

**LANGLADE COUNTY
COMPREHENSIVE PLAN
2009
Adopted 12-15-09**



Prepared by:

Langlade County Citizen Advisory Committee

With the assistance of:

North Central Wisconsin Regional Planning Commission

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LANGLADE COUNTY COMPREHENSIVE PLAN

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**Langlade County Comprehensive Plan
Preamble**

Reservation of Rights

The following Reservation of Rights shall be incorporated by reference within the Comprehensive Plan, which is adopted or modified by the Langlade County Board of Supervisors under Section 66.1001 of Wisconsin Statutes.

The Langlade County Board of Supervisors declares that:

1. The sole purpose of this Comprehensive Plan is to provide Langlade County government with a framework for land use planning and a guide for land use decision-making.
2. Although the Plan is adopted in the form of an Ordinance, there shall be no penalty provision included in the Ordinance for failure to adhere to the Plan.
3. Langlade County retains its sovereignty to govern its affairs by the consent of its citizens, to promote and protect the safety, health and general welfare of its citizens.
4. Langlade County retains the authority to modify the Plan, or to rescind the Plan in its entirety, at any time.
5. The citizens of Langlade County shall retain all unalienable (natural) and inherent rights, including but not limited to the right to life, liberty and the pursuit of happiness.
6. The citizens of Langlade County shall retain all alienable (legal) rights that are not delegated to the government by the Constitution of the United States or the Wisconsin Constitution, including but not limited to the allodial rights of landowners.
7. This Comprehensive Plan shall not be used to expand the enumerated or implied powers of any government.

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February 19, 2008 County Resolution 6-2008 & Public Participation Plan
September 29th, 2009 Water and Land Use Committee Resolution
December 15, 2009 Langlade County Board Ordinance 4-2009

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Chapter 1: Issues & Opportunities

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1.1 BACKGROUND

This is the first of nine chapters that comprise the Langlade County Comprehensive Plan. The plan provides detailed information on the county and also includes all seventeen towns, a village and one city.

Langlade County is located in northeastern Wisconsin and is bounded on the north by Forest and Oneida counties, on the east by Oconto County, on the south by Marathon, Shawano, and Menominee counties, and on the west by Lincoln County. See the planning context map.

The county is a predominantly rural area with a large proportion of its land in agriculture, wetlands, and forests. Residents and visitors from both near and far utilize its water and expansive natural areas for recreational purposes. The City of Antigo is the county seat and largest community in the county with a population of about 8,600.

A. History

Native Americans inhabited Langlade County when the first European explorers, missionaries and fur traders traveled into the county. These traders followed a centuries old route from the Fox River at Green Bay that ran along the Wolf River to the copper area of Lake Superior. Europeans established communities at Ackley, Langlade, and Lily in the 1860’s as trading posts. Settlement in Langlade County was further spurred by the U.S. Government, which in the 1860’s and 1870’s built a road to transport military forces from Fort Howard in Green Bay to Fort Wilkins on the Keweenaw Peninsula. Timber production and agriculture were the dominant forces for the growth of the county, and they continue to be important today.

B. Geography

The county’s total surface area is about 888 square miles or 567,621 acres; of which about 78% is forested, 15% is used for agriculture, 2% is water, and the remaining 5% is used for transportation, residential, commercial and industrials uses. Elevations in Langlade County range from 1,070 feet above sea level where the Wolf River leaves the county, to about 1,900 feet above sea level in the Town of Langlade.

The county has topography of glacial origins. Glacial features in the county include mostly moraines and outwash plains; but also include drumlins, eskers, lake plains, and bogs. The moraines include the older drift area in the southwestern part of the county. The outwash plains include the Antigo Flats, which are located in the south-central park of Langlade County, and the state soil (Antigo Silt Loam) is found there.

C. Planning Context

1. State of Wisconsin

Planning and zoning has been a function of local units of government for over 50 years in Wisconsin. Over the years almost every city, village and county has developed various plans, from land use plans, to master plans to development plans. Existing authority for planning is provided in state statutes, including ss. 59, 60, 61 and 62. Recently, however, at the national level, there has been concern over the effects of extensive development patterns (“sprawl”) that have become more prevalent in both urban and rural areas. Many causes ranging from government policies, such as the construction of the interstate highway system, to trends within the economy, such as increased reliance on trucks for the transportation of goods and consumer preference for suburban housing, have been blamed for this phenomenon. Whatever the causes, many of the effects – traffic congestion, loss of open space, abandonment of central cities, degradation of air and water quality, and increased reliance on the automobile as the only viable transportation alternative – have become increasingly troubling for a large segment of the public. These issues have led to a discussion on land use planning.

As early as the 1960s and early 1970s, several study committees and commissions were created to examine the need for land use reform in the state. Of particular importance were the Tarr Task Force, the Knowles Commission and the Wallace Commission. Although these efforts and their recommendations were never incorporated at the time, they were not forgotten and would influence later changes.

The Tarr Task Force was the first to look at the planning laws. It reviewed state statutes and problems related to municipal boundary changes, Regional planning and area wide service provision. They developed several recommendations in the area of boundary review and annexation.

The Knowles Commission found the state’s land use laws to be complex and outdated. The report summarized that “a steady rise in population, a pattern of urbanization and sprawling subdivisions, an increased appetite for the outdoors, and economic expansion continue to consume our land resources”. It went on to conclude that “Land use regulation is basically a local matter, and that only certain resources and uses were of wider significance. The model proposed was that state and Regional planning would set the framework within which local decision-making would take place.

The Wallace Commission was a broad study that reviewed many issues, including education and health care. It also touched on some planning issues. This report recommended changes in the area of incorporation, annexation and consolidation. It concluded that a flexible system was needed to deal with local issues.

Another major statewide discussion occurred again in the early 1990's, when the issues of urban sprawl, redevelopment and "smart growth" were being discussed at the national level. During this same period, the Wisconsin Department of Transportation and the Department of Natural Resources each developed independent Task Forces to study land use issues. Both agencies reports identified strategies and policies for future decision-making at the state level in relation to land use.

These reports and all the previous study efforts, as well as the national discussion related to planning, spurred Governor Thompson to create the State Interagency Land Use Council and the Wisconsin Strategic Growth Task Force in 1994. The Land Use Council was to set guidelines for state involvement in land use issues, while the Task Force was to recommend ways for coordinating state agencies, local governments, and local private groups when deciding land use issues. The Task Force presented their findings in 1995 to the Interagency Land Use Council with a report entitled "Land Use Issues Facing Wisconsin". The report identified trends, intergovernmental relationships, public attitudes, and the strengths and weaknesses of Wisconsin's land use policies. Wisconsin was compared to other states and a number of recommendations were given to address the land use issues at hand. The most important issue to be identified in the report was the need for a revision of the state's planning enabling legislation.

The Interagency Land Use Council delivered its report "Planning Wisconsin: Report of the State Interagency Land Use Council" to the Governor in 1996. The report offered land use goals, ways to improve local land use planning efforts, what should be included in a comprehensive plan, and how citizen participation in land use planning could be enhanced. It is these studies and reports and the comments and criticisms that followed, that laid the foundation for the State's Comprehensive Planning Legislation.

Across the nation, over this same period, under the banner of "Smart Growth" a number of state and local governments have undertaken a unified approach to addressing these same issues. Oregon is generally acknowledged to be the leader in this area. Beginning in 1973 the State required that all cities and counties in the state adopt comprehensive land-use plans. Washington State enacted legislation in the early 1990's and later amended, requiring certain jurisdictions, based on size and growth rate, to enact comprehensive plans. These plans detail "urban growth areas" outside of which the land is classified as "rural". Mechanisms were put in place for the review and acceptance of

these plans by the State. In 1997 a detailed definition of “rural character” was adopted to clarify issues that had become apparent in applying that standard to land outside of the designated growth areas. Tennessee required each county to establish a growth plan to be reviewed by county growth management hearing boards.

In the early 1990s there was increasing interest by Wisconsin State agencies in the effects of land-use on the web of government decisions that shape the built environment. The Metro 2020 Policy Board, a group focused on the southeastern part of the state, in its 1991 recommendations cited a need to coordinate land-use policies to transportation strategies, acknowledging that certain patterns of land-use increase the need for transportation investments. This led to creation of a Statewide Land Use Task Force under the direction of the Wisconsin Department of Transportation (WisDOT) that applied these principles statewide. In its final report the Task Force identified a number of problems, among them: no State land-use policy, no requirement of consistency between adopted land-use plans and specific policy decisions, and no mechanisms for implementing land-use plans.

At about the same time, the Department of Natural Resources (DNR) undertook a study of land-use practices from the perspective of their effect on environmental quality. Acknowledging that many agencies were responsible for land-use decisions, the DNR Land Use Task Force addressed many of the same questions brought up in the WisDOT report including the lack of consistency and enforcement mechanisms in land-use decision-making. The report issued in June of 1994 advocated a more “holistic” approach to land-use questions by DNR and the need to adjust certain of its internal policies, and increase the amount and availability of data. It also strongly recommended a coordinated interagency approach to the problem, “...there is no statewide land use policy or vision. Inconsistent interagency coordination...can lead to decisions that harm both the economy and the environment.”

It was to address just this problem that Governor Thompson appointed the State Interagency Land Use Council in 1995. In its report 1996, the Council acknowledged that, “the structure of Wisconsin’s current land use system...can best be characterized as a fragmented process with each level of government responsible for specific goals.” Among its recommendations, the report proposes creation of a permanent interagency Land Use Council as a means of coordinating policy on the state level, and a statewide Land Information System. In the section headed “How can county and municipal planning be improved?” the report recommends requiring counties to adopt comprehensive plans, and voluntary adoption of comprehensive plans by municipalities, and a requirement that land-use ordinances “be consistent with adopted land use plans. Land uses that conflict with adopted county and/or municipal plans could not be approved unless the plan is amended”. The report also recommends steps to foster cooperation among local governments, a review of

the role of regional planning commissions, and the requirement for public hearings as part of any land-use planning process.

In the spring of 1999 a definition of a comprehensive plan was included in the Governor's Budget Bill. Several groups working together, including the Wisconsin Realtors Association, the Wisconsin Builders Association, the 1,000 Friends of Wisconsin, the League of Municipalities, the Wisconsin Towns Association, and the Wisconsin Chapter of the American Planning Association developed the definition. The University of Wisconsin-Madison facilitated the effort.

In October of 1999, the Governor signed into law Wisconsin Act 9, the Budget Bill, containing substantial revisions of statutes governing comprehensive planning. The law has been revised by the signing of two additional bills into law. The first is AB 872, containing "technical revisions" which was signed May 10, 2000. The second bill, signed April 13, 2004, is AB 608, which reduced the number of items that must be consistent with the plan to three, these are: official mapping, subdivision ordinances and zoning ordinances. Taken together these bills represent the most sweeping revision of the State's planning enabling laws in half a century.

The law (§66.1001 WI Stats.) requires all jurisdictions within the state that exercise control over land-use to prepare a comprehensive plan by 2010. It lays out the nine required Chapters of the plan and requires a public participation process. Jurisdictions that do not have a comprehensive plan in place by the deadline may not engage in actions that impact land-use. The statute outlines the requirements that must be satisfied, specifically for those that utilize the State grant program to develop their plan.

Fourteen planning goals are suggested. These goals, however, are not mandates for specific provisions that must be included in the comprehensive plan, but criteria on which the grant applications will be judged. The goals are:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.

6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

Also included in the law is the creation of a Smart Growth Dividend Aid Program, which was to begin in fiscal year 2005-06 to jurisdictions that have adopted a comprehensive plan and have in effect zoning and subdivision ordinances. Applications will be judged based on the number of new housing units built at a density of at least four to the acre and the number of housing units sold at 80 percent or less of the median price within the county, thus furthering the goals of compactness and affordability. As of yet there has been no funding established for this program.

The new comprehensive planning law is significant in many ways. The law creates for the first time a definition of a comprehensive plan; it requires that almost all local units of government have a plan; it sets requirements for public participation; and requires that the plan be consistent with local implementations tools. Most important, is that it maintains that the process be locally driven so all local units of government decide their own future.

D. Public Participation

As part of the planning process a variety of public participation efforts were conducted to involve as many viewpoints into the planning process. A formal public participation plan was adopted outlining these efforts.

See Attachment A.

1.2 DEMOGRAPHICS

The review of the socio-economic trends throughout the county are important to understanding what has occurred and what is likely to occur in the future. Below we look at total population, age distribution, households, educational levels, employment and income levels. All of these will be examined in some detail.

A. Population

In 2000, over 20,700 people live in Langlade County. The estimated 2006 county population is 21,471. In terms of percentage growth, the county lagged behind the state between 1980 and 2000, with a rate of 4 percent, compared to 5 percent for the state. Overall, the county added 762 residents for that twenty-year period.

Table 1 displays total population for each local unit (minor civil division), the county and the state. Although the county has seen growth, that growth is not evenly distributed to the local units. Between 1990 and 2006, the Town of Elcho grew by almost as many people as the City of Antigo; 308 vs. 356 people respectively. Meanwhile four towns lost population; Ackley lost 19 people, Peck lost 3 people, Summit lost 8 people, and Vilas lost 5 people from 1990 to 2000, but no local unit lost population since 2000.

The Land Use Chapter further examines population.

B. Age Distribution

Population distribution 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, and to the state, show demographic changes in the county.

Table 1: Population						
Minor Civil Divison	1990	2000	2006 Estimate	1990 - 2000 % Change	2000 - 2006 % Change	1990 - 2006 Net Change
Ackley	550	510	531	-7%	4%	(19)
Ainsworth	474	571	602	20%	5%	128
Antigo	1,406	1,487	1,522	6%	2%	116
Elcho	1,075	1,317	1,383	23%	5%	308
Evergreen	483	468	503	-3%	7%	20
Langlade	415	472	506	14%	7%	91
Neva	910	994	1,041	9%	5%	131
Norwood	842	918	996	9%	8%	154
Parrish	81	108	123	33%	14%	42
Peck	402	354	370	-12%	5%	(32)
Polar	900	995	1,005	11%	1%	105
Price	248	243	256	-2%	5%	8
Rolling	1,316	1,452	1,540	10%	6%	224
Summit	190	168	182	-12%	8%	(8)
Upham	626	689	732	10%	6%	106
Vilas	257	249	252	-3%	1%	(5)
Wolf River	750	856	952	14%	11%	202
V. of White Lake	304	329	343	8%	4%	39
City of Antigo	8,276	8,560	8,632	3%	1%	356
County	19,505	20,740	21,471	6%	4%	1,966
State	4,891,769	5,363,675	5,617,744	4%	5%	725,975

Source: U.S. Census

Overall, the population in the county increased from net-migration—more individuals moving into the county than leaving it. From 2000 to 2005, net-migration in Langlade County was 740 people while deaths out numbered births by 91. More deaths than births point to a shrinking younger population. Migration in Langlade County results in additional residents mostly in the middle and older population groups. Median age in the county went up from 40.6 years in 2000 to 42.4 years in 2005. The 17 and younger group declined from about 26 percent to about 23 percent.

From 1990 to 2000 the population of the 17 and younger group declined from 26.7 percent to about 24.3 percent of Langlade County's population. This age group became a larger percentage of the population in only two local units: The Village of White Lake and the Town of Parrish. However, in terms of total

numbers, there was a decrease of about 155 people in this group, six local units had a slight increase, while thirteen had a decline. The county rate of decline was much less than that at the state level, where it declined from over 35 percent to just over 25 percent, resulting in a loss of over 280,000 people in this category.

**Table 2:
Persons 17 Years of Age and Younger**

Minor Civil Divison	1990	2000	1990 % of Total	2000 % of Total	1990 - 2000 Net Change
Ackley	142	114	25.8%	22.4%	(28)
Ainsworth	121	97	25.5%	17.0%	(24)
Antigo	368	384	26.2%	25.8%	16
Elcho	198	237	18.4%	18.0%	39
Evergreen	147	128	30.4%	27.4%	(19)
Langlade	109	87	26.3%	18.4%	(22)
Neva	261	278	28.7%	28.0%	17
Norwood	286	271	34.0%	29.5%	(15)
Parrish	17	24	21.0%	22.2%	7
Peck	132	84	32.8%	23.7%	(48)
Polar	299	298	33.2%	29.9%	(1)
Price	59	56	23.8%	23.0%	(3)
Rolling	418	398	31.8%	27.4%	(20)
Summit	54	41	28.4%	24.4%	(13)
Upham	141	109	22.5%	15.8%	(32)
Vilas	74	61	28.8%	24.5%	(13)
Wolf River	187	189	24.9%	22.1%	2
V. of White Lake	75	90	24.7%	27.4%	15
City of Antigo	2,115	2,102	25.6%	24.6%	(13)
County	5,203	5,048	26.7%	24.3%	(155)
State	1,288,982	1,368,756	26.4%	25.5%	79,774

Source: U.S. Census

As the proportion of younger residents declined, the share of residents aged 45 to 59 years increased from 19.0 to 21.6 percent. This segment of the population increased proportionately not only from baby-boomers growing older, but also from in-migration. The towns of Elcho, Upham, Ainsworth, and Wolf River, seem to attract older residents; and since 2000, when over one-fifth of their populations were over the age of 65 years, all have added residents. These towns are located in northern and eastern Langlade County.

The Wisconsin DOA, Demographic Services projects that Langlade County's population of 18 years old and under will continue declining through about year 2015, and then will hold constant through 2025.

Table 3: Persons 65 Years of Age and Older					
Minor Civil Divison	1990	2000	1990 % of Total	2000 % of Total	1990 - 2000 Net Change
Ackley	90	83	16.4%	16.3%	(7)
Ainsworth	85	124	17.9%	21.7%	39
Antigo	228	236	16.2%	15.9%	8
Elcho	311	351	28.9%	26.7%	40
Evergreen	61	77	12.6%	16.5%	16
Langlade	70	108	16.9%	22.9%	38
Neva	150	144	16.5%	14.5%	(6)
Norwood	91	117	10.8%	12.7%	26
Parrish	18	23	22.2%	21.3%	5
Peck	44	56	10.9%	15.8%	12
Polar	108	123	12.0%	12.4%	15
Price	31	31	12.5%	12.8%	-
Rolling	137	158	10.4%	10.9%	21
Summit	31	30	16.3%	17.9%	(1)
Upham	151	148	24.1%	21.5%	(3)
Vilas	39	29	15.2%	11.6%	(10)
Wolf River	149	190	19.9%	22.2%	41
V. of White Lake	59	68	19.4%	20.7%	9
City of Antigo	1,842	1,812	22.3%	21.2%	(30)
County	3,695	3,908	18.9%	18.8%	213
State	651,221	702,553	13.3%	13.1%	51,332

Source: U.S. Census

From 1990 to 2000 the 65 and older group remained just below 19 percent of the county population, and slightly decreased to 13.1 percent at the state level. At the local level several towns had a lower percentage of the older age group in their populations—Antigo, Elcho, Neva, Parrish, Upham, Vilas, and City of Antigo. Based on increasing life expectancy and advances in medicine, the 65 and older group is expected to grow in absolute numbers and as a percentage of total population. This trend is occurring at both the state and national levels as well.

The shift in population toward the older age groups will significantly impact the future labor supply, school system, and health care industry in the county.

C. Households

The county trend in households in the county reflects the national trend of fewer people living in each household. As more people decide to live alone and more couples are having fewer children or no children at all, the number of households has increased faster than the population as a whole. Even the towns that lost population between 1990 and 2000 (Ackley, Evergreen, Peck, Price, and Vilas) show an increase in the number of households. The county (16%) shows a slightly higher rate of increase in the number of households than the state (14%).

Table 4:				
Total Households				
Minor Civil Divison	1990	2000	1990 - 2000 % Change	1990 - 2000 Net Change
Ackley	199	202	2%	3
Ainsworth	184	255	39%	71
Antigo	512	550	7%	38
Elcho	485	613	26%	128
Evergreen	165	181	10%	16
Langlade	171	208	22%	37
Neva	332	360	8%	28
Norwood	276	332	20%	56
Parrish	37	41	11%	4
Peck	130	136	5%	6
Polar	298	354	19%	56
Price	88	92	5%	4
Rolling	434	512	18%	78
Summit	69	66	-4%	(3)
Upham	262	319	22%	57
Vilas	90	97	8%	7
Wolf River	302	368	22%	66
V. of White Lake	124	136	10%	12
City of Antigo	3,405	3,630	7%	225
County	7,563	8,452	12%	889
State	1,822,118	2,084,544	14%	262,426

Source: U.S. Census

Growth in the number of households will continue to be a trend that is likely to continue through the next twenty years. The WDOA projects that persons per household for Langlade County will decline from 2.42 in year 2000, to 2.20 in year 2025.

The WDOA household projections indicate that by 2025 there will be 1,547 more households in the county. The highest number of households are projected to occur in the City of Antigo (307 households by year 2025), and the towns of Elcho (244), Wolf River (201), and Rolling (181). Fewer households are projected by year 2025 in the towns of Ackley (loss of 22 households), Summit (8), and Peck (4).

D. Educational levels

Educational attainment improved overall during the period. Over the period, the number of persons who graduated from high school as a percentage of those over 25 in Langlade County, increased from 71.6 percent in 1990 to 81.8 percent in 2000. The county increase was reflected in most local units between 1990 and 2000, except in the towns of Parrish and Peck.

Table 5: Persons 25 and Over Who Have Completed Four Years of High School or More					
Minor Civil Divison	1990	2000	1990 % of Total	2000 % of Total	1990 - 2000 Net Change
Ackley	237	310	65.1%	84.9%	73
Ainsworth	201	297	59.8%	67.3%	96
Antigo	729	843	76.4%	83.5%	114
Elcho	616	828	75.5%	81.3%	212
Evergreen	178	228	60.1%	70.8%	50
Langlade	183	278	63.5%	73.7%	95
Neva	402	516	67.2%	79.1%	114
Norwood	357	483	72.0%	81.7%	126
Parrish	43	50	72.9%	70.4%	7
Peck	187	180	77.0%	74.4%	(7)
Polar	412	535	74.6%	82.3%	123
Price	101	123	59.8%	78.8%	22
Rolling	565	766	71.9%	80.4%	201
Summit	84	80	63.6%	72.1%	(4)
Upham	316	485	70.9%	82.5%	169
Vilas	89	122	57.8%	78.7%	33
Wolf River	390	479	75.0%	77.4%	89
V. of White Lake	148	183	71.5%	75.9%	35
City of Antigo	4,009	4,841	72.8%	83.3%	832
County	9,247	11,627	71.6%	80.9%	2,380
State	2,432,154	2,957,461	78.7%	85.1%	525,307

Source: U.S. Census

Table 6: Persons 25 and Older Who Have Completed Four or More Years of College					
Minor Civil Divison	1990	2000	1990 % of Total	2000 % of Total	1990 - 2000 Net Change
Ackley	23	35	6.3%	9.6%	12
Ainsworth	15	13	4.5%	2.9%	(2)
Antigo	104	104	10.9%	10.3%	-
Elcho	94	111	11.5%	10.9%	17
Evergreen	17	22	5.7%	6.8%	5
Langlade	17	28	5.9%	7.4%	11
Neva	31	46	5.2%	7.1%	15
Norwood	37	63	7.5%	10.7%	26
Parrish	2	0	3.4%	0.0%	(2)
Peck	15	25	6.2%	10.3%	10
Polar	62	81	11.2%	12.5%	19
Price	12	23	7.1%	14.7%	11
Rolling	65	97	8.3%	10.2%	32
Summit	0	10	0.0%	9.0%	10
Upham	51	81	11.4%	13.8%	30
Vilas	5	6	3.2%	3.9%	1
Wolf River	56	79	10.8%	12.8%	23
V. of White Lake	11	24	5.3%	10.0%	13
City of Antigo	522	834	9.5%	14.4%	312
County	1,139	1,682	8.8%	11.7%	543
State	547,678	779,273	17.7%	22.4%	231,595

The rate of persons 25 and older with four or more years of college is slowly increasing within the county, but not all local units saw an increase. See Table 6. Five of the local units experienced a decrease from 1990 to 2000. Even though the county rate is increasing, the gap is widening between the county and state. In 1990, the gap was 8.9 percent and by 2000 the gap has widened to 10.7 percent.

E. Employment

Labor force participation is residents aged 16 and up who are either employed or looking for work. In 2005, Langlade County's participation rate of 62.9 percent was the fifth lowest in the state. The rate is low primarily because of the larger share of retired elderly residents who decide not to participate in the labor force. Those over 65 years comprise 19 percent of the county's population, compared with 13 percent statewide.

In 2000, there were over 9,700 residents employed. This reflects an 18 percent increase in the county's employment since 1990, compared to 43 percent growth at both the state and federal levels. About 80 percent of Langlade County's employed residents worked in Langlade County, while the remainder found employment in other counties. Employment is further discussed in the Economic Development Chapter.

Table 7: Total Employed Persons				
Minor Civil Divison	1990	2000	1990 - 2000 % Change	1990 - 2000 Net Change
Ackley	266	279	4.9%	13
Ainsworth	182	240	31.9%	58
Antigo	670	750	11.9%	80
Elcho	424	519	22.4%	95
Evergreen	188	216	14.9%	28
Langlade	129	217	68.2%	88
Neva	367	449	22.3%	82
Norwood	393	515	31.0%	122
Parrish	31	37	19.4%	6
Peck	176	168	-4.5%	(8)
Polar	392	498	27.0%	106
Price	120	120	0.0%	-
Rolling	616	801	30.0%	185
Summit	73	87	19.2%	14
Upham	218	348	59.6%	130
Vilas	96	117	21.9%	21
Wolf River	308	340	10.4%	32
V. of White Lake	110	137	24.5%	27
City of Antigo	3,467	3,865	11.5%	398
County	8,226	9,703	18.0%	1,477
State	2,517,238	2,734,925	8.6%	217,687

Source: U.S. Census

F. Income levels

Per capita income and median income are the two major indicators of income. The county median household income rose 37.6 percent from 1990 to 2000, compared to the state increase of 48.7 percent. Meanwhile, the county per capita income also increased by 40 percent, compared to the state increase of 60.1 percent. Note that these changes have not been adjusted for inflation.

Several Langlade County local units had per capita incomes rise about 50 percent or more from 1990 to 2000—Evergreen, Peck, Price, Upham, Vilas, and the Village of White Lake. Median household income rose more than the county in thirteen of nineteen local units of government.

**Table 8:
Median Household Income**

Minor Civil Divison	1990	2000	1990 - 2000 % Change	1990 - 2000 Net Change
Ackley	\$25,769	\$42,000	38.6%	\$16,231
Ainsworth	\$16,161	\$27,727	41.7%	\$11,566
Antigo	\$27,500	\$43,849	37.3%	\$16,349
Elcho	\$17,358	\$29,010	40.2%	\$11,652
Evergreen	\$18,409	\$30,536	39.7%	\$12,127
Langlade	\$13,875	\$27,054	48.7%	\$13,179
Neva	\$19,766	\$40,368	51.0%	\$20,602
Norwood	\$26,793	\$45,000	40.5%	\$18,207
Parrish	\$18,750	\$40,625	53.8%	\$21,875
Peck	\$17,407	\$34,167	49.1%	\$16,760
Polar	\$25,524	\$41,477	38.5%	\$15,953
Price	\$25,536	\$53,750	52.5%	\$28,214
Rolling	\$28,571	\$43,026	33.6%	\$14,455
Summit	\$20,893	\$29,375	28.9%	\$8,482
Upham	\$19,191	\$36,786	47.8%	\$17,595
Vilas	\$16,429	\$30,417	46.0%	\$13,988
Wolf River	\$19,018	\$31,413	39.5%	\$12,395
V. of White Lake	\$20,156	\$29,722	32.2%	\$9,566
City of Antigo	\$19,311	\$29,548	34.6%	\$10,237
County	\$20,703	\$33,168	37.6%	\$12,465
State	\$29,442	\$43,791	48.7%	\$26,111

Source: U.S. Census (Not adjusted for inflation)

Table 9: Per Capita Income				
Minor Civil Divison	1990	2000	1990 - 2000 % Change	1990 - 2000 Net Change
Ackley	\$9,815	\$18,113	45.8%	\$8,298
Ainsworth	\$8,317	\$14,162	41.3%	\$5,845
Antigo	\$12,854	\$18,445	30.3%	\$5,591
Elcho	\$10,413	\$17,016	38.8%	\$6,603
Evergreen	\$7,647	\$16,519	53.7%	\$8,872
Langlade	\$7,856	\$14,418	45.5%	\$6,562
Neva	\$9,621	\$16,503	41.7%	\$6,882
Norwood	\$10,058	\$17,893	43.8%	\$7,835
Parrish	\$11,087	\$18,645	40.5%	\$7,558
Peck	\$7,096	\$15,466	54.1%	\$8,370
Polar	\$9,986	\$17,141	41.7%	\$7,155
Price	\$9,931	\$20,338	51.2%	\$10,407
Rolling	\$10,982	\$17,946	38.8%	\$6,964
Summit	\$10,973	\$14,795	25.8%	\$3,822
Upham	\$10,390	\$20,498	49.3%	\$10,108
Vilas	\$6,786	\$14,423	53.0%	\$7,637
Wolf River	\$10,644	\$16,224	34.4%	\$5,580
V. of White Lake	\$8,462	\$16,768	49.5%	\$8,306
City of Antigo	\$10,291	\$16,592	38.0%	\$6,301
County	\$10,172	\$16,960	40.0%	\$6,788
State	\$13,286	\$21,271	60.1%	\$14,028

Source: U.S. Census (Not adjusted for inflation)

G. Race

According to the 2000 Census, nearly 98 percent of Langlade County residents are white.

1.3 PLANNING ISSUES AND GOALS, OBJECTIVES & POLICIES

A. Planning Issues

A variety of issues were identified throughout the planning process. Many of these were brought up during the series of planning meetings, others were taken from existing documents, and some were taken from other public meetings.

The next six chapters of this plan will list the issues that relate to those chapters.

B. Goals, Objectives and Policies

Each of the six following comprehensive plan chapters will conclude with a set of goals, objectives and policies, which will be used to guide the future development of the community. For purposes of this planning process, goals, objectives and policies are defined as follows:

Goals: Broad statements that express general public priorities about how the community should approach development issues during the next 20 years. These goals are based on key issues, opportunities and problems that affect the community.

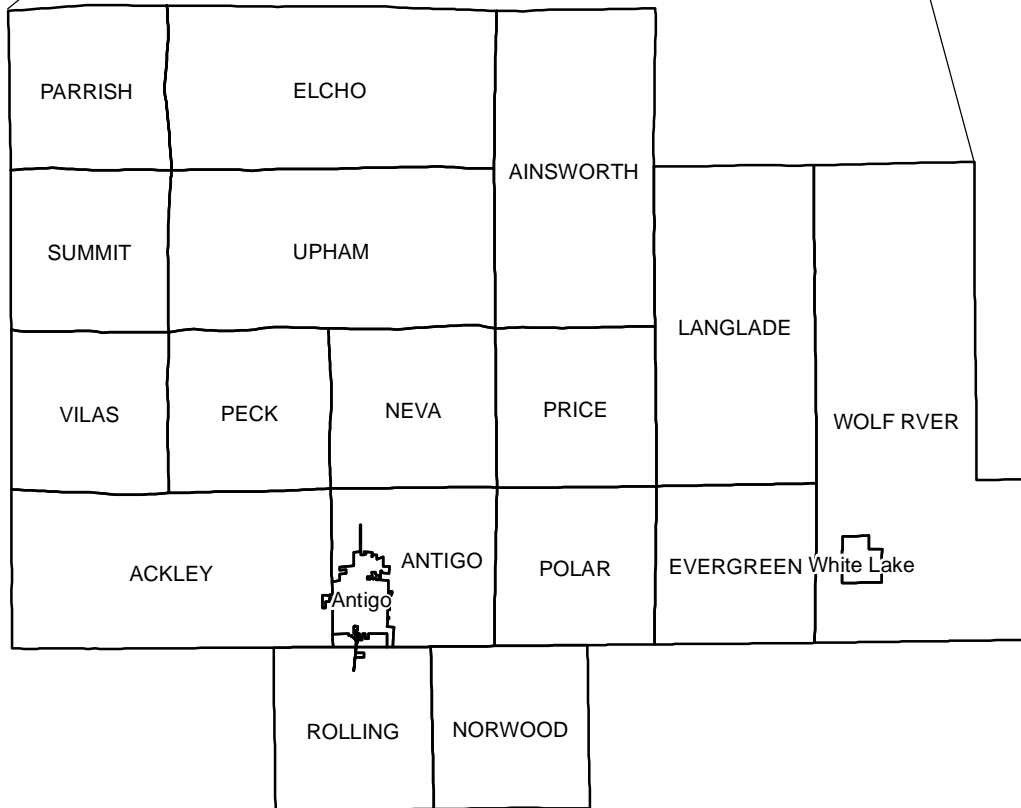
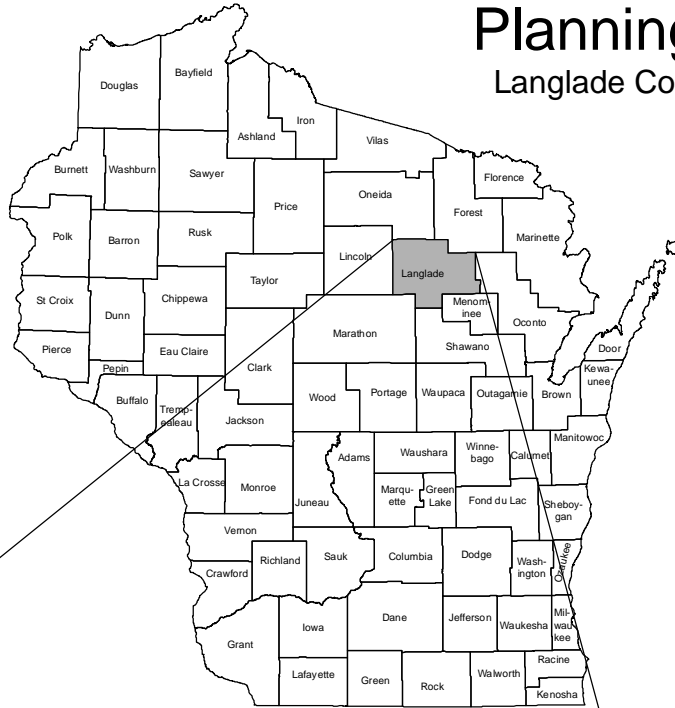
Objectives: More specific than goals and are usually attainable through planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.

Policies: Rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. Policies are intended to be used by decision-makers on a regular basis.

In addition to the goals, objectives, and policies some of the following chapters will list the various federal, state, and regional programs that may be available to assist the county.

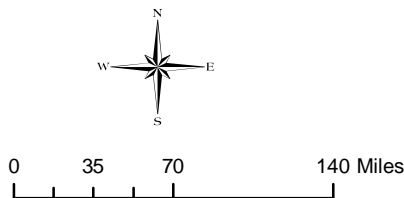
Planning Context

Langlade County, Wisconsin



Source: WI DNR, NCWRPC

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



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Chapter 2: Natural, Agricultural, and Cultural Resources

2.1 Introduction

2.2 Natural Resources

- A. Background
- B. Inventory and Trends
- C. Goals, Objectives & Policies

2.3 Agricultural Resources

- A. Background
- B. Inventory and Trends
- C. Goals, Objectives & Policies

2.4 Cultural Resources

- A. Background
- B. Inventory and Trends
- C. Goals, Objectives & Policies

Tables:

- Table 1: Lakes Over 100 Acres
- Table 2: Outstanding and Exceptional Water Resources
- Table 3: Forestland
- Table 4A: Farmland
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- Table 5: Cropland by Crop Type
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Maps:

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- Map 3: Non-Metallic Mines
- Map 4: Rare Species, Natural Areas & Watersheds

2.1 INTRODUCTION

This is the second of nine chapters that comprise the Langlade County Comprehensive Plan. This chapter is based on the statutory requirement for a “compilation of objectives, policies, goals, maps, and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.”

The chapter is organized into three main components: natural resources, agriculture, and cultural resources. Each component is then divided into three sections:

- Background
- Inventory & Trends
- Goals, Objectives and Policies

Although these components are separated, they are all interrelated. For example, the location of agricultural uses described in the “Agriculture” component of this chapter is based upon the soil and water information in the “Natural Resources” component. Similarly, this chapter relates to the other chapters as well. As a result, the information provided by this chapter will be referenced in other chapters.

2.2. NATURAL RESOURCES

A. Background

Langlade County is located in northeastern Wisconsin and is bounded on the north by Oneida and Forest Counties, on the east by Oconto County, on the south by Menominee, Shawano, and Marathon Counties, and on the west by Lincoln County.

The county’s total area is about 873 square miles or 569,128 acres, with about 9,210 acres in surface water. The county contains 843 lakes, and 513 miles of rivers and streams. The topography of Langlade County is of glacial origin, with a steep sloping end moraine splitting the county between the gently rolling hills, and the vast flat lands called the Antigo Flats. The National Ice Age Trail runs along the end moraine.

Forests cover two-thirds of the county and provide raw materials, wildlife habitat, and recreational opportunities. About 30 percent of the county is publicly owned land. Many county trails are found in the county forests for ATVing, snowmobiling, biking, hiking, and water trails. Agriculture is common south of the terminal moraine on the Antigo Flats and the county is a major producer of potatoes and dairy.

1. Previous Planning Efforts

County Efforts

Langlade County Land and Water Resource Management Plan, 1999

This Plan provides a framework for local/state/federal conservation program implementation efforts. Implementation of this plan will help protect and improve the valuable water and soil natural resources in Langlade County. Some of the plan's recommendations include replacing failing septic systems, reducing pollutants entering the waterways, establishing proper animal waste controls, and protecting and managing the area forests. This plan is currently being updated. A copy is available in the Langlade County Land Conservation Department.

Langlade County Forest Comprehensive Land Use Plan 2006-2020

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

Langlade County Outdoor Recreation Plan 2007-2011

The primary purpose of this recreation plan is to provide continued direction in meeting the current and future recreation needs of the County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs. Adoption of this plan and its subsequent acceptance by the Wisconsin Department of Natural Resources (WisDNR) allows for continued eligibility for financial assistance from the Land and Water Conservation Fund (LAWCON), the Stewardship Fund, and many other federal and state funding programs. Some of the recommendations of this plan include: purchase of land/easements to

complete the Ice Age Trail, continue expansion of cross-country ski trails, develop mountain biking on county lands, and purchase large blocks of forest adjacent to water bodies and steep slopes. A copy is available in the Langlede County Forestry Department.

County Ordinances

In addition to these planning efforts there are several county ordinances in place related to natural resources. These include the Non-Metallic Mining Reclamation Ordinance, Private Onsite Waste Treatment System Ordinance, Animal Waste Storage Ordinance, Soil and Water Conservation Standards for the Farmland Preservation Program, Shoreland Zoning Ordinance, and the General Zoning Ordinance.

State Efforts

Waters of Wisconsin: The Future of our Aquatic Ecosystems and Resources

This report looks at a broad range of issues involving water, from storm water runoff to land-use and transportation as they affect water quality. The overriding message of the report is the inter-relationship between all the elements of the hydrological cycle, specifically the link between groundwater and surface water quality. It suggests that policy should:

“...begin to act on recognition of the connections that characterize water – between the waters of the atmosphere, surface waters, and groundwater; between human uses and ecosystem needs; between water quality and water quantity; between Wisconsin and its neighbors; between our generation and generations to come.”

Of particular significance to Langlede County is the discussion of the quantity of groundwater and how it should be safeguarded. Because of the prevalence of irrigated agriculture in the county the amount and quality of groundwater is a special concern. Statewide, “water use for irrigation has more than doubled since 1980. Ninety percent of the water used in irrigation is consumptive use; 99 percent of irrigation water originates as groundwater.” In addition to agriculture, water use by industry in the state has increased by over 600 percent in the last half century, which could potentially have a significant affect on water table levels.

A copy is available from the Wisconsin Academy of Sciences, Arts, and Letters online at: <http://www.wisconsinacademy.org/wow/downloadreport.html>

Headwaters (Upper Wisconsin) Integrated Basin Plan, 2002

The Headwaters Integrated Basin Plan (also called the "Headwaters State of the Basin Report") provides a snapshot of the current conditions of land and water resources in the basin. This effort inventoried and assessed the land and water resource conditions, identified major issues, priorities and objectives, and recommended action.

Some of the recommendations of this plan include: protection and restoration of shoreline, identification of critical habitats, wetland protection and restoration, monitor nonmetallic mining effects on water quality, and encourage wellhead protection plans. A copy is available in the NCWRPC, and in the DNR Rhinelander Service Center.

Statewide Forest Plan, 2004

Wisconsin's latest Statewide Forest Plan identifies a common vision for the state's forest resources and a framework for achieving that vision. It incorporates the full range of trends and issues affecting Wisconsin's forests and their ecological, economic and social implications, and developed a variety of standards. In addition to forestry standards, some others areas relate to water resources, minerals and fish & wildlife. The plan also is a call to all interested parties to address the challenges facing Wisconsin's forests both now and in the future.

A copy is available from the WDNR Division of Forestry online at: <http://www.dnr.state.wi.us/forestry/assessment>.

State Trails Network Plan

This 2001 document clarifies the Wisconsin Department of Natural Resources (WDNR) role and strategy in the provision of all types of trails. The plan identifies a series of potential trail corridors that would link existing trails, public lands, natural features, and communities. This statewide network of interconnected trails would be owned and maintained by municipalities, private entities, and partnerships of the two. Preserving transportation corridors, such as old rail lines, is specifically discussed as a very important strategy in the creation of recreational and alternative transportation corridors.

Segment 19—Langlade County to Michigan: This abandoned rail corridor links the State of Michigan with the Mountain Bay Trail near Eland in Marathon County. It passes through a few state wildlife areas and some county forests. This corridor also links to the proposed Three Lakes to

Rhineland and Crandon to Tomahawk abandoned rail corridors, the Washburn to Rhineland corridor at Monico and the Antigo to White Lake proposed corridor. The grade runs through portions of Langlade County Forest, the lake area around Kempster in Langlade County and the popular tourist areas of Three Lakes and Eagle River in Vilas County.

Segment 56—Argonne to Shawano (NCWRPC Note: This is currently being developed as the Wolf River State Trail): This rail corridor was abandoned in fall of 2000 on the segment from south of Crandon to White Lake. Argonne is on the Dresser to Michigan corridor in the north, and Shawano links to the Mountain Bay Trail in the south of the corridor. The Crandon to Tomahawk corridor and the White Lake to Antigo corridor link to the Langlade County to Michigan corridor to form a loop. An old abandoned corridor east of White Lake in the future could link this corridor to the Nicolet State Trail or connect it to road routes. In Langlade County this segment south of White Lake follows the Wolf River for about seven miles and continues south through the Northwest portion of the Menominee Indian Reservation, terminating at Shawano and its connection to the Mountain Bay Trail.

Segment 70—Antigo to White Lake: This abandoned rail grade links these two communities via off-road connector. At Antigo it connects to Segment 19 corridor and at White Lake it connects to Segment 56. The corridor runs through the Antigo flats to the Wolf River east of White Lake.

A copy is available from the WDNR Wisconsin State Parks online at: <http://www.dnr.state.wi.us/ORG/LAND/parks/reports/trails/#contents>.

Wisconsin Land Legacy Report 2006-2056

This report is a comprehensive inventory of the special places that will be critical to meet future conservation and outdoor recreation needs for the next fifty years. Some of the questions asked to guide creation of this report were: Which lands and waters remain unprotected that will be critical for conserving our plants and animals and their habitats? What gaps exist now (and will likely emerge in the future) in providing abundant and satisfying outdoor recreation? How can we most effectively build upon the state's existing investment in protected lands to fill conservation and recreation gaps? What special places will our children and grandchildren wish we had protected?

Six Legacy Areas were identified in the county, and rated in 5 criteria: size, protection initiated, protection remaining, conservation significance, and recreation potential. Legacy Areas in Langlade County include the

Chequamegon-Nicolet National Forest, Prairie River, East and West Branches of the Eau Claire River, Red River, Upper Wolf River, and the Langlade Moraine. The Land Legacy report recommends protection of these lands by using federal, state, and local funding opportunities; along with possibly creating new kinds of incentives for landowners, working to draft comprehensive plans, or offering different types of technical assistance.

A copy is available at WDNR Service Centers or online at: http://dnr.wi.gov/Master_Planning/land_legacy.

2. Issues

- Natural Resource Protection Priority

Land and water resources are a major component of the quality of life in Langlade County. In addition to their contribution to the areas history and economy, they are valued for their natural and scenic beauty, wildlife habitat, and the recreational opportunities they provide. The planning effort needs to incorporate the protection and preservation of the critical natural resources.

- Protect Water Quality:

In particular, protecting and improving water quality is a priority for the county. The county is involved in efforts to improve water quality through enforcement of regulations, such as: shoreland and wetland zoning, permit review for septic systems, and developing watershed management plans.

B. Inventory and Trends

Understanding the natural resources of Langlade County is an essential component of planning for the future. The County's resources represent both the potential and the limiting constraints on development and change. The natural resources of Langlade County are comprised of many elements such as topography, soils, mineral deposits, ground and surface waters, woodlands, wetlands, and wildlife. These elements continue to provide the stage for development and exert pressures that greatly influence the direction and form future development will take. For example, constraints in the form of unsuitable soils, and steep slopes may preclude the use of an area for certain agricultural pursuits.

Achieving balance and harmony between the preservation and use of the county's natural resources is one of the primary goals of comprehensive planning. Sound decisions about future development depend upon knowledge of the supply, demand and intrinsic value of the County's resources. If properly

sustained, the resource base will continue to be a major economic and recreational asset to its residents and visitors.

