.

Higher learning is provided by the Nicolet College. Cooperation between these separate levels of government can both increase efficiency and reduce the cost of providing these services to citizens.

Regional Agencies

The North Central Wisconsin Regional Planning Commission (NCWRPC) provides a variety of regional and local level assistance, including economic development, planning and transportation assistance.

Intergovernmental Cooperation **Goal, Objective and Policy**

Goal 1: Encourage coordination & cooperation among nearby units of governments.

Objective A: Seek efficiencies and cost savings that can be secured by coordinating services and facilities with the County and the Town of Bradley.

Policy A: Promote and continue joint service agreements as a means to consolidate and coordinate services among the City, County, and Towns to achieve better services and/or cost savings.

Chapter Nine

Implementation

The primary reason a community prepares a comprehensive plan is to establish a framework to influence decisions regarding management of growth and regulation of development to maintain the desired community character, and to set priorities for public expenditures. To be effective, this plan should be actively used as a tool to guide decisions concerning:

- The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.
- The development of programs and support systems that further the goals and objectives set forth in this plan.
- The implementation of specific community improvements as identified in the comprehensive plan.
- The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.

Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the Town official controls or regulatory codes. In particular, the zoning ordinance and subdivision (or land division) regulations comprise the principal regulatory devices used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan; these generally involve decisions about how the community will spend its limited funding resources on capital improvements and staffing.

Zoning Ordinance and Map

Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed,

including setbacks, the density or intensity of development, and the height and bulk of building and other structures. The general purpose of zoning is to minimize undesirable side effects resulting from development by segregating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's character or environment.

The establishment of zoning districts and the zoning map indicates where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the land use plan and map. While the zoning map and land use map do not need to directly match at the time the land use map is adopted, the intent is that the land use map will serve as a guide indicating how the property should eventually be zoned.

However, there may be situations where changing the zoning district boundary makes sense and is in the best interest of the community. If changing the zoning would result in a conflict with the future land use map, the land use map should also be changed. However, the future land use map should only be changed if it does not accurately reflect the community's desired land use pattern. Achieving consistency between zoning and land use designation is also discussed in the Land Use Chapter.

As discussed below, the comprehensive plan (and future land use map) should be periodically reviewed and updated to adjust for unforeseen changes or events that were not considered at the time the initial plan and land use map were developed.

Subdivision (Land Division) Ordinance

Subdivision regulations serve as an important function by ensuring the orderly development of unplatted and/or undeveloped land. These regulations may set forth reasonable regulations for lot sizes, road access, street design, public utilities, storm water drainage, parks and

open space, and other improvements necessary to ensure that new development will be an asset.

Annual Operating Budget

Tomahawk prepares a budget each year. It is a statement that prioritizes and allocates fiscal resources to achieve certain objectives over the year. The budget is based on the needs residents and work plans identified by each department. The budget is approved by the 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 capital improvement plan consists of a list of proposed projects according to a schedule of priorities over a four-to-six year period. 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.
- 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 town board, plan commission, staff, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

Plan Adoption, Monitoring, and Amendments

While this comprehensive plan is intended to provide a long-term framework to guide development and public spending decisions, it must also respond to the continuous stream of changes that occur in the community and/or region that may not have been foreseen when the plan was initially adopted. It is appropriate that some elements of the plan

are rarely amended while others are subject to updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

Plan Adoption

The first step in implementing this plan involves adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission who must adopt the plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the City Council who must adopt the plan by ordinance (of majority vote). A public hearing is required to allow public comment on the ordinance prior to Council's final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the next 20 years. The adopted plan should also be recognized as a tool for communicating the community's land use policy and goals and objectives regarding coordination of growth and development.

Plan Use, Monitoring, and Evaluation

The adopted plan should be used as a tool when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives, policies, and recommendations outlined in this plan.

Although this plan describes policies and actions for future implementation, it is impossible to predict the exact future condition. As such, the goals, objectives, and actions in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events. The Plan Commission can meet regularly to discuss progress on the goals and objectives of the plan and discuss any issues related to planning or development.

This plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the City Council and Plan Commission, and any other local decision-making bodies, should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate. The evaluation should also include an updated timetable of actions to clarify priorities.