1. Climate

Langlade County has a continental climate characterized by cold, snowy winters, warm summer days and cool summer nights. The short frost-free period during the summer restricts suitable crops mainly to forage, small grain, and vegetables. Precipitation is fairly well distributed throughout the year, reaching a peak in summer. Snow covers the ground much of the time from late fall until early spring, and has an annual range from 20 to 90+ inches and an annual mean of 51.9 inches during the past 20 years (1971-2000). June is generally the wettest month and February is the driest. Precipitation averages 30.6 inches annually. The sun shines 65 percent of the time in summer, and shines 45 percent in the winter. The prevailing wind is from the southwest. Average wind speed is highest in spring at 12 miles per hour.

2. Landscape

Langlade County's landscape is the result of several glacial advances and retreats that took place over northeastern and central Wisconsin some 12,500 to 20,000 years ago. As a result of this activity, numerous unique geologic and topographic features emerged such as a belt of terminal moraines, 10 to 12 miles wide, arching from the northwest corner of the county, southeast to the center, and finally southwest to the county line. The terminal moraines contain the most hilly region in the county. South and west of the terminal moraines is the outwash plain known as the Antigo Flats. Langlade County's physical landscape is defined not only by forest, wetlands, lakes, streams, woodlots, hills, and other natural features, but also the farm fields and farmsteads, scattered throughout the County.

Elevation ranges from about 1,070 feet above sea level in an area where the Wolf River leaves the county (in the southeast), to about 1,903 feet above sea level in the northwestern part of the Town of Langlade. Steep slopes are defined as slopes greater than 12 percent. See the Natural Resources Map.

3. Soils

There are 33 different soil types in Langlade County identified in the County Soil Survey. The Natural Resource Conservation Service (NRCS) is a federal agency that produced the Langlade County Soil Survey. The survey contains predictions of soil behavior for selected land uses and also highlights the

limitations and hazards inherent in the County's soil. A series of detailed maps identifying the location of soil types in Langlade County accompanies the survey.

These soils are grouped into 6 major soil associations that have distinct soil patterns, relief, and drainage features. The Langlade County Soil Survey contains detailed descriptions of each soil type, and includes tables to determine suitability and limitations. See the Soils Map.

Kennan-Keweenaw

This soil association consists of soils on terminal and recessional end moraines and partly of soils on ground moraines and drumlins. Soils are well drained loamy sand, undulating to very steep, stony, loamy and silty soils on moraines and drumlins.

Most of the acreage is woodland, including a few small, wooded swamps. The main concerns in managing woodland are the restricted use of machinery, erosion, seedling survival, and competing plants that interfere with tree regeneration.

In some areas the soils are used for farming. Dairying is the main farm enterprise on these soils. The major crops are oats, alfalfa, and corn. The main concerns in managing cropland are soil blowing and low fertility on the Keweenaw soils and water erosion and stoniness on both of the major soils. Applications of lime are needed for most crops.

Sanitary facilities and building site development may be limited by large stones and slopes related to this soil group. Local roads and streets on the Kennan soils may be damaged by frost heave.

Antigo-Pence

This soil association consists mostly of soils on rather flat outwash plains that are pitted with kettles and interspersed with hills and ridges of outwash deposits. Soils are well drained, nearly level to very steep, silty and loamy soils on outwash plains, kames, and eskers

Most of the acreage is woodland, including some wooded swamps. The main concerns in managing woodland are the restricted use of machinery, erosion, seedling survival, and competing plants that interfere with tree regeneration.

In mostly the southern part of the County the soils are used for farming as well. Dairying and potato farming are the main farm enterprises. The

major crops are oats, alfalfa, corn, red clover, and potatoes. The main concerns in managing cropland are soil blowing and low fertility on the Pence soils, water erosion on both of the major soils, and crusting of the surface layer in the Antigo soils. Applications of lime are needed for most crops. Coarse gravel and cobbles in the surface layer interfere with potato harvesting. Most of the gravel pits in the county are in areas of Antigo soils. (Antigo silt loam is the state soil.) Generally, these soils have few limitations for sanitary facilities or building site development. The effluent from waste disposal facilities can pollute ground water because of the poor filtering capacity of the substratum, which consists of sand and gravel.

Magnor-Cable

This soil association mostly consists of soils on ground moraines that have little local relief and few prominent features. The landscape is one of broad swells with long side slopes interspersed with long drainageways that broaden into large basins in places. Small swells or knolls are within some of the basins. The drainageways are frequently ponded during wet periods. Many streams and a few hills and manmade impoundments are in areas of this unit. Slopes are mostly long and smooth. Soils are somewhat poorly drained and very poorly drained, nearly level and gently sloping, silty and mucky soils on moraines.

Most of the acreage is woodland, including many wooded swamps. Large woodlots are common. The main concerns in managing woodland are the restricted use of machinery, windthrow, seedling survival, and competing plants that interfere with tree regeneration.

In some areas the soils are used for dairy farming. The major crops are oats, red clover, and forage grasses. The main concerns in managing cropland are wetness, water erosion, and crusting of the surface layer. Applications of lime are needed for most crops.

Sanitary facilities, building site development, and roadways are generally limited by wetness or ponding. Also, restricted permeability limits the use of the soils for sanitary facilities, and frost heave may damage local roads and streets.

Oesterle-Minocqua-Scott Lake

This soil association is on outwash plains where most of the soils have a seasonal high water table. The landscape is one of low flats interspersed with depressional areas, such as drainageways and basins. The low flats are not much higher than the depressional areas. The drainageways are

frequently ponded during wet periods. Many streams and a few lakes are in areas of this unit. Slopes are mostly long and smooth. Soils are somewhat poorly drained, very poorly drained, and moderately well drained, nearly level, silty and mucky soils on outwash plains.

Most of the acreage is woodland, including many wooded swamps. Large woodlots are common. The main concerns in managing woodland are the restricted use of machinery, windthrow, seedling survival, and competing plants that interfere with tree regeneration.

In some areas the soils are used for dairy farming. The major crops are oats, red clover, potatoes, and forage grasses. The main concerns in managing cropland are wetness and crusting of the surface layer. Applications of lime are needed for most crops. Coarse gravel and cobbles in the surface layer interfere with potato harvesting.

Sanitary facilities, building site development, and roadways are generally limited by wetness or ponding. Also, the effluent from waste disposal facilities can pollute ground water because of the poor filtering capacity of the substratum, and local roads and streets may be damaged by frost heave.

Antigo-Langlade

This soil association is part of a large, roughly triangular outwash plain that is called the Antigo Flats. Areas are broad and are rather flat, except for a few knolls, swells, swales, the foot slopes bordering terminal moraines, drainageways, and valleys. The one major valley, which is along Spring Brook, is very long, flat floored, and frequently flooded during wet periods. Secondary valleys or drainageways carry runoff to Spring Brook. Slopes are mostly long and smooth. Soils are well drained, nearly level and gently sloping, silty soils on outwash plains

Some of the acreage is woodland, including a few small, wooded swamps. The upland woods are mostly areas of sloping soils and soils bordering terminal moraines. The main concern in managing woodland is controlling competing plants that interfere with tree regeneration.

The Antigo-Langlade soils are the most intensively farmed soils in the county. Dairying and potato farming are the main enterprises. The major crops are oats, alfalfa, red clover, potatoes, and corn. The main concerns in managing cropland are water erosion and crusting of the surface layer. Applications of lime are needed for most crops. Coarse gravel and cobbles in the surface layer interfere with potato harvesting.

Generally these soils have few limitations for sanitary facilities or building site development. The effluent from waste disposal facilities, however, can pollute ground water because of the poor filtering capacity of the substratum. Also, local roads and streets may be damaged by frost heave. The substratum of the soils is a source of sand and gravel.

Milladore-Sherry-Mylrea

This soil association consists of soils on ground moraines that have little local relief and few prominent features. Granite bedrock is close to the surface. The landscape is one of broad swells with long side slopes interspersed with long drainageways that broaden into large basins in places. The drainageways are frequently ponded during wet periods. A few streams and manmade impoundments are in areas of this unit. Slopes are mostly long and smooth. Soils are somewhat poorly drained and very poorly drained, nearly level and gently sloping, silty and mucky soils on moraines

Most of the acreage is woodland, including many wooded swamps. The main concerns in managing woodland include the restricted use of machinery, windthrow, seedling survival, and competing plants that interfere with tree regeneration.

Sanitary facilities, building site development, and roadways are generally limited by wetness or ponding. Restricted permeability limits the use of Milladore and sherry soils for sanitary facilities. Granite bedrock can restrict excavations. Local roads may be damaged by frost heave.

These soil associations demonstrate the relationship between soil types and characteristics to the various types of development or use. Residential, commercial, and industrial buildings are limited by shallow depth to bedrock which restricts foundation depth or increases construction costs; by high water tables which cause wet basements and are often found with unstable soils; and by land with steep slopes (over 12 percent) which hampers commercial and industrial uses more than residential.

These conditions also pose problems for underground utilities to serve such areas. Soils and soil conditions greatly affect certain types of development. Depth to bedrock, poor filtration capabilities, slow water percolation, wetness, ponding, susceptibility to erosion (slope), and subsidence are all factors that make development activities difficult. These types of soils are generally found in wetlands, on hillsides, and in shallow soils overlying bedrock. Due to their fragile nature, destruction of vegetative cover on such soils can trigger damage from wind and gully erosion.

Modern codes and ordinances that regulate land development and building location are based upon soil characteristics. Several ways of guiding development where soils are poor include not allowing residential/commercial/industrial development unless sewer is available; requiring alternative systems to on-site absorption of septic; prohibiting the use of holding tanks requiring large lot sizes.

4. Metallic and Nonmetallic Resources

Langlade County contains some significant non-metallic deposits, and as such, several quarries are in operation. Currently there are 46 approved non-metallic mining quarries that are greater than 1 acre in size. The County adopted Non-Metallic Mine Reclamation Ordinance, Chapter 20, to assure that lands opened to mining are reclaimed to near pre-mine conditions, or to some other pre-determined final use. Any new mine would be subject to the reclamation standards under this ordinance. See Map 2-3 for locations.

There are no known metallic deposits within the county.

5. Surface Water

Langlade County has 843 lakes covering 9,148 acres, and 225 streams with a total length over 500 miles and a surface area of about 1,800 acres. Overall, the general water quality is good, however, eutrophication is an issue. During the summer, shallow water areas contain algae and weeds. The water is predominantly very soft in the seepage, drained, and drainage lakes, but the water is hard in many of the spring lakes and streams. See the Natural Resources Map.

The largest body of water is the Wolf River, covering almost 950 acres. Most of the lakes are spring lakes or seepage lakes. White Lake is the largest spring lake, while Upper Post Lake, an impoundment and a drainage lake, is the largest lake in the County. The deepest lake is Jack Lake, which is 85 feet deep. See Table 1.

Table 1: Langlade County Lakes over 100 acres		
Lake Name	Acreage	Township
Boulder Lake*	362	WOLF RIVER - South
Duck Lake	123	ELCHO - West
Enterprise Lake	505	ELCHO - West
Greater Bass Lake	246	UPHAM - West
Little Sand Lake*	243	AINSWORTH - North
Mary Lake	156	WOLF RIVER
Moccasin Lake	110	ELCHO - West
Moose Lake	105	NORWOOD
Pickerel Lake*	1,299	AINSWORTH - North
Post (Lower) Lake	377	ELCHO - East
Post (Upper) Lake*	757	ELCHO - East
Rolling Stone Lake	672	AINSWORTH - North
Rose Lake (Bear)	109	WOLF RIVER - Central
Sawyer Lake (Edith)	168	WOLF RIVER - Central
Summit Lake	282	ELCHO - West
Summit Lake	282	UPHAM - West
White Lake	146	WOLF RIVER - South

Source: WDNR, 24k Hydro, 2000; and Wisconsin Lakes book.

*A portion of this lake is not in Langlade County.

The Wolf River flows southeast through the county from its headwaters in Pine Lake near Hiles, Wisconsin. From the Langlade-Menominee County line downstream (which is not in Langlade County) to Keshena Falls, the Wolf River is designated as a national Wild and Scenic River. No additional dams are permitted on the Wolf River in Langlade County (§30.25(1) Wis. Stats.). The gradient is very steep for a Midwestern river. It drops 420 feet in 50 miles from the Upper Post Lake Dam to the Menominee Indian Reservation. There are 17 named rapids on the Wolf River as it winds through Langlade County.

Surface water is an important resource to Langlade County, however it is threatened by both point and non-point source pollution. Nonpoint source pollution, often the result of stormwater runoff and erosion, is pollution that cannot be traced to a single source, and can come from roadways, parking lots, farm fields and construction sites. The more of these impervious surfaces the greater the runoff that is carried into the waterways.

The Wisconsin State Legislature created the Wisconsin Nonpoint Source Water Pollution Abatement Program (NPS) in 1978 (§281.66, Wis. Stats.). The goal of the NPS Program is to improve and protect the water quality of streams, lakes, wetlands, and groundwater by reducing pollutants from agricultural and residential non-point sources. The WDNR and DATCP administer the program, which focuses on critical hydrologic units called priority watersheds. The program is implemented through priority watershed projects led by local units of government. Landowners, land renters, counties, cities, villages, towns, sewer districts, sanitary districts, lake districts, and regional planning commissions are eligible to participate.

The Wisconsin Department of Natural Resources (WDNR), per requirements of the U.S. Environmental Protection Agency (EPA), maintains a list of water bodies that do not currently meet water quality standards under the Clean Water Act. This list is commonly known as the "303(d) list," corresponding to the applicable subsection of the Clean Water Act. The WDNR is required to update the list every two years.

Langlade County has six water bodies appearing on the 2006 303(d) list. Spring Brook Creek is listed because of metals and phosphorus contamination, and will receive a TMDL within 2-years, based upon its priority designation of "high," on a level of low-medium-high. A Total Maximum Daily Load (TMDL) is a plan to reduce the amount of specific pollutants reaching an impaired lake or stream to the extent that water quality standards will be met. Waste load allocations will be implemented through the WPDES permit program for point sources, and through Wisconsin's nonpoint source program. The following lakes are on the list because of mercury contamination from atmospheric deposition: Clear Lake, Deep Wood Lake, Greater Bass Lake, Lower Bass Lake, and Summit Lake. The DNR issues fish consumption advisories based upon atmospheric mercury pollution.

The WDNR also maintains a list of Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs). An outstanding resource water is defined as a lake or stream which has excellent water quality, high recreational and aesthetic value, and high quality fishing and is free from point source or nonpoint source pollution. An exceptional resource water is defined as a stream which exhibits the same high quality resource values as outstanding waters, but which may be impacted by point source pollution or have the potential for future discharge from a small sewer community. See Table 2.

Table 2: Langlade County Outstanding and Exceptional Resource Waters		
Waterbody	Portion of waterbody classified ORW or ERW	Classification
Clearwater Creek	All	ORW
Drew Creek	All	ORW
Elton Creek	All	ORW
Evergreen River	All	ORW
Little Evergreen Creek	All	ORW
Lower Post Lake	All	ORW
Mayking Creek	All	ORW
Michelson Creek	All	ORW
Mid Branch Embarrass River	All	ORW
Upper Post Lake	All	ORW
S. Branch Oconto River	All	ORW
Wolf River	All	ORW
Dalton Creek	All	ERW
Demlow Springs	All	ERW
Demster Creek	All	ERW
E. Branch Eau Claire River	From STH 64 upstream to firelane crossing in T33N R11E S35 SW 1/4	ERW
Garski Flowage	All	ERW
Getchell Creek	All	ERW
Hansen Creek	All	ERW
Hunting River	From Fitzgerald Dam Road downstream to T33N R11E S1	ERW
Little West Branch Wolf River	All	ERW
Markgraf Creek	All	ERW
McCloud Creek	Above Hwy H	ERW
McGee Creek	All	ERW
Mondl Creek	All	ERW
Oldens Creek	All	ERW
Plover River	All	ERW
Prairie River	All	ERW
Rabes Creek	All	ERW
Rasmussen Creeek	All	ERW

Source: Wisconsin DNR, NCWRPC

**Table 2 Continued:
Langlade County Outstanding and Exceptional Resource Waters**

Waterbody	Portion of waterbody classified ORW or ERW	Classification
Silver Creek	All	ERW
Spring Brook	All	ERW
Spring Creek	All	ERW
Squaw Creek	All	ERW
Stevens Creek (S16 T34N R9E)	All	ERW
Stevens Creek (S8 T33N R12E)	All	ERW
Thompson Creek	All	ERW
W. Branch Red River	All	ERW
Woods Flowage	All	ERW

Source: Wisconsin DNR, NCWRPC

6. Wetlands

Wetlands are important for groundwater aquifer recharge, wildlife habitat, and serving social functions such as open space, recreation, and aesthetics. They also act as water storage “sponges” in times of high water by absorbing excess water and then releasing it back into the watershed slowly, thereby preventing flooding and minimizing flood damage. Wetlands have valuable ground and surface water purification capabilities since potentially harmful compounds and bacteria in the water are absorbed into plant tissues thus buffering the adjacent water body. Wetlands occur in areas where the water level is usually near or above the soil surface. Wetlands cover nearly 66,000 acres of land throughout the county.

Swamps, bogs, marshes, potholes, wet meadows, and sloughs are all considered wetlands. The soils in these areas are usually saturated within a few inches of the surface during the growing season and need some type of artificial drainage to be made arable. Besides their ecological value, wetlands are also an important recreational, educational, and aesthetic resource. Wetlands are a breeding and nesting ground for waterfowl and for many other animals depending upon aquatic habitats. Maintaining these breeding grounds ensures a variety and adequate amount of game for hunting and wildlife observation. Sometimes a particular chain of wetlands can be home to a rare or endangered species thereby provoking interest from scientists and educators. Lastly, the visual appearance of the wetlands themselves can constitute a scenic resource.

Historically, the greatest threats to wetlands in the County have been agricultural drainage and urban development. Given their important role,

destruction of wetlands can negatively affect the public in many ways. The development of impermeable surfaces and the addition of fill materials can destroy the hydrological function of a wetland site while simultaneously increasing flood dangers downstream. The WDNR has promulgated minimum standards for managing wetlands to help reduce the negative impacts of developing in or near wetland areas.

The DNR identifies the location of wetlands on their Wisconsin Wetland Inventory maps and associated database. According to this database, Langlade County has over 65,900 acres of wetlands, which also includes wooded wetlands. Significant concentrations of wetlands in Langlade County include Bogus Swamp in the Town of Upham, Ackley State Wildlife Area and surrounding county forest, the Antigo Flats west of USH 45, and in scattered areas along the Wolf River. Additional wetlands are associated with the floodplains and smaller wetlands are scattered throughout the County.

7. Floodplains

Floodplains are a natural flood control system that provides an area where excess water can be accommodated. The extent to which a floodplain may become inundated depends upon the amount of water, the speed and distance that the water travels, and the topography of the area. Langlade County contains approximately 25,500 acres of floodplain, some of which is also wetlands. See the Natural Resources Map.

Floods are one of Wisconsin's the most common types of natural disasters. Each year Wisconsin communities suffer millions of dollars in flood damages. The Federal Emergency Management Agency (FEMA) designates floodplain areas in the state. These are areas predicted to be inundated with floodwaters in the 100-year storm event (e.g., a storm that has about a 1% chance of happening in any given year, or a 26% chance of happening over a 30-year period).

Given that these areas are prone to flooding, development in floodplains is usually discouraged. Even so, development does occur in these areas and in turn affects the ability of this system to function properly.

Chapter NR 116 of the Wisconsin Administrative Code requires all municipalities to adopt reasonable and effective floodplain zoning ordinances for the purpose of protecting individuals, private property, and public investments from flood damage. Floodplain zoning regulates development in the floodway and flood fringe areas, usually by requiring structures to be built above flood levels or be otherwise flood-protected. 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). Floodplain regulation can also keep communities eligible for the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program (NFIP). FEMA offers emergency monetary assistance to flood stricken communities provided these areas are in compliance with NFIP requirements and have also completed a Flood Insurance Study. Currently, Langlade County, the City of Antigo, and the Village of White Lake all participate in the NFIP program, have completed the Flood Insurance Study, and have created a Flood Insurance Rate Map (FIRM) that delineates those areas likely to be inundated by a 100-year flood (also known as "A" Zones).

8. Watersheds

Langlade County is divided into 15 watersheds and two drainage basins. The sub-continental divide separates the Mississippi River drainage basin from the Lake Michigan drainage basin. On the eastern side of the divide, water flows into the Wolf and Oconto Rivers, which lead to Lake Michigan. On the Western side of the divide, the water flows into the Wisconsin River on its way to the Mississippi River. See Map 2-4.

The eastern part of the county is within the drainage basin of the Wolf and Oconto Rivers, and the western part is within the drainage basin of the Wisconsin River. In Langlade County, the Wolf River starts at Lower Post Lake, flows generally south and east, and leaves the county just south of Markton. Seven principal tributaries of the Wolf River that are at least partly in the county include: Swamp Creek, Pickerel Creek, Hunting River, Lily River, Ninemile Creek, Evergreen River, and Red River. Five principal tributaries of the Wisconsin River that drain the western part of the county include: Prairie, Pine, Trappe, Spring Brook Creek, and Eau Claire Rivers.

The Antigo Flats are drained by Spring Brook, a tributary of the Eau Claire River, and by the east and west branches of the Eau Claire River. All of these streams drop about 7 feet per mile. The drainage valleys are large in relation to the size of the streams occupying them, because of the large volume of glacial meltwater that they once carried.

The WDNR issues grants for the implementation of watershed projects through a cost-share approach. The Priority Watershed Program provides financial assistance to local units of government in selected watersheds to address land management activities that contribute to urban and rural runoff. The grantees use the funds to reimburse costs to landowners for installing voluntary Best Management Practices (BMPs). Spring Brook is priority watershed established in 1994.

9. Groundwater Resources

Groundwater supplies nearly all of the water for residential, commercial, and industrial uses in Langlade County. In general, groundwater use has increased in the county as urban areas continue to grow and agricultural users install more high capacity wells. The increase in rural housing developments and water bottling facilities, each with their own private well, also places demands on groundwater.

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. The average recharge from precipitation on 1 square mile of the Antigo Flats is about 256,000 gallons per day (USGS, 1954). The groundwater generally moves southward, and the level generally rises in spring, declines in summer, rises slightly in fall, and declines in winter. Use of groundwater for irrigation has caused a measurable decline in the level only in the immediate vicinity of the withdrawal. The depth to groundwater ranges to as much as 138 feet beneath the hills on the moraines. On the Antigo Flats, groundwater depth averages about 25 feet. Groundwater yields from the glacial deposits vary. Generally, the outwash yields more than the glacial till. The underlying crystalline bedrock yields little or no water.

Natural groundwater generally discharges at streams, marshes, lakes, and springs or as underflow. The continued flow of perennial streams during long dry periods is caused by the natural discharge of the groundwater reservoir. Langlade County uses approximately 6.3 billion gallons (WDNR email) of groundwater for irrigation, bottling, and mining operations each year. Urban groundwater uses in the County are approaching 2 million gallons (PSC online) annually from the three municipal water systems combined. Ensuring an adequate supply of usable groundwater is an important issue in Langlade County since the water becomes more difficult to obtain for everyone when the resource is more heavily used.

The quality of the ground water is generally very good. Many soils however have very porous layers that are poor filters for domestic waste and agricultural chemicals. The impact of development and agriculture may cause deterioration of the ground water. Generally, the content of dissolved solids in the ground water is relatively low in the western half of Langlade County and relatively high in the eastern half. The higher content in the eastern part probably results from a higher content of limestone in the glacial deposits.

Groundwater quality can be impaired by a variety of pollutants including leaking underground storage tanks (LUSTs), landfills, septic tanks, over-application of pesticides and fertilizers, and spills of hazardous chemicals. The

most common contaminants found in Wisconsin's groundwater are pesticides, nitrates, nitrogen, and volatile organic compounds (VOCs). These contaminants come from a multitude of sources including nitrogen-based fertilizers, septic systems, animal waste storage, feedlots, municipal and industrial wastewater discharges, and sludge disposal. Nitrates are an issue in the southern part of the county in vegetable and potato production areas. Groundwater contaminants can affect the health of humans, livestock, and wildlife. Because groundwater seeps more slowly than surface runoff, pollution that occurs today may not become evident for several years. Once polluted, the groundwater is very difficult to purify and may take many years to clean itself by the dilution process.

10. Forests

At one time, much of Wisconsin was covered with magnificent stands of pine, hemlock, and hardwoods on the highlands, and cedar, spruce, and balsam on its lowlands. From 1860 to about 1910, these forests provided raw material for a thriving lumber industry. The need to supply lumber for a growing nation, and the lack of sound forest management, resulted in over harvest of the forests and degradation of the landscape. Immigrants rushed to these newly cleared lands, hungry for a place to farm and build their lives. But in just a few years, the soils gave out, catastrophic fires occurred, and many people were forced to seek their fortunes elsewhere. The land was left exhausted and tax delinquent. Langlade County Forests were the first county forests created from tax delinquent land in Wisconsin under the County Forest Crop Law, with the first state aid payment being received in June of 1932.

Woodlands covered approximately 404,400 acres of the county in 2004. As of 2007, there were about 115,975 acres of privately-owned forestland enrolled in either the Forest Crop Law (FCL) or Managed Forest Law (MFL) program, both administered by WDNR. The FCL program, enacted in 1927, allows private landowners to defer tax payment on timber until after the harvest, or when the contract is terminated. New enrollment for this program terminated in 1986. The FCL program was designed to encourage long-term investment in private forestland and promote sound forest management practices. FCL enrolled parcels must be at least 40 acres of contiguous forestland and be open to the public for hunting and fishing. Permanent houses are not allowed on these parcels.

Designed to forward the objectives of the FCL program, the MFL program was enacted in 1986. To qualify for MFL enrollment, the forestland must be at least 10 contiguous acres and participating landowners must adopt a forest management plan. In exchange, their land is assessed for tax purposes at a rate below the state average.

Table 3 displays information on the amount of forestland and type of ownership in Langlade County.

Table 3: Area of Forest Land (Public and Private Acreage)					
Minor Civil Division	1983 Forest Land	1996 Forest Land	2004 Forest Land	1983-2004 % Change	1983-2004 Net Change
Langlade County	391,700	409,347	404,442	3.3%	12,742
State	15,351,300	15,964,800	16,037,233	4.5%	685,933

Source: USDA Forest Service, 1983, 1996, & 2004

The change in forest cover over time can be an important indicator of how sustainable forestry activities are within the county. From 1983 to 2004, forested land within Langlade County has generally increased by 12,742 acres or 3.3%. This increase in forested land follows a similar trend throughout the state of Wisconsin. Forest cover is typically quantified by a ground level forest inventory or by using satellite imagery data.

Currently in Langlade County there are 39,680 acres of forestland owned by the federal government as part of the Nicolet National Forest; 17,712 acres owned by the state of Wisconsin mainly as state natural, fishery, or wildlife areas; the county owns 127,137 acres, and local governments own 2,937 acres.

Under the Forest Crop Law (FCL) 9,675 acres are open to the public to hunt and fish as of 2007. There are 57,042 acres enrolled in the Managed Forest Law (MFL) program in Langlade County that are open to the public for hunting, fishing, cross-country skiing, sightseeing, and hiking, and 49,258 acres that are closed to public access. All MFL program participants can restrict access without penalty to the landowner to areas that are within 300 feet of any building or harvesting operation. Snowmobiles, ATVs, bicycles, and other motorized and non-motorized vehicles are prohibited on enrolled lands that are open to the public.

Woodland plays a key role in the protection of environmentally sensitive areas like steep slopes, shorelands, wetlands, and flood plains. Removal of woodland cover can be detrimental to these areas in both ecological functions and to visual enjoyment. The health of a forest is measured by its capacity for renewal, for recovery from a wide range of disturbances, and for retention of its ecological resiliency. At the same time it must meet current and future needs of people for desired levels of values, uses, products, and services. Arguably, invasive exotic species like garlic mustard and multiflora rose present the greatest threat to the long-term health and integrity of the forests. Invasive

plants present a problem for native plants as they invade natural systems, often dominating a community by competing for nutrients, sunlight and space, and by altering the food web or physical environment. Invasive species like the Gypsy moth and the Asian long-horned beetle can prey on native species.

a. Langlade County Forest

The Langlade County Forestry and Recreation Department manages 127,137 acres of county forest. This land is managed for multiple uses, and is independently certified as sustainably managed and harvested. Some of the county forest is closed to motorized vehicles. Examples of permitted recreational activities are hunting, fishing, hiking, snowmobiling, camping, bough cutting (permit required), firewood collection (permit required), and wildlife observation.

b. School Forests

The Unified School District of Antigo owns and maintains several school forests that are listed below. Contact the Unified School District of Antigo for rules of use on school forest lands.

- Pleasant View School Forest, 20 acres;
- River Grove School Forest, 25 acres;
- Crestwood School Forest, 38 acres;
- Forestview School Forest, 38 acres;
- Liberty Bell Forty, 40 acres;
- Deerbrook School Forest, 80 acres;
- Noboken School Forest, 168 acres;

The Elcho School District owns and maintains two school forests listed below. Contact the Elcho School District for rules of use on school forest lands.

- Elcho School Forest, 31 acres;
- Summit Lake School Forest, 78 acres;

School Park Forest is a 6 acre forest owned and maintained by the White Lake School District. Contact them for rules of use on school forest lands.

c. Town of Peck Forest

The Town of Peck owns 2,333 acres of land for the Peck Town Forest, and 80 acres for Peck School's Forest.

d. National Forest

The Nicolet National Forest has lands in several counties including Langlade. The Lakewood area of the Nicolet National Forest covers about 39,680 acres in the eastern portion of the county.

The United States Department of Agriculture's Forest Service controls these lands. A Land and Resource Management Plan was developed in 2004 for both the Chequamegon and Nicolet Forests. That plan provides guidance for all resource management activities in the Forests.

11. Wildlife, Fish, & Natural Areas

The State of Wisconsin, primarily through the Department of Natural Resources, holds several tracts of land within Langlade County as Wildlife Areas, Fishery Areas, and Natural Areas. These lands are open to the public for a variety of uses. Boundary signs posted near parking lots and along borders explain the uses on that parcel. See Map 2-4.

State Wildlife Areas (SWA):

SWA were acquired to preserve habitat for wildlife. Two State wildlife areas exist in Langlade County.

Ackley Wildlife Area is 1,158 acres, plus 20,000 acres of county lands managed to complement the state ownership in the Town of Ackley.

Peters Marsh Wildlife Area is 1,681 acres, and is mostly surrounded by county forest in the Towns of Ainsworth and Price.

State Fishery Areas (SFA):

SFA have been purchased to protect important waterways from improper land use due to agriculture or urban runoff. Some protect and improve spawning grounds for area fisheries, while others prevent the blocking of important waterways. Some fishery areas consist of fee-title ownership as well as easements. Boundary signs posted near parking lots and along borders explain the property's use.

Twelve state fishery areas exist in Langlade County. They are:

Clubhouse Lake-Sunshine Springs Fishery Area is 41 acres and is located in the Town of Evergreen.

Crystal Springs Rearing Station is 38 acres in the Peters Marsh Wildlife Area located on the corner of the Towns of Ainsworth, Price, Neva, and Upham.

Daneault Springs Fishery Area is 40 acres and is located in the Town of Rolling.

Demlows Lake Fishery Area is 74 acres along Upper and Lower Demlow Lake in the Town of Norwood.

Eau Claire River Fishery Area is 44 acres and is also in the Peters Marsh Wildlife Area in the Town of Upham.

Evergreen River Fishery Area is 1,391 acres along the Evergreen River west of White Lake in the Town of Wolf River.

Lambert Springs Fishery Area is 40 acres east of STH 52 at CTH A and is located in the Town of Langlade.

Langlade Rearing Station is 201 acres northeast of White Lake on STH 64 in the Town of Wolf River.

Prairie River Fishery Area is 151 acres along the Prairie River in the Town of Parish.

Rabes Lake Fishery Area is 120 acres and is located around Rabe Lake in the Town of Polar.

Upper Wolf River Fishery Area is 9,273 acres along the Wolf River in the Town of Langlade.

Woods Flowage Fishery Area is 1,232 acres and is located mainly in the Town of Evergreen.

State Natural Areas (SNA):

SNA were acquired to protect the state's natural diversity, provide sites for research and environmental education, and serve as benchmarks for assessing and guiding use of other lands in the state. Natural areas are defined as tracts of land or water, which have native biotic communities, unique natural features, or significant geological or archeological sites. Generally, natural areas are remnant areas that largely have escaped disturbances since settlement or which exhibit little recent disturbance so that recovery has occurred and presettlement conditions are approached.

Natural areas provide an important reservoir of our state's genetic or biologic diversity. They act as important reserves for native biotic communities and provide habitat for endangered, threatened, or critical species or other species of special concern to scientists. They often include areas with highly significant geological or archaeological features. They tend not to have much facility development, though there may be a designated trail or two on site. Some properties allow limited hunting.

Langlade County has eight state natural areas. They are:

Flora Spring Pond (No. 78) is 40 acres and is located in the Town of Evergreen.

Oxbow Rapids, Upper Wolf River (No. 163) is 40 acres and is located within the Upper Wolf River State Fishery Area in the central area in the Town of Wolf River.

Bear Caves (No. 286) is 50 acres and is located in the Town of Wolf River.

Bogus Swamp (No. 287) is 870 acres and is located in the Town of Upham.

Minito Lake (No. 288) is 24 acres and is located in the western half of the Town of Elcho.

Lawrence Lake (No. 404) is 326 acres and is located in the Town of Price.

Hunting River Alders (No. 527) is 104 acres and is located within the county forest in the eastern half of the Town of Elcho.

Kelly Lynn Bog (No. 528) is 774 acres and is located within the county forest in the Town of Parrish.

WisDOT also maintains the Bina Wetland Mitigation Bank in Ackley

12. Threatened and Endangered Species

Langlade County contains a wide range of plant and wildlife habitats. These natural habitats have been greatly affected by rural development and agricultural practices. In most cases, these influences are directly responsible for the endangerment or threatening of certain species. The Endangered Species Act (ESA) requires all federal agencies to conserve endangered and threatened species. The State of Wisconsin has similar statutes.

Wisconsin law prohibits the “taking” of any plant or animal listed as endangered or threatened. Taking is defined as the act of killing, harming, collecting, capturing, or harassing a member of a protected species. The WDNR-Bureau of Endangered species operates the Wisconsin’s Natural Heritage Inventory (NHI), which maintains data on the location and status of rare species, natural communities, and natural features in Wisconsin. See the attached Map.

WDNR's Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species in the state. This data is obtained through field inventory. According to that inventory, Langlade County has 159 land sections with occurrences of aquatic and terrestrial plants, animals, and/or natural communities of endangered status as identified in the Wisconsin Natural Heritage Inventory. Each section identified may have several different species or just one species. Langlade County has fewer rare species occurrences than other surrounding counties.

Langlade County has seven species that are threatened or endangered. The Barn Owl (*Tyto alba*) and the Small Yellow Water Crowfoot (*Ranunculus gmelinii*) are the only two endangered species in Langlade County. Five other species are considered threatened: Wood Turtle (*Clemmys insculpta*), Fairy Slipper (*Calypso bulbosa*), Marsh Valerian (*Valeriana sitchensis*), Algae-leafed Pondweed (*Potamogeton confervoides*), and Braun's Holly-fern (*Polystichum braunii*). The Great Gray Owl (*Strix nebulosa*), Northern Goshawk (*Accipiter gentilis*), and the Osprey (*Pandion haliaetus*) are bird species that are fully protected under the Migratory Bird Act. The bald eagle is no longer listed, but is now protected by the Bald and Golden Eagle Protection Act. Several other species of plants and animals are listed as rare species, but there are no laws in place to protect them.

13. Environmentally Sensitive Areas/Ecological Landscapes

The presence of surface water, floodways, wetlands, and steep slopes creates situations where some locations are less suitable for development than others. These less suitable areas are often referred to as “environmentally sensitive areas” due to the generally negative impact development in these areas has on the environment. As a rule, the areas where development is most harmful are the same areas where development is most difficult or expensive. For example, building a house on the edge of a steep hillside requires expensive footings and erosion control measures to prevent the structure from falling. At the same time, the removal of trees and dirt for construction can compromise the integrity of the cliff and cause more stormwater erosion or landslides thus harming the entire hill itself.

Ecological Landscapes were created as a WDNR handbook for resource managers to assist with their ecological assessment of an area, and to help determine sustainable uses. The northern half of the County lies in the ecological landscape known as the North Central Forest, while the southern area lies in the Forest Transition landscape.

14. Air Resources

Air quality in Laclede County meets National Ambient Air Quality Standards (NAAQS) for the six principal pollutants monitored: carbon monoxide (CO), lead (Pb), nitrogen dioxide (NO₂), ozone (O₃), particulate matter (PM₁₀ and PM_{2.5}), and sulfur dioxide (SO₂). Even so, there are sources of localized air pollution that are cause for concern, such as carbon monoxide from vehicle exhausts in attached garages, volatile organic compounds (VOCs) located in paints and solvents that dry quickly, and wood burning. Incomplete combustion from outdoor wood boilers and wood furnaces create particulate matter (PM₁₀ and PM_{2.5}), polycyclic aromatic hydrocarbons (PAHs), dioxins and furans, carbon monoxide, volatile organic compounds and metals into the air we breathe.

C. Goals, Objectives & Policies

Goals:

- 1) Protect the County's natural features, including lakes, open space, wetlands, wildlife habitat, woodlands, and unique physical areas.
- 2) Protect large tract woodlands and enhance County Forests.
- 3) Reduce contamination of surface and groundwater resources in the County.
- 4) Encourage and support the preservation of natural areas that minimize flooding, such as grasslands, wetlands and woodlands.
- 5) Allow for needed non-metallic mining while balancing the interests of adjacent landowners and the County.

Objectives:

- 1) New development should not negatively impact natural resources.
- 2) Protect surface water, groundwater, and shoreline quality.

- 3) Identify the critical natural resources, such as lakes, streams, rivers, wetlands, steep slopes, and woodlands.
- 4) Promote opportunities that support both natural resource protection and economic development.
- 5) Encourage the development of a natural area network connecting open areas, wetlands, and woodlands.
- 6) Increase and improve wildlife habitat.
- 7) Balance access to natural areas with resource protection efforts.
- 8) Minimize the conversion of woodlands into other uses.
- 9) Promote development that minimizes surface and groundwater impacts from on-site septic systems and other sources.
- 10) Promote groundwater protection efforts to maintain and lower nitrate, pesticide, and volatile organic compound pollution.
- 11) Minimize impacts to the County's natural resources from non-metallic mineral mining.
- 12) Promote proper reclamation techniques in the County.

Policies:

- 1) Identify and assess the current drainage system in the County.
- 2) Monitor dams and drainage systems in the County.
- 3) Support dam/drainage way repair and removal where appropriate to minimize flooding in the County.

Additional policies related to this topic may be found in the County's Land & Water Resource Management Plan.

2.3 AGRICULTURE

A. Background

In the early 1870's the first European traders established posts in the Northwoods. Soon after the areas vast forests provided lumber for the developing cities of the Midwest. Farming began as an auxiliary use to forestry, but with the arrival of rail in the 1880's new markets for commodities opened. Oats, potatoes, and wheat were and remain important commodities for the County along with forestry (Soil Survey).

Dairy and vegetable industries in Langlade County stand on equal footing. Long the main farming enterprise of Langlade County, dairy is the largest part of Langlade County's agriculture in terms of combined on-farm value and processing value. In 2000, Langlade County milk producers and the dairy industry contributed \$84.7 million to the county's economy. The on-farm production and sale of milk accounted for \$21.9 million in economic activity. The processing of milk into dairy products accounted for another \$62.8 million. (<http://langlade.uwex.edu/ag/documents/LangladeAgEconImpact.pdf>). Much of the corn and forage crops grown in the County remain in the County for livestock feed.

Potatoes are by far the most important cash crop in the County. In 2002, the market value of vegetable crops was \$30.8 million, or 55 percent of the total market value of all agricultural products sold in the County. The production of certified seed potatoes for domestic and international markets has added value to the commodity over the last decades.

Other vegetables grown in the County on contract with canning companies include: snap beans, peas, and sweet corn. Acreage of these crops can swing year to year. Acreage has increased recently as canning contracts have shifted northward out of the Central Sands region of Wisconsin due to the increased demand for field corn acreage there. Soybeans are also extensively grown for both use on local dairy farms and as a commodity sold outside of the County.

Several factors make Langlade County an excellent location for seed production: skilled management, cool climate, silt loam soils, packaging equipment, and management of crop protectants. In addition to the certified seed potato producers, the County is the home of two seed cleaning and packaging companies that market corn, soybean, and small grain seeds.

Maple syrup has been a prominent component of the agricultural economy at \$2 million in recent years. Greenhouse and nursery products including tomatoes, Christmas trees, and nursery stock also contribute \$1 million to the local economy.

1. Previous Planning Efforts

Langlade County Agricultural Preservation Plan

This plan was adopted in 1982. The Langlade County Agricultural Preservation Plan is intended to address the loss of productive farmland. The planning process identified agricultural problems for the purpose of formulating goals and policies. Standards were developed to delineate five main planning districts: Farmland Preservation Areas, Secondary Agricultural Areas, Environmentally Sensitive Areas, Urban Transition Areas, and Exclusion Areas.

The Preservation Plan defines prime soils as those designated Group I or II by the Soil Conservation Service (NRCS) and feasibly irrigable. The plan specifically mentions the importance of not confusing prime soils with the definition of prime farmland. Prime soils are based upon the physical properties of the land. Prime farmland takes into account, in addition to soils, other factors such as type, size, and locality of agricultural operations. A copy is available in the Langlade County Land Conservation Department.

NRCS Soil Survey for Langlade County, 1986

The Natural Resource Conservation Service (NRCS) is a federal agency that prepared the Langlade County, Wisconsin Soil Survey. The survey contains predictions of soil behavior for selected land uses and also highlights the limitations and hazards inherent in the county's soil. A series of detailed maps identifying the location of soil types in Langlade County accompanies the survey. A copy is available in the Langlade County Land Conservation Department.

County Ordinances

Some related county ordinances include the Animal Waste Storage Ordinance, A-1 Exclusive Agriculture Zoning (certified), Soil and Water Conservation Standards for the Farmland Preservation Program, and the General Zoning Ordinance.

2. Issues

- Protecting Farmland

There is a strong desire to protect farmland in the county. Maintaining a critical mass of farming is essential for the continued agricultural economy in the county.

- Minimizing conflicts between farm and non-farm uses

As more and more non-farm development occurs in the rural area conflicts arise. Some of these relate to odors, noise or uses. These conflicts need to be minimized.

B. Inventory and Trends

1. Farm Size

Agricultural continues to be a major part of the county. Table 4A provides census data regarding the total amount of farmland and the size of farms in the county and state. Between 1992 and 2002, the county added over 21,000 acres of farmland, while average farm size declined.

Minor Civil Division	Farmlands (acres)			Average Size of Farm (acres)		
	1992	1997	2002	1992	1997	2002
Langlade County	120,383	123,892	141,088	288	273	260
State	15,463,551	14,900,205	15,741,552	228	227	204

Source: Census of Agriculture, 1992, 1997, & 2002

Table 4B shows the number of farms by size in the county. Between 1992 and 2002, census data indicated that the total number of farms increased from 418 to 542, an increase of 124 or nearly 30 percent.

Year	Acres					Total Farms
	1 to 49	50-179	180-499	500-999	1000 plus	
1992	58	127	178	37	18	418
1997	88	153	153	37	22	453
2002	120	225	135	40	22	542
1992-2002 % Change	106.9%	77.2%	-24.2%	8.1%	22.2%	29.7%
1992-2002 Net	62	98	-43	3	4	124

Source: Census of Agriculture, 1992, 1997, & 2002

2. Row Crops

Agricultural crops are irrigated extensively in the Antigo Flats. Crop exports include grain corn, potatoes, and soybeans. In 2002, Langlade County ranked second in Wisconsin for production of potatoes and oats. Table 5 provides historical data on crop production in Langlade County.

While grain corn accounts for the largest share of cropland in Langlade County, there has been a trend to dedicate land from other crops into soybeans, and additional land into grain corn. Table 8 shows acres planted in these crops.

Crop	1992	1997	2002	2006	1992-2006 % Change	1992-2006 Net Change
Corn (for grain)	10,000	8,800	9,800	11,200	12.0%	1,200
Oats	12,700	9,900	12,000	10,500	-17.3%	-2,200
Barley (all)	1,950	1,800	900	900	-53.8%	-1,050
Soybeans	1,000	2,100	4,700	2,900	190.0%	1,900
Sweet Corn	900	800	0	0	-100.0%	-900
Snap Beans	0	0	0	1,900	N/A	1,900
Green Peas	650	2,900	0	0	-100.0%	-650
Potatoes (all)	11,625	12,000	11,500	10,600	-8.8%	-1,025
TOTAL	38,825	38,300	38,900	38,000		

Source: Wisconsin Agriculture Statistics, 1992, 1997, 2002, & 2007

3. Livestock

The number of cattle and calves in the County in 2007 numbered 16,500 – below an average of approximately 47,200 per county statewide. The Wisconsin Department of Agriculture, Trade and Consumer Protection estimates that Langlade County had 70 dairy herds as of April 1, 2007. Langlade County producers still have many options to market their milk. While some of the milk produced is used by the local dairy plant, a large amount of milk is hauled into neighboring counties. A growing portion of small herds are pursuing organic certification and shipping milk to this rapidly growing market. There is moderate expansion of the dairy industry through herd expansion and facility modernization. Beginning dairy farmers are also taking advantage of empty dairy facilities. A small number of beef herds exist in the County, and there is a market animal program for 4-H youth.

4. Aquiculture

Langlade County ranks 8th in Wisconsin for farm raised fish. This includes private and state fish hatcheries. Game fish and baitfish were raised at 5 different fish farms in Langlade County.

5. Productive Agricultural Areas

The most productive agricultural areas may be found on the Antigo Flats. Irrigation is now widely used, but little is known about the extent of the groundwater resource in Langlade County. These areas are mostly flat and therefore conducive to the use of large farm machinery and the efficient application of chemicals. Even irregular fields are planted into potato production if they can be suitably irrigated. Areas with high water tables, and steep slopes are less productive for row crop production, but many are suited well for forage and managed pasture. There are still many farms that can make use of small irregular shaped parcels if they are located in close proximity.

6. Farm Infrastructure

Farm-to-market roads, commodity storage and processing plants, and implement dealerships are probably the most significant farming infrastructure. Quality roads are absolutely necessary to the farmer for transporting the wholesale farm product to the appropriate market in a timely manner. Farm-to-market roads are discussed in more detail in the Transportation Chapter of this plan. Adequate land and electricity must be available to store and process the harvested crops. There are many potato storage facilities in and around the City of Antigo. Tractors break down, and other implements need replacement parts. The number and type of farms in

the county support several businesses to service modern farm implements. Depending upon the type of farming, irrigation wells may also be extremely important. Irrigation equipment is a common sight in Langlade County as farmers seek to maintain proper soil moisture on a crop that needs steady soil moisture.

7. Agricultural Land Values

Agricultural land values throughout Wisconsin have changed since use-value assessment of farmland was implemented between 2000-2002. Use values for most farmland are grouped into four categories based on relative soil productivity within the county. The Department of Revenue (DOR) determines actual values assigned to farmland in these categories each year for every municipality in the state. Land associated with the farmstead, road rights-of-way, ungrazed woodland and swampland, etc. is excluded from use value assessment.

Land and buildings in the farmstead area are assessed at full market value, as are woodlands, swamp, and any fields or pasture areas not actually used for cropland or pasture. If agricultural land is converted to another use, the county where the land is located will administer a penalty on the property tax. The DOR will determine the penalty within each county based on the difference between the average per-acre fair market value of agricultural land sold in the county in the previous year and the average per-acre equalized value of agricultural land in the county in the previous year.

The number of agricultural land sale transactions per year has increased slightly from 1997 to 2002. Table 6 shows how many farms are converting to other uses. Generally, of all the farmland sold, 90% remained agricultural in 1997, and 85% in 2002. Land values have increased by 52% from 1997 to 2002.

Table 6: Agricultural Land Sales (Land Without Buildings and Improvements)								
Minor Civil Division	Number of transactions		Agricultural land continuing in agricultural use		Agricultural land being diverted to other uses		Total of all agricultural land	
	1997	2002	1997	2002	1997	2002	1997	2002
	Number		Acres					
Langlade County	30	35	937	1,482	98	242	1,035	1,724
			Dollars per acre					
			830	1,418	931	2,772	839	1,608

Source: Wisconsin Agricultural Statistics, 1997 & 2002

C. Goals, Objectives & Policies

Goals:

- 1) Protect economically productive farmlands.
- 2) Eliminate negative impacts related to manure storage.

Objectives:

- 1) Work to preserve farming as a viable occupation within the County.
- 2) Limit the number of non-farm uses in agricultural areas.
- 3) Monitor and control manure storage methods in the County.

Policies:

- 1) Encourage the development and utilization of Nutrient Management Plans.
- 2) Strive for consistency between this plan and the Langlade County Farmland Preservation Plan.

Additional policies related to this topic may be found in the County's Land & Water Resource Management Plan and Farmland Preservation Plan.

2.4 CULTURAL RESOURCES

A. Background

The county is located where the last glacier deposited terminal moraines, eskers, erratic boulders, and silt loam. Lakes, rivers and deep forests followed and created the unique landscape of the Langlade County.

The County was originally part of the Northwest Territory in 1851. In 1879 the Wisconsin legislature created Marinette and "New County" from Shawano and Oconto County territory largely through the efforts of one man, Squire A. Taylor, a Lily citizen. In 1880, the legislature changed the name to Langlade County in honor of Charles de Langlade, the most colorful and renowned pioneer of the wild and unexplored Wisconsin territory of the 1700s.

Prior to the mid-1800's, Native Americans were the only inhabitants, with a few European fur trappers and traders who began traveling the wilderness in the 1600's. These traders followed a centuries old route from the Fox River at Green Bay that ran along the Wolf River to the copper area of Lake Superior. Traders along the Lake Superior Trail, including "Old Dutch Frank," and George Gardner, who had posts at Lily and White Lake in the 1860's, were among the area's early European settlers. West of the present-day city of Antigo, Willard LeRoy Ackley set up a trading post on the Eau Claire River in about 1850, encouraging future growth. Settlement was further spurred by the U.S. Government, which in the 1860's built a road to transport military forces from Fort Howard in Green Bay to Fort Wilkins on the Keweenaw Peninsula. Logging became the dominant industry as the county was settled. As the original forests were cut agriculture became the dominant economic activity. Today logging, agriculture, recreational tourism and manufacturing are the important industries in the county.

1. Previous Planning Efforts

Wisconsin Historic Preservation Plan 2006-2015

The Wisconsin's Historic Preservation Plan for 2006-2015 presents achievable goals and objectives to protect and enhance our state's cultural resources. This plan is the product of collaboration between the State Historical Society of Wisconsin and a number of governmental and non-governmental agencies. It seeks to describe a vision for historic and cultural preservation efforts throughout the state. The plan identifies five goals that should be addressed over the next several years:

1. Wisconsin must build a strong network of parties interested in historic preservation.
2. Wisconsin must have a strong educational structure for historic preservation.
3. Preservation must become a core value for Wisconsinites.
4. Wisconsin needs financial stability for preservation activities, ranging from the State Historic Preservation Office to property owners.
5. Citizens and local governments need tools to preserve the state's most threatened cultural resources.

A copy is available from the Wisconsin Historical Society online at: <http://www.wisconsinhistory.org/hp/plan.asp>

2. Issue

A desire to preserve and promote the history of the county.

B. Inventory and Trends

1. Historical Structures

The practice of preserving historic sites and structures recognizes the architectural, engineering, archaeological, cultural, or historic importance of these assets to a community. In 1994, the Wisconsin Legislature enacted statutes requiring cities and villages with property listed in the National Register of Historic Places or the State Register of Historic Places to enact an ordinance to preserve these places. The City of Antigo has a preservation ordinance.

There are 5 historical structures in Langlade County—the Antigo Depot (1900-1924), Antigo Opera House (1900-1924), Antigo Post Office (1916), Antigo Public Library – now the Langlade County Historical Museum (1905), and the Langlade County Courthouse (1905).

The City of Antigo has more structures listed onto the Architecture and History Inventory (AHI) than other municipalities, likely due to its county seat status, and growth as the largest community in the county. The City currently has 85 architecturally significant buildings on the state AHI, most of which are homes.

Many structures throughout the county are considered historic even though they are not list on any historical registers. The following buildings are locally historic:

- Neff Switch School, Town of Antigo;
- Selenski School, Town of Antigo;
- Pioneer School, Town of Antigo;
- Elton Grade School, Town of Evergreen;
- Langlade Rearing Station, Town of Wolf River;
- Alft Boardinghouse, Town of Wolf River;
- District Number 1 School, Town of Neva;
- Crystal Springs Rearing Station, Town of Upham;
- Elcho High School, Town of Elcho;
- Range Line Road Bridge over Eau Claire River branch, Town of Ackley;
- Fern School, Town of Ackley;
- Charles H. Lazelere Trading Post, Town of Langlade;
- St. Matthew's Lutheran Church, Town of Neva;
- Bridge over W. Branch of Eau Claire River, Town of Peck; and
- Peck Dairy and Produce Co., Town of Peck

2. Century Farms

In celebration of Wisconsin's agricultural heritage, long time farm and homeowners are encouraged to register for Century Farm status. To qualify as a century farm the property must be proven to have been in continuous family ownership for the past 100 years. Twenty-six Century Farms have been awarded in Langlade County, as of January 1, 2008, as identified by the Wisconsin State Fair:

- Anderson Farm, Section 13, settled in 1904.
- Karen Balyeat Farm, Section 14, Settled in 1885.
- Rodney and Arnold Barta Farm, Section 32, settled in 1893.
- Milton Barta Farm, Section 32, Settled in 1879.
- Richard and Elaine Bergman Farm, Section 15, Settled in 1891.
- Julia and Gerald Budd Farm, Section 11, Settled in 1902.
- Carley and Ray Fronck, Section 14, Settled in 1902.
- Grace and Myron Grimes Farm, Section 2, Settled in 1897.
- Keith and Rosemary Heinzen Farm, Section 26, Settled in 1882.
- Donald and Virginia Husnick Farm, Section 5, Settled in 1889.
- Mary and Harold Igl's Homestead Farm, Section 7, Settled in 1904.
- Sheila Johnson Farm, Section 35, Settled 1903.
- Eugene Kamps Farm, Section 23, Settled in 1884.
- Dorothy Lee Farm, Section 10, Settled in 1893.

- Elaine and John McCullough Farm, Settled in 1885.
- Steven and Diane Menting Farm, Section 24, Settled in 1884.
- Janet and Duane Olson Farm, Section 30, Settled in 1890.
- Dennis Pukall Farm, Section 32, Settled in 1907.
- Edward Schmutzer Farms, Section 33, Settled in 1883 and 1889.
- Dennis and Susan Schroeder Farm, Sections 13-14, Settled in 1884.
- Paul Schuman Farm, Section 28, Settled in 1884.
- Naomi and Bob Stickney, Section 14, Settled in 1879.
- Bernard Urban Farms, Sec 34, Settled in 1894.
- Wahleithner Farms, Section 29, Settled in 1889.
- Virginia and Morris Wegner Farm, Section 22, Settled in 1907.

3. Registers of Architectural, Historical, and Archaeological Places

The State and National Registers of Historic Places lists properties, historic districts, individual buildings, parks, bridges, locomotives, and archaeological sites. There are 5 buildings listed on either or both registers in Langlade County. All of the buildings are in Antigo.

Similar to the State Register of Historic Places, the Architecture and History Inventory (AHI) also provides historical and architectural information. This database contains information on approximately 120,000 properties in Wisconsin and is maintained by the Wisconsin Historical Society. The AHI contains data on structures that illustrate Wisconsin's unique history and cultural landscape. Inclusion in this inventory affords no special protection to structures nor does it convey special status, rights, or benefits to owners. The majority of the structures in the inventory are located in the City of Antigo. In all, there are 133 buildings listed in this inventory.

The Archaeological Site Inventory (ASI) is the most comprehensive list of the archaeological sites, mounds, marked and unmarked cemeteries, and cultural sites in the state. However, it includes only those sites that have been reported to the Wisconsin Historical Society and therefore does not include all possible sites and cemeteries of archeological significance in the state. This inventory has been developed over a period of 150 years, therefore, each entry in the database varies widely and the information has not been verified in all cases.

4. Community Design and Retaining Community Character

The shape and appearance of a community changes over time. Styles of buildings and development patterns react to changing economic conditions and technologies, and to changing tastes. Each community becomes an expression of the conditions that have prevailed throughout its history.

The design of a community must be primarily focused on serving the needs of residents today. In the process of adapting community design to changing needs care must be taken not to discard the remnants of the past that has made the community what it is today. At the same time a community is not a museum and must change with the times. So community design is a balancing act: balancing the past and the future; the needs of business with those of families; the modern and the traditional; and, most importantly, the diverse needs and aspirations of the people who call that community home.

C. Goal, Objectives & Policies

Goal:

- 1) Preserve and enhance cultural, historic, and archeological resources.

Objectives:

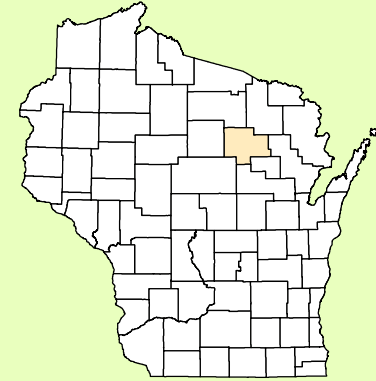
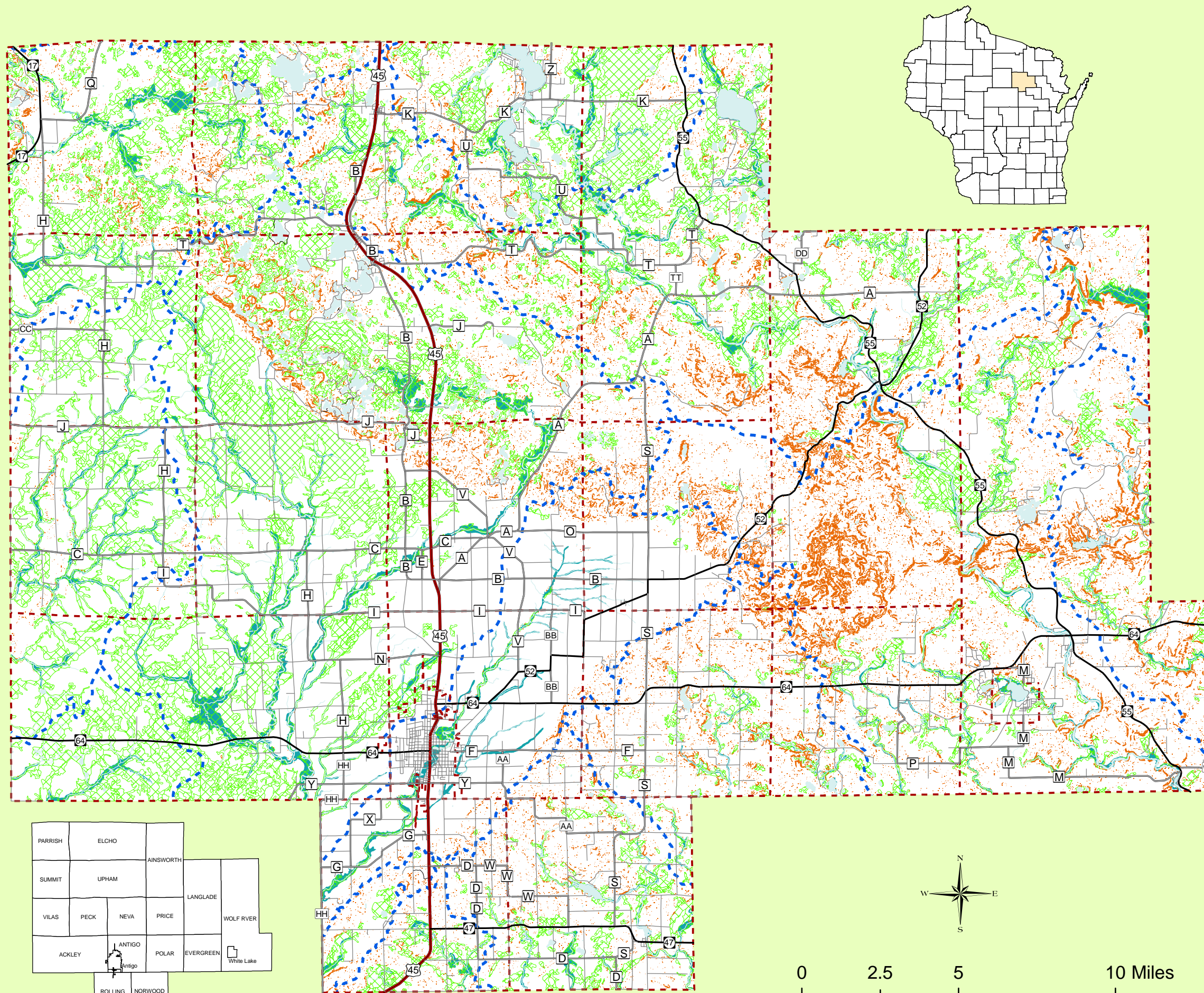
- 1) Continue identification and protection of key cultural, historic and archeological sites.
- 2) Encourage nomination of sites to the State Historical Society.

Policies:

- 1) Work to identify and preserve the locations of historic sites throughout the county.
- 2) Discourage the destruction of these sites and minimize incompatible uses around them that would have negative impacts on the resource.
- 3) Work with federal, state and county agencies to ensure all sites are identified and properly protected.

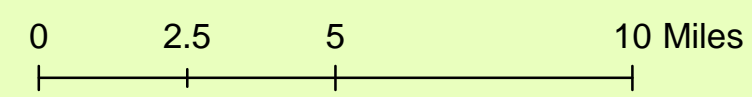
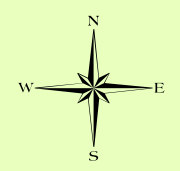
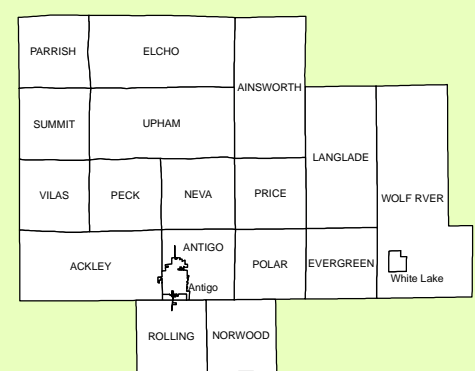
Map 2-1 Natural Resources

Langlade County, Wisconsin



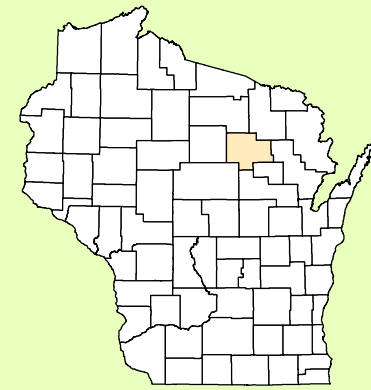
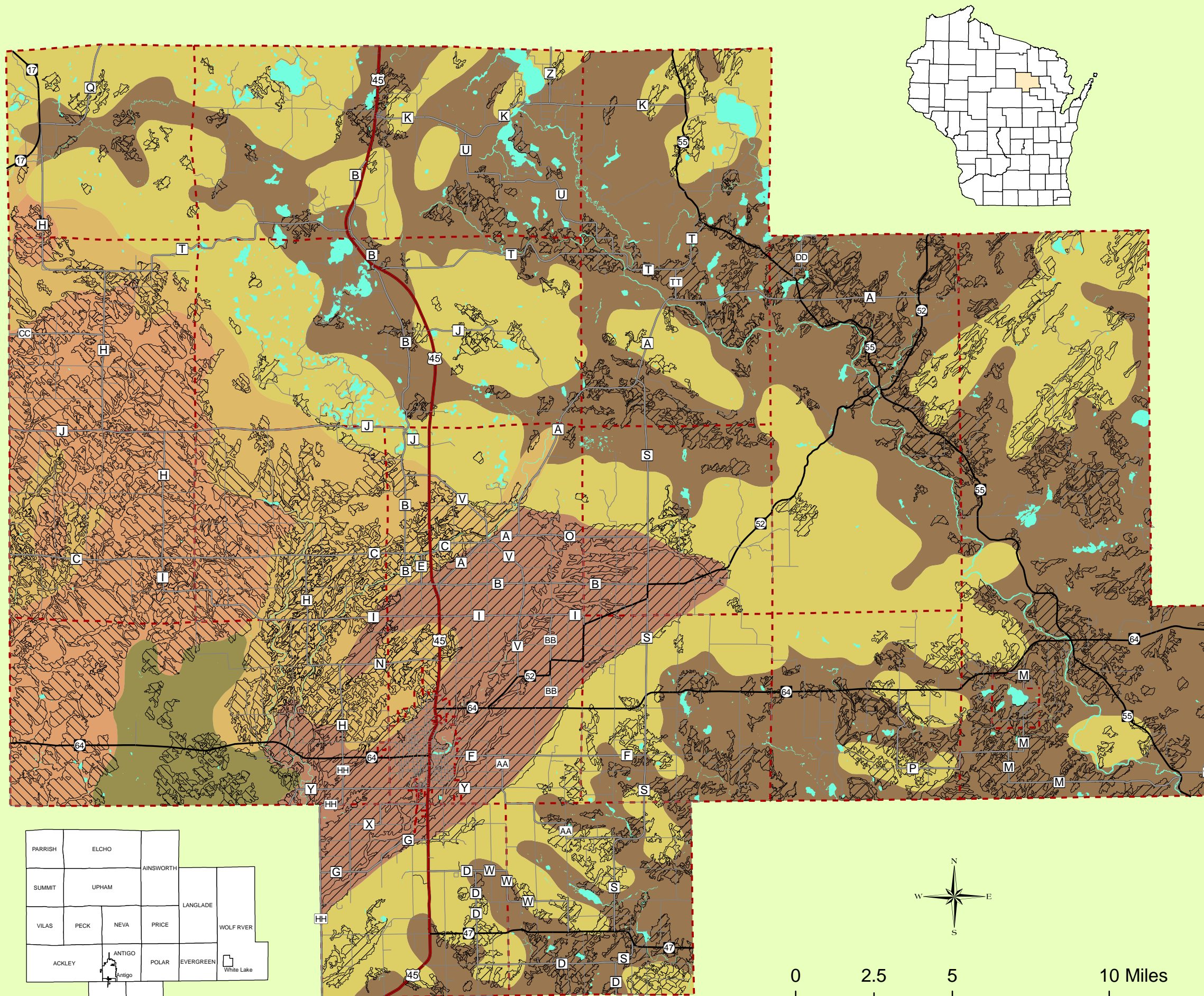
-  US Highway
-  State Highway
-  County Highways
-  Local Roads
-  Private / Other
-  Minor Civil Divisions
-  Water
-  Watershed Boundaries
-  Wetlands
-  Flood Plain
-  Steep Slopes

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



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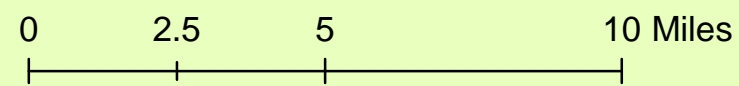
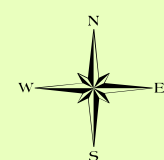
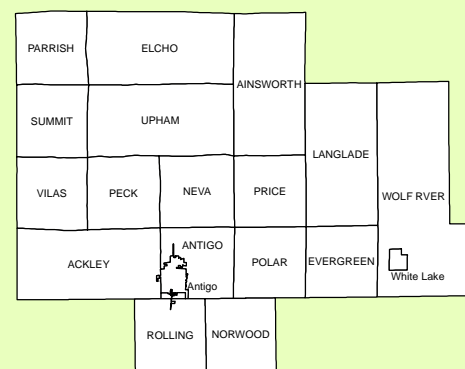
Map 2-2
Generalized Soils
 Langlade County, Wisconsin



- US Highway
- State Highway
- County Highways
- Local Roads
- Private / Other
- Minor Civil Divisions

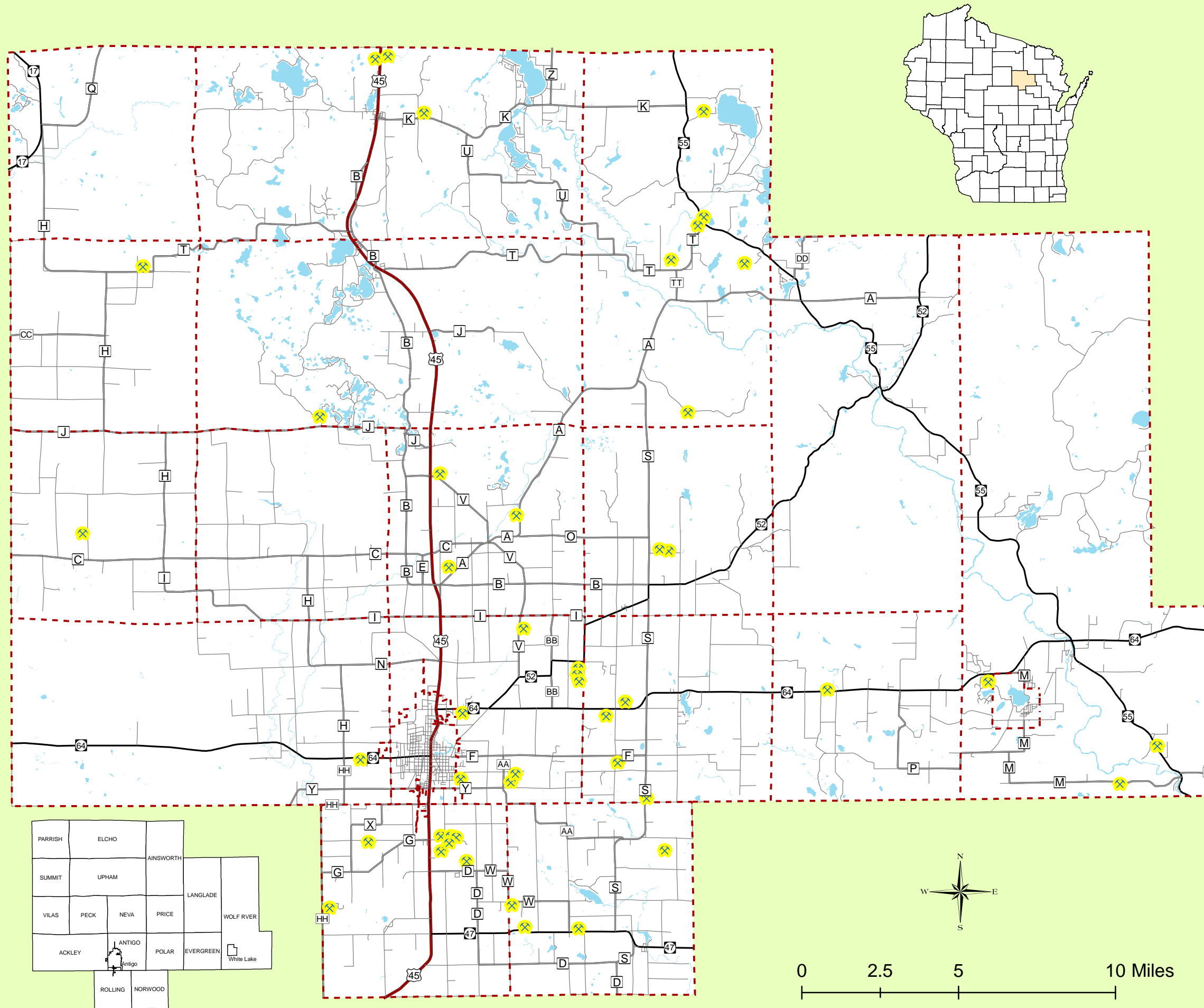
- Prime farmland > 40 acres
- Prime if drained > 40 acres
- Antigo-Langlade
- Antigo-Pence
- Kennan-Keweenaw
- Magor-Cable
- Milladore-Sherry-Mylrea
- Oesterle-Minocqua-Scott Lake

Source: WI DNR, NCWRPC, Langlade Co, NRCS
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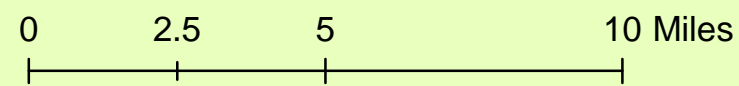
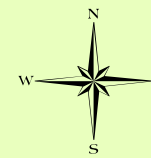
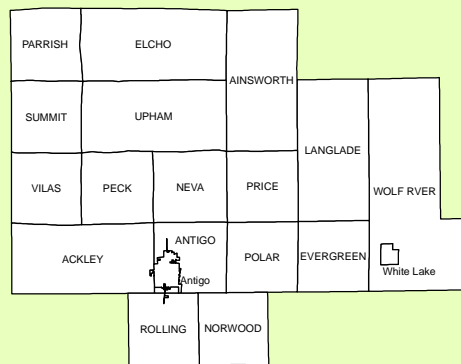
Map 2-3 Non Metallic Mines Langlade County, Wisconsin



- Minor Civil Divisions
- US Highway
- State Highway
- County Highways
- Local Roads
- Water
- X Non-Metallic Mines

Source: WI DNR, NCWRPC, Langlade Co

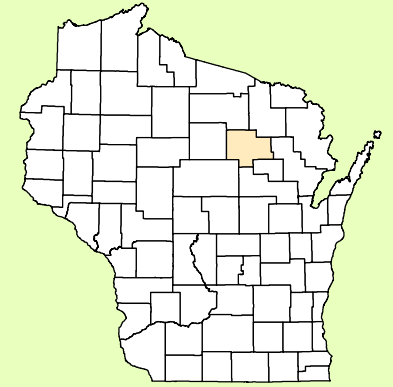
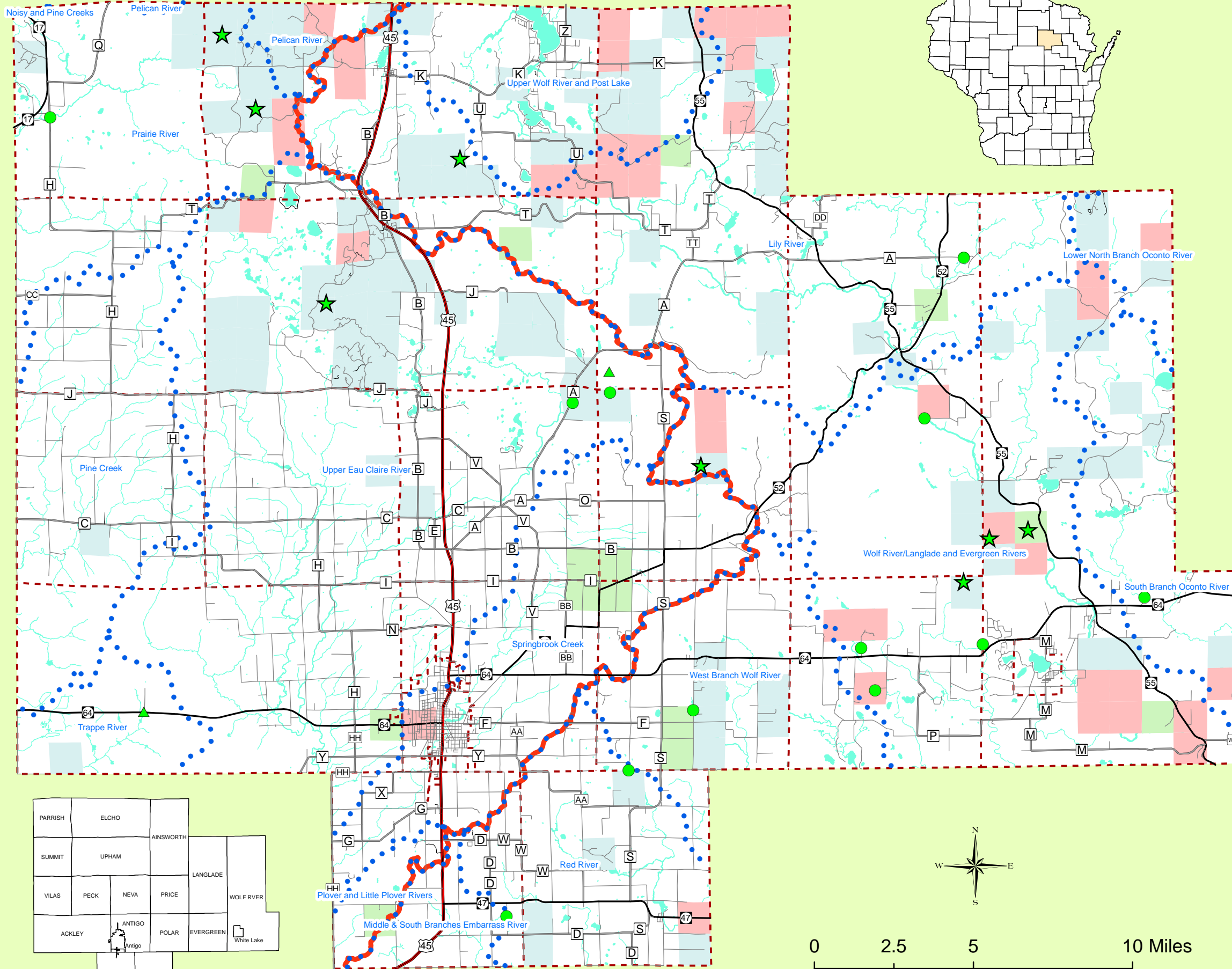
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Map 2-4
**Rare Species,
 Natural Areas &
 Watersheds**
 Langlade County, Wisconsin

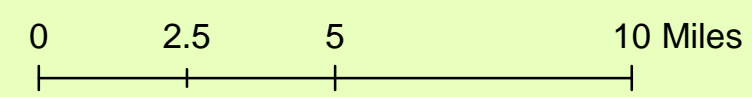
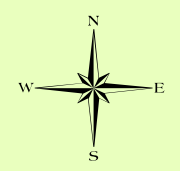


- ★ State Natural Areas
- State Fishery Area
- ▲ State Wildlife Area
- Watershed Boundaries
- US Highway
- State Highway
- County Highways
- Local Roads
- Private / Other
- - - Minor Civil Divisions
- Subcontinental Divide
- Aquatic
- Terrestrial
- Both
- Water

Source: WI DNR, NCWRPC, Langlade Co
 WI Nat. Heritage Inventory

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

PARRISH	ELCHO	AINSWORTH		
SUMMIT	UPHAM		LANGLADE	
VILAS	PECK	NEVA	PRICE	WOLF RIVER
ACKLEY	ANTIGO	POLAR	EVERGREEN	White Lake
ROLLING	NORWOOD			



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Chapter 3: Housing

3.1 Background

- A. Previous Planning Efforts
- B. Issues

3.2 Inventory and Trends

- A. Existing Housing Stock
- B. Value Characteristics
- C. Occupancy Characteristics
- D. Demand Characteristic
- E. Government Housing Programs

3.3 Goals, Objectives & Policies

Tables:

Table 1	Total Housing Units
Table 2	Housing Units, Year Built
Table 3	Housing Type, 2000
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Table 5	Median Home Value of Owner Occupied Unit
Table 6	Monthly Housing Cost >30% of Income, 1999
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Table 9	Owner Occupancy
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Table 12	Median Age
Table 13	Persons per Households

3.1 BACKGROUND

This is the third of nine chapters that comprise the Langlade County Comprehensive Plan. This chapter is based on the statutory requirement for a “compilation of objectives, policies, goals, maps, and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit.

The chapter also assesses the age, structural, value and occupancy characteristics of the local governmental unit’s housing stock. It also identifies specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit’s existing housing stock.”

The Comprehensive Planning Legislation also establishes 14 state planning goals. Of these 14 goals, one relates directly to this element. This goal is:

- Providing an adequate supply of affordable housing for individuals of all income levels throughout the community

This chapter, as well as Chapters 4 through 8, is organized into three basic sections: Background, Inventory & Trends, and Goals, Objectives and Policies.

The availability of good housing is a central concern of any comprehensive planning effort, since housing is a basic need for everyone. Planning for the future of the county requires a comprehensive approach to assuring that the housing needs of all segments of the population are addressed. For low-income and special-needs populations, the disabled, homeless, and victims of domestic abuse, this can involve programs that make housing available at below market rates. But there is more to affordable housing than meeting the needs of particular segments of society.

Moderately priced housing available to middle-income, working families is as important to the county as meeting the needs of the poor, elderly, or disabled. The availability of housing for workers can be an important factor in economic development.

A. Previous Planning Efforts

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 funds 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.” This is how the Department of Housing and Urban Development website (www.HUD.gov) describes the Consolidated Plan, which consists of a 5-year strategic plan, annual action plans, and annual performance reports, the Plan must be updated annually.

The Consolidated Plan has five parts: (1) an overview of the process; (2) a description of public participation; (3) a housing, homeless, community and economic development needs assessment; (4) long-term strategies to meet priority needs; and (5) an action plan. The Bureau of Housing prepares the Consolidated Housing Plan, and is focused on low-income and special needs populations.

The Consolidated Plan, in assessing housing needs, looks at a number of different factors that are significant components of the housing picture. Housing affordability is a primary consideration. According to federal guidelines a family should not have to spend more than thirty percent of its income on housing. Using this standard “an individual in Wisconsin would need to earn \$12.22 per hour to afford the fair market rent unit at 30% of income. Households in the low-income range have great difficulty finding adequate housing within their means and that accommodates their needs.” This presents a particular problem for the working poor, many of whom earn little more than the federal minimum wage of \$5.85 an hour.

Other factors than the construction of new housing units affect the quality and availability of housing as well. Just as the difficulty of providing affordable housing to low-income families can be stated in terms of an hourly wage, there is more involved in a well-housed community than the number of housing units.

“The connection between community housing, public facilities and economic development is important. Without adequate infrastructure, housing quantity and quality suffers. Without adequate infrastructure, economic development is limited. Without adequate housing, infrastructure and economic investment, a

community's downtown deteriorates and results in disinvestments, a dwindling labor force due to out migration, and declining tax base make it difficult for localities to thrive."

The State Consolidated Housing Plan (CHP) is primarily focused on how government action can address special needs. "With limited staff and shrinking budgets, knowing how these numerous programs can work together more efficiently and effectively would greatly benefit local governments and organizations"

Regional Comprehensive Plan: A Framework for the Future, 2002-2020

The Regional Comprehensive Plan (RCP) titled "A Framework for the Future", adopted by the North Central Wisconsin Regional Planning Commission in December of 2003, is an update of a plan adopted by NCWRPC in 1981. The RCP looks at housing in all ten counties that make up the North Central Region, including Langlade. It looks at general trends within the Region and recommends how county and local government can address their housing issues.

Subsidized housing units are one focus of the RCP. Of the 5,389 such units in the Region, 345 are in Langlade County. Forty-four percent (154 units) of these are housing for the elderly, and just over fifty-three percent (183 units) are for families, with eight units designed for the disabled. This translates into one subsidized housing unit per 60.1 persons in Langlade County, the fourth lowest ratio for the ten counties. This is similar to Lincoln County where there is one unit per sixty-seven persons.

The RCP looks at a number of programs available to help low-income residents with their housing needs. The USDA-RD's Section 515 provides low-interest loans for low-income rental units in rural areas and cities with populations under 10,000. This was the financing mechanism for forty percent of the subsidized units in the county. Section 8 is the largest federal housing program, which take two forms: project-based and tenant-based. There are 144 project-based Section 8 units in Langlade County. The tenant-based Section 8, also known as housing vouchers is not tied to particular housing units but instead allows clients to arrange with any landlord who agrees to participate in the program, to rent an apartment at market rates. The tenant is required to pay a portion of the rent, usually conforming to thirty percent of gross income, and present a voucher for the remainder that is subsidized.

There are currently 93 housing units that take advantage Low-Income Housing Tax Credits (LIHTC). This is privately owned housing that receives a tax credit in exchange for pledging to offer rental units at affordable prices to low- and moderate-income families. In addition to directly subsidized housing units and indirect subsidies, such as tenant-based Section 8 or LIHTC meant to reduce

the cost of rental housing to low-income residents, there are also a number of programs focused on rehabilitation and reducing the cost of homeownership.

The RCP addresses a number of housing issues including the location of subsidized housing units, homelessness, and Smart Growth. The issue of most relevance to Langlade County is affordability. Affordability is a primary consideration in housing policy, but as the RCP points out:

“Affordable housing in the context of Smart Growth can mean different things in different areas. An ‘adequate supply’ for ‘all income levels’ means that affordability is more than subsidized housing units for low-income families, the disabled, or elderly. It means that working families, single people, retirees, and the more well-to-do should all be able to find housing that meets their needs in a suitable location.”

A number of factors affect affordability, including the availability and cost of developable land, market demand, and the type and quality of housing. Using the federal standard of thirty percent of income, although affordability is not a serious problem in Langlade County at this time, certain trends within the economy, especially the appreciation of lakefront property, could lead to it becoming a problem in the future.

B. Issues

- Aging Housing Stock/Affordability

According to the 2000 Census nearly 47 percent of housing units in the county were built before 1960, a slightly higher share than the 43.7 percent of units in the state as a whole. But these older housing units are not evenly distributed throughout the county. In the Town of Ainsworth they represent less than six percent of the housing stock, whereas in the City of Antigo they make up almost two-thirds of all housing. These units are reaching (or have passed) the half-century mark, and as such, require a higher level of maintenance in order to meet the standards of safe and sanitary housing.

At the same time throughout the Northwoods and in some adjacent counties there has been a significant increase in the value of rural and especially lakefront property. This has had the effect of making real estate and property taxes difficult for long-time residents and people on fixed income to afford. Although Langlade County has so far been spared the worst effects of this price inflation it is expected that over coming years prices will increase as they have in other northern counties.

In 2000 over 19 percent of Langlade County households reported incomes below \$15,000 per year, and 52.5 percent of county residents had incomes below \$25,000. For many of these people this poses a difficulty in paying for housing. For 30.3 percent of renters and 17 percent of homeowners in the county this means that they must spend more than thirty percent of their income on housing. This fits a pattern throughout rural America,

“...even though many low-income rural homeowners work full time, they may still spend a high percentage of their monthly income on housing and be unable to afford to bring their residences up to code...25 percent of all rural households were ‘cost-burdened,’ meaning they spent more than 30 percent of their income on housing.” (Freidman, p.2)

The National Low Income Housing Coalition assembles a yearly list of estimates of the income required to afford housing using this “cost-burden” standard for localities across the country. This report focuses on rental housing, but can be broadly applied to owner-occupied housing as well. The report calculates that for the state as a whole a full-time worker must earn \$12.80 an hour in order to be able to afford a two-bedroom apartment. In Langlade County a full time worker must earn \$9.98 per hour to afford the two-bedroom apartment. For a worker earning minimum wage this means working 61 hours every week to afford that apartment.

Although, housing prices rose across the country, they rose faster in non-metropolitan than in urban areas – 59 percent compared to 39 percent. The Median home value rose by 82.4 percent in Langlade County during the 1990s. Generally low wage rates and the increase in housing values both combine to make housing less affordable for rural, low-income residents.

Generally the highest levels of property value increase are in the towns seeing the greatest increase in the number of seasonal and recreational housing units. All of the five towns (Ackley, Antigo, Neva, Peck and Vilas) where the percentage of housing units built before 1960 is higher than the state level are in the area around the City of Antigo. This older housing surrounding the county’s largest urbanized area offers a way to provide affordable housing. At this point the price inflation seen in other Northwoods counties has not affected Langlade County so far, but that may change in the future.

Langlade County is in a position to lessen the effects of property value increases, but it will require a concentrated effort to maintain the quality of the older housing stock that exists in the Antigo area. This is why housing rehabilitation programs that allow homeowners to improve the condition of their older housing is important to keeping housing affordable in Langlade County.

- Growth in Seasonal Dwellings

The most notable change in the housing stock in Langlade County over the last twenty years has been the increase in the number of seasonal and recreational housing units in the county. Several towns have seen increases of five-fold or more. During the 1990s growth in seasonal dwellings slowed, and some towns saw an actual decrease. This likely is the result of conversion of seasonal to year-round dwellings as residents retire to what had been recreational properties. By the time of the 2000 Census most of the prime lakefront property in the county had been developed. Most of the increase in the number of seasonal dwellings took place during the 1980s.

These trends speak to more fundamental changes that have taken place in the county over that period. The growth in seasonal dwellings during the 1980s was part of change from an economy primarily based on natural resources to an orientation toward tourism and outdoor recreation. The subsequent conversion of seasonal to year-round and retirement housing, reflects the aging of the Langlade County population. Although agriculture, forestry and manufacturing still form the basis of the county's economy, the influx of visitors and retirees to the county offers both challenges and opportunities for how Langlade County may change in the future.

An example of how this change has manifested itself, is the trend in recent years for historic resort properties to be converted to residential subdivisions. Where visitors in the past may have planned a family vacation at a resort today's visitors are more likely to seek a weekend retreat that will someday serve as a retirement home. In nearby counties, Oneida particularly, several resorts have been converted to condominium ownership. This trend has, so far, not caught on in Langlade County. This may be a result of a more "down-market" profile among the county's visitor base. Those coming to Langlade County are more likely to be seeking the more traditional, Wisconsin "lake cottage" experience.

The proliferation of seasonal dwellings and the subsequent conversion to retirement homes both exemplify important trends in the county: the aging of the population and a gradual shift away the exploitation of natural resources as raw materials to nature-based tourism. Forestry will remain an important economic activity, but more and more the county's forests and lake will be important as amenities that will provide a basis for the Langlade County economy in the future.

- Elderly/Retiree Housing Needs

Langlade County is aging, and not just as a result of residents getting older. The county is getting many older people who move there to retire. Nearby

Oneida and Vilas Counties has been identified as two of a number of counties around the country that are particularly attractive to residents looking for a place to retire. This influx of seniors has a number of results: it obviously has increased the population and led to the construction of new housing units; it has raised the median age; and it has brought many new residents into the county from a number of different backgrounds and with personal assets that have expanded the local economy. In one way though, it has introduced a different dynamic into the county. This change creates a special set of housing issues.

Around the country a number of local governments have made a conscious decision to make it part of their economic development strategy to attract retirees. These new residents bring new resources to the community; they can provide growth to what had been stagnant rural economies; and have led to job growth in other sectors that capitalize on the same amenities that draw people to the county looking for a retirement home. The coming retirement of the baby boom generation, the first of who turn 65 in three years, will bring a new influx of retirees to the places that seek to serve this growing market.

There are indications that this new generation of seniors will have different needs and desires in housing than previous retirees.

“And, many developers now realize that retirees want more than just shuffleboard...(they offer) top-of-the-line fitness equipment, a spa, and restaurant-style dining room... concierges, and assortment of classes, and walking trails... (he) compares it to living on a cruise ship.”

If the County is to consider marketing itself as an attractive alternative for retiring boomers 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.

As our physical capacities diminish it can become more of a challenge to perform the basic tasks of maintaining a household. “Aging in place” is the phrase used to describe how a person is able to remain in their home as they age. Sometimes the support a person needs to remain in her home can be as simple as someone to help with the yard-work, cleaning, or shopping. Sometimes it can mean having a home health-care worker visit a few times a week to assist with medications or physical therapy. Almost always such services are cheaper than moving that person to a more structured living situation. Whether and how these services, that permit seniors to age in place, are provided is thus a housing issue.

The predominance of seasonal and recreational housing units in Langlade County presents a special challenge. The dispersed nature of this type of housing and the “Northwoods” character of the county itself make providing these services to residents problematic.