Plan Amendments

The Tomahawk Comprehensive Plan may be amended at any time by the City Council following the same process

described above for initial Plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity.

As noted above, proposed amendments must be reviewed by the Plan Commission prior to final action and adoption by the City Council. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the City might consider soliciting public opinion through surveys and/or community meetings prior to the official public hearing.

The following criteria should be considered when reviewing plan amendments and updates:

- 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 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 Updates

According to the State comprehensive planning law (66.1001), comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates often involve re-writing of whole sections of the plan document and significant changes to supporting maps.

A plan update should include a thorough examination of the community's goals and objectives based on an analysis of current growth trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

Plan Chapter Consistency

The State of Wisconsin planning legislation requires that the Implementation Chapter describe how each of the required elements will be integrated and made consistent with the other elements of the plan. Since all the chapters were completed simultaneously, no known inconsistencies exist. It is noted that some overlap exists between the nine plan chapters. As a result, some goals, objectives, and actions are repeated or are similar in multiple chapters.

Appendix A

Public Participation Plan

City of Tomahawk Public Participation Plan (PPP)

The City of Tomahawk 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 the website for review by the public.
4. A Comprehensive Plan informational "Poster Board" will be on display in City Hall during the development of the plan.
5. A public hearing will be held to solicit comment from the public.
6. 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.

**CITY OF TOMAHAWK
RESOLUTION 2016-10**

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

THE CITY OF TOMAHAWK 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 of Tomahawk to approve a process to involve the public in the planning effort; and

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

I, Amanda L. Bartz, Clerk-Treasurer, do hereby certify that the foregoing resolution was duly adopted at a City Council meeting, held at the City Hall on the 6th day of December, 2016, at 7:00 p.m.

Appendix B

Adoption Resolution

PLAN COMMISSION RESOLUTION

RESOLUTION #2017-02

City of Tomahawk, Lincoln County, Wisconsin

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

Adoption of the 2017 City of Tomahawk Comprehensive Plan.

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

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

The vote to this resolution shall be recorded by the clerk in the official minutes of the City of Tomahawk Plan Commission.

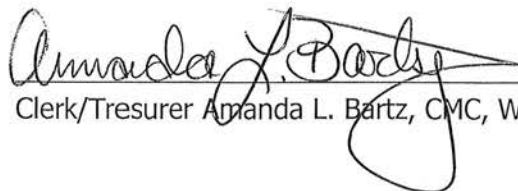
The clerk shall properly post or publish this resolution as required under Wis. stats.

Adopted this 6th day of June, 2017.



Mayor, Steven E. Taskay

Attest:



Clerk/Treasurer Amanda L. Bartz, CMC, WCMC

Appendix C

Adoption Ordinance

CITY OF TOMAHAWK ORDINANCE 2017-11

AN ORDINANCE FOR ADOPTION OF THE CITY OF TOMAHAWK COMPREHENSIVE PLAN

City of Tomahawk, Lincoln County, Wisconsin

SECTION I – TITLE/PURPOSE

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

SECTION II – AUTHORITY

The City plan commission under Wis. Stats., and under s. 66.1001 (4), Wis. Stats., has developed this plan. The comprehensive plan of the City of Tomahawk 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 of Tomahawk, 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 Tomahawk to adopt its comprehensive plan under s. 66.1001 (4), Wis. Stats., and provides the authority to order its publication.

SECTION IV – PLAN COMMISSION RECOMMENDATION

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

SECTION V – ADOPTION OF COMPREHENSIVE PLAN

The city council of the City of Tomahawk, by the enactment of this ordinance, formally adopts the document entitled City of Tomahawk Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. Stats.

SECTION VI – EFFECTIVE DATE

This ordinance is effective on publication or posting.

The clerk shall properly post or publish this ordinance as required under, Wis. Stats.

PASSED and APPROVED this 3rd day of October, 2017.

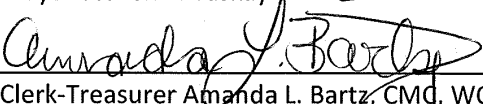
Moved: Mickey Loka

Second: Jim Graeber

Passed: 9-0



Mayor Steven E. Taskay



Clerk-Treasurer Amanda L. Bartz, CMC, WCMC

**City of Tomahawk
Comprehensive Plan
2017**