What is required is an integrated view of senior housing. It involves more than just a place to live; it involves a way to live in the place where you are. This is the message that comes from the Commission on Affordable Housing and Health Facility Needs for Seniors in the 21st Century, which was appointed by Congress to look at issues surrounding the coming retirement of the baby boom generation. They identify this need to age in place as a central problem to be addressed.

“The Senior Commission believes that all older Americans should have an opportunity to live as independently as possible in safe and affordable housing and in their communities of choice. No older person should have to sacrifice his or her home or an opportunity for independence to secure necessary health care and supportive services.”

Among the Commission’s strongest recommendations is the need to look at housing and health care needs of seniors in a holistic manner. “The most striking characteristic of seniors’ housing and health care in this country is the disconnection between the two fields.” Creating a linkage between housing policy and the kinds of supportive services that can keep seniors in their homes longer can go a long way to making Langlade County an attractive alternative for people looking for a place to retire. And it’s not just a matter of subsidies to low-income individuals. “A senior with financial resources may navigate these passages more easily than one without, but in many instances, particularly in rural areas, the shelter and care options may simply not exist at any price.” The availability of health care and the kind of supportive services that will help them stay in their retirement “dream home” can be the deciding factor in these choices. So in implementing policies directed at serving the county’s retirement population, care must be taken to ensure that the full range of considerations – housing, health care, supportive services and amenities – that will serve these residents be integrated into a coherent whole.

- Subsidized/Special-needs Housing

There are 345 subsidized housing units in Langlade County, this is one unit for every sixty people. By contrast in Lincoln County there is one unit for every sixty-seven people. Nearly forty-five percent of these units are designated for the elderly. Over half are for families and eight are designed for the disabled. Whether this is sufficient is a matter of judgment for the community to decide. What is not open to question is that disabled and low-income citizens often

require special housing accommodations. How best to meet these needs should be a focus of any planning process that the County engages in.

Roughly forty percent of the project-based units in the county were funded under the U.S. Department of Agriculture – Rural Development (USDA-RD) Section 515 program that supports the construction of multi-family housing for low-income residents. Under the program, which has been in operation in Wisconsin since 1969, USDA underwrites fifty-year mortgages at a one percent interest rate in exchange for an agreement to provide housing for low and very low-income residents.

The other major housing subsidy program is the housing choice voucher program, commonly known as Section 8. Administered locally by the Antigo/Langlade County Housing Authority eligible families are issued vouchers that they can use to secure housing in the private market. Having found a suitable housing unit, which meets minimum health and safety standards, where the owner has agreed to rent under the program, the eligible family uses its voucher to cover the part of the rent beyond the portion it pays, usually 30 percent of its income. The landlord receives a subsidy directly for the portion of the Fair Market Rent not paid by the tenant. The voucher-holder signs a lease for a term of, at least, one year and the landlord signs a contract with the Housing Authority, running concurrently with the lease. Eligibility for the program is generally limited to families with incomes below 50% of the median for the county in which they reside. The program is open to any housing unit where the owner agrees to participate and where the unit satisfies the standards.

Beyond the need for subsidized units a number of program alternatives are available to meet the needs of a range of citizens. USDA-RD is focused on rural areas, and thus may be the most promising source of housing-related funding. Under the Government Housing Programs heading in this element are many of the programs available to localities.

- Waterfront Development

A considerable portion of the new development that has taken place in the county over the last twenty years has been associated with property able to access the water bodies in the county. Though this development has brought new wealth, it has put new demands for service on local governments. Much of the new development within the county has taken place within close proximity of water, which fits a national pattern. Waterfront property has become attractive everywhere.

What distinguishes waterfront development from other similar developments elsewhere is the unique potential for environmental degradation. Shoreland

zoning has the goal of protecting water quality, fish and wildlife habitat, recreation, and natural beauty. The concentration of on-site sewage disposal systems in close proximity to surface water presents two challenges. First, adequate land is necessary to contain a septic system away from all drinking wells. The second challenge is to keep septic effluent contained in a drainage field long enough to break down nitrates and phosphates, so they don't combine with surface water. High nitrate and phosphate levels in surface waters produce algae blooms. The developing awareness of the linkage between surface and groundwater contamination from lakeside development has led to a DNR rule revision process for shoreland zoning (NR 115).

3.2 INVENTORY & TRENDS

Planning for housing considers if the housing needs of all Langlade County residents are being met. Only Langlade County housing was evaluated, not neighboring counties. Parts of the county have seen strong growth in the number of housing units, with much of this growth in seasonal and recreational properties. Much of the highest value property is concentrated in the area around Antigo and the established recreational areas in the northwest corner of the county.

Langlade County has a high level of owner occupancy, ten percentage points higher than the state. Homeownership levels are lowest in the City of Antigo and the Village of White Lake. Nearly twenty percent of all housing units in the county are seasonal. Every town but two saw at least a doubling of seasonal dwellings over the twenty-year period, but ten towns experienced a decline in seasonal dwellings during the 1990s. At least part of this reduction indicates the conversion of seasonal to year-round dwellings as owners retired. Related to this, the median age in Langlade County is higher than the state, and in five towns it's over 45.

The combined total of both renters and owners who report spending more than thirty percent on housing was highest in the Town of Norwwood, followed by Ainsworth, the City of Antigo, Elcho, and Parrish.

A. Existing Housing Stock

- Housing Units

The total number of housing units in Langlade County (11,187) rose by 3.3 percent during 1990s, roughly ten points slower than the state as a whole. But this increase was not spread evenly across the county. Table 1 shows the trend in housing units.

Table 1: Total Housing Units					
Minor Civil Division	1980	1990	2000	1980 - 2000 % Change	Net Change
Antigo, City	3,495	3,619	3,931	12.5%	436
White Lake, Village	124	158	184	48.4%	60
Ackley, Town	219	226	228	4.1%	9
Ainsworth, Town	174	475	538	209.2%	364
Antigo, Town	540	539	591	9.4%	51
Elcho, Town	496	1,408	1,384	179.0%	888
Evergreen, Town	181	244	224	23.8%	43
Langlade, Town	167	351	377	125.7%	210
Neva, Town	336	418	383	14.0%	47
Norwood, Town	282	323	374	32.6%	92
Parrish, Town	37	104	93	151.4%	56
Peck, Town	135	173	161	19.3%	26
Polar, Town	257	346	387	50.6%	130
Price, Town	85	110	102	20.0%	17
Rolling, Town	465	467	538	15.7%	73
Summit, Town	95	138	136	43.2%	41
Upham, Town	326	818	664	103.7%	338
Vilas, Town	112	146	155	38.4%	43
Wolf River, Town	240	762	737	207.1%	497
Langlade County	7,706	10,825	11,187	45.2%	3,481
State	1,752,969	2,055,774	2,321,144	32.4%	568,175

Source: U.S. Census

Over the period 1980 to 2000 the number of housing units in six towns (Ainsworth, Elcho, Langlade, Parrish, Upham, and Wolf River, all in the northern and eastern sections of the county) more than doubled. In the Towns of Ainsworth and Wolf River the number went up by over two hundred percent, with most of that increase taking place during the 1980s. This is likely a reflection of an increase in the number of seasonal and recreational units. Only seven local units saw an increase in total units less than the state, and most of these were in the already built up areas around Antigo.

An interesting pattern emerges when looking at the total number of housing units added in the county over the decade of the 1990s. Eight towns (Elcho, Evergreen, Parrish, Peck, Price, Summit, Upham and Wolf River) actually saw a

decline in the number of housing units during the decade. Four of these (Elcho, Parrish, Upham, and Wolf River, again all in the north and east) are towns where the number of units doubled over the twenty-year period. This may reflect a loss of some less substantial recreational units.

- Building Age

Langlade County has a housing stock that is slightly older than the state. For the state 43.7 percent of the housing was built before 1960, in Langlade County 47 percent are that old. Table 2 shows the number of housing units built during twenty-year periods.

Minor Civil Division	<1940	1940-59	1960-79	1980-1999	Total Units
Antigo, City	1,539	994	717	681	3,931
White Lake, Village	72	30	38	44	184
Ackley, Town	99	44	51	34	228
Ainsworth, Town	71	61	211	195	538
Antigo, Town	172	115	146	158	591
Elcho, Town	295	244	467	378	1,384
Evergreen, Town	31	28	90	75	224
Langlade, Town	55	57	105	160	377
Neva, Town	126	52	95	110	383
Norwood, Town	91	30	87	166	374
Parrish, Town	12	12	35	34	93
Peck, Town	62	23	39	37	161
Polar, Town	101	57	92	137	387
Price, Town	28	18	26	30	102
Rolling, Town	123	36	147	232	538
Summit, Town	31	22	22	61	136
Upham, Town	85	174	182	223	664
Vilas, Town	26	47	30	52	155
Wolf River, Town	69	90	255	323	737
Langlade County	3,088	2,134	2,835	3,130	11,187
State	543,164	470,862	667,537	639,581	2,321,144

Source: U.S. Census

And while only 27.5 percent of housing in the state reported in the 2000 Census was built in the previous twenty years, 28 percent of housing in

Langlade County was built after 1980. At the other extreme is the Town of Ackley, where 43.4 percent of housing units were built before 1940 and less than fifteen percent have been built since 1980.

- Housing Type

The most significant fact about housing types in Langlade County is the predominance of single-family housing 79 percent for the county as against 69.3 percent for the state as a whole. This is not unusual for a rural area. Also notable is the number of manufactured and mobile homes¹, which account for 8.5 percent of housing units, nearly double the percentage for the state. Table 3 shows the number and percentage of housing units of each type.

Minor Civil Division	Single Family	Duplex	3 to 19 units Units	Over 20 Units	Mobile Homes	Other
Antigo, City	2,628	407	520	285	91	0
White Lake, Village	141	4	19	0	20	0
Ackley, Town	212	0	0	0	12	4
Ainsworth, Town	399	0	1	0	138	0
Antigo, Town	537	29	0	0	25	0
Elcho, Town	1,225	27	22	2	104	4
Evergreen, Town	159	2	0	0	63	0
Langlade, Town	319	2	0	0	48	8
Neva, Town	356	2	0	0	25	0
Norwood, Town	333	0	8	0	33	0
Parrish, Town	81	0	0	0	12	0
Peck, Town	132	0	0	0	29	0
Polar, Town	345	6	6	0	30	0
Price, Town	98	0	0	0	4	0
Rolling, Town	442	10	5	0	81	0
Summit, Town	97	0	0	0	37	2
Upham, Town	622	2	0	0	40	0
Vilas, Town	121	3	0	0	31	0
Wolf River, Town	590	6	1	0	131	9
Langlade County	8,837	500	1,082	287	954	27
State	1,609,407	190,889	273,183	143,497	101,465	2,703

Source: U.S. Census

¹ The Census lumps the two together under the definition of “a housing unit that was originally constructed to be towed on its own chassis.”

Single-family residences are the largest class of housing type, ranging from two-thirds of total housing units in the City of Antigo to over ninety percent in five towns (Ackley, Antigo, Neva, Price, and Upham). In the Towns of Evergreen and Summit more than a quarter of all housing units are mobile homes. All together, there are seven towns (Langlade, Parrish, Peck, Rolling, Vilas, and Wolf River, plus Evergreen and Summit) and the Village of White Lake where mobile homes make up more than ten percent of the housing stock. Table 3 shows the number of housing units of each type.

- Building Permits

By compiling building permits information at five-year intervals year over a ten-year period it is possible to discern general trends in residential building. The clearest pattern that emerges is a growth in the number of permits to a peak in 2000 followed by the number of permits down by over forty percent.

The pattern of building activity peaking in 2000 and then declining sharply holds through most of the towns in Langlade County. Only one town (Ackley) has a steady increase in permits, and one (Rolling) peaks in 1995 and declines through the period. Three of the top five towns in the number of building permits (Elcho, Upham and Wolf River) have the highest number of seasonal dwellings among the towns, and the other two (Polar and Rolling) are in the area around Antigo. This points to trends identified elsewhere in this chapter of growth in seasonal and recreational housing and increases in the amount of “suburban style” development around Antigo.

Although this kind of periodic sampling of permits is not comprehensive it can provide a snapshot of building activity. The population in the county continues to grow, but the number of permits is down in every town. One conclusion that might be drawn from this is that building, as reflected in permits for residential structures may have peaked in 2000, and this may constrain growth in the future. On the other hand, it may be that building activity during this period consisted largely of seasonal dwellings that could be converted to year-round residences over the coming years, translating into continuing population growth. It may also be that part of the building activity represents Antigo residents building houses in more rural settings in the surrounding towns. The building permits for single-family residential buildings shown in Table 4 are for new structures. In unzoned towns, where the County does not issue building permits except in the shoreland area, sanitary system permits are included on the assumption that these reflect associated new structures.

Table 4: Building Permits			
	1995	2000	2005
Antigo, City	N/A	N/A	N/A
White Lake, Village	N/A	N/A	N/A
Ackley, Town	4	5	6
Ainsworth, Town	9	12	5
Antigo, Town	7	3	8
Elcho, Town	13	20	9
Evergreen, Town	4	9	2
Langlade, Town	6	12	4
Neva, Town	7	8	1
Norwood, Town	10	6	4
Parrish, Town	2	1	0
Peck, Town	4	6	4
Polar, Town	11	14	7
Price, Town	1	4	2
Rolling, Town	15	9	6
Summit, Town	1	2	8
Upham, Town	14	19	9
Vilas, Town	2	7	2
Wolf River, Town	14	19	11
Langlade County	124	156	88

Source: Langlade County LR&R

B. Value Characteristics

- Median Home Value

There are no towns in Langlade County above the median home value for the state. The highest median value is in the Town of Upham; 96.2 percent of the state median. Eight towns (Elcho, Neva, Norwood, Polar, Price, Summit, Upham, and Vilas) saw median values more than double during the 1990s, with values in the Town of Summit increasing by 257 percent. Median home values in the City of Antigo, the Village of White Lake, and the Towns of Evergreen and Peck were half or less than the state median. White Lake had the smallest increase in median value (also the lowest median value) as a percentage of value and in dollar terms, and Summit had the largest increase. Table 5 shows the median value of owner-occupied housing and how it has changed.

Minor Civil Division	1990	2000	1990 - 2000 % Change	1990 - 2000 Net Change
Antigo, City	\$34,500	\$56,700	64.3%	\$22,200
White Lake, Village	\$31,100	\$46,900	50.8%	\$15,800
Ackley, Town	\$40,000	\$75,800	89.5%	\$35,800
Ainsworth, Town	\$43,500	\$71,200	63.7%	\$27,700
Antigo, Town	\$44,400	\$85,700	93.0%	\$41,300
Elcho, Town	\$44,100	\$95,300	116.1%	\$51,200
Evergreen, Town	\$32,100	\$56,700	76.6%	\$24,600
Langlade, Town	\$39,800	\$78,900	98.2%	\$39,100
Neva, Town	\$39,000	\$81,100	107.9%	\$42,100
Norwood, Town	\$37,300	\$77,400	107.5%	\$40,100
Parrish, Town	\$45,800	\$85,000	85.6%	\$39,200
Peck, Town	\$32,900	\$56,900	72.9%	\$24,000
Polar, Town	\$37,800	\$87,900	132.5%	\$50,100
Price, Town	\$35,400	\$86,300	143.8%	\$50,900
Rolling, Town	\$53,900	\$91,000	68.8%	\$37,100
Summit, Town	\$23,800	\$85,000	257.1%	\$61,200
Upham, Town	\$47,100	\$108,000	129.3%	\$60,900
Vilas, Town	\$37,500	\$87,500	133.3%	\$50,000
Wolf River, Town	\$42,900	\$85,400	99.1%	\$42,500
Langlade County	\$37,600	\$68,600	82.4%	\$31,000
State	\$62,500	\$112,200	79.5%	\$49,700

Source: U.S. Census

Although the median home value in Langlade County is roughly sixty percent of the state median, it grew at close to the same rate during the 1990s. Of the top ten towns in terms of median value four (Antigo, Polar, Neva, and Rolling) are located near the City of Antigo, and all five towns in the northwest corner of the county (Elcho, Parrish, Summit, Upham, and Vilas) are included.

Rents in Langlade County are lower but generally comparable to rents in surrounding counties. There seems to be little correlation between the level of rents and the median home values. Neither does there appear to be a connection between high home values and the level of affordability, defined as spending more than 30 of income on housing.

- Monthly Owner Costs

There is a general consensus that a family should not have to spend more than thirty percent of its income on housing – this is the accepted definition of housing affordability. The highest median owner costs are in the Towns of Parrish and Price, followed by the Town of Summit, however, where Parrish has the highest percentage of homeowners spending over 30 percent of their income on housing, Price is in the mid-range and Summit has none. The highest percentage of households with owner costs more than 30 percent of income are in the Town of Parrish (44.4%) followed by Vilas (42.1%) and Elcho (27.4%). The lowest percentages are in the Town of Summit (0.0%), Village of White Lake (6.0%), and Town of Ackley (10.8%). Overall, seventeen percent of Langlade County homeowners reported spending over 30 percent of their income on housing, more than double the rate for the entire state. Table 6 shows the percentage of homeowners and renters who spend more than thirty percent of their income on housing.

There seems to be little connection between the dollar value of housing units and affordability as expressed as a percentage of income. The Town of Upham, with the highest home prices is tenth in terms of affordability, while the Town of Peck with the fourth lowest median value is the fourth highest in affordability. In White Lake, with the lowest median home value in the county, only six percent of homeowners spent more than 30 percent of their income on housing, the second lowest. The Town of Polar has the fourth highest median value, but is fourteenth in affordability.

Minor Civil Division	Owner	Renter
Antigo, City	15.9%	33.4%
White Lake, Village	6.0%	31.4%
Ackley, Town	10.8%	0.0%
Ainsworth, Town	16.6%	36.4%
Antigo, Town	11.3%	32.4%
Elcho, Town	27.4%	18.7%
Evergreen, Town	20.4%	12.5%
Langlade, Town	20.0%	18.2%
Neva, Town	12.0%	16.7%
Norwood, Town	20.2%	38.5%
Parrish, Town	44.4%	0.0%
Peck, Town	27.0%	0.0%
Polar, Town	13.2%	28.5%
Price, Town	16.0%	18.2%
Rolling, Town	19.4%	22.9%
Summit, Town	0.0%	0.0%
Upham, Town	16.1%	8.7%
Vilas, Town	42.1%	0.0%
Wolf River, Town	12.6%	18.8%
Langlade County	17.0%	30.3%
State	7.0%	32.3%

Source: U.S. Census

- Median Rent

Rents increased in Langlade County faster than in the state as a whole. Gross rent increased by forty percent or more during the 1990s in seven of the nineteen municipalities in Langlade County. Two towns (Ainsworth and Peck) saw increases less than ten percent, and the Town of Ackley actually had a nineteen percent decrease in median rent over the period². Overall the county affordable housing situation appears to be about average for a rural county. According to NLIHC 33 percent of renters must spend more than 30 percent of their income on a two-bedroom apartment. The average for non-metro counties in Wisconsin is 34 percent. For all non-metro counties nearly a quarter of households rent, in Langlade County twenty-one percent of households rent. Table 8 shows median gross rents.

According to the 2000 Census, affordability problems were not evenly distributed through the county. In seven of nineteen municipalities (Ainsworth, Antigo [city & town], Norwood, Polar, Rolling, and White Lake) more than twenty percent of renters spend over thirty percent of income on housing. Five of these are in the area surrounding the City of Antigo. Overall Langlade County seems to be in the low-range of rents in surrounding counties and they seem to be increasing at the high end of the range. See Table 7.

Minor Civil Division	1990	2000	1990 - 2000 % Change	1990 - 2000 Net Change
Langlade	\$284	\$405	42.60%	\$121
Forest	\$272	\$325	19.5%	\$53
Lincoln	\$297	\$433	45.8%	\$136
Marathon	\$365	\$484	32.6%	\$119
Menominee	\$226	\$245	8.4%	\$19
Oconto	\$294	\$429	45.9%	\$135
Oneida	\$332	\$460	38.6%	\$128
Shawano	\$305	\$438	43.6%	\$133
State	\$399	\$540	35.3%	\$141

Source: U.S. Census

² Two of the towns (Summit and Vilas) had such a small number of renters in 1990 that a median could not be calculated

Table 8: Median Gross Rent				
Minor Civil Division	\$1,990	\$2,000	1990 - 2000 % Change	1990 - 2000 Net Change
Antigo, City	\$279	\$398	42.7%	\$119
White Lake, Village	\$263	\$381	44.9%	\$118
Ackley, Town	\$371	\$300	-19.1%	-\$71
Ainsworth, Town	\$400	\$425	6.3%	\$25
Antigo, Town	\$325	\$423	30.2%	\$98
Elcho, Town	\$300	\$392	30.7%	\$92
Evergreen, Town	\$429	\$475	10.7%	\$46
Langlade, Town	\$330	\$413	25.2%	\$83
Neva, Town	\$306	\$419	36.9%	\$113
Norwood, Town	\$350	\$583	66.6%	\$233
Parrish, Town	\$325	\$500	53.8%	\$175
Peck, Town	\$175	\$188	7.4%	\$13
Polar, Town	\$285	\$471	65.3%	\$186
Price, Town	\$225	\$425	88.9%	\$200
Rolling, Town	\$311	\$443	42.4%	\$132
Summit, Town	\$0	\$425	N/A	\$425
Upham, Town	\$275	\$379	37.8%	\$104
Vilas, Town	\$0	\$0	N/A	\$0
Wolf River, Town	\$290	\$386	33.1%	\$96
Langlade County	\$284	\$405	42.6%	\$121
State	\$399	\$540	35.3%	\$141

Source: U.S. Census

C. Occupancy Characteristics

1. Owner Occupied

Homeownership is more than ten percent higher in Langlade County than in the state as a whole. At over 79 percent in 2000 this rate has remained relatively stable going as far back as 1980. This is fairly typical of rural areas, where there are few rental units. The Towns of Peck and Vilas, with over 94 percent owner-occupancy, had the highest level. Every town has a homeownership rate over 85 percent in 2000, except for Elcho, which had the lowest rate at 84.3 percent, a two percent drop since 1980. The levels of owner-occupancy are lowest in the City of Antigo and the Village of White Lake.

Homeownership levels in both municipalities have been declining, but are still close to the state levels. Table 9 shows the percentage of owner occupied units and how it has changed.

Table 9: Owner Occupancy				
Minor Civil Division	1980	1990	2000	1980 - 2000 % Change
Antigo, City	69.9%	68.0%	66.6%	-3.3%
White Lake, Village	77.7%	75.0%	70.6%	-7.1%
Ackley, Town	89.0%	87.0%	89.6%	0.6%
Ainsworth, Town	82.6%	84.0%	90.6%	8.0%
Antigo, Town	87.1%	88.0%	89.6%	2.5%
Elcho, Town	86.6%	83.0%	84.3%	-2.3%
Evergreen, Town	82.2%	86.0%	88.4%	6.2%
Langlade, Town	88.7%	84.0%	89.4%	0.7%
Neva, Town	89.7%	87.0%	90.8%	1.1%
Norwood, Town	86.2%	89.0%	90.7%	4.5%
Parrish, Town	88.6%	87.0%	92.7%	4.1%
Peck, Town	90.3%	87.0%	94.1%	3.8%
Polar, Town	89.4%	86.0%	88.1%	-1.3%
Price, Town	83.3%	88.0%	87.0%	3.7%
Rolling, Town	88.2%	87.0%	87.3%	-0.9%
Summit, Town	86.4%	90.0%	87.9%	1.5%
Upham, Town	87.5%	91.0%	90.0%	2.5%
Vilas, Town	90.0%	88.0%	94.8%	4.8%
Wolf River, Town	85.7%	85.0%	87.2%	1.5%
Langlade County	78.9%	78.0%	79.0%	0.1%
State	64.3%	66.7%	68.4%	4.1%

Source: U.S. Census

2. Vacancy

The vacancy rate in Langlade County (5.1%) is slightly higher than the rate for the entire state (4.1%). Vacancy rates dropped in every town except two (Antigo and Upham), but rose in both incorporated municipalities, and the highest vacancy rate in 2000 was in the Village of White Lake and the City of Antigo. Table 10 displays the vacancy rates for 1990 and 2000, and the change over that time period.

Table 10: Vacancy Rates			
Minor Civil Division	1990	2000	1990 - 2000 % Change
Antigo, City	5.5%	7.3%	1.8%
White Lake, Village	8.2%	9.8%	1.6%
Ackley, Town	9.4%	3.5%	-5.9%
Ainsworth, Town	6.0%	3.9%	-2.1%
Antigo, Town	4.1%	4.3%	0.2%
Elcho, Town	5.3%	3.5%	-1.8%
Evergreen, Town	7.5%	3.7%	-3.8%
Langlade, Town	12.4%	6.1%	-6.3%
Neva, Town	11.4%	3.4%	-8.0%
Norwood, Town	4.9%	2.9%	-2.0%
Parrish, Town	12.0%	1.1%	-10.9%
Peck, Town	4.3%	3.1%	-1.2%
Polar, Town	5.8%	2.6%	-3.2%
Price, Town	7.2%	4.9%	-2.3%
Rolling, Town	4.5%	3.9%	-0.6%
Summit, Town	8.9%	4.2%	-4.7%
Upham, Town	4.8%	6.0%	1.2%
Vilas, Town	8.4%	3.2%	-5.2%
Wolf River, Town	7.4%	2.8%	-4.6%
Langlade County	6.2%	5.1%	-1.1%
State	4.1%	4.1%	0.0%

Source: U.S. Census

In 1990 the highest vacancy rates were in the Towns of Langlade, Parrish, Neva and Ackley. Over the next decade this rate declined by 6 percent or more in all four towns. In two of these towns (Neva and Parrish) the number of housing units declined.

3. Seasonal Housing

There has been overwhelming growth in seasonal dwellings in Langlade County over the last twenty years. Of the towns that saw an increase in seasonal dwellings, the smallest increase was a doubling in the Town of Ackley. Overall seasonal dwellings in the county increased by more than eight-hundred percent, and by over a thousand percent in four towns (Ainsworth, Elcho, Polar, and Wolf River), although most of these started with a low base – one seasonal dwelling in Polar and Wolf River and two in Ainsworth in 1980. Even in the Town of Upham, where there were over a hundred seasonal dwelling in 1980, the number increased by nearly two-hundred percent over the next twenty years. Table 11 shows seasonal units.

Minor Civil Division	1980	1990	2000	1980-2000 % Change	Net Change
Antigo, City	22	18	20	-9.1%	-2
White Lake, Village	0	34	30	N/A	30
Ackley, Town	8	14	16	100.0%	8
Ainsworth, Town	2	273	273	13550.0%	271
Antigo, Town	1	5	5	400.0%	4
Elcho, Town	19	844	709	3631.6%	690
Evergreen, Town	4	58	29	625.0%	25
Langlade, Town	19	128	144	657.9%	125
Neva, Town	4	42	12	200.0%	8
Norwood, Town	13	34	31	138.5%	18
Parrish, Town	0	51	50	N/A	50
Peck, Town	3	26	22	633.3%	19
Polar, Town	1	28	19	1800.0%	18
Price, Town	4	16	4	0.0%	0
Rolling, Town	11	12	6	-45.5%	-5
Summit, Town	22	54	70	218.2%	48
Upham, Town	102	518	302	196.1%	200
Vilas, Town	16	41	59	268.8%	43
Wolf River, Town	1	398	357	35600.0%	356
Langlade County	232	2,594	2,158	830.2%	1,926
State	107,586	150,280	142,313	32.3%	34,727

Source: U.S. Census

Seasonal dwellings are a significant part of the housing stock in most of the towns. Only in six town surrounding Antigo (Ackley, Antigo, Neva, Norwood, Polar, Price, and Rolling) are seasonal dwellings less that ten percent of the

housing stock. In four towns (Ainsworth, Elcho Parrish, and Summit) seasonal dwelling are more than half of all housing units, and in another four (Langlade, Upham, Vilas, and Wolf River) they are more than a third. All these, except for Vilas, are in northern or eastern sections of the county.

D. Demand Characteristics

- Median Age of Population

Langlade County is aging, but all the municipalities are not aging at the same rate. In fact, one town (Parrish) had its median age drop by more than ten percent during the 1990s, and the Village of White Lake saw its median age remain unchanged. Table 12 shows how the median age has changed.

Table 12: Median Age				
Minor Civil Division	1990	2000	1990 - 2000 % Change	Net Change
Antigo, City	36.5	38.9	6.6%	2.4
White Lake, Village	40.9	40.9	0.0%	0.0
Ackley, Town	36.7	39.6	7.9%	2.9
Ainsworth, Town	40.8	48.5	18.9%	7.7
Antigo, Town	38.4	41.1	7.0%	2.7
Elcho, Town	50.3	51.2	1.8%	0.9
Evergreen, Town	32.5	41.8	28.6%	9.3
Langlade, Town	39.4	47.4	20.3%	8.0
Neva, Town	36.6	38.9	6.3%	2.3
Norwood, Town	31.0	37.2	20.0%	6.2
Parrish, Town	46.3	41.5	-10.4%	-4.8
Peck, Town	32.2	40.6	26.1%	8.4
Polar, Town	31.9	37.3	16.9%	5.4
Price, Town	35.9	38.9	8.4%	3.0
Rolling, Town	31.3	36.1	15.3%	4.8
Summit, Town	36.7	41.5	13.1%	4.8
Upham, Town	43.8	49.7	13.5%	5.9
Vilas, Town	33.2	38.6	16.3%	5.4
Wolf River, Town	39.0	45.6	16.9%	6.6
Langlade County	36.6	40.5	10.7%	3.9
State	32.9	36.0	9.4%	3.1

Source: U.S. Census

All municipalities in the county had a median age above the state level (36 years). One town (Elcho) had a median age over 50, and four towns (Evergreen, Langlade, Norwood, and Peck) had their median age increase by more than 20 percent. All the towns but one (Parrish) that had their number of housing units double since 1980 (Elcho, Langlade, Upham, and Wolf River) had median ages over 45. This may indicate that a large proportion of the increase in housing units reflects an increase in older residents. During this period the median age for the county rose by nearly eleven percent.

- Persons per Household

Household size declined in every municipality in the county during the 1990s, except two: Neva, where it increased by less than one percent, and Parrish. In Parrish household size increased by a fifth. Parrish is also the town which saw its median age decline by ten percent, so it seems likely that this increase in household size reflects an influx of families into the town. The rate of decline for the county was slightly higher than for the state. The greatest decline (15.9%) was in the Town of Peck, followed by Ainsworth, Evergreen, Vilas and Upham. Table 13 shows the average number of persons per household.

Table 13: Persons Per Household				
Minor Civil Division	1990	2000	1990 - 2000 % Change	Net Change
Antigo, City	2.37	2.29	-3.4%	-0.1
White Lake, Village	2.45	2.42	-1.2%	0.0
Ackley, Town	2.76	2.52	-8.7%	-0.2
Ainsworth, Town	2.58	2.24	-13.2%	-0.3
Antigo, Town	2.75	2.70	-1.8%	0.0
Elcho, Town	2.22	2.15	-3.2%	-0.1
Evergreen, Town	2.93	2.59	-11.6%	-0.3
Langlade, Town	2.43	2.27	-6.6%	-0.2
Neva, Town	2.74	2.76	0.7%	0.0
Norwood, Town	3.05	2.77	-9.2%	-0.3
Parrish, Town	2.19	2.63	20.1%	0.4
Peck, Town	3.09	2.60	-15.9%	-0.5
Polar, Town	3.02	2.81	-7.0%	-0.2
Price, Town	2.82	2.64	-6.4%	-0.2
Rolling, Town	3.03	2.84	-6.3%	-0.2
Summit, Town	2.75	2.55	-7.3%	-0.2
Upham, Town	2.39	2.16	-9.6%	-0.2
Vilas, Town	2.86	2.57	-10.1%	-0.3
Wolf River, Town	2.45	2.31	-5.7%	-0.1
Langlade County	2.55	2.42	-5.1%	-0.1
State	2.6	2.5	-3.8%	-0.1

Source: U.S. Census

E. Government Housing Programs

The Federal Low Income Housing Tax Credit (LIHTC) is administered by Wisconsin Housing and Economic Development Authority. Investors who allocate a number of units as affordable to low-income families for a certain period (usually 15 years) are allowed to take a credit on their income tax. There are 93 housing units that utilize the LIHTC in the county.

U.S. Department of Housing and Urban Development Section 8 Housing Choice Vouchers are administered locally by the Antigo/ Langlade County Housing Authority. Eligible families are issued vouchers that they can use to secure housing in the private market. Having found a suitable housing unit, which meets minimum health and safety standards and where the owner has agreed to rent under the program, the eligible family uses its voucher to cover the part of the rent beyond the portion it pays, usually 30 percent of its income. The landlord receives a subsidy directly for the portion of the Fair Market Rent not paid by the tenant. The voucher-holder signs a lease for a term of, at least, one year and the landlord signs a contract with the Housing Authority, running concurrently with the lease. Eligibility for the program is generally limited to families with incomes below 50% of the median for the county in which they reside. The program is open to any housing unit where the owner agrees to participate and where the unit satisfies the standards.

U.S. Department of Agriculture – Rural Development (USDA-RD) is focused on rural areas, and thus may be the most promising source of housing-related funding. Below is a partial listing of programs available to localities:

- *Section 502 Homeownership Direct Loan* program of the Rural Housing 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 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 515 Multi-Family Housing Loan* program supports the construction of multi-family housing for low-income residents. Under the program, which has been in operation in Wisconsin since 1969,

USDA underwrites fifty-year mortgages at a one percent interest rate in exchange for an agreement to provide housing for low and very low-income residents.

- *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.

The above programs are all available through USDA-RD to those who meet the income requirements. There are also programs through the Department of Housing and Urban Development (HUD):

- The 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.
- The 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.
- The Small Cities Development Block Grant program is the rural component of HUD’s Community Development Block Grant (CDBG) program, which is administered by state agencies. The state CDBG program provides assistance for the development of affordable housing and economic development efforts targeted to low- and moderate-income people.

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. The amount of the tax deduction is tied to the proportion of low-income residents in the housing produced. The credit is paid out over 15 years to investors in the housing project. 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. Currently there are three projects – Station House, Depot and Westview apartments, all in Antigo – that receive the LIHTC.

The Antigo/Langlade County Housing Authority combines the administration of housing programs for the County and City. The Housing Authority administers the Section 8 program in the county, as well as the Housing and Homeownership Opportunity Program, which provides low interest loans to help qualified buyers purchase a home of their own.

There are currently several revolving loan programs active in the county funded by CDBG grants. There are two in the Village of White Lake and four county-wide programs that target the Towns of Elcho and Ainsworth; Langlade, Polar and Price; White Lake, Evergreen, Vilas and Ackley; and Parrish. These programs offer low interest loans to qualified homeowners to rehabilitate their properties. As the loans are paid back the money can be loaned out to other homeowners. Two Community Action Programs, NEWCAP out of Oconto and CAP Services out of Stevens Point, have active weatherization programs in the county.

3.3 GOALS, OBJECTIVES & POLICIES

Goals:

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

Objectives:

- 1) Multi-family dwellings and subdivision facilities should be located to coincide with major throughways.
- 2) Single-family residences should be the preferred type of housing in rural areas.

- 3) Encourage local land use controls and permitting procedures that allow affordable housing opportunities.
- 4) Promote appropriate public & private sector development of senior and special needs housing within the County.
- 5) Prepare for the transition of many seasonal to year-round residences by fostering the level of service required by full-time residents.

Policies:

- 1) Restrict the location of new development in areas that are shown to be unsuitable for specific uses due to septic limitations, flood hazard, groundwater pollution, highway access problems, etc.
- 2) Direct new or expanded agricultural development away from existing residential or commercial buildings.
- 3) In the event that a manufactured home does not utilize a perimeter load-bearing foundation, any space between ground level and siding should be enclosed with permanent, non-load bearing concrete or masonry having a foundation-like appearance.
- 4) Foster services that will help elderly residents remain in their homes, to the extent possible.
- 5) Steer more intensive residential development such as two-family, multi-family and senior housing to the Village of White Lake, the area served by the Elcho Sanitary District, or the City of Antigo where the utilities and services exist to accommodate the development.
- 6) Direct residential development away from existing agricultural uses and buildings to avoid conflicts.

Chapter 4: Transportation

4.1 Background

- A. Previous Studies
- B. Issues

4.2 Inventory & Trends

- A. Roadways
- B. Transit & Transportation Systems for Persons With Disabilities
- C. Long Distance Intercity Bus Service
- D. Bicycle and Pedestrian Facilities
- E. Rail
- F. Airports
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4.3 Goal, Objectives & Policies

Tables:

- Table 1: Road Mileage by Jurisdiction and Functional Class
- Table 2: County Highway Improvement Program
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Displays:

- Display 1: Rural Highway Functional Classification System
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Map:

- Map 1: County Transportation System
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4.1 BACKGROUND

This chapter—the fourth of nine chapters of the Lantlade County Comprehensive Plan—is based on the statutory requirement [§66.1001(2)(c) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation.

This chapter compares the County's objectives, policies, goals and programs to state and regional transportation plans. The chapter also identifies highways within the County by function and incorporates state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in Lantlade County.

The Comprehensive Planning legislation also establishes 14 state comprehensive planning goals. Of these 14 goals, two relate directly to transportation planning:

- 1) Encouraging neighborhood designs that support a range of transportation choices.
- 2) Providing an integrated, efficient and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

Three of the state goals refer to the provision of public infrastructure, of which transportation facilities are a major component. These three goals are:

- Promoting the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouraging land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

Of course, the state planning goals are sufficiently broad enough that one could arguably make the case that the other remaining goals also have some relationship to transportation. For example, the goal of preserving cultural, historic, and archaeological sites has the obvious connection to transportation in that planned transportation facilities should be programmed to avoid negative impacts on such sites. Similarly, transportation networks typically extend beyond individual community boundaries, necessitating coordination and cooperation among adjacent units of government, another of the state's 14 planning goals.

A. Previous Studies

1. Federal Transportation Plans

The Transportation Equity Act for the 21st Century (TEA-21) is the federal level transportation-spending program. Other federal legislation that frames transportation planning includes the National Environmental Protection Act (NEPA); the Americans with Disabilities Act (ADA); and the Clean Air Act. Environmental Justice is an applicable executive order that attempts to ensure that transportation planning and programming includes underrepresented groups such as minority and low-income populations.

2. State Transportation Plans

Corridors 2020

Corridors 2020 was designed to enhance economic development and meet Wisconsin's mobility needs well into the future. The 3,200-mile state highway network is comprised of two main elements: a multilane backbone system and a two-lane connector system. All communities over 5,000 in population are to be connected to the backbone system via the connector network. Within Langlade County, U.S. Highway (USH) 45 is designated as part of the Corridors 2020 system. USH 45 is a connector that runs north and south through Antigo.

This focus on highways was altered in 1991 with the passage of the federal Intermodal Surface Transportation Efficiency Act (ISTEA), which mandated that states take a multi-modal approach to transportation planning. Now, bicycle, transit, rail, air, and other modes of travel would make up the multi-modal plan. The Wisconsin Department of Transportation's (WisDOT) response to ISTEA was the two-year planning process in 1994 that created TransLinks 21. For more information on Corridors 2020 go online at: <http://www.dot.state.wi.us/business/econdev/corridors.htm>.

TransLinks 21

WisDOT incorporated Corridors 2020 into TransLinks 21, and discussed the impacts of transportation policy decisions on land use. TransLinks 21 is a 25-year statewide multi-modal transportation plan that WisDOT completed in 1994. Within this needs-based plan are the following modal plans:

- State Highways Plan 2020
- Airport System Plan 2020
- Bicycle Transportation Plan 2020
- Wisconsin Pedestrian Policy Plan 2020
- Wisconsin Rail Issues and Opportunities Report

Connections 2030

Connections 2030 will be a 25-year statewide multi-modal transportation plan that is policy-based. The policies will be tied to “tiers” of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, WisDOT may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan. This plan will not conflict with the Langlade County Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21.

For more information on Connections 2030 go online at <http://www.dot.state.wi.us/projects/state/connections2030.htm>.

3. Regional Transportation Plans

Regional Comprehensive Plan

The Regional Comprehensive Plan (RCP) titled “A Framework for the Future”, adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in December of 2003, is an update of a plan adopted by NCWRPC in 1981. The RCP looks at transportation in all ten counties of the North Central Wisconsin Region. It looks at general trends within the Region and recommends how county and local government can address transportation issues.

One trend identified in the RCP is the increase in drivers age 65 and over. Wisconsin’s older population age 65 and over, is expected to constitute about 20% of the state’s population in 2020. In Langlade County, the percentage reached almost 19 percent by the year 2000. The aging of the baby boom generation will mean an increasing number of elderly drivers. This is the first generation to have been highly mobile throughout adulthood, and its members

may continue to travel more as long as they are physically able to do so. Aging takes a toll on the physical and cognitive skills needed for driving. Older drivers are more likely to misjudge oncoming traffic speeds and distances or fail to see other drivers near them. The special needs of this population group will have to be addressed.

The RCP recommends a variety of strategies that might aid in dealing with these and other identified issues. Two such strategies include corridor planning and rural intelligent transportation systems. Corridor planning is one way to relieve some of the need for additional direct capacity expansion by comprehensively managing critical traffic corridors. Rural ITS applications have the potential to make major improvements in safety, mobility, and tourist information services. For more information on the Regional Comprehensive Plan go online at: <http://www.ncwrpc.org>.

Regional Bicycle Facilities Network Plan

In 2004, North Central Wisconsin Regional Planning Commission created this Plan to guide the development of an interconnected bikeway system for the North Central Wisconsin Region. Potential trails are identified and an improvement description was created for each county that trails existed to facilitate how the plan can become reality in a cost efficient manner.

Langlade County trails within this regional plan come from the 1999 Citizen Bike Route Initiative Plan. That plan established a network of on-road bike routes and asks WisDOT to improve STH 64 to accommodate bicycles between Antigo and Merrill.

B. Issues

Part of the planning process is the identification of issues. These are the things that need to be addressed in the plan.

- Roadway Use Conflicts / Capacity

Slow moving agricultural vehicles and equipment are often forced to compete with motor vehicles for use of many public highways in the County, particularly in areas where significant agricultural and residential uses coexist.

- Speeding Areas

High speeds documented on some town roads are a particular concern due the safety issue posed by the geometrics of the roads and further compounded by

the excessive speed. Higher traffic speeds may be a factor in the increase in the percentage of fatal crashes in the County

- Impact of Development on Roads

There is concern about growth in towns that have no money to maintain the roads. Some towns have driveway ordinances, which offer some controls.

- Transportation Costs

There is some concern regarding transportation costs taking a larger share of disposable income. With gas prices exceeding \$4 per gallon, it is easy to see a correlation. The average purchase price of new vehicles seems to have grown significantly, and inflation certainly is a factor. However, vehicle registration fees and taxes in Wisconsin are the lowest in the Midwest, and ongoing dealer incentives and low financing rates make purchasing a new vehicle more attractive. Wisconsin ranks 42nd in the nation with respect to average auto insurance expenditures.

One way to address the issue of transportation affordability is the development of public transit and other alternative means of travel. This is of particular importance for people with restricted resources such as the disabled, seniors, youth or low-income individuals.

- Upgrade / Improvement of Road System

A top transportation concern is often the need to upgrade or improve the current road system. Many roads throughout the County are narrow, which exacerbates the conflicts between vehicles, equipment (farm, etc.) and bicyclists or pedestrians. The rolling hills common in certain parts of the County are another concern in that faster moving vehicles have no time to slow/react when “unexpectedly” coming up on one of these other slower moving users. Inadequate shoulders and ditches are also an issue. Certain bridges (A Bridge, Langlade Bridge and others) need widening to accommodate multiple-use traffic.

- Road Maintenance / Brushing / Plowing

Regular road maintenance including roadside brushing and mowing and winter road maintenance is a common issue. Some local units do their own maintenance while others contract for services. Lack of adequate funding for maintenance is a major concern. Another maintenance issue stems from the forested/recreational nature of the County, which results in a demand for “mixed use” on County roads. On some roads (CTH K), ATVs are required to

travel on the pavement to reduce damage to the shoulders and ditches. Signage is needed.

- Weight Restrictions

With the logging and agricultural activities throughout the County, there are issues/concerns regarding weight limits on roads. The recent change by the State allowing an extra axle and increasing allowable weight by 10,000 pounds to 90,000 has raised concern. In Langlade County, with the number of non-metallic mining pits, gravel trucks, as well as farm trucks hauling produce and overweight garbage trucks, are particular issues.

4.2 INVENTORY & TRENDS

The transportation system in Langlade County is comprised of a roadway network used by automobiles, trucks, taxis, buses, bicycles, and pedestrians where no sidewalks exist, a public airport, and several private landing areas. In this section the transportation system is described along with trends in usage and development. Specialized transit is also discussed.

A. Roadways

Langlade County's roadway network is comprised of over 1,142 (2008 inventory) miles of highways and streets connecting communities and their citizens to businesses and recreational activities throughout the County, as well as to major urban centers in relatively close proximity.

1. Classifications

These roads are classified in two ways: 1) by jurisdiction and 2) by function. The jurisdictional classification indicates who owns or is responsible for the roadway. The functional classification identifies the role or function the roadway plays in moving traffic.

In addition to these main classifications, a road or segment of road may hold a variety of other designations including county forest road, rustic road, emergency route, or truck route. There is one federal forest road (Chequamegon Forest Trail) but no rustic roads within Langlade County. Truck routes are discussed at the end of this chapter under Trucking.

Jurisdiction

Within a jurisdictional framework, the County's roads fall into three major classifications: state (state trunk highways – "STH"), county (county trunk highways - "CTH") and city, village, or town streets/roads (local roads). The

Transportation System Map illustrates the jurisdictional classification of roadways within Lanklade County. Towns maintain jurisdiction over the greatest mileage of the County's road system with nearly 66 percent of the total mileage. County trunk highways make up the next largest category with 271.08 miles for about 27 percent of the system. Table 1 gives the mileage breakdown for the jurisdictional classification of roads within Lanklade County.

There is one U.S. highway in the County—USH 45. The County contains portions of five state trunk highways: 17, 47, 52, 55, and 64.

The majority of highways and roads are located along section boundaries throughout the county, with some significant roads crossing the County at 45-degree angles.

Road placement is affected by lakes, rivers, and hills. The Terminal Moraine (see description in the Natural Resources Chapter) is a large countywide natural feature that affects road layout. In a general sense, STH 55 follows the curves of the Wolf River.

Table 1 Road Mileage By Jurisdiction And Functional Class in Lanklade County, 2008				
Jurisdiction	Functional Classification			Totals
	Arterial	Collector	Local	
U.S. and State	115.11	26.96	---	142.07
County*	1.01	204.88	65.19	271.08
All Towns	1.91	31.44	632.25	665.60
Village of White Lake	---	0.35	7.33	7.68
City of Antigo	6.80	9.24	40.16	56.20
Totals	124.83	272.87	744.93	1142.63

Source: WisDOT & NCWRPC

*Does not include County Forest Roads of 7.67 miles.

Functional Classification

A functional classification system groups streets and highways into classes according to the character of service they provide. This character of service ranges from providing a high degree of travel mobility to providing land access functions.

The current functional classification system used in Wisconsin consists of five classifications that are divided into urban and rural categories. Functional classifications are used to determine eligibility for federal aid. For purposes of functional classification, federal regulations define urban as places of 5,000 or more in population, so the rural classifications apply throughout Lanklade County. Roads in Antigo use the urban classification. Display 1 summarizes the rural functional classification system.

The Transportation System Map illustrates the functional classification of roadways within Langlade County. The County has one principal arterial (USH 45); three minor arterials (STHs 47, 55, & 64); twenty major collectors; and fifteen minor collectors.

Table 1 also breaks down the mileage for the functional classification of roads within Langlade County.

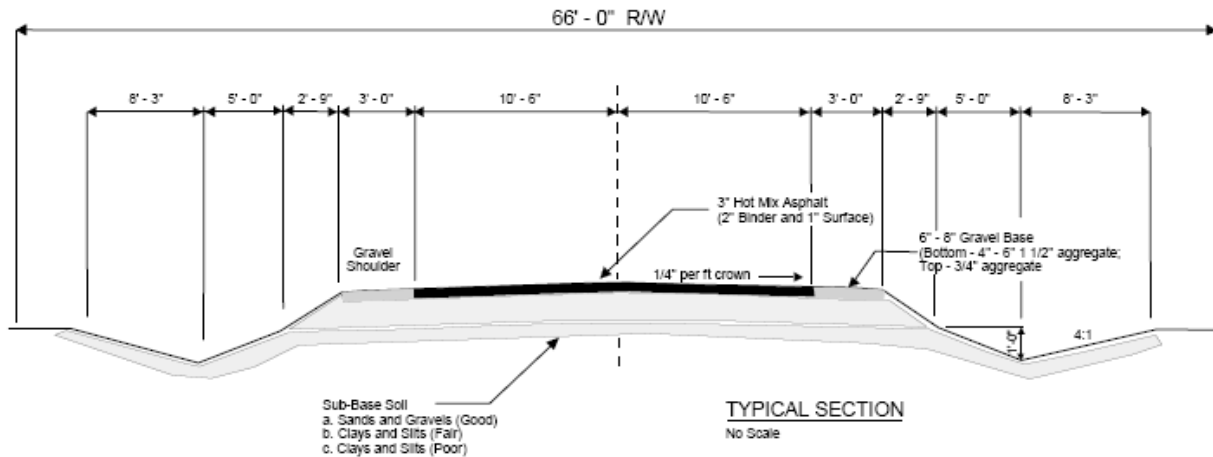
Display 1	
Rural Highway Functional Classification System	
Principal Arterials	Serve interstate and interregional trips. These routes generally serve all urban areas greater than 5,000 population. The rural principal arterials are further subdivided into 1) Interstate highways and 2) other principal arterials.
Minor Arterials	In conjunction with the principal arterials, they serve cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements.
Major Collectors	Provide service to moderate sized communities and other inter-area traffic generators and link those generators to nearby larger population centers or higher function routes.
Minor Collectors	Collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.
Local Roads	Provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

Source: WisDOT

2. Road Design Standards

Roads should be designed for the function they serve. Lightly traveled rural town roads may remain graveled to reduce speed levels and maintain a rural "country" character in the landscape. Where higher traffic volumes are expected, roads should be paved. Communities should consider the current and potential future usage of a road to determine if minimum design standards will be adequate or if more is needed. An understanding of road design can be taken from a typical cross-section of a county highway found in Wisconsin, as shown in Display 2.

Display 2: Typical County Road Cross-Section



WisDOT administrative code establishes minimum standards for construction or improvement of county and town roads. For rural county highways, the code provides for use of *alternative to the minimum standards* known as "3R" or Design Criteria for Resurfacing, Restoration, and Rehabilitation Projects. Langlade County typically uses these alternative standards. For county trunk highways, design standards are set by rural functional classifications as shown in Displays 3A, 3B, & 3C. For town roads, minimum standards by improvement level i.e. reconstruction or resurfacing and reconditioning, are shown in Displays 4A & 4B.

Display 3A					
County Highway Standards "3R" - Arterials					
TRAFFIC VOLUME			ROADWAY WIDTH DIMENSIONS IN FEET		
Design Class	Design ADT	Design Speed MPH	Traveled Way	Shoulder	Roadway
3RA1	Under 750	55	22	3	28
3RA2	750-2000	55	24	4	32
3RA3	Over 2000	55	24	6	36

Source: WisDOT

Display 3B County Highway Standards "3R" - Collectors & Locals					
TRAFFIC VOLUME			ROADWAY WIDTH DIMENSIONS IN FEET		
Design Class	Design ADT	Design Speed MPH	Traveled Way	Shoulder	Roadway
3RC1	Under 750	55	20	3	26
3RC2	750-2000	55	22	4	30
3RC3	Over 2000	55	22	6	34

Source: WisDOT

Display 3C County Highway Standards "3R" - Bridges	
DESIGN ADT	USABLE BRIDGE WIDTH IN FEET
0-750	Traveled way
751-2000	Traveled way plus 2 feet
2001-4000	Traveled way plus 4 feet
Over 4000	Traveled way plus 6 feet

Source: WisDOT

Construction of new or complete reconstruction of existing town roads are required to meet a higher level of design standards than less substantial resurfacing or reconditioning improvements. Examples of resurfacing and reconditioning improvements which may be appropriate for existing town roads include pavement rehabilitation; widening of lanes and shoulders; replacing bridge elements to correct structural deficiencies; bridge deck overlays, bridge and culvert replacement; and other related improvements such as minor grading, sub-grade work and correction of drainage problems.

Display 4A Town Road Standards - Reconstruction					
TRAFFIC VOLUME			ROADWAY WIDTH DIMENSIONS IN FEET		
Design Class	Current ADT	Design Speed MPH	Traveled Way	Shoulder	Roadway
T1	Under 250	40	20	3	26
T2	250-750	50	22	4	30
T3	Over 750	55	24	6	36

Source: WisDOT

Display 4B Town Road Standards-Resurfacing/Reconditioning					
TRAFFIC VOLUME			ROADWAY WIDTH DIMENSIONS IN FEET		
Design Class	Current ADT	Design Speed MPH	Traveled Way	Shoulder	Roadway
TR1	Under 250	--	18	2	22
TR2	250-400	40	20	2	24
TR3	401-750	50	22	2	26
TR4	Over 750	55	22	4	30

Source: WisDOT

3. Surface Conditions

Langlade County and many of the local units within the County utilize the PASER system developed by the University of Wisconsin Transportation Information Center for measuring the condition of their roadways. PASER stands for Pavement Surface Evaluation and Rating System. Although there are different scales for concrete, asphalt, sealcoated, gravel and unimproved roads, they are generally based on a scale ranging between "1" (very poor condition) to "10" (excellent condition).

WisDOT now requires all local units of government to submit road condition rating data every two years as part of the Wisconsin Information System for Local Roads (WISLR). PASER and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. The Langlade County Highway Department uses this information in the development of its long-range highway improvement program, which is shown in Table 2.

Table 2					
Langlade County's Highway Improvement Program					
2008-2017					
Year	Highway	From	To	Mileage	Type of Improvement
2008	CTH A	CTH TT	River Road	1.7	Resurfacing
2008	CTH B	USH 45	USH 45	2.9	Summit Lake Resurfacing
2008	CTH F	Meadow Road	CTH S	3.5	Resurfacing
2008	CTH G	Lonely	CTH X	2.0	Resurfacing
2008	CTH S	Marrow Road	STH 47	1.9	Resurfacing
2008	CTH T	CTH TT	STH 55	1.9	Resurfacing
2008	CTH Z	CTH K	County Line	1.8	Resurfacing
2008	CTH H & J	CTH J	CTH J	2.0	Resurfacing
2008	CTH F	Parkway	Meadow	1.6	Resurfacing
2008	CTH A	Crossing Wolf River	---	0.0	Bridge replacement
2009	CTH C	Kohn Rd.	USH 45	1.	Reconstruction
2010	CTH J	Kennedy Rd.	CTH B	1.3	Reconstruction
2011	Various	N/A	N/A	N/A	Replace culverts countywide.
2012	CTH C	Crossing Pratt Creek	---	0.0	Construct bridge.
2012	CTH C	Crossing Lloyd Creek	---	0.0	Construct bridge.
2012	CTH C	Crossing McCloud Creek	---	0.0	Construct bridge.
2012	Town of Rolling Monarch Rd.	Crossing Spring Brook	---	0.0	Construct bridge
2013	CTH B	USH 45	Chillie Road	1.25	Reconstruction
2015	CTH B	Chillie Road	CTH V	1.5	Reconstruction
2017	CTH B	CTH V	Springbrook Road	1.0	Reconstruction

Source: Langlade County Highway Department, 2008

4. Proposed Highway Improvements

The WisDOT prepares a six-year improvement program that identifies improvement projects for state trunk highways and federal highways within Langlade County. The County Highway Department prepares its own roadway management plan identifying needed improvements on county highways. It is important to remember that continually changing needs, funding availability, and political climate affect the ultimate implementation of these improvement plans on a year-to-year basis.

The most recent state six-year improvement program identifies seven projects within Langlade County for the 2008-2013 period, and are shown in Table 3.

Table 3					
WisDOT 6-Year Highway Improvement Program					
2008-2013, Langlade County					
Year	Highway	From	To	Mileage	Type of Improvement
2010-2013	USH 45	CTH B (Neva Corners)	CTH J (East)	8.27	Resurface
2010-2013	USH 45	South County Line	STH 47	3.03	Pulverize and overlay
2010-2013	USH 47	East County Line	USH 45	8.68	Resurface
2010-2013	STH 52	Lily	Forest County Line	5.53	Resurface
2010-2013	STH 55	Langlade	Pickerel	2.40	Basic maintenance
2010-2013	STH 64	Alternate Route Antigo		2.70	Reconstruct roads
2010-2013	STH 64	Clover Road	5th Avenue	5.34	Resurface

Source: WisDOT

5. Bridges

A bridge can be defined as a structure having a clear span of more than twenty feet, designed to convey vehicles (and/or pedestrians) over a watercourse, railroad, public or private right-of-way, or any depression. Structures having a clear span of less than twenty feet are generally designated as culverts.

There are 81 bridges within Langlade County. WisDOT maintains 12 bridges in the County with six on STH 64, two on STH 55, one on STH 52, and one that crosses the Lily River for both STHs 52 and 55. The Langlade County Highway Department maintains 27 bridges on county trunk highways. Various town governments are responsible for 30 bridges.

WisDOT inspects bridges on state trunk highways on a two-year rotation and requires that local units of government have bridges on roads under their jurisdictions inspected every two years by qualified inspectors. The inspections allow WisDOT to monitor the condition of all bridges and prevent any deterioration of structural integrity that might threaten safety or level of service.

6. Trucking

There are two types of WisDOT designated truck routes within Langlade County—1) Designated Long, and 2) 65 foot Restricted. The Designated Long Truck Routes are USH 45, STHs 17 and 64. The 65' Restricted Truck Routes are STHs 47, 52, and 55.

These routes provide Langlade County with access to the rest of the state and the nation. Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities within the local area. Mapping these local routes is beyond the scope of this study, and local issues such as safety, weight restriction, and noise impacts play significant roles in the designation of local truck routes.

County Trunk Highways (CTH) connect the County's rural areas with the designated state truck routes. County trunk highways serve an important role in linking the County's agricultural and forestry resources to the Region's major highways and economic centers. All county highways are generally open to truck traffic. The County uses seasonal weight limits in an effort to minimize damage.

7. Access Management

WisDOT manages access to some degree on all state trunk highways. However, the rollback of Trans 233 regulations curtails some of this control. USH 45 is part of WisDOT's access management plan, with some additional statutory authority to control access.

The goal of access management is to limit the number and spacing of access points along a roadway. This will reduce the number of potential conflict points and create a more safe and efficient flow of traffic. Some access management techniques include:

- Restricting access points a certain distance from an intersection.
- Limiting the number of access points allowed for each property.
- Requiring shared driveways between adjacent developments.
- Promoting inter-connectivity between adjacent parcels.

US Highway 45, north of the City of Antigo, is one example of controlled access improving traffic flow. However, there multiple properties left with no driveways on USH 45. A frontage road would provide the added potential for development of these and other properties. This would result in economic development benefits while preserving safety and traffic flow on USH 45.

The County does have a driveway ordinance, which it uses to regulate access onto county highways. Some towns also have driveway ordinances for their local roads, however, these are often more concerned with emergency vehicle access to the property than the impact of access on the roadway. Local governments should consider more actively managing access, particularly those in areas with significant development and or traffic anticipated.

Display 5 shows recommended minimum distances between driveways along local roadways. These spacings are based on average vehicle acceleration and deceleration rates and are considered necessary to maintain safe traffic operations. The County and towns should consider adopting these recommended standards.

Display 5 Recommended Spacing Between Direct Road Access Points	
Roadway Speed Limit (miles per hour)	Minimum Driveway Spacing Measured at the Road Right-of-Way Line (feet)
25	105
30	125
35	150
40	185
45	230
50	275
55	300

Source: Institute of Traffic Engineers.

8. Traffic

Annual Average Daily Traffic (AADT) counts for selected locations in Langlade County are shown in Table 4. The counts come from WisDOT's regular traffic counting program selected to give a general feeling for the traffic levels throughout the County. The selected counts do not necessarily reflect the peak traffic location of a given road.

Average Annual Daily Traffic counts are calculated by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create the AADT count.

Traffic on most roads has generally increased. See Tables 4a and 4b for specific traffic counts. One major exception occurs on the highways around Lily. STHs 55 and 52 crossing through Lily both fluctuated, but ended up declining slightly from 1993 to 2005.

USH 45 traffic increased 20 percent or more over its length within the County, with the highest traffic count occurring north of the City of Antigo by CTH I. STH 64 traffic shows major changes (mostly increases) around Antigo, but a slight decline exists around White Lake. CTH S parallels USH 45 in a north

and south orientation throughout almost the entire county. Traffic between STHs 47 and 64 has increased about 90 percent between 1993 and 2005.

Highway	Location	1993	1999	2005	1993-2005 % Change	1993-2005 Net Change
USH 45	Just south of Oneida County Line	2,800	3,500	3,700	32%	900
USH 45	Just south of CTH I	5,900	6,700	8,000	36%	2,100
USH 45	At first bend south of STH 47	4,800	3,300	5,700	19%	900
STH 64	6 miles from Lincoln County Line	1,500	1,800	2,000	33%	500
STH 64	About 2 miles east of STH 52/Langlade Rd	2,600	4,600	3,700	42%	1,100
STH 64	About 1 mile west of STH 55	2,200	2,200	2,000	-9%	-200
STH 55	Northwest of Lily	500	530	500	0%	0
STH 55	Southeast of Lily	490	520	480	-2%	-10
STH 52	Northeast of Lily	230	290	210	-9%	-20
STH 52	Southwest of Lily	270	320	390	44%	120

Source: WisDOT & NCWRPC

Highway	Location	1993	1999	2005	1993-2005 % Change	1993-2005 Net Change
CTH H	Just south of STH 17	130	180	190	46%	60
CTH K	Just east of USH 45	1,300	1,500	1,700	31%	400
CTH K	Just west of STH 55	480	620	580	21%	100
CTH T	Halfway between USH 45 and CTH TT	90	140	130	44%	40
CTH A	Just north of CTH S	1,700	1,900	2,400	41%	700
CTH S	Just south of CTH A	230	380	440	91%	210
CTH S	Just south of STH 64	680	1,200	1,300	91%	620
CTH S	Just north of STH 47	690	1,100	1,100	59%	410
CTH S	Just north of Shawano County Line	640	840	780	22%	140

Source: WisDOT & NCWRPC

The growth in AADT can be attributed to a number of factors. First is the increase in development within the County resulting in higher population and

housing units: there are more residents traveling the roadways. Another factor is the significant role tourism plays in the County's economy with people traveling into and around the County. Statewide, the trends are toward an increase in the average number of vehicle trips per person and of vehicle miles traveled. People are generally traveling more.

9. Commuting Patterns

County-to-County Worker Flow data compiled by the US Census is a convenient way to analyze commuting patterns, see Table 4. Langelade County is a net exporter of workers. Nearly 1,800 workers leave the County for work on a regular basis, while a little less than 1,100 enter the County for work. This creates a net loss of about 700 workers.

The primary beneficiary of this exchange is Marathon County which gains 445 workers. Marathon attracts a large number of workers not only due to its proximity, but also because average annual wages in that county are higher than in Langelade. Marathon is designated as a metropolitan statistical area which is attained when the population reached 50,000. Wages in metropolitan areas are usually higher, and there are usually more job openings in a wider variety of occupations than in more rural areas.

Although Langelade is basically a net exporter of labor to surrounding counties, it does have a positive exchange with Shawano County where it gains 137 workers.

Table 5 Langelade County Commuting Patterns, 2000			
	Living in listed county - working in Langelade County	Living in Langelade County - working in listed county	Net gain or loss of workers
Langelade	7,722	7,722	0
Forest	94	191	-97
Oneida	103	220	-117
Lincoln	71	140	-69
Marathon	234	679	-445
Shawano	376	239	137
Menominee	0	24	-24
Oconto	32	29	3
Elsewhere	160	273	-113
Total	8,792	9,517	-725

Source: US Census and NCWRPC

10. Park and Ride

With increasing cost of vehicle use, people are attempting to reduce those expenses by sharing rides, particularly for employment related commuting. Park and ride lots are one tool being promoted by WisDOT. The nearest designated park and ride facility is located at USH 51 and CTH S south of Tamahawk in Lincoln County. There are also lots in Shawano and Oconto Counties.

Unofficial park and rides sites within the County exist at the Ackley Town Hall and some local businesses. County economic development agencies in Langlade, Lincoln and Oneida counties are now working together to designate and promote park and ride to serve the needs of commuting workers.

11. Congestion

Traffic conditions vary considerably depending on the time of day, season, type and location of the roadway, weather, and other factors. The heaviest traffic typically occurs during travel periods most important to the economy as people are traveling to work, businesses are shipping products, or tourists are heading to their destinations. These factors tend to exacerbate the effects of traffic congestion.

Traffic congestion is used by WisDOT as a measure of mobility in the State Highway Plan. Mobility relates to the efficient movement of vehicles along the highway system. Congestion results when roadways are forced to carry more traffic than they were designed to safely and efficiently handle.

The more congested a highway, the less mobility it offers. As congestion increases, travel time increases and mobility declines. As industry increasingly relies on just-in-time delivery of materials and products, congested conditions can have a significant adverse impact on economic development as the reliability of the highway system declines. At the same time the highway system declines, the safety of the system also decreases. Congestion often leads to more crashes resulting from stop and go traffic conditions that foster unsafe driving actions due to increased driver frustration.

In 2000, the 2020 State Highway Plan projected moderate levels of congestion in Langlade County by the year 2020 on USH 45 for a length of 6 miles from Antigo to the south, and severe congestion on USH 45 in Antigo assuming that there would be no capacity improvements. Moderate congestion indicates that speeds and distance between vehicles are reduced, constricting traffic flow. Freedom of drivers to maneuver within the traffic stream or enter the highway is noticeably limited. Minor incidents can result in traffic jams because the traffic stream has little space to absorb disruptions.

Since the 2020 State Highway Plan was created in 2000, USH 45 south of downtown Antigo was rebuilt, providing indirect capacity expansion through improved traffic flow. Planned capacity improvements include the STH 64 Alternate Route project between 2010-2013. Routing some STH 64 traffic, particularly trucks, off of USH 45 through Antigo should ease projected congestion problems. The current budget situation and WisDOT's policy of accepting higher levels of congestion than in the past make it difficult to predict future improvements.

12. Crashes And Safety

Statewide the number of motor vehicle crashes has fluctuated but remained relatively stable of the last five to ten years. In Langlade County the number of crashes appears to be trending downward over the last five years from 375 in 2002 to 261 in 2007. The County has averaged 339 crashes per year over this period. Total fatalities in 2007 were 4, while 2003 had 7, but the figure has fluctuated around 5 per year. In general about 53% of the crashes are occurring on the state highway system while 23% are on the County system and 25% on local roads. Fatalities have occurred primarily on the County and state systems with an even split.

B. Transit & Transportation Systems For Persons With Disabilities

Langlade County's only form of specialized transportation for more than 20 years was through the Department on Aging's transportation program that specialized in transportation for the elderly and disabled individuals. Langlade County's Coordinated Transportation program operates a fixed route, (with ADA accommodations) fixed schedule basis within the city of Antigo. This route is traveled four times daily, Monday through Friday, to ensure access to, medical institutions & clinics, pharmacies, nutrition sites, grocery stores, educational facilities, and employment. There are also rural routes and specified routes for developmentally disabled individuals. Recognizing that Langlade County has limited medical, shopping, and cultural opportunities, out-of-town "shopping trips" are scheduled in December close to the Christmas holiday

Other transportation providers serving Langlade County include a number of Specialized Medical Vehicles (SMV's) that transport people with significant personal or medical care needs.

C. Long Distance Intercity Bus Service

There is no scheduled intercity bus service in Langlade County. Private charter bus companies based in the Antigo area include Mid Wisconsin Coaches, Palmer Bus Company, and Philipps Bus Service.

D. Bicycle And Pedestrian Facilities

All roads except freeways are available for bicycle and pedestrian travel. Langlade County has designated bike routes on highways and off-road. Sidewalks exist in Antigo, White Lake, and the town center of Elcho.

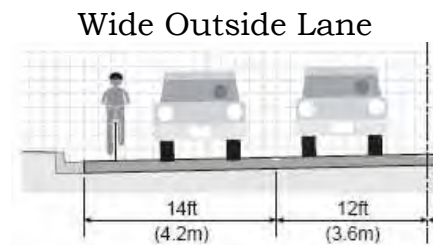
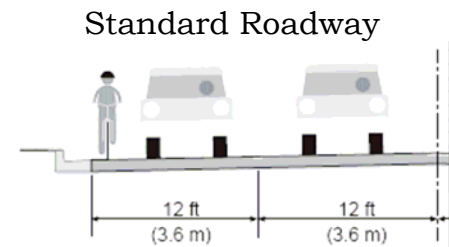
The 1999 Citizen Bike Route Initiative Plan established a network of on-road bike routes covering the west central part of Langlade County, and asks for WisDOT to improve STH 64 for bicycles as a way of connecting the eastern part of the County, as well as linking Antigo to Merrill. The North Central Wisconsin Regional Bike Facilities Network Plan adds the proposed Crandon to White Lake rail trail to connect the east side of the County with Forest County.

Basic types of bicycle facilities include shared roadways, improved shoulders (bike lanes), and off-road shared use paths. See Display 8.

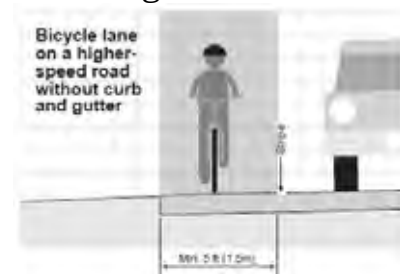
On a shared roadway, bicyclists and motorists are accommodated in the same travel lane, where motorists may sometimes find it necessary to overtake bicyclists by switching into the oncoming travel lane. The majority of cycling in rural areas currently occurs on paved roadways with no special accommodations for bikes.

On lower speed roadways, bicycle lane widths of 4 feet may suffice. But where motor vehicle speeds exceed 35mph, or where there are high motor vehicle volumes, a minimum width of 5 feet is recommended.

Display 6 Bicycle Facilities Cross-Sections



5 foot wide shoulder for high traffic road



Off-road Shared Use Path



Source: WisDOT

Shoulder rumble strips provide an unsafe surface for bicycling and should not be used where bicyclists are allowed, unless additional paved width is provided for bicycle use.

E. Rail

There is no rail service in the proximity to the Antigo area. Shipments needing rail service would have to be trucked to nearby cities with rail access such as Merrill, Rhinelander, or Wausau.

Rail is an important transportation choice, especially for the movement of freight. Preserving corridors for future rail development is important for the long-term economic development of the region.

F. Airports

Langlade County Airport, located in Town of Antigo, is classified as a General Utility (GU) facility. General Utility (GU) 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 generally have approach speeds below 121 knots and wingspans of less than 79 feet. Typically, these aircraft are used for business and charter flying and for personal reasons. In Wisconsin, airports in this category normally have a primary runway length of 3,900 to 4,800 feet.

Total aviation operations (take-offs and landings) at the Langlade County airport are projected to remain stable around 13,500 per year. The airport is served by Antigo Air, LCC, a full service fixed-base operator. The airport has approximately 22 based aircraft and includes a single hangar, a multi-unit T-hangar and a terminal building.

The airport is undergoing extensive improvements including:

1. Reconstruction of existing Runway 16/34
2. Extension of Runway 16/34 to 5,000 feet, including lighting
3. Construction of parallel taxiway to Runway 16/34, including lighting
4. Installation of approach lights for Runway 16/34
5. Relocation of Taxiway A
6. Land Acquisition

Completion of these improvements will allow the airport to move up a classification from General Aviation to Transport/Corporate. This category includes corporate jets, small passenger and cargo jets used in regional service and small airplanes used in commuter air service. These aircraft generally

have a gross take-off weight of less than 60,000 pounds and wingspans of less than 118 feet with approach speeds below 141 knots. An increase in aircraft activity is expected as a result of these improvements.

The closest scheduled air passenger service available to Langlade County residents is at the Rhinelander - Oneida County Airport in Rhinelander, and the Central Wisconsin Airport (CWA) near Wausau. These two airports are air carrier / cargo facilities. Air Carrier/Cargo (AC/C) airports are designed to accommodate virtually all aircraft up to and, in some cases, including, wide body jets and large military transports. Airports in this category are usually referenced by the type of air carrier service being provided.

The Langlade Memorial Hospital Heliport is for medical use only, and is located on the Langlade Memorial Hospital grounds in Antigo. Another medical use only heliport is located in Pickerel near the Fire and Rescue Squad Building.

G. Water Transportation

There are no harbors or ports within Langlade County, so there is no significant water transport of passengers or freight. Today, tubing, boating and sailing are popular forms of recreational transportation in and around Langlade County. Langlade has more than 500 miles of navigable streams and rivers.

H. Other Modes Of Travel

There is significant use of a variety of miscellaneous other vehicles within Langlade County including snowmobiles, all-terrain vehicles (ATVs), horses, cross-country skis, and others. For the most part, however, these forms of travel are not recognized as modes of transportation, but rather as forms of recreation. As such, these alternative forms of travel will not be addressed extensively in the transportation element. However, it is important to be aware of interactions between recreational forms of travel and more traditional transportation systems. For example, snowmobiles have an extensive network of their own trail routes that often parallel or cross public highways. A snowmobile trail may compete against a bike trail for the same right-of-way. Although snowmobile and bicycle trails can easily coexist, fundamental differences often keep the interests at odds.

4.3 GOAL, OBJECTIVES & POLICIES

Goal:

- 1) To provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens, while maintaining the rural character of the County.

Objectives:

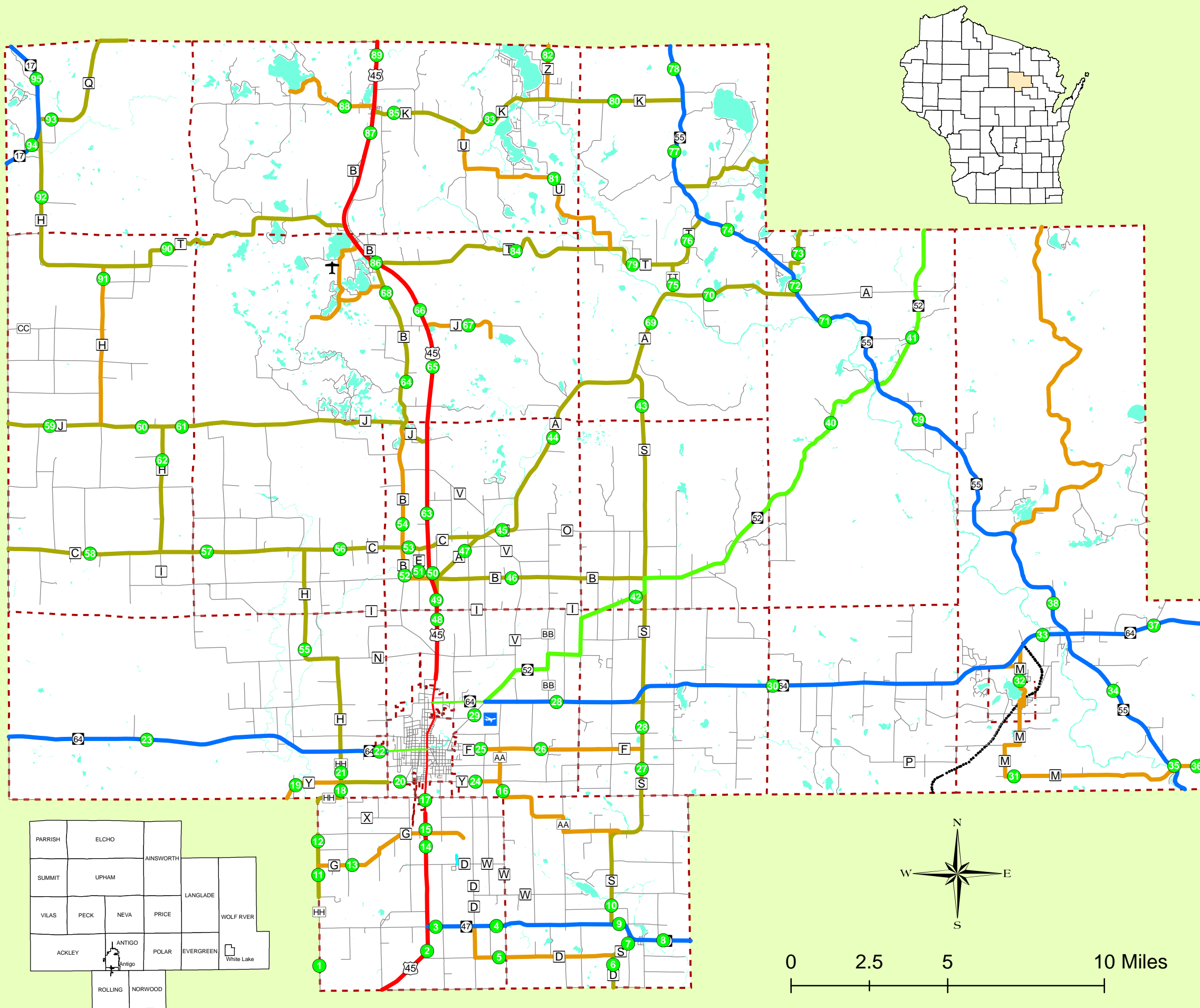
- 1) Maintain the efficiency, safety and functionality of the County's existing transportation system, which links the urban center with outlying towns, adjacent communities and the region.
- 2) Encourage a balanced transportation network that provides a choice in the type of mode (i.e. car, bus, bike, walking, etc.) easy transfer between modes and transportation opportunities for those without use of an automobile.
- 3) Achieve close coordination between development of transportation facilities and land use planning, land development and rural character preservation.
- 4) Preserve the scenic value along select roadways to enhance and protect the County's rural character.
- 5) Minimize the negative impacts of proposed transportation facility expansions.
- 6) Plan for frontage roads in areas where traffic flow on main arteries impedes safe access to adjacent development.
- 7) Seek Rustic Road designation where appropriate to help preserve the rural character of special roadways within the County and promote them for economic development/tourism and recreational purposes.

Policies:

- 1) Work with the Department of Transportation (WisDOT) and the NCWRPC to ensure that the County's transportation system is coordinated with surrounding regional systems and that the County's interests are well served when major transportation facilities or programs are proposed.
- 2) Work with WisDOT on corridor preservation for all federal and state highways.
- 3) Preserve scenic views by limiting off-premise advertising along selected highways.

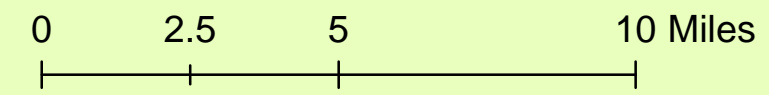
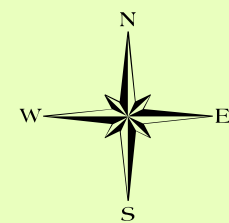
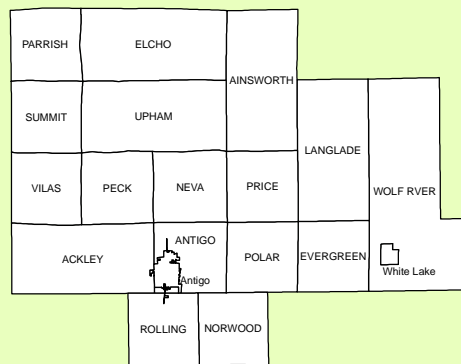
- 4) Plan for extension of County highways and other major arterials as necessary to complete connections, provide for appropriate routes for trucks and emergency vehicles and serve planned development areas.
- 5) Consider future roadway, trails, and rail locations, extensions, or connections when reviewing development plans and proposals.
- 6) Work with local governmental units to plan for a network of interconnected roads in planned development areas to control highway access, preserve rural character, and improve access to these areas.
- 7) Space roadway access according to minimum standards to increase safety and preserve capacity.
- 8) Avoid land uses that generate heavy traffic on roads that have not been constructed or upgraded for such use.
- 9) Plan for new developments to minimize extensive road construction and avoid burden to towns for maintenance. Consider assisting towns with implementing road impact fees for new development projects that place a burden on or require upgrading of town roads.
- 10) Work with the towns to update and implement Town Roadway Management Plans to provide for the appropriate maintenance of town roads.
- 11) Encourage traditional neighborhood designs (TND) to support a range of transportation choices.
- 12) Support coordination and consolidation of specialized transit by a variety of agencies that serve the County's elderly and handicapped residents.
- 13) Work with Lincoln and Oneida counties to establish park and ride facilities on key commuting corridors between employment centers and tie-in the local transit system.
- 14) Develop an Airport Land Use Ordinance under Wisconsin Statutes sections 114.135 and 114.136 to protect the public investment in Langlade County Airport.

Map 4-1 Transportation System Langlade County, Wisconsin



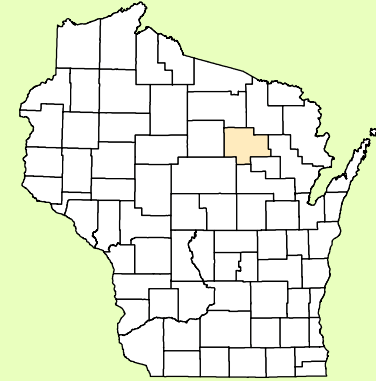
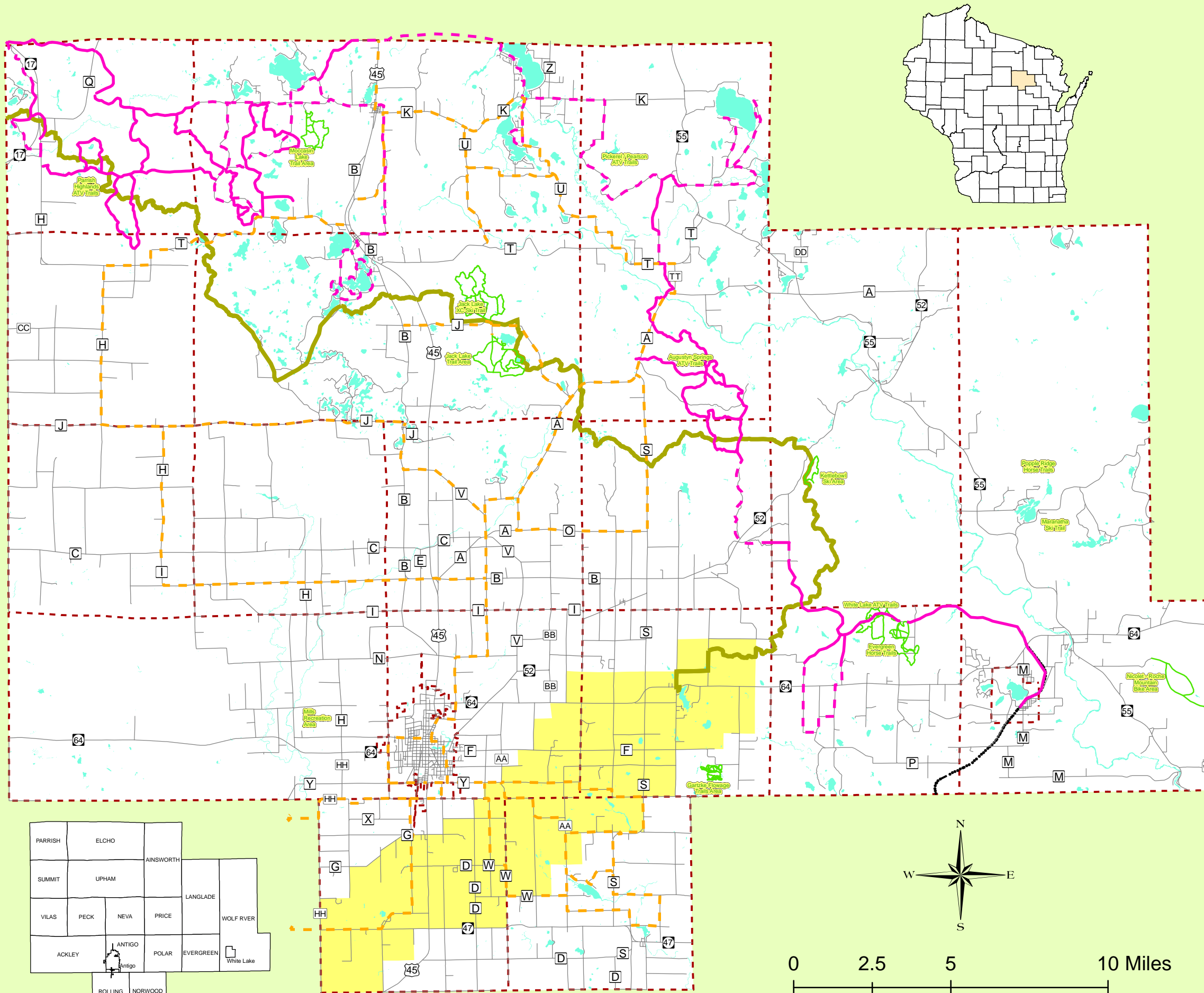
- Minor Civil Divisions
- Principal Arterial
- Principal Arterial (Urban)
- Major Collector
- Collector (Urban)
- Minor Arterial
- Major Collector
- Minor Collector
- Roads
- Rails to Trails
- + Landing Strip
- ✈ Airport
- 1 Traffic Count Locations
- Water

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



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Map 4-2
Trail System
 Langlade County, Wisconsin

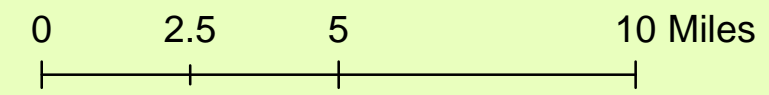
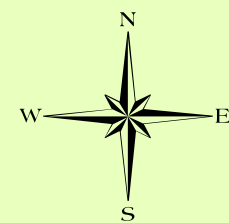


- Roads
- Minor Civil Divisions
- Water
- Bike Routes
(2004 Regional Bike Plan)
- Existing Ice Age Trail
- ATV Trail
- ATV Route
- Other Trail Systems
- Rails to Trails
- Proposed Ice Age Corridor

Langlade County has more than 500 miles of snowmobile trails. A separate Langlade County snowmobile trail map is available by contacting the county.

Source: WI DNR, NCWRPC, Langlade Co, WI DOT
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PARRISH	ELCHO	AINSWORTH		
SUMMIT	UPHAM		LANGLADE	
VILAS	PECK	NEVA	PRICE	WOLF RIVER
ACKLEY	ANTIGO	POLAR	EVERGREEN	White Lake
ROLLING	NORWOOD			



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Chapter 5: Utilities & Community Facilities

5.1 Background

- A. Previous Planning Efforts
- B. Issues

5.2 Inventory and Trends

- A. Water-related Facilities
- B. Solid Waste & Recycling Related Facilities
- C. Public Works
- D. Public Safety
- E. Health Care
- F. Education, Recreation & Culture
- G. Energy & Telecommunications

5.3 Goals, Objectives & Objectives

Maps:

- Map 5-1: Community Facilities
- Map 5-2: Public Land Ownership
- Map 5-3: EMS Service Areas
- Map 5-4: Fire Service Areas
- Map 5-5: School District Boundaries

5.1 BACKGROUND

This is the fifth of nine chapters that comprise the Langlade County Comprehensive Plan. This chapter is based on the statutory requirement for a “compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local government unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other government facilities.”

Wisconsin’s Comprehensive Planning Legislation establishes 14 state planning goals. Of these 14 goals, two relate directly to this chapter. These goals are:

- 1) Promotion of the redevelopment of lands with existing infrastructure and public services and maintenance and rehabilitation of existing residential commercial and industrial structures.
- 2) Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

Although these components are separated, they are all interrelated. For example, the pattern of land use affects the delivery of public services, as does the shape of the transportation network. The condition of groundwater as a natural resource also determines the quality of the County’s most basic utility: the water that residents drink. The economic development strategies adopted by the County affect how land is used and the kind of community facilities that local governments can provide. As a result of this connectivity, the information provided by this chapter is referenced in other parts of the plan where connections exist. This chapter will focus on describing these public services and facilities in detail and identify the goals and policies intended to protect and utilize these resources in a responsible and efficient manner.

A. Previous Studies

1. Langlade County Land & Water Resource Management Plan

This plan was prepared in 1999 (an update is currently being developed by the County) to meet the State requirement to create a land and water resource management planning process. The plan consists of an overview of the land and water resource management plan, performance standards and

prohibitions, land and water resource management concepts, as well as issues more particular to Langlade County. Special attention is paid to the Spring Brook watershed. Because of the prominence of agriculture in the county soil erosion and its effect on water quality merits extra attention.

Because of the degree to which Langlade County is dependent on agriculture and natural resources, both in terms of forestry and tourism, the quality of surface water is especially important, as the plan describes it:

“Langlade County has 843 natural lakes within its boundaries. Of these lakes, 418 have public access, 248 of them being the wilderness type. A good number of these lakes are in an unspoiled, untamed natural setting. There is a total of 387 miles of prime trout fishing resource waters in Langlade County. The Wolf River, Eau Claire River and Spring Brook constitute highly regarded Class 1 trout fishing resources within the county.”

Beyond the value of surface water as an attraction or amenity it has an inter-relationship with the quality of groundwater, the primary source of drinking water to the majority of the counties rural residents, and thus perhaps the most important “utility” in the county.

2. Waters of Wisconsin: The Future of Our Aquatic Ecosystems and Resources

This report is the product of a yearlong effort involving State agencies and private groups to emphasize the importance of water in the state. It looks at a broad range of issues involving water quality including storm water runoff, land-use, and transportation. One of the major findings in the report is the need for policy adjustment regarding the protection of groundwater and surface water.

“The ‘buried treasure’ of groundwater is simply indispensable to life on the ‘surface’ of Wisconsin. Groundwater connects to and feeds our wetlands, streams, and lakes; supplies water to 750,000 private wells and 97% of Wisconsin’s municipalities; supports farming across the state, including more than 340,000 acres of irrigated land; and contributes in countless ways to Wisconsin’s commercial, industrial, and recreational economy.”

The residents of Langlade County have a heavy reliance on groundwater for drinking water and agricultural uses. This high demand makes it especially important to implement policies that will ensure the quality and quantity of water resources.

3. Regional Comprehensive Plan: A Framework for the Future, 2002 – 2020

The Regional Comprehensive Plan (RCP) entitled “A Framework for the Future” was adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in December of 2003. It is an update of a plan adopted by NCWRPC in 1981. The RCP discusses utility and community facility issues throughout the ten-county North Central Region. The RCP focuses on a range of trends in public facilities and makes general recommendations on how local governments throughout the ten-county region should deal with them.

4. Langlade County All-Hazard Mitigation Plan

This document was produced in response to the federal Disaster Mitigation Act of 2000, which requires local governments to adopt such a plan to be eligible for certain disaster mitigation programs. The report looks at general conditions in Langlade County, including population, transportation, land use and economics. A detailed description of the county’s wetlands, floodplains and water bodies sets the stage for subsequent discussions of flooding events. An inventory of utilities, community facilities and emergency services form the background for understanding how the County might respond to a disaster.

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 reviews mostly weather-related disasters and how they have affected the county in the past. Examples of hazards include floods, tornadoes, winter storms, drought, fire, and hazardous materials accidents. The likelihood of any given hazard occurring is estimated based upon historical data and the impact of these hazards is evaluated. The plan seeks to recommend how County government should respond to such occurrences and suggests mitigation measures to reduce the risk caused by identified hazards.

Langlade County has created an *Emergency Operations Plan (EOP)* to coordinate the County and local units of government during times of response and recovery. The EOP provides a general guide for county and municipal emergency response personnel when responding to disasters and links the County and municipal emergency operations plans.

5. City of Antigo, Wisconsin Comprehensive Plan

This report was prepared for the City of Antigo by MSA Professional Services to satisfy the requirements of the State Comprehensive Planning statutes in 2004. It contains the nine required elements, including sections on Public and Community Facilities and Services and on Recreational, Cultural and Historical Resources. The Plan is particularly useful for the information it provides about public facilities and services within the city.

6. Statewide Comprehensive Outdoor Recreation Plan (SCORP), 2005-2010

Completed in August 2006, this plan attempts to classify, measure, and ultimately provide for the preferences and needs of a statewide recreating public. Many factors, from changing demographic and land use trends, to recreational supply, and conflict with other recreation uses, affect the quality, supply, and demand for outdoor recreation.

7. State Trails Network Plan

This 2001 document clarifies the Wisconsin Department of Natural Resources (WDNR) role and strategy in the provision of all types of trails. The plan identifies a series of potential trail corridors that would link existing trails, public lands, natural features, and communities. This statewide network of interconnected trails would be owned and maintained by municipalities, private entities, and partnerships of the two. Preserving transportation corridors, such as old rail lines, is specifically discussed as a very important strategy in the creation of recreational and alternative transportation corridors.

Segment 19—Langlade County to Michigan:

This abandoned rail corridor links the State of Michigan with the Mountain Bay Trail near Eland in Marathon County. It passes through a few state wildlife areas and some county forests. This corridor also links to the proposed Three Lakes to Rhinelander and Crandon to Tomahawk abandoned rail corridors, the Washburn to Rhinelander corridor at Monico and the Antigo to White Lake proposed corridor. The segment includes a loop to the Crandon to White Lake proposed corridor. The grade runs through portions of Langlade County Forest, the lake area around Kempster in Langlade County and the popular tourist areas of Three Lakes and Eagle River in Vilas County.

Segment 56—Argonne to Shawano (Wolf River State Trail):

This was an active rail corridor abandoned in 2000 on the segment from Crandon to White Lake. Argonne is on the Dresser to Michigan corridor in the north, and Shawano links to the Mountain Bay Trail in the south of the corridor. The Crandon to Tomahawk corridor and the White Lake to Antigo corridor link to the Langlade County to Michigan corridor to form a loop. An old abandoned corridor east of White Lake in the future could link this corridor to the Nicolet State Trail or connect it to road routes. In Langlade County this segment follows the Wolf River for about seven miles and continues south through the Northwest portion of the Menominee Indian Reservation, terminating at Shawano and its connection to the Mountain Bay Trail.

8. North Central Wisconsin Regional Bicycle Facilities Network Plan, 2004

This 2004 document is intended to guide the development of an interconnected bikeway system for the North Central Wisconsin Region. Potential trails are identified and an improvement description, created by each county that trails existed in, to facilitate how the plan can become reality cost effectively.

Langlade County trails within this regional plan come from the 1999 Citizen Bike Route Initiative Plan. That plan established a network of on-road bike routes and asks WisDOT to improve STH 64 to accommodate bicycles between Antigo and Merrill. These trails are shown on Map 4-2.

9. Langlade County Outdoor Recreation Plan 2007-2011

The primary purpose of this recreation plan is to provide continued direction in meeting the current and future recreation needs of the County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs. Adoption of this plan and its subsequent acceptance by the Wisconsin Department of Natural Resources (WisDNR) allows for continued eligibility for financial assistance from the Land and Water Conservation Fund (LAWCON), the Stewardship Fund, and many other federal and state funding programs. The North Central Wisconsin Regional Planning Commission prepared the plan for the Langlade County Forestry and Recreation Department.

This Plan makes reference to Langlade County's emergence as the "County of Trails." In order to effectuate such a vision planning should include completion of the Ice Age National Scenic Trail, and coordination of efforts to foster expansion of cross-country ski trails, snowmobile and ATV trails, and maximize the use public lands such as County forests for recreational purposes.

10. Langlade County Public Access Study

This report was prepared by NCWRPC as an inventory of lake access facilities within the county. The report looks at every lake in the county and identifies the lake class (as defined by the County's adopted lake classification system), the area and maximum depth, the fish present, and the type of public access available, if any. Recommendations are made for improvements necessary for public access facilities where they are available.

11. Status of Investments in Advanced Telecommunication Infrastructure in Wisconsin, 2006

This is the sixth biennial report to the Legislature as required under Wis. Stat. §196.196(5)(f). The report contains updated information and reviews new

services and technologies related to the deployment of and investment in telecommunications infrastructure throughout the state. This report also comments on the use of advanced telecommunications infrastructure for distance learning, libraries and access to health care. A new section has been added that outlines Wireless E911 grant activities.

The study suggests that the telecommunications network is no longer a significant limiting factor for the improvement of distance learning, interconnection of libraries, access to health care and services to persons with disabilities. Although there are some areas of the state where broadband for these purposes is still limited, the most significant limiting factors are the ability of customers to pay for services, the ability of advanced service providers to recover costs for providing service and the development of equipment that will allow individuals in the home to use the telecommunications infrastructure.

The Internet has become the medium of choice for distance education programs for higher education so there is less reliance on dedicated high-speed networks. Nearly all libraries have access to the Internet and growth continues in the number of libraries with high-speed dedicated access.

For individuals with disabilities, the focus remains on the development of assistive technologies that enable the more effective use of telecommunications infrastructure by improving access to computers, web pages and Internet connections.

12. American Transmission Company: 10 Year Transmission System Assessment

The American Transmission Company was created in 1998 by a consortium of Wisconsin electric utility companies to own and manage transmission infrastructure in the state. Among the key findings of significance to Langlade County are those concerning what is known as the Rhinelander Loop, serving Oneida County and the Eagle River area:

“The Rhinelander Loop will require additional interconnections to other portions of the system in order to reliably serve load in the future. Interim measures are needed to avert overloads, low voltages, and voltage collapse.” (p 46)

The plan shows the entire 115kV line through Langlade County, which feeds into the Rhinelander Loop at Venus, to be a Transmission System Limiter, and the line from the Aurora Street transformer in Antigo to Summit Lake to be overloaded. The transformers at Aurora Street and Summit Lake are described as Low Voltage.

Listed as a Conceptual Plan is the Dead River-Plains-Venus-Weston line, which would upgrade the existing 115kV line that passes through Langlade County to 345kV. This project would, “improve generator stability at Weston and at Presque Isle, increase transfer capability between the Upper Peninsula and Wisconsin...and provide a long-term solution for the Rhinelander Loop.”

B. Issues

- Groundwater Protection

Virtually every Langlade County resident depends on groundwater for drinking water. A combination of factors makes the county’s groundwater an exceptional resource. Because of the unique glacial geology of the county there are a large number natural springs, especially in the eastern part of the county. But because many of the soils have very porous layers that are poor filters for domestic waste and agricultural chemicals the quality of groundwater is threatened.

One of the major threats to groundwater quality is the number of septic systems that have reached, or are about to reach, the end of their useful life. A program to replace or update these systems is an important step that could be taken to safeguard the quality of drinking water in the county. Malfunctioning or older septic systems in large numbers can overload this natural filtration system and contaminate the underground drinking water aquifers.

Fertilizer and pesticides used in agriculture also pose a threat to water quality, and high-volume wells used for irrigation can draw down aquifers in their immediate area. These practices are most common in the Antigo Flats, where agriculture is most intensive. Because of the central role of groundwater in meeting the drinking water needs of county residents great care must be taken to safeguard the quality of this important resource.

- Recreational Amenities

Described as “Nature’s Theme Park” on the County’s website, Langlade County is seen as “one of the best kept secrets in Wisconsin” for the wealth of recreational opportunities available there. There are 530 miles of snowmobile trails, nearly 200 miles of ATV trails, 98 miles of hike and bike trails, and 50 miles of cross-country ski trails. These assets along with 841 lakes, 395 miles of trout streams and 127,000 acres of public lands all form a basis for the county’s visitor appeal, but they also offer a significant amenity to the people who make Langlade County their home. See Trails Map 4-2.

There has been recent 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. The low population density and distances between places in rural areas can pose significant obstacles to this kind of activity, but in the built-up areas of the county like Antigo sidewalks and trails can be more feasible. Policies that foster walkability are useful. Development of a countywide trail system would offer county residents and visitors an attractive way get their exercise.

- Access to Broadband

Internet access is the key to the information economy. Having the broadband access that is necessary to do business over the Internet could be a significant factor in Langlade County's economic viability in the future. The City of Antigo initiated an effort to provide broadband access throughout the city, and acting with a private sector partner, has established a wireless Internet network capable of reaching many parts of the county.

- Needs of an Aging Population

Langlade County's increasing aging population puts special burdens on the infrastructure in the county, especially the health-care system. As noted in the Housing Chapter, there are special services that can help seniors stay in their homes as they age and to avoid more expensive institutional care. The quality and availability of hospitals, nursing homes, and EMS facilities are of particular concern to older residents. Accessibility of public facilities is a consideration not merely to the disabled, but to the entire aging population. For example, curb cuts and handicap accessible ramps make it easier for everyone to get around. Social support networks and nutrition programs also provide a fuller and richer life for seniors and special needs populations.

5.2 INVENTORY & TRENDS

A. Water-related Facilities

1. Drinking water

The City of Antigo, the Village of White Lake, and the Town of Elcho provide water supplies for domestic and commercial use. Elcho Sanitary District #1 supplies public water to the "village" area of the town.

The City of Antigo maintains seven high capacity wells, two large water towers and an in-ground boosted reservoir, including one completed in 1988, for a combined storage capacity of roughly 850,000 gallons. The City has a wellhead protections plan and has incorporated it into its zoning ordinance. Although the City of Antigo, Village of White Lake and the Town of Elcho operate the only municipal water systems in the county, there are sixteen high-volume, non-municipal wells licensed in the county.

2. Wastewater

A municipal wastewater treatment facility serving the Antigo is located on the south side of the city along Spring Brook. A wastewater treatment facility serves the Elcho Sanitary District #1. It is located on Lagoon Lane and empties into the Hunting River. In White Lake the pond style treatment plant is east of the village and drains to the Wolf River.

The current City of Antigo wastewater treatment plant was originally built in 1979, and upgraded in 1997 with a design capacity of 2,470,000 gallons per day. The entire city, with minor exceptions, is served by a sanitary sewer collection system consisting mostly of eight-inch diameter clay pipes, which were constructed and laid over 50 years ago.

In Langlade County, a combination of County and state regulations control the installation and maintenance of privately owned wastewater disposal systems (POWTS). Traditionally on-site disposal systems have relied on drain-fields or mounds that spread effluent over a large area allowing waste to be dispersed without adversely affecting groundwater quality. The success of these systems is dependent on the depth and permeability of the soils in which they are installed.

In 1999 the Department of Commerce proposed a revision of the plumbing standards under which POWTS were regulated (COMM 83). Unlike the old code, the new rules prescribed criteria for end results, or the required degree of purity for water discharged from the system, in addition to the specific characteristics regarding installation. A number of newer technologies that were not as dependent on soil depth and percolation characteristics were approved for use as part of this revision. Although these technologies had been in use in other states they were not permitted in Wisconsin.

Soil suitability characteristics in Langlade County vary widely for installation of POWTS. A portion of land in the County holds severe limitations for these systems. A severe rating usually indicates that the soils are not desirable for the operation of a soil absorption system because of poor soil permeability, high water tables, periodic flooding, shallow depth to bedrock, and steep slopes. When these conditions prevail, the area is unsuitable for development that utilizes septic tanks for wastewater disposal. The Wisconsin Fund offers

financial assistance to homeowners who meet financial criteria to replace failed septic systems.

3. Stormwater

All of the City of Antigo is served by a storm sewer system, consisting of 8,800 feet clay pipe laid over 50 years ago. The detention basin covers approximately four acres and has a total capacity of 57 acre-feet. The stormwater system drains into Spring Brook.

4. Dams

There are 37 dams in Langlade County. 12 of these dams are described as large, 21 are small and the other four are unclassified. Eighteen of these dams are owned by the Department of Natural Resources (DNR), three are owned by the County, three by the City of Antigo, one by the Village of White Lake, two by Towns, and nine are privately owned.

B. Solid Waste & Recycling Related Facilities

The City of Antigo owns, and operated until 2004, the county's only sanitary landfill to serve the City and majority of the county. The 300-acre facility is located in the Town of Rolling, and has been capped and groundwater continues to be monitored. The City is in negotiation to have the landfill approved to accept construction and demolition waste. Since closing the landfill residents of the city, and the county, have contracted with private haulers, who for a fee have provided curbside pick-up of garbage and recycling. The City provides a \$2 credit to haulers for each household to provide recycling services. The Village of White Lake contracts with Lakeside Disposal for curbside pick-up, including recycling, which is provided free of charge (paid through their taxes) to all residents.

Currently, several of the Towns maintain transfer sites, including Elcho, Upham, Polar, Peck, Norwood, Wolf River and Evergreen, often at the town hall or the former town dumpsite. Most town dumps were closed during the 1980s.

In 1990, the state passed a Solid Waste Reduction, Recovery and Recycling Law. One of the primary purposes of the law was to encourage recycling. Unlike solid waste that is land filled, recycled material has an economic market value. Recyclable materials will continue to be sold as long as markets exist.

C. Public Works

1. Town Halls & Garages

Each town, the Village of White Lake, and the City of Antigo have a public building used for government meetings and other public gatherings. Adjacent to most of these buildings are garages for the storage of road maintenance equipment as well as firefighting equipment in several cases. Several of the Town Halls are also where solid waste transfer sites are located.

2. Cemeteries

Cemeteries serve as unique and tangible links to our past. There are thirteen cemeteries located throughout the county. Many of the existing cemeteries have substantial capacity and there are many undeveloped areas throughout the County suitable for new cemeteries. .

D. Public Safety

1. Sheriff/Police

The Wisconsin State Patrol, the Langlade County Sheriff's Department, and the City of Antigo Police Department are the three law enforcement agencies that operate within Langlade County. The State Patrol has statewide jurisdiction on all public roads but operates mainly on State and U.S. numbered highways as a matter of general practice. The County Sheriff provides general law enforcement services throughout the County and to the Village of White Lake. Antigo's police serve the city.

Historically, the rural and sparsely settled areas of Langlade County have needed minimal police service. However, as development increases there may be increased demand for law enforcement services.

Besides the Sheriff, the department has 16 full-time officers, 17 jail employees and seven dispatchers. The City of Antigo has seventeen full-time officers. The County provides computer-enhanced 911 dispatch services to the City and the rest of the county. The Langlade County Jail in Antigo serves the entire county.

2. Fire

Fire protection services in Langlade County are provided by volunteer fire departments in a complex pattern with mutual aid assistance agreements between Towns. There are ten fire departments located in Langlade County that serve the local units of government: City of Antigo, Town of Antigo, Peck,

Langlade, Elcho, Pickerel (Ainsworth), Norwood, White Lake, Wolf River, and Rural Fire Control. Three Towns (Antigo, Polar and Price) are served by the Town of Antigo Fire Department, and another three Towns (Ackley, Neva and Rolling) are covered by Rural Fire Control. Two Towns are served by the Elcho (Elcho and Upham) and Peck (Peck and Vilas) Fire Departments. Three Towns rely on fire departments located outside the county – the Towns of Parrish and Summit on the Russell Fire Department (Lincoln County), and remote parts of the Town of Wolf River on the Webeno Fire Department (Forest County) and the Doty and Townsend Fire Departments (Oconto County). The Town of Wolf River is actually covered by five different fire departments, including the Wolf River and White Lake Fire Departments.

The City of Antigo has the only full-time fire department in the county, which is staffed with eighteen fire fighters. The Antigo Fire Department only serves the city, but has mutual aid agreements with the surrounding Towns. Antigo currently has an ISO insurance rating of five (5) 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. A new ISO review is being scheduled because many changes have been instituted in the Department since the 1992 review. In addition, infrastructure changes in the western portion of the City have looped dead end mains and added significant additional hydrants and water pressure where it had been inadequate.

3. Jail

The Langlade County Jail was built in the late 1990s with an above ground connection to the County Courthouse in Antigo. It handles all prisoners for the County Sheriff's Department as well as those from the City of Antigo. The jail is administered by a Captain and staffed by 17 full-time jailers.

4. Emergency Medical Service (EMS)

There are four EMS service providers in the County. The City of Antigo EMS provides service to the city and ten Towns. Elcho EMS covers only the Town of Elcho. Pickerel EMS serves the Towns of Ainsworth and Langlade. Troutland EMS is based in White Lake and serves the village and the Towns of Evergreen and Wolf River. From outside the county, the Town of Parrish is served by Rhinelander EMS, and the Town of Norwood is served by Birnamwood EMS.

E. Health Care

Langlade Hospital, located at 112 East 5th Avenue in Antigo, is owned and operated by the Religious Hospitallers of St. Joseph. The hospital provides a wide variety of inpatient and outpatient services, including 24-hour emergency

physician services, critical care, obstetrics, and general medical and surgical services provided by primary care physicians, internal medicine specialists, and general surgeons.

The hospital offers complete rehabilitation services, including speech, occupational, and physical therapies and cardiopulmonary rehabilitation.

Outpatient services include same-day surgery, laparoscopic surgery, general surgery, eye surgery, mammography, ultrasound, CT scanning, MRI scanning, nuclear medicine, a full range of laboratory services including cholesterol testing, hospice, lifeline, home care, respite care, home oxygen services, and adult day health services.

Physician specialty services available by appointment through the hospital include oncology, urology, cardiology, audiology, orthopedics, neurology, radiology, pathology, and ophthalmology.

Hospital-sponsored adult retirement housing is available at Pine Meadow Congregate Housing Facility. Pine Meadow offers apartments that include housekeeping, meals, lifeline, transportation, and all utilities for elderly people who would like additional support to help them remain independent. Evergreen Terrace is another senior housing facility. Eastview Nursing Home provides a greater level of care to seniors. There are also level 1, 2, and 3 CBRFs in the City of Antigo. Public education/support groups are provided in the areas of grief, diabetes, Parkinson's disease, stroke, heart disease, prenatal and postnatal care, breast cancer, and arthritis.

There are a number of clinics throughout the county, including Antigo, Elcho, and White Lake, that provide medical care, as well as several independent doctor's offices.

F. Education, Recreation & Culture

1. Libraries

The Antigo Public Library is jointly owned and maintained by the City of Antigo and Langlade County, with the operating costs split 50/50. The facility, which was constructed in 1997, is located on Clermont Street. It has over 75,000 volumes available, with an annual circulation of approximately 180,000 volumes.

There are three branch libraries in Elcho, White Lake and Elton (Evergreen) all part of the County system and of the Wisconsin Valley Library Service consortium.

2. Parks, Trails & Natural Areas

Public recreation areas in the county include ninety publicly owned access points to lakes in the county. By providing access to water-based recreational opportunities these facilities broaden the range of options available to residents and visitors alike. Recreational facilities are also available on school grounds, including playgrounds, ball diamonds, tennis courts, soccer fields, and basketball hoops. There are nine such facilities in the Unified School District of Antigo, one in Elcho and one in White Lake. There are also ten school forests, totaling more than 500 acres, in addition to the more than 127,000 acres of County forests, all open to the public, although some areas are closed to motorized vehicles.

The City of Antigo, Village of White Lake and the Town of Elcho also provide neighborhood and community level recreational facilities for their residents. These facilities provide opportunities for active and passive recreation experiences. There are nine parks in Antigo, two in White Lake and two parks in Elcho. The County operates six parks and manages four natural areas jointly with the State. The State also manages two other natural areas and two wildlife areas that function as public hunting grounds. The DNR also has extensive holdings in the county most notably along the Upper Wolf River as state-sponsored fishery areas, and scattered other holdings.

There are several developed trails in the county, including 23 miles in the Wolf River corridor, 55 miles of the Ice Age National Scenic Trail, nearly 200 miles of ATV trails, and 530 miles of snowmobile trails. See the County Outdoor Recreation Plan.

3. Schools

Three school districts cover the majority of the county. The Unified School District of Antigo serves the Towns of Summit, Vilas, Ackley, Peck, Neva, Price, Polar, Antigo, Rolling and Norwood. The district operates six elementary schools, a middle school, and a high school.

The Elcho School District serves the Towns of Elcho, Upham and Ainsworth. The district operates a K-8 grade school, and a high school. The White Lake School District serves the Towns of Langlade, Evergreen, and Wolf River. The district operates has an elementary and high school.

Enrollment is declining in all three school districts and the trend is projected to continue into the future. Over the coming years, the major issue for these school districts will be to compensate for a shrinking student population while maintaining high-quality education.

Three other districts reach into the county. The Rhinelander School District cover all of the Town of Parrish, while part of the Towns of Ackley and Vilas are part of the Merrill School District, and a portion of the Town of Wolf River is part of the Wabeno School District. There are also two private/parochial schools in Langlade County.

Most of the county is in the Northcentral Technical College district, except for the Elcho and Rhinelander Schools Districts, which are in the Nicolet College district.

4. Museums

The major museum in the County is the Langlade County Historical Society. The Museum was originally dedicated in 1905 as the Antigo Public Library through a \$15,000 grant from the Carnegie Foundation. It became a museum when the library was moved to a new, updated quarters in 1997. The facility houses artifacts from the logging and Indian era, as well as, handmade and early agricultural woodworking and lumbering implements. It also contains one of the finest archives in the northwoods complete with old scenes and pictures of the early days of Langlade County and the City of Antigo. The Museum and Deleglise Cabin are maintained though the efforts of the Langlade County Historical Society a non-profit organization. White Lake has two small historic museums, located in the railroad depot and former bank building, that commemorate the origins of the community and the role of logging in its history. There is a school located at the Fair Grounds and another in the Town of Neva.

5. Day Care

The Department of Children & Families maintains a list of licensed child-care providers available to Langlade County residents. The list shows 21 licensed providers, all of which are in Antigo, except for one group facility in Elcho. Seven of the providers are group (over nine children) facilities, and the other fifteen are family (less than eight) facilities.

G. Energy & Telecommunication

1. Electric

The Wisconsin Public Service serves the largest part of the county. Alliant Energy serves many areas in the eastern part of the county. There are two main high-voltage transmission lines traversing the county. One line runs along the route of US-45 north from Antigo; the other follows STH 64 from

Lincoln County through Antigo to Polar and from there south into Shawano County. See Map 1 in the beginning of the chapter.

2. Natural Gas

The ANR pipeline enters Langlade County from Lincoln County running to Antigo. City Gas Company of Antigo provides natural gas service to the surrounding area along the main roads, including parts of the towns of Antigo, Rolling, Neva, Ackley, Peck, and Polar. Wisconsin Public Service provides natural gas service in the Elcho, Post Lake and White Lake areas, and which runs west along STH 64 to evergreen and eastern parts of Polar. The remainder of the county depends on bottled gas from local suppliers.

3. Telecommunication

There are three telephone providers in the county – Headwaters, Verizon, and Century North, WI. Internet Dial-up service is available throughout the county. Digital subscriber line (DSL) makes efficient use of copper wire using special equipment to provide broadband access on existing phone lines. Delivery of DSL service is dependent on the length of the customer’s loop from the central office (depending on the technology used this can range from 10,000 to 18,000 feet). This distance can be extended by installation of an access multi-plexer at an intervening point along the line. There are 13 cell towers located in Langlade County.

The City of Antigo has a citywide, fiber optic backbone system to provide broadband Internet service as a self-supporting utility. Residents are connected to the system for a fee. The City has joined with Granite Wireless to provide wireless Internet service throughout the urbanized area from an antenna located on the City’s water tower on a line-of-sight basis. Wireless Internet is available by means of relays in areas throughout the county, including Elcho, White Lake and Phlox. Although the wireless system only reaches about a tenth of the land area of the county, it reaches 60 percent of the population.

Wireless telephone coverage is generally available throughout the county. Cable TV service is available from Charter Communications in the city. Cable TV is also available in White Lake, as well as broadband Internet through cable or DSL.

5.3 GOAL, OBJECTIVES & POLICIES

Goal:

- 1) Strive to provide the best quality public services, such as schools and libraries, law enforcement, fire and EMS, to all the citizens of the county.

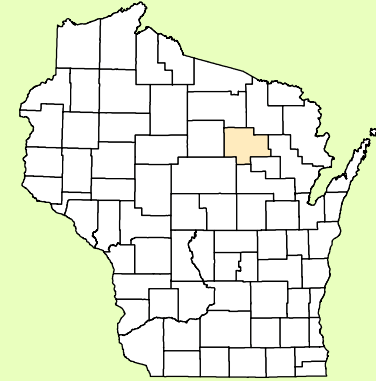
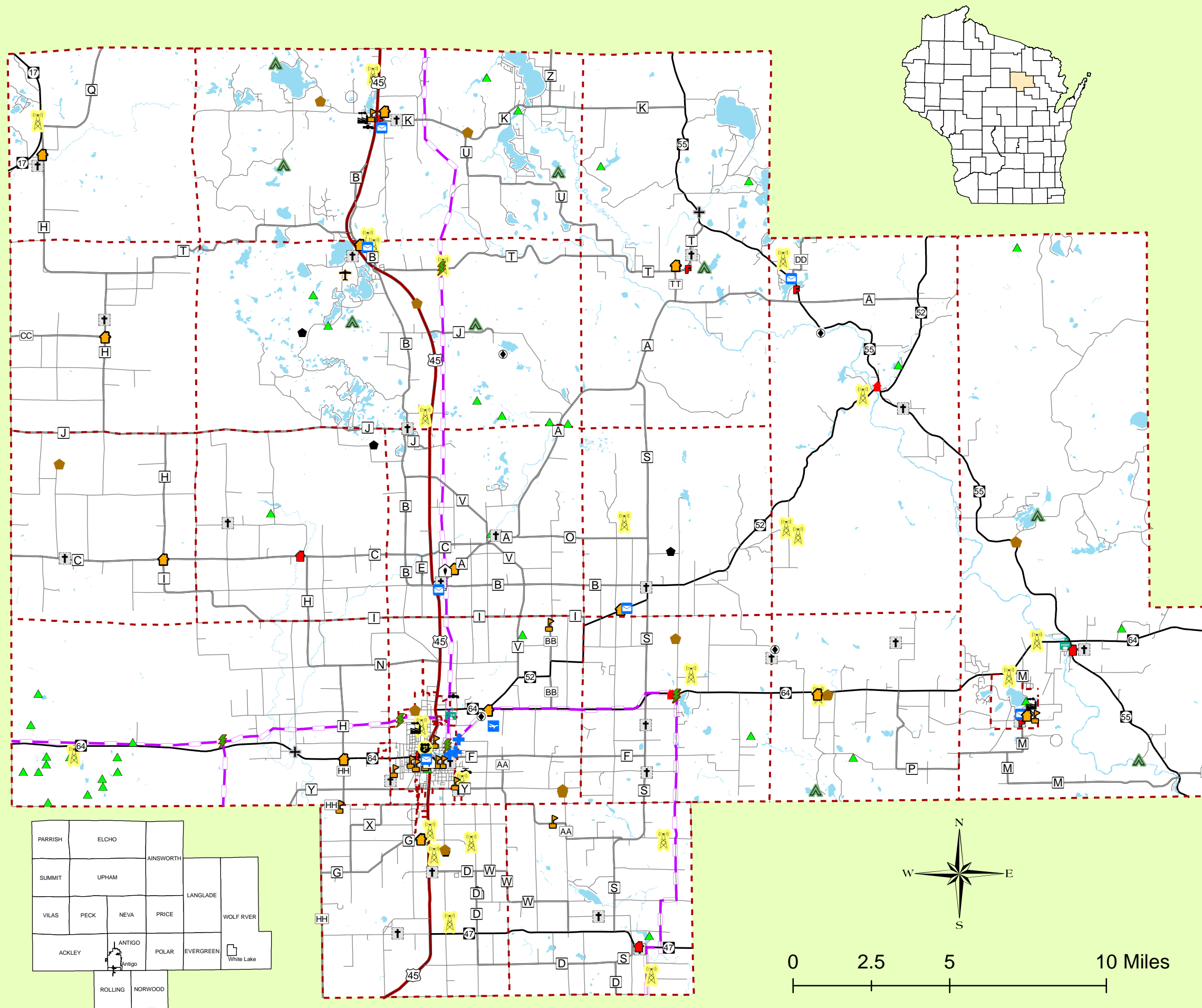
Objectives:

- 1) Direct more intensive development to areas where a full array of utilities, community facilities and public services are available
- 2) Monitor and control the effects of high-volume wells, private on-site waste disposal systems, and solid waste disposal on the quality and quantity of groundwater in the county.
- 3) Provide for law enforcement, ambulance, volunteer fire and first responder services to residents, whether by the county or by local units of government.
- 4) Support high quality educational opportunities for all residents.

Policies:

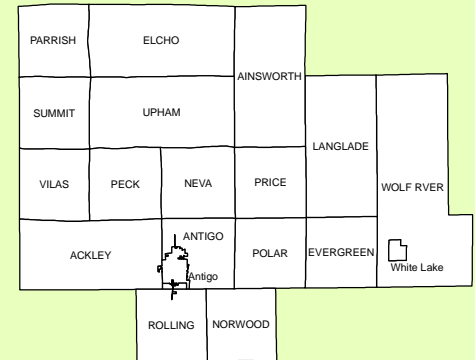
- 1) Ensure that schools, public safety, health care, and other community facilities are of the highest quality without placing undue financial burden on county taxpayers.
- 2) Make more extensive use of the Wisconsin Fund to upgrade failing on-site disposal systems on qualifying properties
- 3) Assure public health and groundwater quality when permitting and monitoring private on-site wastewater and wells.
- 4) Encourage the development of a comprehensive county-wide trail plan that includes facilities for hikers, bikers, ATVs, as well as the disabled and elderly, and that ties together attractions and natural and cultural resources throughout the county, including the Ice Age Trail.
- 5) Encourage land acquisition and development strategies for parks, as outlined in the County Outdoor Recreation Plan.

Map 5-1 Utilities & Community Facilities Langlade County, Wisconsin



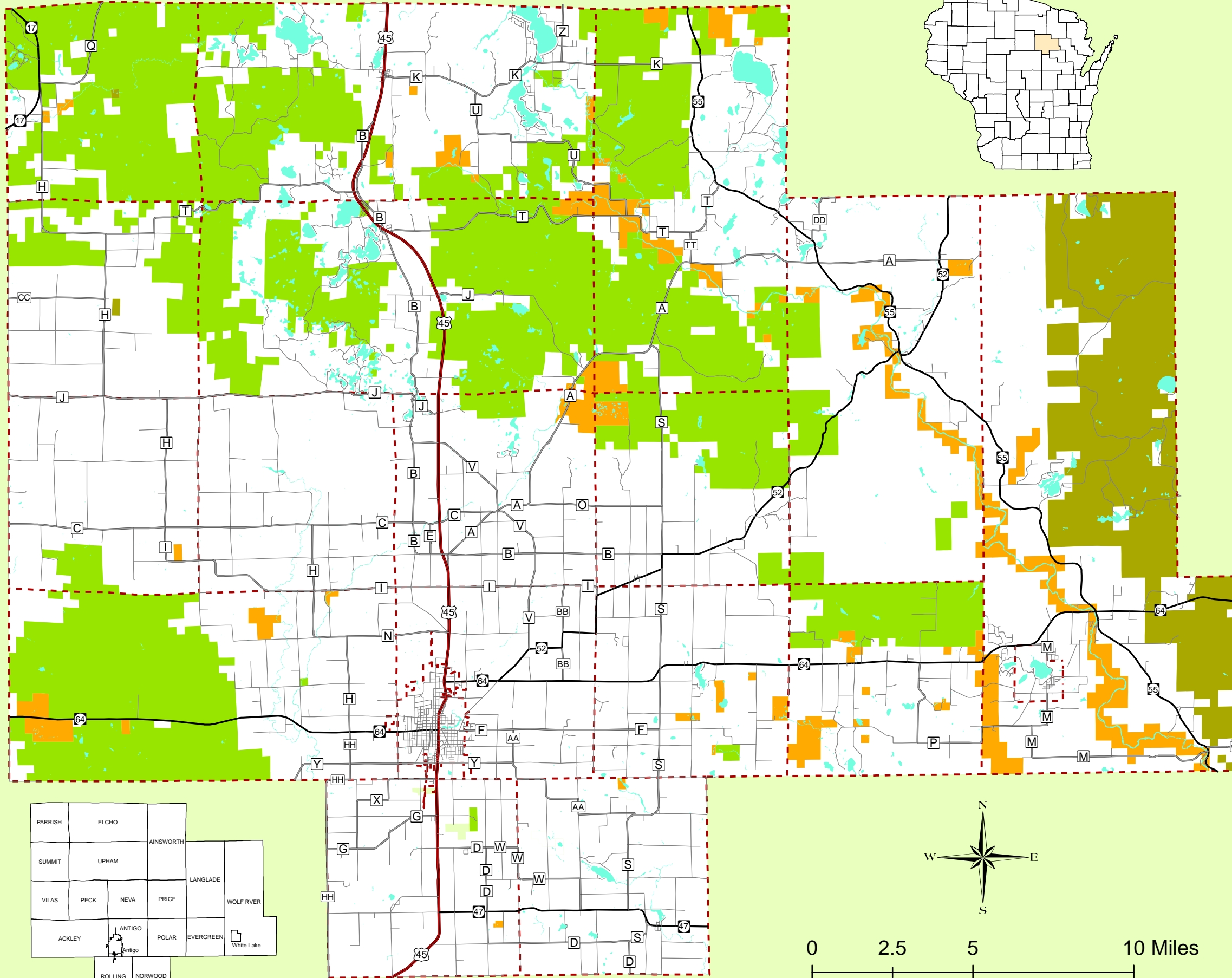
- - - Minor Civil Divisions
- US Highway
- State Highway
- County Highways
- Local Roads
- Water
- ⚡ Substations
- High Voltage Powerline
- ⚙️ Public Water Supply
- Waste Water Treatment Plant
- ▲ Dams
- 📡 Communication Towers
- ⦿ Geological / Historical Marker
- 🏠 Town Hall/Fire Dept
- 🏠 Town Hall
- ✚ Indian Burial Site
- 🏕️ Youth Camp; Youth Camps; Camp
- ✚ Air Strip
- ✈️ Airport
- ♠️ Former Landfill
- ⚰️ Cemetery
- 🏛️ City Hall
- ⚖️ Court House
- 🏠 Museum
- 🚒 Fire Station
- 📮 Post Office
- 👮 Police/Sheriff
- 🏥 Hospital / Health Services
- 🏭 Industrial Park
- 🏠 Ranger Station
- 🎓 School / Tech College
- 🗑️ Landfill / Transfer / Recycle Center

Source: WI DNR, NCWRPC, Langlade Co
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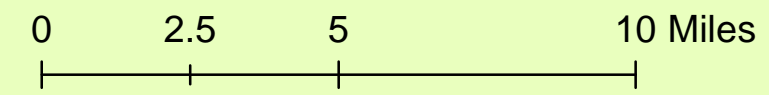
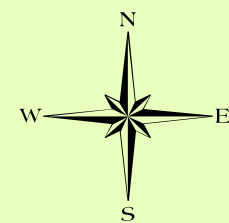
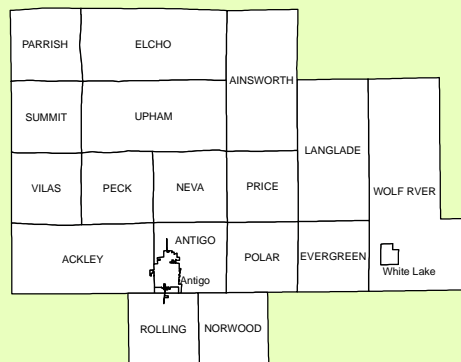
Map 5-2
Land Ownership
 Langlade County, Wisconsin



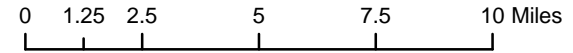
-  US Highway
-  State Highway
-  County Highways
-  Local Roads
-  Minor Civil Divisions

- Land Ownership**
-  Langlade County
 -  Nicolet National Forest
 -  Private
 -  WI DNR

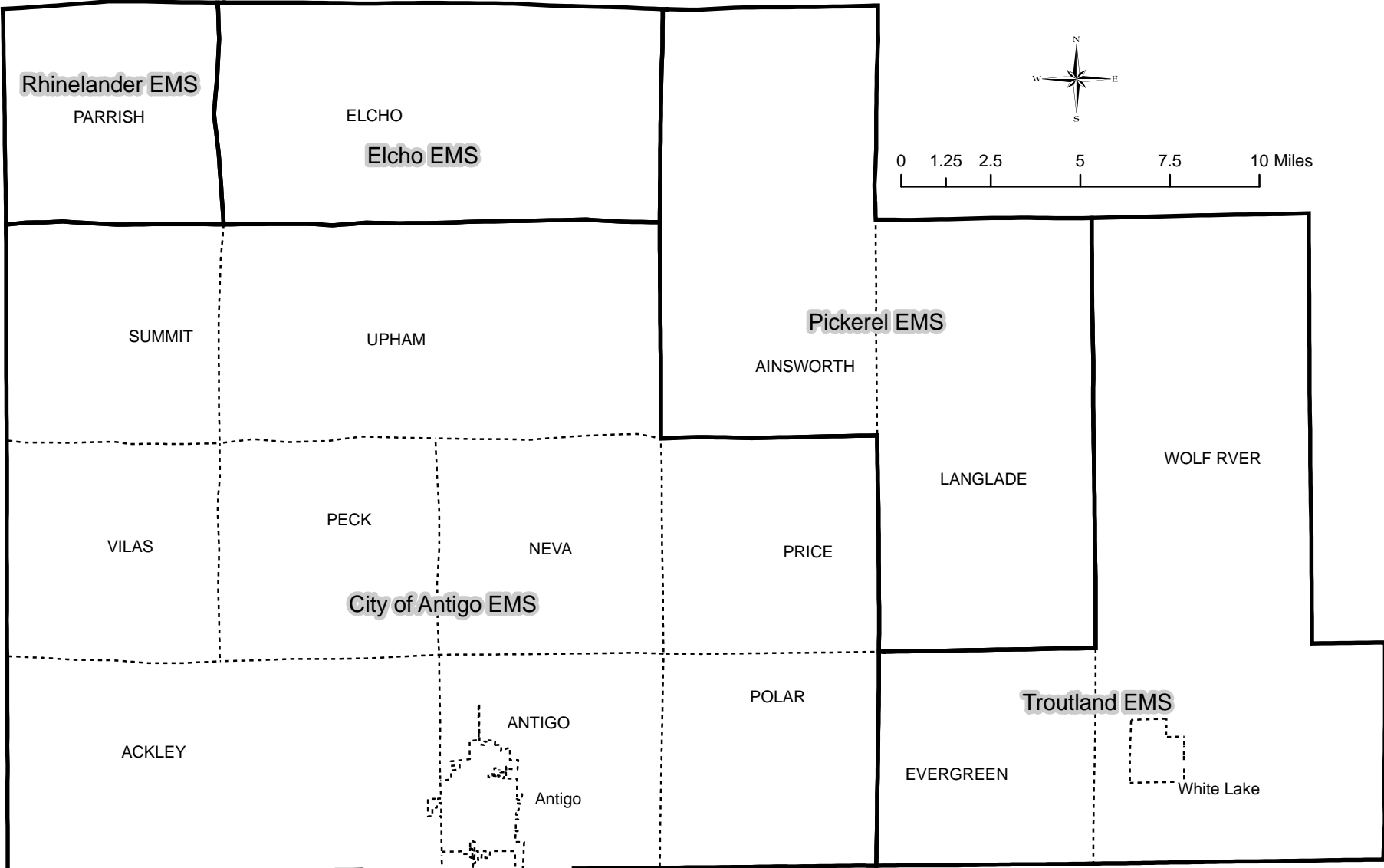
Source: WI DNR, NCWRPC, Langlade Co
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EMS Service Map
Langlade County, Wisconsin



Source: NCWRPC, Langlade Co.

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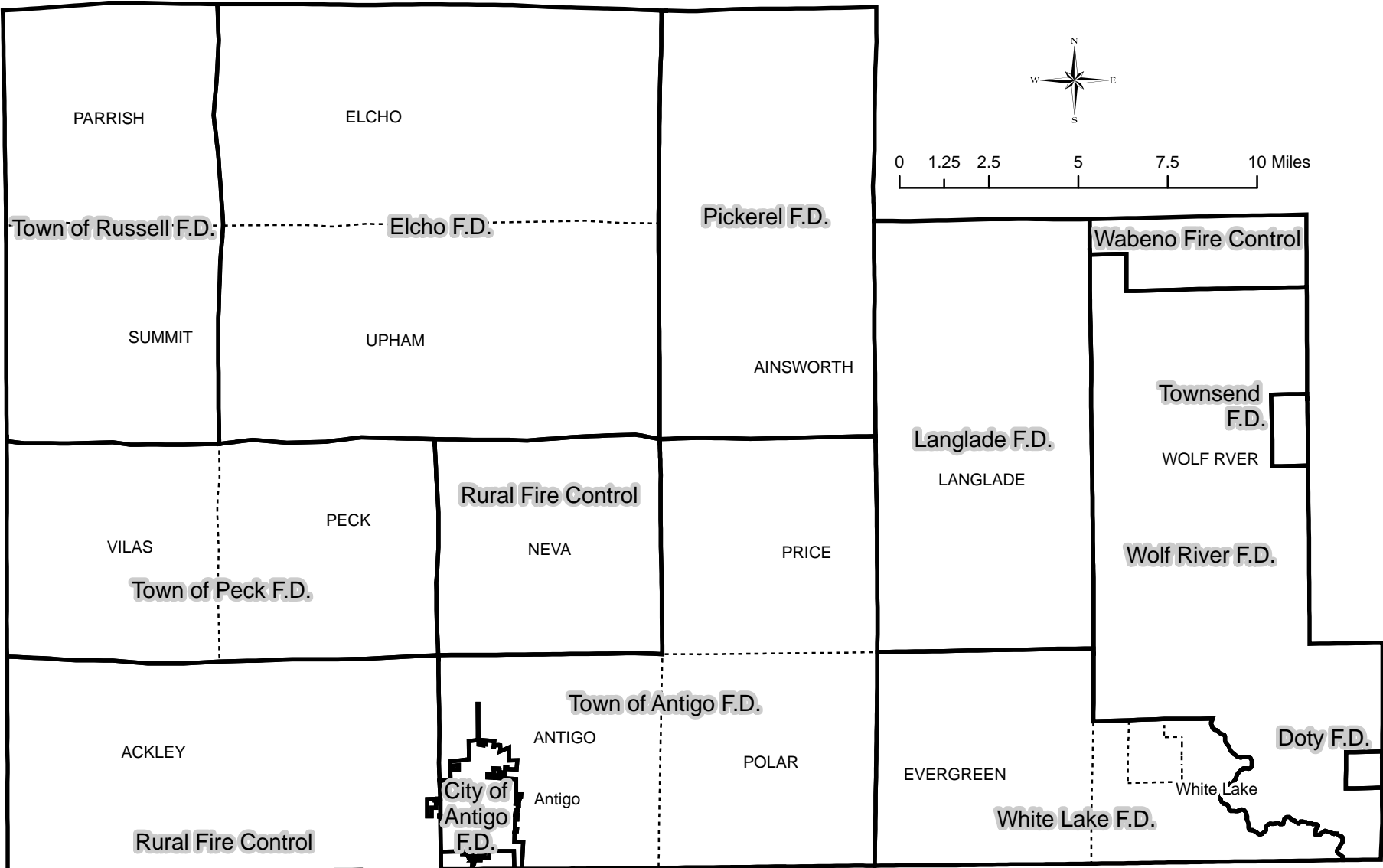
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----- Minor Civil Divisions
—— Service Boundaries

Map 5-3

Fire Service Map
Langlade County, Wisconsin



Source: NCWRPC, Langlade Co.
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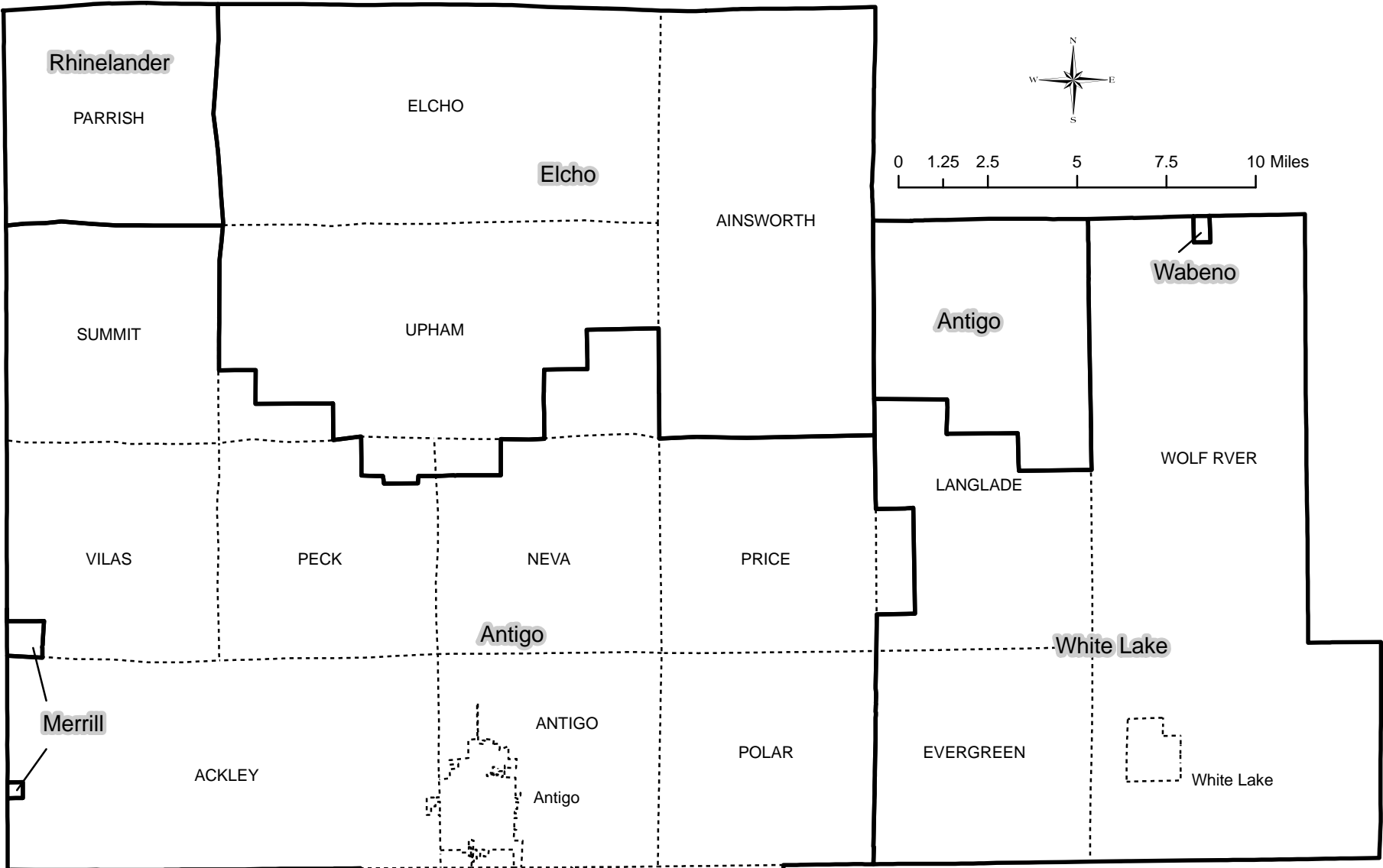


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----- Minor Civil Divisions
 ——— Service Boundaries

School District Boundaries Map
Langlade County, Wisconsin



Source: NCWRPC, Langlade Co.

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Chapter 6: Economic Development

6.1 Background

- A. Previous Plans
- B. Issues

6.2 Inventory & Trends

- A. Economic Sectors
- B. Economic Sector Changes
- C. Major Employers
- D. Economic Analysis
- E. Labor Force Analysis
- F. Incomes & Wages
- G. Economic Development Infrastructure
- H. Economic Development Programs

6.3 Goals, Objectives & Policies

Tables:

Table 6-1: Employment by Sector

Table 6-2: Employment Sector Changes

Table 6-3: Major Employers

Table 6-4: Location Quotient

Table 6-5: Labor Force Indicators, 1980 to 2000

6.1 BACKGROUND

This is the sixth of nine chapters that comprise the Langlade County Comprehensive Plan. This chapter is based on the statutory requirement for a “compilation of objectives, policies, goals, maps, and programs to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities”.

An analysis of the economic base and labor force of Langlade County is included, as is the identification of the county’s strengths and weaknesses with respect to attracting and retaining business. The different economic development programs available at the local, regional, state, and federal levels.

A. Previous Plans:

All planning processes should include a review of previous planning processes. Below is a review of the three most relevant economic development-planning efforts.

Langlade County Economic Development Strategy, 2005

This project was undertaken as a result of the interest in the creation of some type of county-wide cooperative approach towards economic development. This strategic plan was prepared with that goal in mind. The Joint City-County Economic Development Committee held a series of meetings to develop the plan utilizing the assistance of the NCWRPC planning staff to facilitate the planning process and for the publication of the written plan. Following a business survey and several planning meetings, the 2005 *Langlade County Economic Development Strategy* was created.

An inventory of the basic economic situation in Langlade County may be found in this document, including an assessment of strengths and weaknesses. Current issues are identified by way of business survey results and committee discussions. Several organizational options for the creation of an economic development entity or corporation are discussed as well. Finally, strategies and recommendations are provided to assist decision makers in prioritizing needs before proceeding to implementation. As a result of this study the City and County funded an economic development function. Much of the economic analysis information is drawn from that planning effort.

Comprehensive Economic Development Strategy (CEDS)

Langlade 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. In addition this report identifies potential public works projects for funding within the region.

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. Construction, wholesale trade, retail, transportation, and manufacturing all have grown rapidly since 1980. Finance, insurance, real estate, and services have lagged behind national averages.

Regional Comprehensive Plan: A Framework for the Future, 2000-2020

The North Central Wisconsin Regional Planning Commission (NCWRPC) developed this plan in compliance with the State of Wisconsin's Comprehensive Planning Law. One component of this plan is the Economic Development Element. Within this element, economic indicators are analyzed on a regional level and economic infrastructure is inventoried. The element offers some general 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 and 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; 6) the Region will benefit most from the creation of new or expansion of existing industries.

B. Issues:

The planning process includes the identification of issues. These are the things that need to be addressed in the plan.

- Commercial and Industrial Development

Not all available sites are capable of offering the wide range of services necessary to appeal to all types of industrial development. Access to a major interstate highway and rail service are both unavailable. Langlade County also suffers from lack of diversification in its industrial economy leading to a heavy reliance on relatively few industries. Such dependence means that local employment, as well as commercial retail trade, goes up and down with the business cycles for the dominant local industry. Continued economic diversification is a key to the community's growth.

- Changing Downtown Commercial District

"Big box" retailers are locating on the city's edge, which in turn pulls shoppers away from the central business district and provides convenience for rural consumers who no longer need to travel into the city to obtain goods and services. Currently, the downtown area maintains some economic activity, however, their customer base has become increasingly scarce with each new fringe commercial development. This could create problems with continuing commercial activities in the downtown area in the future as retailers seek locations with greater customer frequency. This will result in a change of the business mix in the downtown area from retail to business and services.

- Recreation and Tourism

There is an opportunity to capitalize on the natural resource base of the county as it relates to outdoor recreation and tourism. In 2007, tourism spending was estimated at about \$43 million, which ranks 57th overall in the state.

- Income and Employment Levels

Although the county has made progress toward closing the gap over the last twenty years, income levels still are below state and federal levels and the unemployment rate exceeds both state and federal levels. A focus should be placed on living wage jobs.

- Commuting Patterns

There are about 725 more persons leaving the county for employment opportunities, than there are persons coming into the county. The majority of those leaving are going to Marathon County, followed by Shawano, Oneida, Forest and Lincoln County. These 725 persons represents indicate an available workforce. The goal should be to balance the flow in and out of the county. This is based on 2000 Census information.

- Housing

Economic development efforts geared toward job creation require that there is housing available for the population taking the new jobs. Providing jobs for persons who do not live in the area greatly reduces the economic impact of the business upon the community. Employees tend to spend the majority of the their wages in areas near their home. If employees are unwilling or unable to purchase/rent homes near their place of work, they will live in “bedroom communities” to obtain a more affordable housing situation. Creating situations in which both the business and its employees live in the same community can maximize the benefits of commercial activity with respect to revenues and economic performance. Currently, the City of Antigo and the Village of White Lake see a demand for mid-range priced housing.

- Forestry

The county must monitor the status of its forest resources through proper management practices if the forestry industry is to maintain its position as a primary driver of the county’s overall economy. The county has substantial forest areas that produce timber for the wood products industry as well as value added wood products firms. Balancing tourism and development against forestland use fragmentation will be a challenging economic development issue in Langlade County’s future.

- Agriculture

Langlade County is a major producer of potatoes, and has some remaining dairy production. The number of total dairy farms has declined, but production has been relatively stable. Despite fewer dairy farms, cheese production remains a major industry in the county. In fact, milk is brought from other areas of the state, as well as other states such as California and Missouri, to meet demand. Given this high demand for dairy product, Langlade County could garner a greater share of the industry by increasing the number of dairy farms in the County. The raw milk product is turned into a value-added product without leaving the county and therefore the profits made from this process are also retained within the county.

6.2 INVENTORY & TRENDS

The purpose of analyzing the County's economy and identifying economic trends in this element is to answer some obvious questions. Which industries in the County have lagged in terms of economic performance? What are the underlying causes of poor economic performance in certain industries? What measures can be taken to address the economic problems that exist? When answering these questions, it is customary to use a comparative analysis between the County, the State of Wisconsin, and the nation.

The analysis helps to determine the strengths and weaknesses of each industry sector in the County thereby identifying potential strategies for economic development. The information presented in this analysis has been collected from the Wisconsin Department of Workforce Development (DWD).

A. Economic Sectors

Overall, in 2000, there were 7,453 persons employed in the ten basic economic sectors in the county. That is an increase slightly less than 30 percent since 1980. Those basic economic sectors are presented below. They are: government; agriculture, forestry & fishing; mining; construction; manufacturing; transportation & utilities; wholesale trade; retail trade; finance, insurance & real estate; and services. See Table 1.

Between 1980 and 2000, the three fastest growing sectors were agriculture, forestry & fishing, construction and transportation & communication. Although construction was the fastest growing sector in terms of percentages, it accounts for less than four percent of total employment. In terms of total employment, retail trade is the largest segment of the economy, followed by services, government and manufacturing. The data shows a significant reduction in manufacturing employment from 1980 to 1990. This is likely due in part to reporting changes in the data and data suppression in certain manufacturing industries in the county.

It should be noted that the number of employees in certain sectors, particularly those workers engaged in agriculture, forestry & fishing, may be understated because this information utilizes Department of Workforce Development data; those who are self employed or work in family businesses are not reflected in this data. In addition, there have been some reporting changes between 1980 and 1990. Note that the employment totals may not match because of nondisclosure in some sectors. Some changes were made to the data collection procedures between 2000 and 2005, which makes some sector comparisons difficult.

Table 1: Employment by Sector					
Sector	1980	1990	2000	1980 to 2000 Net Change	1980 to 2000 % Change
Government	937	1,006	1,247	310	33.08%
Agric., For. & Fishing	146	194	371	225	154.11%
Mining	0	0	0	0	0.00%
Construction	109	162	286	177	162.39%
Manufacturing	1,296	1,476	1,789	493	38.04%
Transp. And Comm.	227	413	401	174	76.65%
Wholesale Trade	376	453	478	102	27.13%
Retail Trade	1,142	1,580	1,763	621	54.38%
Fin., Ins. & Real Estate	147	178	221	74	50.34%
Services	895	947	1,237	342	38.21%
Totals:	5,275	6,439	7,838	2,563	48.59%

Source: Department of Workforce Development; 202 Reports, 1st Quarter; 1980, 1990, 2000 & NCWRPC

1. **Government:** Between 1980 and 2000, this sector grew by 33 percent, which was greater than the state and national growth rates of 22 percent and 27 percent respectively. Over 1,000 persons are employed in this sector at the local, state and federal levels. Government is the third-largest sector in the county, representing about 1,250 jobs.
2. **Agriculture, Forestry & Fishing:** Between 1980 and 2000, this sector grew drastically, however, this sector is small and is subject to wide range changes. The state's growth rate in this sector was 182 percent, but at the national level the sector actually declined by almost 2 percent. About 370 persons are employed in this sector.
3. **Mining:** Although the data shows no employment in mining, there are actually limited numbers of people employed in this sector that are not reflected in DWD data. Overall the state experienced about a 9 percent increase in this sector, while nationally there was a 47 percent decrease in mining employment. Non-metallic mining activity within the county typically involves sand and gravel (aggregates) extraction for local use.
4. **Construction:** Between 1980 and 2000, this sector grew by 162 percent outpacing both the state and national growth rates of 84 and 51 percent. Over 286 persons are employed in this sector. Construction is the third-smallest sector, accounting for about 4 percent of total employment.

5. Manufacturing: Between 1980 and 2000, this sector grew by 38 percent, which far outpaced the state growth rate of 6 percent and the national rate, which decreased by 11 percent. Over 1,789 persons are employed in this sector. Manufacturing is the largest sector, accounting for about 23 percent of total employment. According to County Business Patterns, there were 44 manufacturing establishments in the county with total annual payroll of nearly \$48 million dollars in 2000. By 2005, there were 47 establishments with an annual payroll over \$51.5 million.

6. Transportation, Public Utilities and Communication: Between 1980 and 2000, this sector grew by 77 percent outpacing both the state and national growth rates of 55 and 35 percent. Over 400 persons are employed in this sector. Transportation, Public Utilities and Communication is the sixth-largest sector, accounting for over 5 percent of total employment.

7. Wholesale Trade: Between 1980 and 2000, this sector grew by about 27 percent lagging behind both the state and national growth rates of 46 and 32 percent. Over 475 people are employed in this sector. Wholesale Trade is the fifth-largest sector, accounting for about 6 percent of total employment.

8. Retail Trade: Between 1980 and 2000, this sector grew by 54 percent outpacing both the state and growth rate of 45 and meeting the national rate of 54 percent. Over 1,700 persons are employed in this sector. Retail Trade is the second-largest sector, accounting for about 23 percent of total employment. According to County Business Patterns, there were 114 retail establishments in the county with total annual payroll of nearly \$23 million dollars in 2000. By 2005, there were 108 establishments with an annual payroll over \$28 million.

9. Finance, Insurance, and Real Estate: Between 1980 and 2000, this sector grew by about 50 percent, which was similar to both the state and national growth rates of 56 and 48 percent respectively. Over 221 persons are employed in this sector. Finance, insurance and Real Estate is the smallest sector, accounting for only about 3 percent of total employment.

10. Services: Between 1980 and 2000, this sector grew by 38 percent, which lagged behind the state growth rate of 104 percent and the national growth rate of 127 percent. Over 1,230 persons are employed in this sector. Service is the fourth-largest sector, accounting for about 16 percent of total employment.

B. Employment Sector Changes

Over the last several years the Wisconsin Department of Workforce Development has refined its methodology related to data collection as well as the general classification of employment sectors. There has been substantial change in some of the data that make long-term comparisons difficult;

therefore we have added Table 2. This table displays the new employment sectors categories called “Super Sectors”. Comparable data is available for 1990, 2000 and 2005.

Over the decade and a half period displayed in Table 2 employment grew by over 20 percent. Leading the way in terms of percentage growth were Other Services, Financial Activities, and Education and Health Services. In terms of total jobs added Education and Health Services added over 450, followed by 320 in manufacturing, and over 100 in public administration. Of note is the employment decline reflected between 2000 and 2005, where over 200 jobs were lost. Much of that loss was in the Trade & Transportation and Leisure & Hospitality sectors.

Sector	1990	2000	2005	1990 to 2005 Net Change	1990 to 2005 % Change
Natural Resources	346	440	409	63	18.21%
Construction	177	280	238	61	34.46%
Manufacturing	1,337	1,698	1,661	324	24.23%
Trade & Transportation	1,830	1,953	1,806	-24	-1.31%
Information	0	95	73	na	na
Financial Activities	181	245	266	85	46.96%
Professional Services	217	180	192	-25	-11.52%
Education & Health Ser.	1,103	1,419	1,557	454	41.16%
Leisure & Hospitality	632	816	737	105	16.61%
Other Services	157	247	233	76	48.41%
Public Administration	333	465	436	103	30.93%
Totals:	6,313	7,838	7,608	1,295	20.51%

Source: Dept. of Workforce Development; ES202 Reports, 1st Q; 1990, 2000, 2005 & NCWRPC (WORKnet)

In 2005, according to the U.S. Census Bureau County Business Patterns, there were a total of 606 establishments in the county with an annual payroll of about \$177,773,000. The most establishments were in retail (108), followed by accommodation & food service (66) establishments, construction (64), transportation & warehousing and health & social assistance, both with 52, and manufacturing (47).

C. Major Employers

Langlade County’s largest employers are displayed in Table 2. The largest employer in the County is the Antigo School district, followed by the Langlade Memorial Hospital. Amron, LLC is the largest private employer in the County.

Table 3: Major Employers, 2005	
Employer Name	Industry
Unified School District of Antigo	Elementary and Secondary
Langlade Hospital - St. Joseph	General Medical & Surgical
Amron, LLC	Small Arms Ammunition
Wal-Mart Associates, Inc.	Discount Department Stores
County of Langlade	Executive & Legislative Offices
Eastview Medical and Rehab Center	Nursing Care Facilities
Kretz Lumber Co.	Sawmills
Fleet Wholesale Supply Co.	Warehouse Clubs
Johnson Electric Coil	Electric Power mfg.

Source: Wisconsin DWD 2005 and NCWRPC.

D. Economic Analysis

The primary technique used here to analyze the county’s economic base is called the “Location Quotient”. The technique is commonly used to provide detailed economic information about the local economy and industry sectors within the economy.

1. Location Quotient

This analysis technique compares local, state and national employment levels by economic sector. The result of this analysis is a numeric value called a location quotient. The model is derived from the premise that the local economy may be divided into two sectors: 1) a “basic” or non-local sector and 2) a “non-basic” or local sector.

Those employers providing goods and services that are purchased or consumed by customers outside the study (the county in this case) are considered to be basic employers. Conversely, goods and services consumed by the local community are considered non-basic. Thus, economic success of the community is measured by its ability to bring in money from outside of the community; the community offers goods and services that are sought out by other regions that do not have them. This type of economy is also known as

an export economy and is usually the overall goal of many economic development programs.

The location quotient model uses employment information for both the County and the nation by industry and compares their ratios of sectoral employment to total employment. Each industry sector is assigned a location quotient value which in turn is used to identify those employees considered export, or “basic” within a given industry sector. “Non-basic” employees are those workers whose wages are derived from money circulating within the existing local economy. In any community, certain goods and services simply cannot be obtained locally and consumers must look elsewhere. This is known as an industry sector “leakage”. Too many leakages can result in a declining economy as consumers continue to spend their money in communities other than their own. Fortunately, Langlade County has more basic employees than non-basic, however, if existing industries are not retained and new opportunities are not created in basic industries such as manufacturing, this status could change in the future.

The location quotient can be described by the following equation:

$$LQ_i = (e_i^t / e_T^t) / (E_i^t / E_T^t)$$

where:

e_i^t = regional (county) employment in industry i in year t

e_T^t = total regional (county) employment in year t

E_i^t = national employment in industry i in year t

E_T^t = total national employment in year t

If that number is greater than 1.00, it is determined to be an exporting sector, while if it is below 1.00, it is determined to be an importing sector. Exports bring money from outside the county into the local economy and imports represent local dollars flowing outside the county. Table 4 provides a summary of the location quotient analysis results of those categories that exceed 1.00.

The data analyzed is from the U.S. Census, County Business Patterns. That data set examines only the private sector, since that is where most economic growth is desired. The information presented is broken into detailed categories similar to the industry composites utilized by the North American Industry Classification Standard (NAICS).

Table 4: Location Quotient	
Economic Category	Location Quotient
Agricultural Services, Forestry, Fishing, and Hunting	3.99
Manufacturing	2.12
Retail Trade	1.52
Transportation and Warehousing	1.79
Health Care and Social Assistance	1.04
Accommodation and Food Services	1.04
Other Services (except Public Administration)	1.17

Source: U.S. Census Bureau, 2005 County Business Patterns

- Agriculture and Forestry

Agriculture and Forestry are the most significant “drivers” of Langlade County’s economy. This category has a Location Quotient of 3.99. There is an increasing demand for wood and wood products globally, including the products that Langlade County’s forests provide. This forestry-based economy has long supported employment opportunities and generated strong revenues for landowners. The presence of these forests in Langlade County has also led to a demand for a mix of both forest products and recreational uses. As more people move into the rural areas of Langlade County, more development follows, which affects how the forest is used and impacts the ecology of these areas. The county must address the issue of how much forested land to protect and how much to develop.

- Manufacturing

Manufacturing is always an important component of any economy given its tendency to provide more and higher paying jobs than most other sectors. This category has a Location Quotient of 2.12. In Langlade County, this sector has the largest number of employees. Two significant export industries are small arms ammunition manufacturing, wood products, and electrical power supply components.

- Retail Trade

Retail trade is commonly in demand in rural areas. Langlade County provides basic retail services to residents, but most specialized retail requires imports from surrounding areas. This category has a Location Quotient of 1.52.

- Transportation and Warehousing

Langlade County has a developed transportation and warehousing industry. The local supply of these services is roughly adequate to meet overall demand. This category has a Location Quotient of 1.79. Many industries rely upon transportation and warehousing as a major component of their business practice. Langlade County's rural setting creates a situation where the local industries must have effective transportation and warehousing services to compete in a regional, national, or global market.

- Health Care and Social Assistance

The demographic makeup of Langlade County necessitates significant health care and social assistance services. This category has a Location Quotient of 1.04. This industry is likely to continue to grow not only in Langlade County, but throughout Wisconsin. Currently, Langlade County is a major employer in the nursing care industry.

- Accommodation and Food Services

Langlade County is a popular tourist destination and therefore offers a variety of lodging and food services to accommodate the demands that tourism generates (such as hotels, motels, and full-service restaurants). This category has a Location Quotient of 1.04. This economic sector is considered to be a major export economy for Langlade County and is likely to see dramatic increases in the years to come.

- Other Services

This category collects all of the private sector service jobs that do not fit into other categories. This category has a Location Quotient of 1.17.

E. Labor Force Analysis

This section examines four factors related to the county labor force. These factors are labor force, unemployment, workforce participation, and education & training. Table 5 displays a variety of information related to the county labor force.

1. Labor Force

Overall, the labor force has grown from 8,160 in 1980 to over 9,300 in 2000. That represents a growth of over 12 percent, which is less than the state's growth rate of about 27 percent. The labor force is defined simply as the

number of persons, sixteen and over, employed or looking to be employment. Persons over sixteen who are students, homemakers, retired, institutionalized, or unable/unwilling to seek employment are not considered part of the labor force. In 1980, 7,409 of those were employed and that rose to 9,311 in 2000, an increase of almost 16 percent.

**Table 5:
Labor Force Indicators**

Indicator	1980	1990	2000	Change 1980-2000	State 1980-2000
Labor Force	8,160	9,007	9,311	12.37%	26.77%
Employed	7,409	8,536	8,795	15.76%	29.34%
Unemployed	751	471	536	-28.63%	-9.82%
Unemployment Rate	9.20%	5.20%	5.80%	-36.96%	-28.79%
Participation Rate	55.00%	58.00%	63.00%	12.60%	11.21%

Source: U.S. Census, 1980 to 2000 and NCWRPC.

As identified earlier in the plan, the county has experienced population growth over the last two decades, although that growth is not the same among all age groups. In 1980, over 25 percent of the population was 17 and under, while only 17 percent were 65 and older. By 2000, there were about 20 percent 17 and under, while the 65 and older grew to almost 20 percent. These population trends create issues for the expansion of the local labor force.

2. Unemployment

Unemployment is defined as the difference between the total civilian labor force and total persons employed. Stay-at-home parents, retirees, or persons not searching for employment are not considered unemployed because they are not considered to be part of the “labor force”. In 1980 the county had 9.2 percent unemployment, compared to the state rate of 6.6 percent. By 2000, the county had 5.8 percent unemployment rate, compared to the state rate of 4.7 percent.

Over the last twenty years, Langlade County has generally had higher unemployment rates than the state average. In the past few years, Langlade County’s unemployment has dipped below state average indicating an improved employment situation for the county.

3. Workforce Participation

Much of the growth in the county’s labor force has been due to the increase in the participation rates. In 1980, only about 55 percent of the population over 16 was in the labor force. By 2000, that rate increased to 63 percent. The

national participation rate in 2000 was 48 percent, and the state rate was 69 percent. Workforce participation is a measure expressed in terms of a percentage of persons not actively seeking employment divided by the total working age population. These persons may not seek employment due to retirement, disability, choose to be a home care provider, or simply are not looking for work. In any event, these persons are not receiving unemployment benefits, nor are they seeking employment in any capacity.

Considering its population, Langlade County has fewer people participating in the workforce. Overall, the county has a labor force participation rate of about 55 percent while the state average is almost 75 percent. This can partially be attributed to the county's high median age.

4. Education & Training

Worker productivity has often been cited as one important reason for the strength of Wisconsin's economy. Both education and training is critical to maintaining that productivity.

The level of educational attainment is an important indicator of the skills of the labor force. Formal education and job training reflect a community's ability to provide a labor force for certain types of industry. As identified earlier in the plan, educational attainment in the county is very similar to the national average in terms of those with a high school diploma or better, and bachelor's degrees or higher, although, the county does lag behind the state in both areas.

Training is another labor force indicator. Partnerships between local businesses, governments, and educational institutions are very useful in developing the Regional economy. Institutions such as UW-Stevens Point and Nicolet Technical College, often direct their programs to the training needs of local workers and businesses. Training services for dislocated workers is provided at the "Job Center" located in the City of Antigo. The center is a one-stop resource for employers to meet their workforce needs and job seekers to get the career planning, job placement, and training services they need to obtain jobs. Organizations such as the North Central Wisconsin Workforce Development Board are important to this process as well.

F. Incomes & Wages

There are two basic measures of income: median household income and per capita income. Median household income provides an indication of the economic ability of the typical family or household unit while per capita income provides a measure of relative earning power on a per person level. As identified in the Issues & Opportunities Chapter of this plan the Median Household income in 2000 was \$33,168 and the Per Capita income was

\$16,960. Both Median and Per Capita Incomes have risen over the last decade, by 38 and 40 percent respectively. Both of these rates lag behind the state growth rates for the same time period.

Wage data for all industries in 2005, from the Department of Workforce Development, indicates that employees in Langlade County earn an average annual wage that is 27% less than the overall state average. The average annual state wage is \$35,503 and in Langlade County it is \$25,900. Employees earn less than the state average in all employment categories.

G. Economic Development Infrastructure

Overall, Langlade County's economic development infrastructure is concentrated in the City of Antigo, although there are industrial park facilities in Elcho and White Lake. This infrastructure investment provides a wider range of opportunities for the prospective entrepreneur or expanding business, and greatly increases the county's chances of developing and maintaining a stable employment base for its workforce in the future.

Langlade County's variety of infrastructure amenities includes:

- A fully serviced 146 acre industrial park located in the City of Antigo.
- Two partially serviced industrial parks: One 43 acre park in the Town of Elcho, and one 10 acre park in the Village of White Lake.
- 98 miles of state highway, including State Highways 45, 52 & 64.
- Approximately 234 miles of County Highways.
- A public-use airport with a 5,000' runway suitable for commercial and freight service. It is classified as a Basic Utility – B Airport.

Industrial Parks are the critical economic development infrastructure in the county. The creation of industrial parks enables communities to compete with other communities to attract new businesses or to relocate existing businesses for expansions. An industrial park is a parcel of land that has been developed according to a plan that provides sites for potential industrial firms. The "park" is designed in such a way that it ensures compatibility among industrial operations and the existing activities of the area in which the park is located. The "park plan" provides for appropriate building setbacks, lot sizes, building to land ratios, architectural specifications, and landscaping required by the local codes and as necessitated by the nature of industrial activity.

H. Economic Development Programs

1. Local:

Langlade County Economic Development

A non-profit organization that promotes the economic development of Langlade County. The organization is comprised of area businesspersons, citizens, local government, utility company representatives, state agencies and elected officials, educational institutions and other organizations essential to the growth of Langlade County. The purpose of the group is to serve the needs of new businesses coming to the area as well as to assist existing companies.

Langlade County Revolving Loan Fund

A Wisconsin Department of Commerce Economic Development Grant was awarded to Langlade County in 1990. This grant enabled Langlade County to establish a revolving loan fund in order to assist local businesses and is administered by the Housing Authority.

Antigo Chamber of Commerce

The Antigo Chamber of Commerce is dedicated to the development of the business community in Langlade County. The Chamber offers information on local business and industry and also provides a variety of programs designed to assist business development.

2. Regional:

Grow North

Grow North is a non-profit organization whose mission is to assist the counties and communities throughout our region in their efforts to recruit and retain businesses, stimulate new job creation and to foster an environment conducive to entrepreneurial growth and new company formations. It was created in 2004 to foster cooperation among economic development partners and foster economic growth efforts in Forest, Langlade, Lincoln, Oneida and Vilas counties recognizing the value of collaborative efforts to grow and diversify the north woods economy.

North Central Wisconsin Development Corporation

The North Central Wisconsin Development Corporation (NCWDC) manages a revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. It is targeted at the timber and wood products industry, tourism and other manufacturing and service industries.

Northwest Wisconsin Manufacturing Outreach Center (NWMOC)

The Northwest Wisconsin Manufacturing Outreach Center provides operations assessments, technology training, and on-site assistance to help firms in southern Wisconsin modernize and streamline manufacturing processes.

3. State:

Rural Economic Development Program

This program administrated by Wisconsin Department of Commerce provides grants and low interest loans for small business (less than 25 employees) start-ups or expansions in rural areas, such as Langlade County. Funds may be used for "soft costs" only, such as planning, engineering, ad marketing assistance.

Wisconsin Small Cities Program

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

University of Wisconsin Extension Office

The Center for Community Economic Development, University of Wisconsin Extension, creates, applies and transfers multidisciplinary knowledge to help people understand community change and identify opportunities.

The Wisconsin Innovation Service Center (WISC)

This non-profit organization is located at the University of Wisconsin at Whitewater and specializes in new product and invention assessments and market expansion opportunities for innovative manufacturers, technology businesses, and independent inventors.

Wisconsin Small Business Development Center (SBDC)

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

Transportation Economic Assistance (TEA)

This program, administered by the Wisconsin Department of Transportation, provides immediate assistance and funding for the cost of transportation improvements necessary for major economic development projects.

Other State Programs

Technology Development grants and loans; Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

4. Federal:

Economic Development Administration (EDA)

EDA offers a public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

U.S. Department of Agriculture – Rural Development (USDA – RD)

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

Small Business Administration (SBA)

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

6.3 GOALS, OBJECTIVES & POLICIES

This section identifies the goals, objectives and policies of the county as related to economic development.

Goals:

- 1) Maintain, diversify and expand the economy in the county, while maintaining the rural character of the county.
- 2) Preserve and enhance the quality of life by promoting the compatibility with economic development
- 3) Encourage the coordination of economic development efforts with the city, village and towns, as well as other organizations.

Objectives:

- 1) Promote the retention and expansion of the current economic base.
- 2) Encourage the creation of new businesses.
- 3) Promote the relocation of compatible businesses to the county.
- 4) Work with area schools and technical college to develop and maintain a well-trained workforce.
- 5) Maintain and enhance public facilities and services.
- 6) Pursue increased funding from both public and private sources.

Policies:

- 1) Conduct a business retention survey from time to time to understand the needs of area businesses.
- 2) Establish a Business Retention Committee to address business needs and recognize local businesses.
- 3) Consider sponsoring a “How to Start a Business” Program.
- 4) Assist local inventors to create new firms, work with area entrepreneur networks.
- 5) Establish an Inventors & Entrepreneurs Club.
- 6) Market available sites and buildings to targeted firms.
- 7) Determine current employment characteristics and identify existing and future employment needs.
- 8) Encourage educational institutions to develop training programs needed by the area’s businesses to meet identified needs.
- 9) Support and work with local school officials on expanding the school to work program.
- 10) Evaluate, maintain and enhance infrastructure as necessary to facilitate economic growth, such as an industrial park.

- 11) Plan for an adequate supply of land for commercial and industrial needs.
- 12) Promote telecommunications infrastructure and other technology related to development and expansion.
- 13) Direct industrial development to areas with the infrastructure and services to support the development.
- 14) Continue to support the Lnglade County Airport as an economic development asset.
- 15) Expand existing and secure additional revolving loan funds to assist local economic development efforts.
- 16) Pursue Wisconsin Department of Commerce and other state sources.
- 17) Pursue U.S. Economic Development Administration and USDA – Rural Development funds, among other federal sources.
- 18) Research private community and national foundations as a source of project funding.

Chapter 7: Land Use

7.1 Background

- A. Previous Planning Efforts
- B. Planning Tools
- C. Land Use Planning Programs
- D. Issues

7.2 Inventory & Trends

- A. Overview of the Natural Landscape
- B. Generalized Existing Land Use
- C. Demographics Affecting Land Use
- D. Land Demand
- E. Land Values
- F. Future Land Use
- G. Redevelopment & Growth Area
- H. Adjoining Planning Efforts

7.3 Goals, Objectives & Policies

Tables:

Table 7-1:	Land Area, 2000
Table 7-2:	Existing Land Use, 2008
Table 7-3:	Population, Housing & Employment Projections
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Maps:

Map 7-1:	Generalized Existing Land Use
Map 7-2:	Future Land Use

7.1 BACKGROUND

This is the seventh of nine chapters that comprise the Langlade County Comprehensive Plan. This chapter is based on the statutory requirement for a compilation of goals, objectives, maps, and recommendations to guide the future development of the County

There are 14 state planning goals contained in the Comprehensive Planning Legislation. All of these goals can be related to land-use planning, with three being directly related. These 3 land-use planning goals are:

- 1) Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- 2) Planning and development of land uses that create or preserve varied and unique urban and rural communities
- 3) Balancing individual property rights with community interests and goals.

The Land Use Chapter brings together all of the chapters. Future development in Langlade County will be influenced by this plan and the plans of each community within the county. The County Comprehensive Plan will provide a general framework for planning.

A. Previous Planning Efforts

As in the previous chapters, it is important to review prior planning efforts related to land use. County level plans are mentioned first, followed by local plans, and regional efforts.

1. County Plans

There are a variety of other specialized plans that relate to some degree to land use. These plans include:

Langlade County Farmland Preservation Plan: This plan identifies all areas in the county that are prime agricultural land. That designation allows for active farming operations to apply for state tax credits. This plan was adopted in 1982 and is out of date.

Langlade County Land & Water Resource Management Plan: This plan was updated in 2000. The primary intent of this plan is to identify strategies to protect the quality and quantity of the county's soil and water resources.

Langlade County Outdoor Recreation Plan, 2007-11: This plan's primary purpose is to identify existing recreational facilities and identify needed facilities for a five-year period. A variety of information is included in that plan, such as trail information, park inventory and future needs.

Langlade County Forestry Plan, 2006-2020: The purpose of the plan is to manage, conserve and protect the natural resources within the county forest on a sustainable basis for present and future generations. The Plan contains information about forest resource planning, outdoor recreation planning, silvicultural practices, aesthetic management zones, trails and access control, biological communities, and wildlife species that exist within the county forest. Contact the Langlade County Forestry Department for more information.

Langlade County All Hazards Mitigation Plan, 2008: This plan's primary purpose is to identify how to prevent injury and property damage from natural and man-made hazards.

2. Previous Local Planning Efforts

A variety of local levels plans have been completed recently. Several of those that relate to land use are summarized below.

City of Antigo Comprehensive Plan

The City of Antigo completed a comprehensive plan in 2004. The plan was an update of the 1999 comprehensive plan. The land use map identifies future growth areas of the city. Residential growth is planned to the east and west of the city in the Towns of Ackley and Antigo. The north fringe of the city is planned for more mixed uses of commercial and industrial.

Village of White Lake

The Village completed a Development Plan in 1991. This plan is very short and contains limited information. The focus of the plan was on housing, public services, and economic development.

Town Comprehensive Plans

Over the last few years some towns in the county have prepared individual town level comprehensive plans. To date Antigo, Polar, and Rolling have adopted plan, while Elcho and Neva are in the final stages of completion. The NCWRPC assisted all of these town efforts. These town plans will be incorporated into this county plan.

3. Regional Comprehensive Plan: A Framework for the Future, 2002 – 2020

The North Central Wisconsin Regional Planning Commission adopted a Regional Comprehensive Plan in 2003. "A Framework for the Future: 2000 - 2020" recommended a pattern for various uses of land upon which local government and the private sector could develop and coordinate their plans and activities. This plan provides a general framework for local planning efforts.

The Regional Comprehensive Plan identified the following overall goals for land use:

- 1) Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- 2) Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- 3) Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- 4) Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- 5) Balancing individual property rights with community interests and goals.

The plan identifies a generalized future land use pattern using some broad land use categories, including: existing developed areas, urban growth areas, rural mixed-use areas, forest areas and agricultural areas. Existing developed areas include higher density areas in the City of Antigo and Village of White Lake where existing water and sewer infrastructure and service capacity are available.

B. Land Use Planning Tools

1. Zoning Regulations

There are two basic types of zoning, general and shoreland.

General Zoning has been a tool used by units of government since the 1920's in Wisconsin. Zoning provides a reasonable protection of property rights of landowners by minimizing incompatible uses. Generally, zoning identifies a

variety of broad districts that identifies the primary allowable or permitted uses, as well as a list of permitted uses with some conditions, called conditional uses. Often a district will list non-permitted uses. These districts are displayed on an official zoning map. The County last revised its general zoning in 1985, with minor updates annually. Thirteen of seventeen towns utilize general county zoning. These are: Ackley, Ainsworth, Antigo, Elcho, Neva, Norwood, Parrish, Peck, Polar, Price, Rolling, Vilas, and Wolf River.

Shoreland Zoning is mandated by state law and is administered at the county. The intent of shoreland zoning is to control development near waterways, in the most sensitive environmental areas. The area defined by state law is the area within 300 feet of a stream or river or to the landward side of the floodplain and 1000 feet of a lake, flowage, or pond. The county has jurisdiction throughout all of the towns for shoreland zoning, regardless if they have county zoning, local town zoning or no zoning, therefore all seventeen towns fall under county shoreland zoning ordinance. Shoreland zoning does not apply to incorporated areas. County Shoreland Zoning was last updated in 2002, and included the adoption of a water classification system.

2. Land Division Regulations

The purpose of a land division or subdivision ordinance is to regulate and control the division of land to: Further the orderly layout and use of land; Prevent the overcrowding of land; Lesson the congestion on streets and highways; and Facilitate adequate provision for water, sewage and other public improvements. A subdivision ordinance includes technical requirements, design standards for plats and certified survey maps, and required improvements (i.e. stormwater detention, public and private sewage, land dedication).

The Langlade County Land Division Ordinance outlines procedures for land division, technical requirements, design standards for plats and certified survey maps, and outlines required improvements (i.e. stormwater detention, public and private sewage, land dedication). Local units of government may also elect to have a separate land division ordinance if it is more restrictive than the county ordinance. The County Land Division Ordinance was last updated in 2000.

3. Extraterritorial Zoning

Extraterritorial zoning is similar to other zoning in terms of purposes and type of districts. It differs in terms of the process by which a zoning ordinance is adopted. When a city desires to zone its extraterritorial area, a joint extraterritorial zoning committee must be established. It consists of three citizen members of the city planning commission and three members from each of the affected towns. This joint committee prepares a proposed plan and

regulations for the extraterritorial area and submits it to the city. The city 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. The City also has land division or subdivision plat approval authority within the mile and a half extraterritorial area.

Cities and Villages, such as Antigo and White Lake have authority to exercise "extraterritorial" zoning. The extraterritorial zoning jurisdiction consists of the unincorporated area within one and one-half mile of the corporate limits of a fourth class city or a village.

Recently, there have been discussions between the City of Antigo and its surrounding towns related to this issue. At some point there may be some formal recommendations developed related to extraterritorial zoning or boundary agreements.

C. Land Use Programs

The principle land use programs include the County Zoning and Land Division ordinances. Two other related programs that may impact land use within the Town are listed below:

Wisconsin Comprehensive Planning Program:

In October of 1999, the Governor signed into law Wisconsin Act 9, the Budget Bill, containing substantial revisions of statutes governing comprehensive planning. The law has been revised by the signing of two additional bills into law. The first is AB 872, containing "technical revisions" which was signed May 10, 2000. The second bill, signed April 13, 2004, is AB 608, which reduced the number of items that must be consistent with the plan to three, these are: official mapping, subdivision ordinances and zoning ordinances. Taken together these bills represent the most sweeping revision of the State's planning enabling laws in half a century.

The law (§66.1001 WI Stats.) requires all jurisdictions within the state that exercise control over land-use to prepare a comprehensive plan by 2010. It lays out the nine required chapters of the plan and requires a public participation process. Jurisdictions that do not have a comprehensive plan in place by the deadline may not engage in actions that impact land-use.

The comprehensive planning law is significant in many ways. The law creates for the first time a definition of a comprehensive plan; it requires that almost all local units of government have a plan; it sets requirements for public participation; and requires that the plan be consistent with local

implementations tools. Most important, is that it maintains that the process be locally driven so all local units of government decide their own future.

Working Lands Initiative:

The Wisconsin Working Lands Initiative was passed as a part of the state's 2009—2011 biennial budget process. The goal of the Working Lands Initiative is to achieve preservation of areas significant for current and future agricultural uses through successful implementation of these components. The main components include:

- Expand and modernize the state's existing farmland preservation program
- Establish agricultural enterprise areas (AEAs)
- Develop a purchase of agricultural conservation easement matching grant program (PACE)

The Wisconsin Working Lands Initiative will require that each county update its Farmland Preservation Plans over the next few years.

D. Land Use Planning Issues

1. Sustainable Agriculture

Sustainable practices in agriculture involve carefully planned techniques to prevent soil erosion, soil contamination, non-point water pollution, and productivity loss. Organizations such as the State Department of Natural Resources (DNR) and the Natural Resources Conservation Service (NRCS), along with county staff support responsible land management practices with the intent of preserving land productivity for the long-term.

2. Community Revitalization

Cities, villages and unincorporated communities provide identity to their surrounding areas. Where important parts of such communities are deteriorating, the rest of the area suffers. Problems involving abandoned and dilapidated buildings, loss of business and tax revenue, and inefficient use of valuable urban land gives rise to the need for appropriate land-use policies to address them. Planned redevelopment helps to re-establish a positive identity for these communities.

3. Conflicting Land Uses

Conflicting land uses in urban and rural areas often include such things as: industries adjacent to residences, intermingling of commercial and residential uses, and residences adjacent to industrial uses. Agricultural practices such as improper manure spreading and forestry practices, such as non-buffered clear cutting, can be offensive to non-farm rural residents and visitors to forest areas. With regard to recreational land-use, competition on public lands between backpackers, bicyclists, all-terrain-vehicles, and horseback riders as well as public water bodies between water skiers, boaters, anglers, and swimmers must be considered.

4. Urban and Rural Sprawl

Scattered, low-density development is found in many parts of the County. This type of development is generally not sewered and diminishes the level of development in the areas where public water and sewer are available. These developments can also encroach on farm and forestry areas, taking land out of production in a piecemeal fashion and change the rural character of an area. Ironically, the subdivision of rural areas for sprawl development ends up destroying the rural setting originally sought. Sprawl also makes siting landfills, quarries, and shooting ranges and other uses much more difficult as the close proximity of rural housing makes safety and aesthetics an issue, thus forcing the costs of these services up since they must be obtained elsewhere. Utilities and other services are also more expensive in sprawl development since roads, water, sewer, and electrical lines must be longer and spread out. All of these factors significantly affect the economic well being of the County.

5. Environmentally Sensitive Areas

Wetlands, rivers, streams, lakes, steep terrain, and other natural features are often in conflict with human development. Over-development along shorelines and in other riparian areas can cause pollution and destruction of an area's natural beauty as well as detrimental impact on flora and fauna. This, in turn, may negatively impact recreational activities and subsequently the economy of the County. Failing septic systems can cause contamination of surface water bodies reducing recreational attractions and increasing health risks. Steep slopes or other areas unsuitable for building foundations should be avoided for development, because the shifting earth can cause great damage to a structure's foundation over time.

6. Location of Public Facilities and Infrastructure

The location and impacts of public service facilities are of great importance to land-use planning. Schools, airports, and highways tend to attract new development while utility corridors, power plants, and landfills generally try to

avoid areas where development will occur. The topography, geography, population, land market, and economic conditions of the County often directly affect these location decisions.

7. Sustainable Forestry

Sustainable practices in forestry involve carefully planned techniques to prevent soil erosion, soil contamination, non-point water pollution, and productivity loss. The process of converting large contiguous areas of forest into smaller patches of forest is called forest fragmentation. Breaking up the continuous area with non-forest land-uses can inhibit the regeneration of the forest and may negatively impact both plant and animal species. Wildlife often needs a safe path from food to water; development may prevent animals from obtaining these necessities because of man made barriers such as highways, fences, structures, etc. Species may also become extinct if they are isolated within small “islands” of forest that lack the appropriate genetic diversity to ensure healthy procreation. Fragmentation may be temporary or permanent. Fire and timber harvest are examples of temporary fragmentation, while road building, agriculture, and urban development cause permanent fragmentation.

7.2 INVENTORY AND TRENDS

The inventory and trends section identifies the County’s land uses. It also looks at the change over the last twenty years and makes projections into the future. The element relies on many things discussed in earlier elements, such as population and natural resources.

In terms of land area the county covers nearly 559,000 acres. Eleven of the seventeen towns are typical 6 by 6 mile towns, or about 23,000 acres. However, six of the towns are either double or triple that size. The City of Antigo is the largest incorporated community in the county with about 4,100 acres, while the Village of White Lake has only 1,400 acres. The Town of Wolf River is the largest town with nearly 75,000 acres. See Table 7-1.

Minor Civil Division	Land Area in Acres	% of County Land Area
Town of Ackley	45,355	8.1%
Town of Ainsworth	44,514	8.0%
Town of Antigo	19,880	3.6%
Town of Elcho	45,764	8.2%
Town of Evergreen	22,930	4.1%
Town of Langlade	45,771	8.2%
Town of Neva	23,959	4.3%
Town of Norwood	22,868	4.1%
Town of Parrish	23,276	4.2%
Town of Peck	23,788	4.3%
Town of Polar	22,806	4.1%
Town of Price	23,153	4.2%
Town of Rolling	23,029	4.1%
Town of Summit	23,293	4.2%
Town of Upham	45,380	8.1%
Town of Vilas	22,955	4.1%
Town of Wolf River	74,710	13.1%
Village of White Lake	1,410	.3%
City of Antigo	4,142	.7%
Langlade County	558,983	100.0%

Source: U.S. Census Tiger Files & NCWRPC

A. Overview of the Natural Landscape

Natural resources were reviewed in detail in the Natural Resource, Agriculture and Cultural Resources Chapter, however they are the building block upon which all land use exists. We briefly review the environmentally sensitive areas, which includes open water, wetlands, floodplains, as well as soils with limitations for development, groundwater contamination susceptibility, steep slopes, large tract forest and areas of prime agricultural soils.

Many of these natural features have an impact on where development can and cannot occur and need to be reviewed to create the future land use plan. Environmentally sensitive areas include water, wetlands, and floodplains. These are areas that often fall under the county shoreland regulations.

The county has an abundance of water, including the Wolf River, numerous lakes, as well as many streams. However, as waterfront development continues additional pressure is placed on the existing water bodies and the surrounding natural communities.

Wetlands also abound throughout the county. Wetlands act as a water storage mechanism, lessening flooding during heavy rain events by moderating downstream flow rates by releasing collected water over a longer time. The water filtration function of wetlands protects the quality of both groundwater and surface water. Development increases the amount of runoff and can make flooding worse, endangering wildlife habitat and damaging property.

Floodplains follow along the river and streams within the county. Building within floodplain areas can increase flood elevations and velocity, causing damage to downstream property and infrastructure, and increasing erosion and sedimentation.

Other natural features that should be considered in the development of a future land use plan include steep slopes, large tract forest, and areas of prime agricultural soils.

Steep slopes create difficulties for development; however, these areas are often unique and desirable sites for development. Development in these areas can create a negative effect on the landscape. Slopes are extremely vulnerable to erosion, are difficult to stabilize once disturbed by construction, and can reduce the aesthetics of an area. In addition to erosion, many rare habitat communities and species are lost to construction on steep slopes. There are relatively few areas of steep slopes, those that are greater than a 20 percent grade, in the county.

Development, especially in larger tract forests creates some problems, although not for the actual development of the parcel, but indirectly as a result of the development in the larger community. Much of the county is forested, with large tracts in private ownership. Fragmentation results in the decrease of forest products production, and decreased production of interior forest wildlife species.

Scattered development within the agricultural community creates problems of conflicting land uses. When enough residential development occurs, it decreases the ability of the area to continue in agricultural uses, because of neighbor opposition to farming activities and because the amount of contiguous farmland shrinks to an un-economic amount of acreage. Land with the optimal soil composition, slope, and moisture for agriculture is considered to be “prime”.

B. Generalized Existing Land Use

The first step in analyzing land use is to inventory existing land uses. To do that, the NCWRPC completed a review using air photos from countywide flights

in 2004-06. The information was categorized into several broad general land use classifications, they are: Agriculture, Commercial, Industrial, Woodlands, Residential, Transportation, Quarry, Open Grassland, Outdoor Recreation, Government/Public/Institutional, and Water.

The second step was to provide these initial draft maps to the towns. A set of maps was provided each town to review for accuracy and make edits. These were collected by the NCWRPC at the “cluster” meetings. These maps were then corrected and clipped together with the towns that had already completed this step in their own local plan to create a county generalized existing land use map. See Map 7-1: Generalized Existing Land Use

An Existing Land Use Map provides a “birds eye view” of existing development patterns in the county. Easily observed in the county are the vast woodlands, including wetlands, as well as the major agricultural areas. Residential development is concentrated around many of the larger lakes in the northern part of the county, and scattered along town and county roads throughout the county. Using this map, calculations were made with a geographic information system (GIS) to determine acreage calculations. Note that these are generalized and are not intended to be exact, but rather provide an overview of what the land is being used for now. The information is displayed in Table 7-2.

Table 7-2: Existing Land Use, 2008*		
General Category	Acres	Percent
Agriculture	86,409	15.3%
Commercial	645	0.1%
Industrial	519	0.1%
Governmental/Public/Institutional	218	0.0%
Open Lands	11,373	2.0%
Outdoor Recreation	504	0.1%
Residential	9,071	1.6%
Transportation	5,566	1.0%
Woodlands	438,867	77.8%
Water	10,888	1.9%
Total Acres*	564,058	100.0%

Source: Existing Land Use Map based on Local Plans, Cluster Meeting Maps & NCWRPC GIS

* These calculations do not include the City of Antigo

Woodlands are currently the largest land use in the county. Nearly 78 percent of the county is considered woodlands, although much of this is also wetland, the second largest land use is agriculture, with about 16 percent of the total. Combined these two uses represent 93 percent of the land use in the county. Residential uses make up less than 2 percent of the total.

C. Demographics Affecting Land Use

Population, housing and employment are the three most critical demographic factors that influence land use patterns. In an effort to determine future land use needs, a series of projections were completed using 1980 and 2000 population, housing units and employment information. By continuing the trends of the last twenty years into the future, we determine the number of additional persons, housing units and jobs that will need a place somewhere in the county.

The population of the County has continued to grow over the last twenty years. In 2000, there were 20,740 people living in the County. Between 1980 and 2000, population grew by only 3.8 percent. Over that same period, total housing units increased by over 45 percent, and employment increased by nearly 49 percent.

1. Population

Two sets of population projections are displayed. The Wisconsin Department of Administration (DOA) developed the first and the North Central Wisconsin Regional Planning Commission (NCWRPC) developed the second.

The DOA projections indicate a 6.8 percent growth over the 30-year period from 2000 to 2030. NCWRPC's projections are based on the percentage growth rate between 1980 to 2000 and projected into the future. That method indicates a slightly smaller growth rate of 5.9 percent. The projected population, based on DOA, for 2030 is 22,144.

Table 7-3 displays the projected increase for population in five-year increments for 2010, 2015, 2020, 2025 and 2030.

2. Housing

Over the last twenty years there have been significant changes in the number of housing units in the County. In 1980, there were 7,706 housing units and by 2000, there were 11,187 housing units in the county, an increase of over 45 percent.

Housing will continue to be needed throughout the county as the population continues to increase. As displayed in Table 3 there will be an additional 1,400 persons in the county by 2030. Based on projected population growth and existing persons per household of 2.4 we determined the total units needed in the county. An additional 585 housing units will be needed for the new residents alone. This does not include demand for seasonal housing, which currently accounts for almost 20 percent of the housing stock.

Table 7-3 displays the projected increase for housing units in five-year increments for 2010, 2015, 2020, 2025 and 2030.

3. Employment

Employment in the County is expected to continue to increase. In 2000, 7,838 jobs were located in the County. Using the 1990 to 2000 historic employment trend almost an additional 2,927 jobs will be created in the county, a 37 percent increase.

Table 7-3 displays the projected employment increases in five-year increments for 2010, 2015, 2020, 2025 and 2030. See Table 7-3.

Table 7-3: Population, Housing & Employment Projections					
	2010	2015	2020	2025	2030
Population					
DOA	21,616	21,986	22,244	22,277	22,144
NCWRPC	21,137	21,339	21,542	21,748	21,955
Housing Units					
NCWRPC	11,552	11,706	11,814	11,827	11,722
Employment					
NCWRPC	8,713	9,186	9,685	10,211	10,765

D. Land Demand

As the County's population grows there is demand for more housing and employment opportunities. The previous projections highlighted those needs. To translate those needs to land use we examine existing densities and project those into the future to determine land use demand.

Table 7-4 display the future land use demands in five-year increments for residential uses and employment uses for both commercial and industrial. Assuming existing density patterns, over 1,000 acres will be needed to meet future residential, commercial & industrial demands.

	2010	2015	2020	2025	2030
Residential	232	190	133	16	0
Commercial	47	40	42	45	47
Industrial	36	32	34	36	38

Source: NCWRPC

Agricultural demand will remain stable over the period, so no additional land is needed. In fact, some of the additional acres needed for other uses will likely be converted from existing agricultural uses.

E. Land Values

Overall county equalized land values have increased over 68 percent over the last eight years; however, not all types of land increased equally. Residential property values increased by 123 percent and commercial values increased by only 15 percent, and agricultural values declined 56 percent. Meanwhile, undeveloped lands increased by 81 percent. Agricultural (AG) Forest was not a category in 2000. See the Table 7-5.

Type of Property	2000	2008	% Change
Residential	152,047,700	338,295,600	123%
Commercial	28,979,100	33,268,700	15%
Manufacturing	919,400	1,365,600	49%
Agricultural	29,868,800	13,343,500	-56%
Undeveloped	8,716,600	15,724,800	81%
AG Forest	0	19,137,800	na
Forest	134,280,000	172,801,000	29%
Other	4,097,300	7,802,000	91%
Total Value:	\$358,908,900	\$601,739,000	68%

Source: WI DOR, Statement of Changes in Equalized Values 2000 & 2008

In 1995 the state adopted a new assessment law called use-value assessment. This was intended to help maintain the viability of farms by providing a property tax break. Thus, lowering the taxes on farms and shifting the tax burden to residential and other uses. The reduced tax valuation for Langlade County reflects the impact of the law and not a decrease in farm values.

F. Future Land Use

After reviewing the natural and built environments and after examining population, housing, employment and land demand trends, the next step is to develop a future land use plan map. The future land use plan map represents the preferred long-term land uses in the county as developed by the local units of government. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate and manage future development.

Developing the county plan was simple since it takes all of the locally developed and adopted plans and combines them together into one county future land use plan map. The county relied upon the local units to create their own plan.

1. Land Use Categories

Much like the existing land use process several future land use categories were established. Nine categories are defined below:

Residential

Identifies areas recommended for residential development typically consisting of smaller lot sizes. (Usually about 5 acres or less)

Rural Residential

Identifies areas that are recommended for less dense residential development, consisting of larger minimum lot sizes than the residential category. These areas will also allow a mixture of residential uses, and provide a good transition from more dense development to the rural countryside. (About 10 acres or more)

Commercial

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

Industrial

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

Governmental/Public/Institutional

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

Agricultural Areas

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

Forestry Areas

Identifies areas of large woodlands within the county.

Transportation Corridors

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

Preservation & Open Space

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

These land use categories are generally consistent with the local town plan categories that have been developed. These plans incorporated into this planning process.

2. Future Land Use

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

To create the future land use plan map at the county level, several future land use categories were established. Using these general categories all of the towns that did not develop a local plan were brought together in “cluster” meetings. At these meetings they participated in a mapping exercise with NCWRPC staff, county staff, members of the Citizen Advisory Committee (CAC), and citizens to identify the desired future land uses in their community.

The towns were asked to indicate their thoughts on a town map by drawing bubbles or circles to place these different land uses on a map. Specifically, they used their broad knowledge of the town, existing land use maps, as well

as ownership and natural resource maps, to identify where growth will likely to occur. Following those meetings the twelve town plans were clipped together, along with the five towns that have plans, to create a county level plan. Using that as a base the CAC reviewed and made some minor changes, mainly to eliminate border conflicts or to “straighten lines”. The goal of the process was to produce a generalized land use plan map to guide the county’s future growth. See Map 7-2: Future Land Use.

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

The Future Land Use Plan reflects no major changes in land use over the next twenty years. Forestry will continue to be the major land use in the county requiring over 56 percent of the land, followed by Preservation and Open Space (much of this is wooded wetland) with about 20 percent, and Agricultural with 16 percent.

Countywide nearly 10,000 acres were identified for additional future residential uses, 2,000 acres for future commercial development, and over 500 acres for future industrial development. See the Future Land Use Table.

Land Use Type	Acres	Percent
Agricultural	89,280	15.7%
Commercial	2,618	0.5%
Forestry	318,843	56.2%
Governmental/Public/Institutional	2,850	0.5%
Industrial (includes quarries)	1,093	0.2%
Preservation and Open Space	113,683	20.0%
Residential	13,124	2.3%
Rural Residential	6,434	1.1%
Transportation	5,247	0.9%
Water	10,887	1.9%
Total Acres*	564,058	100.0%

Source: Future Land Use Map, based on Local Plans, Cluster Maps, CAC; and NCWRPC GIS

* These calculations do not include the City of Antigo

The Future Land Use Plan map is not a zoning map. The Future Land Use Plan map is general in nature and was developed as a general guide for future development in the county. Although general, the future land use plan map indicates appropriate future land uses, and as the result shows where rezonings may occur. In many areas the existing zoning districts already reflect the desired future land uses; while in other areas, zoning map or text changes may be required to meet some of the desired future land uses.

The identification of desired future land use types through the map does not imply that an area is immediately appropriate for rezoning. Given service demands and a desire for controlled growth, careful consideration to the timing of zoning decisions is essential. In some places, it may be desirable to rezone land to reflect the planned land use designations as soon as possible. In other cases, it may be appropriate to wait to rezone the area until an actual development proposal is brought forward.

One of the goals of this land use plan is to balance individual private property rights with the town's need to protect property values community-wide, minimize the conflicts between land uses and keep the cost of local government as low as possible. An essential characteristic of any planning program is that it be ongoing and flexible. Periodic updates to the plan are needed to maintain that it is reflective of current trends.

G. Redevelopment Opportunities

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

The majority of these sites would be located within the City of Antigo. There are some scattered sites throughout the county that may be available for reuse.

H. Adjoining Planning Efforts

Currently, three of the seven counties surrounding Langlade County have adopted comprehensive plans. These three are Lincoln, Shawano, and Marathon Counties. Forest, Menominee, Oconto, and Oneida, are all in the process of developing a plan.

7.3 GOALS, OBJECTIVES & POLICIES

The following section identifies the goals, objectives, and policies of the county related to land use.

Goals:

- 1) Encouragement of land uses, densities, and regulations that promote efficient development patterns.
- 2) Provide adequate infrastructure & public services, and an adequate supply of developable land to meet existing and future demand for residential, commercial, industrial, and agricultural uses.
- 3) Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- 4) Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- 5) Balance individual property rights with community interests and goals.

Objectives:

- 1) Maintain orderly, planned growth which promotes the health, safety and general welfare of county residents and makes efficient use of land and efficient use of public infrastructure and services.
- 2) Assure that the pace of development does not exceed the capacity of utilities, roads, and community facilities and services.
- 3) Discourage sprawling, low-density development where there is no existing infrastructure and service capacity.
- 4) New development should be responsible for paying for the cost of any utility extensions or new services required for that development without unfairly burdening the existing taxpayers.
- 5) All comprehensive plans should strive to be consistent with and seek to minimize conflicts with other levels of government, and implementation tools.

- 6) Local units of government should use the County Comprehensive Plan as a guide for their own planning efforts.
- 7) Encourage local units of government to develop individual comprehensive plans and create or modify implementation tools to reflect the future needs of their communities.
- 8) The County will maintain the Comprehensive Plan, which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this Plan.

Promote new land development that is compatible with local government comprehensive plans and related plans.

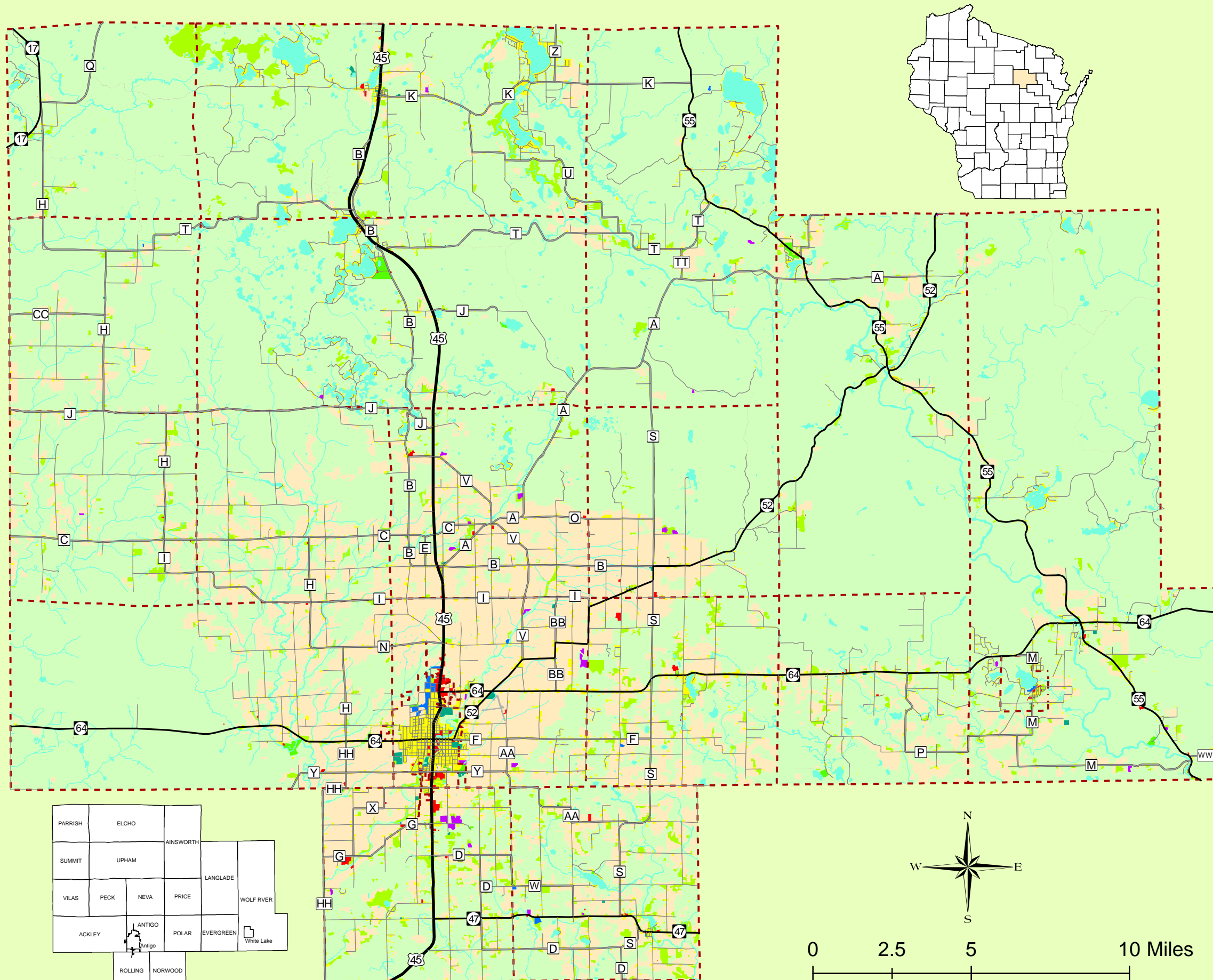
- 9) Development should be discouraged in environmentally sensitive areas, including wetlands and flood plains.
- 10) Prevent residential sprawl in rural areas by encouraging expansion of existing population centers, or identified transition areas that can sufficiently accommodate future local growth needs.
- 11) Conserve and revitalize older neighborhoods and commercial areas.
- 12) Discourage new development that adversely affects the property value or livability of neighboring properties.
- 13) Comprehensive plans and related implementation tools should be used to avoid conflicts among different uses of land.

Policies:

- 1) Guide the location, mix, and quality of private development to meet both private and public land use objectives.
- 2) Update land use regulations to better guide and manage the location, mix, quality, and impacts of development in the county.
- 3) Land uses should be planned and approved for development that occurs in an orderly manner and avoids land use conflicts.
- 4) Assist local units of government to plan for a compatible land use pattern.

- 5) Strip-type commercial development along high-volume traffic roads will be avoided in order to insure traffic safety and mobility, and to avoid "sprawl".
- 6) Promote and regulate development which minimizes groundwater impacts from on-site septic systems, wells, and other sources.
- 7) The location of new development should be restricted from areas in the county known to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
- 8) Non-farm and non-forestry-related housing should be discouraged in agricultural and forestry areas.
- 9) Manage public lands in a manner compatible with land use goals, objectives, policies, and plans.
- 10) The county may allow higher density development where it is compatible with existing development patterns or as a cluster subdivision.
- 11) Utilize buffer areas to separate and lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. such as a buffer between single-family and agricultural areas.
- 12) Encourage infill and the reuse of underutilized areas.
- 13) All comprehensive plans should strive to maximize public input in their planning efforts.

Map 7-1 Generalized Existing Land Use Langlade County, Wisconsin



- - - Minor Civil Divisions
- US Highway
- State Highway
- County Highways
- Local Roads
- Agriculture
- Commercial
- Residential
- Governmental
- Industrial
- Open Lands
- Outdoor Recreation
- Quarry
- Transportation
- Water
- Woodlands

Modified: September 18, 2009

Source: WI DNR, NCWRPC, Langlade Co, Airphoto Interpretation 2004-06, Town & Cluster Meetings

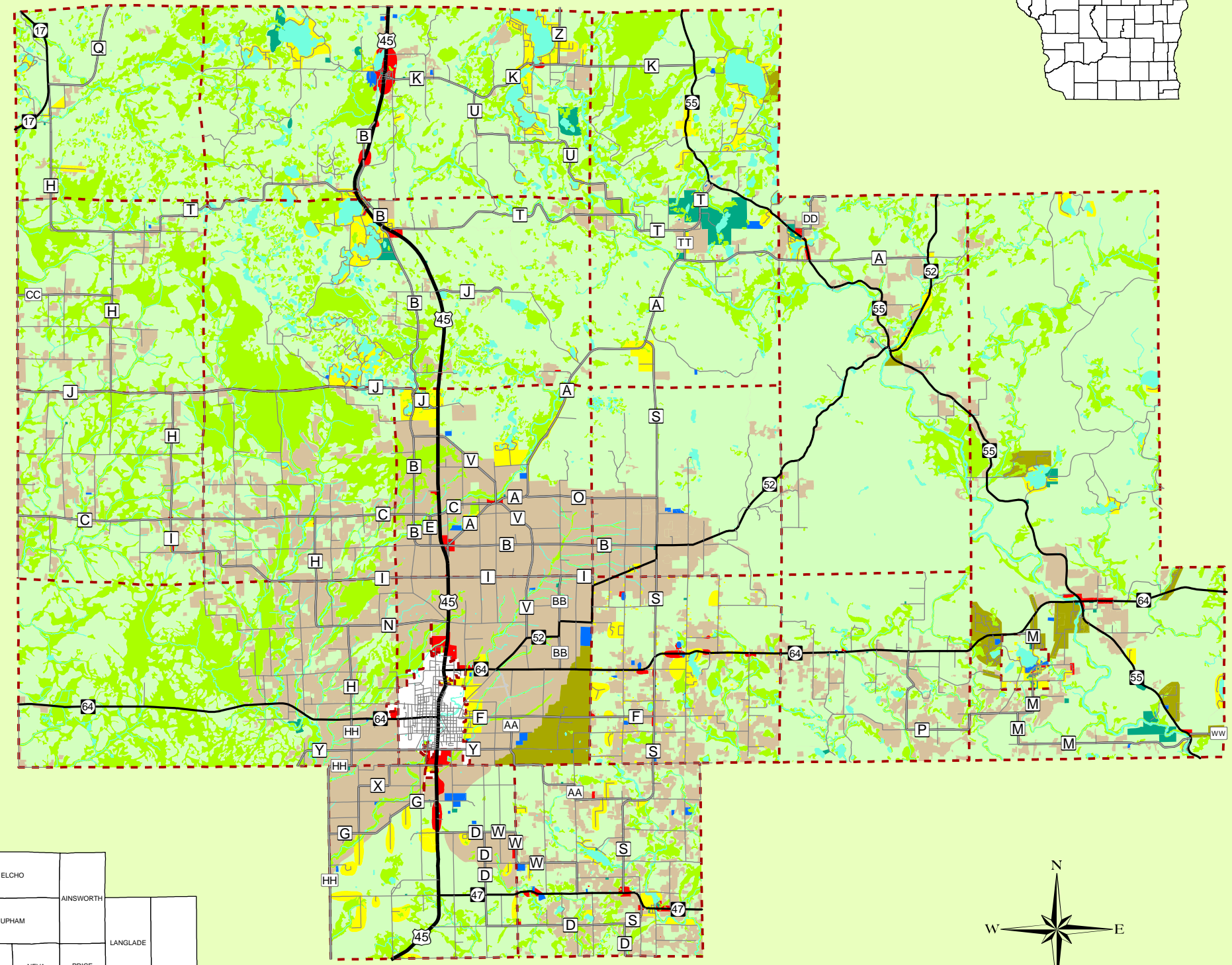
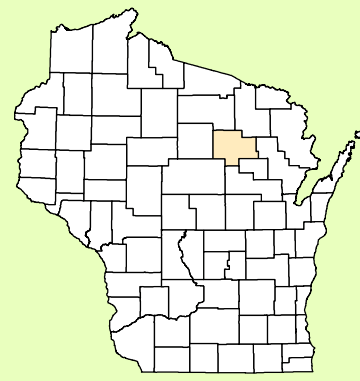
This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.

PARRISH	ELCHO	AINSWORTH		
SUMMIT	UPHAM		LANGLADE	
VILAS	PECK	NEVA	PRICE	WOLF RIVER
ACKLEY	ANTIGO	POLAR	EVERGREEN	White Lake
	ROLLING	NORWOOD		



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Map 7-2 Future Land Use Langlade County, Wisconsin

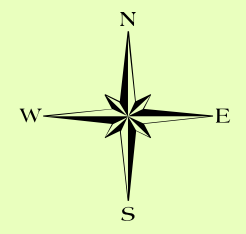


- Minor Civil Divisions
- US Highway
- State Highway
- County Highways
- Local Roads
- Private / Other
- Agricultural Areas
- City of Antigo (See City Comprehensive Plan)
- Commercial
- Forestry Areas
- Governmental / Public / Institutional
- Industrial
- Preservation & Open Space
- Residential
- Rural Residential
- Transportation Corridors
- Water

Modified: September 18, 2009
 Source: WI DNR, NCWRPC, Langlade Co.,
 Towns & Cluster Meetings

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Chapter 8: Intergovernmental Cooperation

8.1 Background

- A. Previous Studies
- B. Intergovernmental Issues

8.2 Overview of Current Efforts

- A. Current Levels of Cooperation
- B. Potential areas of Cooperation
- C. Planning Efforts in Surrounding Counties

8.3 Goals, Objectives & Policies

8.1 BACKGROUND

This is the eighth of nine chapters that comprise the Langlade County Comprehensive Plan. This chapter is based on the statutory requirement for a “compilation of objectives, policies, goals maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent communities, for siting and building public facilities and sharing public services.

The chapter shall analyze the relationship of the County with area school districts and adjacent local units of government, the state and other governmental agencies. In addition, this element shall identify existing or potential conflicts between the County and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

The Comprehensive Planning Legislation also establishes 14 state planning goals. Of these 14 goals, one relates directly to intergovernmental cooperation:

- 1) Encouragement of coordination and cooperation among nearby units of government.

This Comprehensive Plan provides overall recommendations for relationships with local and overlapping jurisdictions to achieve visions for future growth, avoid inefficient or conflicting development patterns, and promote intergovernmental agreements.

A. Previous Studies

1. Regional Comprehensive Plan: A Framework for the Future, 2000 – 2020

This updates a 1981 Regional Development Plan for the North Central Wisconsin Region, which includes Langlade County. It addresses several issues having to do with intergovernmental cooperation. Consistency is perhaps the most pressing of these issues because of its central role in the 1999 revision of the Wisconsin comprehensive planning statutes that have inspired the creation of this and many other comprehensive plans since then.

The Regional Comprehensive Plan (RCP) is only advisory and seeks to provide a backdrop for local planning efforts, informing local governing bodies about the context for their planning. Although at this time the need for consistency between plans of governmental bodies at various levels is not yet entirely clear, the degree to which planning efforts in various jurisdictions can be coordinated makes subsequent problems of inconsistency less likely. The RCP also looks at annexation, extra-territorial review and zoning, cooperative agreements and

revenue sharing, and other methods that local governments can use to address common issues. Not all conflicts between local governments can be settled through the use of these methods, but by looking at problems that transcend local boundaries in a regional context, solutions are more likely to be discovered.

2. Kettl Commission

One of the most essential and basic forms of inter-governmental cooperation in Wisconsin is the shared revenue program. A significant portion of the final report of the Wisconsin Blue-Ribbon Commission on State-Local Partnerships for the 21st Century (Kettl Commission) is devoted to the shared revenue program. Although the reforms proposed in the report have not been enacted, with the continuing pressure on the State budget they can provide valuable insight into how inter-governmental cooperation can provide a basis for cost savings in the future.

The report recounts the origins of the shared revenue program when the State began to pay local governments for property tax income lost by the removal of utility property from the tax rolls. The program was broadened when the State income tax was enacted in 1911. At that time ninety percent of the money was returned to the jurisdiction where it was collected. In 1972 a formula based on needs measured by revenue, property value and population was introduced. These formulas established equalization of revenues as an important goal of the program.

One of the flaws of the program, as presently constituted, that the report points to is that under the current formula a municipality increases its shared revenue funding by increasing its revenues and spending. “Higher expenditures...produce a higher shared revenue payment. Not only does this create an incentive to increase municipal spending to receive higher state shared revenue, it distorts municipal strategy.” The report proposes a way that the system might be improved, by removing this perverse incentive to increase spending, and still maintain the commitment to equalization among communities that is such an important part of the program’s history. At the same time it would attempt to increase accountability and improve performance as well as promoting economic development by rewarding growth. To do this the report advocates greater collaboration among neighboring jurisdictions.

“Too many communities unnecessarily duplicate public services... (we should) create strong incentives for municipalities to work together to identify those services where significant savings are possible...whoever can do the job best ought to do the job... (through) a performance-driven mechanism for purchasing specific services instead of providing unspecified support”.

In providing a basic level of service, what the report calls Badger Basics, a number of alternatives are explored, but the common thread is a “focus on funding services instead of spending...eliminate the incentive...to spend more money to receive more state aid.” To replace the per capita component of the current program, which in the 2000-2001 fiscal year amounted to \$142 million, the report advocates what it calls area-wide growth sharing. These would be geographic areas with significant economic common interests; “small enough to encourage collaboration among the governments within them...(and) on a large enough scale to encompass substantial economic activity and to prevent large financial disparities among the regions.” It goes on to suggest that in constructing these areas they should be based on existing geographic and economic relationships: they should conform to actual functional units. “The boundaries ought to be drawn to capture service-delivery areas and to encourage the interactions with which local governments are used to dealing.” The report suggests funding such a program through a .25 percent of sales tax revenues designated to it. In the current climate such a development seems unlikely, but that does not diminish what the report says about how cooperation between jurisdictions can potentially improve services while lowering costs.

In 2002 Governor McCallum appointed the Wisconsin Task Force on State and Local Government (Sheehy Commission) to revisit issues examined by the Kettl Commission, especially the shared revenue program. The final report of the Commission looks at six issues and makes a number of major recommendations for reform that will make the program more cost effective. Much of this report, as with the Kettl report, is directed at how State law should be reformed. These concerns are well beyond the purview of the Langlade County Comprehensive Plan, but there is valuable guidance to be gleaned from the work of both the Kettl and Sheedy Commissions that can be applied by local governments to providing services, even in the absence of reforms at the State level.

The first of the major recommendations made by the Sheedy Commission is to authorize regional tax base growth sharing, a concept introduced by the Kettl Commission. Such a policy would “strongly promote these agreements, especially in troubled economic times like these or in troubled regions and counties be they urban or rural.” These areas should be drawn to “reflect that Wisconsin’s economic strength begins in the communities and regions, and that regions compete globally...Growth sharing also can be tied to support for regional services and infrastructure and therefore encourage service sharing.” Major recommendations 4 & 5 deal with protecting service equity, penalizing inefficiency, and providing incentives in the shared revenue program for jurisdictions that enter into shared service agreements. Incentives for this kind of cost savings that are made a part of the shared revenue program would

make it much easier for local jurisdictions to enter into this kind of agreement, but it is not necessary to wait for the State before these efficiencies are realized.

Local governments can enter into inter-governmental agreements to provide shared services now. Major recommendation six provides something of a roadmap for how these agreements should be designed.

“Local governments should create functional service delivery lines without regard to their political boundaries...Cost-saving opportunities may exist in providing and paying for services or facilities, including schools, in developing areas within one or adjacent jurisdictions. Laws authorizing fees against property owners and/or developers should be expanded to more easily allow for the recovery of direct costs to affected properties, with emphasis on cost management, inter-jurisdictional cooperation and fairness.”

It is crucial to the success of these agreements that they be based on carefully drawn areas. This is especially true for the proposed tax base growth sharing areas. It is necessary to “create functional service lines that support integrated decisions and systems approaches... jurisdictional lines and service delivery systems that make sense in today’s world.” Greater integration within regions that share common economic interests is the fundamental building block of the growth-sharing concept. But just as important is the idea of performance-based assessment of possible cooperative agreements: “a best practices function...(that) evaluates examples of service delivery based on: customer service, costs, efficiency, effectiveness and other factors such as rural-urban differences.” The quality of service delivery must be the primary criteria for any inter-governmental agreement. Just as jurisdictional boundaries should not pose an obstacle to efficient service delivery, an inter-governmental agreement is not an end in itself. The determining factor should be how to provide the highest quality services at the lowest possible cost.

One way to ensure this happens is by making sure that those who are served by such agreements, and those who pay for them be represented in their implementation. “By local decision, communities should share the costs of museums, recreational facilities, airports, zoos, etc. that are presently paid for by central cities but used by citizens regionally. Communities that share the cost of these facilities should have a voice in their construction and management.” Each inter-governmental agreement is different and must take into consideration all the ways in which each community is unique, but these reports do offer insight into how such agreements might be designed. The focus of these reports is, however, reform at the State level that would restructure the shared revenue program to provide incentives for this kind of cooperative agreement.

As mentioned earlier it is not the task of this Plan to focus on what State policy should be, but inter-governmental cooperation and shared service delivery is equally in the interests of local governments and of the state generally. Where structural incentives to foster cooperative agreements would be helpful in facilitating this approach there is ample justification for local governments to enter into such arrangements, even in the absence of incentives.

Returning to the work of the Kettl Commission, there is a clear imperative for inter-governmental cooperation as the best way to serve citizens in many cases. “Putting citizens at the center provides a way of focusing everyone on problems we must effectively solve...the strongest existing partnerships in the governmental system took their first steps by concentrating on real problems of real people – and determining how best to solve them.” The reason for doing this goes beyond simple questions of lowering the cost of government it involves ensuring that citizens receive the kind of government service that prepares them for a brighter future. “Growing the 21st century economy, on the other hand, demands unprecedented partnership between the state and its local governments and between local governments in every region.”

B. Intergovernmental Issues

- Shared Services

Langlade County presents opportunities for local governments sharing services. Whether this involves one Town contracting with another for fire or EMS service, or the County agreeing to work with an adjacent County to solve a common problem, the goal is to maximize the benefit from the expenditure of public dollars. The economies of scale that result from a single entity providing service to a number of jurisdictions can benefit all by reducing cost and at the same time improving the quality of services received. Rural Fire Control is a good example of how services are being provided to a number of jurisdictions to improve service and reduce costs to all. Likewise the agreement between the Towns of Price and Polar with the Town of Antigo, or Upham with Elcho, Vilas with Peck, or the Town of Evergreen and the Village of White Lake to contract fire service show how shared service agreements can work to the benefit of each party to the agreement.

- Overlapping Jurisdiction

Corporate boundaries of towns and counties often do not coincide with the boundaries of other functional units set-up by service-providing agencies, most notably school districts. This overlapping of service boundaries can often cause problems and be an obstacle to providing services in the most cost-effective manner.

The school districts within the county offer a particularly clear illustration of how functional boundaries do not always coincide with established units of government. There are three school districts that operate primarily in Langlade County, the Antigo Unified School District, Elcho, and White Lake districts. There are three districts from outside that cover parts of the county: the entire Town of Parrish is in the Rhinelander district, small sections of Ackley and Vilas are in the Merrill district, and a piece of Wolf River is in the Wabeno district. School district boundaries are set based on the location of school buildings, where the students live and the efficiency of transporting children to any given school.

In planning for intergovernmental cooperation it is important to remember that jurisdictional boundaries can present an obstacle to efficient service delivery. There can also be inconsistency between service delivery districts and other entities. All of these overlapping jurisdictions must be taken into consideration when considering how best to effectuate intergovernmental agreements and how best to deliver services to citizens.

- Consistency of Plans

It is required that, after 2010, land-use control actions be consistent with an adopted plan. An attempt should be made to make policies between adjoining jurisdictions consistent with one another, to the greatest degree possible. The consistency requirement in the comprehensive planning statutes deals with the need for land use decisions to be consistent with the plan, but there is no legal requirement that plans be consistent one with the other, except that where a Town is under County zoning the adopted plan of the Town should be consistent with the County plan, so that decisions that affect the Town reflect a common policy direction.

Inconsistency between Town and County plans would put those charged with making land use decisions in the difficult position of choosing between competing visions for the proper policy course. Although the ultimate responsibility for defining the extent to which local plans must be consistent will fall to the courts, prudence would demand an attempt to resolve conflict between plans, especially where more than one level of government has a say in a single land use decision. An obvious example is rezoning, where the Town has the ability to reject a decision made by the County. If the Town and the County plans are significantly different in terms of the vision for land use that they express it will be hard for decision makers to be consistent with each.

8.2 OVERVIEW OF CURRENT & POTENTIAL EFFORTS

A. Current Levels of Cooperation

This section looks at the existing inter-governmental cooperation agreements in effect in the County.

1. Cross-jurisdictional Service

a. Rural Fire Control

In addition to the full-time paid department in the City of Antigo, there are nine volunteer fire departments located in Langlade County, and another four located outside of the county that operate within it under joint service agreements with Langlade County Towns. There is also a freestanding fire district that provides service to a number of municipalities, but is independent of them. The City of Antigo has its own paid department, but co-located with it is the Rural Fire Control, an independent entity, which covers an area including all of the Towns of Ackley, Neva, and Rolling. Fire service is one of the most common types of cross-jurisdictional services.

b. School Districts

It is not uncommon in rural areas for school district boundaries not to conform to other local government units. There are three primary school districts in Langlade County: Antigo, Elcho, and White Lake. The Antigo District operates thirteen schools: a high school, middle school and six elementary schools, all located in the City of Antigo, and four elementary schools in rural areas. Both Elcho and White Lake have K-12 facilities.

School districts have taxing power. The administration of the District is totally separate from any of the municipalities where it operates and from the County. The quality of the schools are a crucial factor in attracting families to a community. School districts are also major employers in the communities.

All of these factors argue for a high level of cooperation between local governments and the school districts that serve them. The location of a school can have a large impact on land use and development patterns. The quality of education is a major factor in creating a competitive workforce. Schools are often, especially in rural communities, the site of the most visible recreational facilities and a focus of community identity.

c. Antigo/Langlade County Housing Authority

The housing authorities of the City of Antigo and of Langlade County, although they remain separate entities with separate boards, have joint administration and executive functions. An intergovernmental agreement allows the two entities to operate under this single management structure. This allows each the City and County to operate their housing functions more economically.

This joint management administers a number of state, federal and local programs including HOME, HCRI, Section 8, CDGB, and USDA-RD. The Housing Authority is involved in housing rehabilitation and homeownership assistance, and administers a number of revolving loan funds.

By consolidating the administrative function of housing programs for the City and County both governments are able to increase efficiency and reduce cost – get “more bang for the buck.”

2. Annexation and Extra-territorial Jurisdiction

An often contentious issue between local governments, annexation and the related power of extra-territorial jurisdiction (ETJ) has led to conflicts between towns and incorporated municipalities around the state. It has also become the basis for cooperation and boundary agreements that have served the interests of both cities and towns. Under state law, a City or Village has certain land use authorities within its ETJ. These areas are 1½ to 3 miles depending on the size of the community. Extraterritorial plat review is required within the ETJ of a City or Village. This gives cities and villages the right to review and approve any land division within its ETJ. In order to exercise extraterritorial zoning it is necessary for the City or Village to form a committee with the adjacent Town, in which both parties have three representatives. A majority of committee members must agree and the governing body of both jurisdictions must adopt whatever agreement is reached in order for extraterritorial zoning to go into effect.

Annexation is the statutory process for transferring lands from unincorporated areas (towns) to incorporated areas (cities and villages). Annexations are typically designed and initiated by landowners, and not by Villages or Cities. Landowners can petition a City or Village to have their land annexed. Landowners can shop around for the best deal on public services and regulations, including bringing in unwilling landowners. Cities and Villages can only accept or reject the petition. As a result, Cities and Villages often have to rely upon incremental annexation to address local needs.

Annexations often provide the trigger for lengthy and expensive legal struggles between competing community land use visions, and for tax base and

community identity. A more constructive approach may be to explore intergovernmental agreements. The methods of inter-governmental cooperation available to address annexation-related issues include: general intergovernmental agreements; municipal boundaries fixed by court judgment; boundary change by cooperative plan agreement; and revenue sharing agreements.

There have only been isolated instances of residential annexation around Antigo (there is adequate room for expansion in the county's only other incorporated municipality, White Lake). The most likely site for substantial annexation is on the city's north side along US-45 northbound and STH 64 eastbound. Any future annexations are likely to be driven by commercial development.

3. Joint Planning Efforts

a. Town/City of Antigo

The City of Antigo and the Town of Antigo are involved in discussions of issues having to do with the boundary between the city and the town. The boundary is irregular due to a number of annexations that have taken place over the years, so that on some roads neighbors will alternate between city residents and town residents, leading to difficult questions on how to provide services. Most attention has been focused on the city's north side because that is where the most annexation activity has taken place in recent years but the problem exist in other areas as well. Eventually it is hoped the other Towns that are close to the city will join this dialogue.

b. County/Town Cooperation on Zoning and Land-use

Counties are required by statute to seek approval from Town boards for any re-zoning within that town. In Langlade County they have sought a higher level of communication between the County and the Towns on land use regulation. Although they don't have the veto power conferred by the statutes for zoning changes, the Towns are routinely consulted on conditional use applications and changes to zoning and land division ordinances.

Because of this level of communication there is a general sense at the Town level that they are being listened to by the County on land use matters. This has led to a relatively conflict-free planning and zoning process within Langlade County. This is a marked contrast with some other counties where the Towns feel that they are not listened to, or their opinions respected.

Intergovernmental cooperation does not necessarily take the form of written agreements or contracts. Often it is more about informal arrangements and

practices. Trust and respect are two crucial components of any form of cooperation and this is especially true of relations between governmental units. The cooperation that has been exercised by the Towns and the County in planning and zoning can increase the efficiency and effectiveness of local government by getting along together.

c. County Trail System

Langlade County has a number of trails: snowmobile trails, cross-country ski trails, horse trails, off-road motorcycle and ATV trails, and hiking trails; including the Ice Age National Scenic Trail, the Kettlebowl and Gartzke Flowage ski areas, Evergreen Horseback Riding Trails, Augustyn Springs ATV Trails, Parrish Highlands ATV Trails, White lake ATV Trails, and Wolf River ATV Trails, among others.

The Antigo/Langlade Chamber of Commerce initiated a campaign in recent years to brand Langlade as The County of Trails. Describing the county as “one of the best kept secrets in Wisconsin” the concepts seeks to exploit the natural assets of the county to position it as a destination and as a place to live and do business. A system of trails, or even a more systematic approach to the trails that already exist, could serve to, literally, tie together these assets. The goal of such an approach is the development of a plan for on-road and off-road bike and hiking/running trails which connect existing cultural, economic, and natural resources throughout Langlade County.

Recent medical literature points to the health risk of obesity as an arguments in favor of a coordinated approach to trail development. The predominance of older persons in the population and their need for exercise and non-automobile transportation options also supports the need for trails. Trails also increase the opportunity to expand the county’s appeal as a visitor destination. A comprehensive approach to trail planning could address both the needs of Langlade County residents to easy access to transportation and exercise options and the potential to increase the variety of visitor activities within the county.

The effort to create a countywide trail system and link it to other resources within and outside of the county will necessarily involve cooperation between the County and City as well as the Towns, surrounding Counties, and various government agencies. Such a unified trail system would be a great asset to the county, and the process to achieve it may represent a model that could be applied to other problems and projects.

d. Langlade County Development Corporation

In January of 2008 this organization was established as a joint effort of Langlade County and the City of Antigo. Previously administered by the Antigo/Langlade Housing Authority the Langlade CDC will take over two existing, revolving loan funds, with a combined total of 39 loans. The CDC is co-funded, half and half, by the City and County and is currently seeking status as a 501(C)(3) non-profit corporation. Current funding should support the organization, after which it is hoped the organization can become self-supporting. A nominal fee is paid the CDC for administration.

The Langlade CDC also administers an existing Public Improvement Fund created with City revenue bonds that makes loans to businesses for capital improvements at reduced interest rates. A similar fund was established by Langlade County in December of 2007. The CDC also provides grant writing services such as a recently awarded grant under to North Central Advantage district. It also administers a CDBG grant to the City to upgrade streets and sewers in the east central part of Antigo. The Langlade CDC seeks to increase economic opportunities within the county by strengthening agriculture and wood products businesses and studying renewable energy applications and transportation options such as ride sharing and other ways that the community can adapt to changing economic conditions.

B. Potential areas of Cooperation:

This section looks at the areas where there is the potential for additional cooperation.

1. Cross-jurisdictional Service

There are a number of opportunities for cross-jurisdictional service delivery arrangements in the county. One area where such arrangements can be successful is road maintenance and snowplowing. By making agreements to share the expense of equipment or by contracting out this kind of work substantial cost savings are possible for Towns.

As mentioned above, shared services can increase efficiency and reduce cost. These arrangements already exist between many Towns in relation to fire and EMS service. Applying these same considerations to such basic Town services as snowplowing and road maintenance could yield considerable savings.

2. Joint Planning Efforts

The on-going talks between the City and Town of Antigo promise the chance of a boundary agreement that would regularize the City's boundaries, and might bring in the Towns of Ackley and Rolling to broaden the discussions.

C. Planning Efforts in Surrounding Counties:

This section reviews the status of comprehensive plans in counties surrounding Langlade.

1. Lincoln County

Lincoln County adopted a County plan that covers all the Towns in the county but two, although the individual Town plans do not currently meet all the criteria for comprehensive plans. The two cities in the county Merrill and Tomahawk have recently adopted comprehensive plans.

2. Oneida County

Several Towns within the county (Crescent, Pine Lake and Stella) have already adopted comprehensive plans. There are a number of other Towns (Cassian, Lake Tomahawk, Newbold, Three Lakes, and Woodboro) that are in various stages of completing a plan. The County has undertaken a planning process that will result in a County Plan and individual plans for the remaining Towns.

3. Forest County

Forest County received a planning grant from the state in the most recent (2008) funding cycle. Eleven towns, the City of Crandon and both the Mole Lake and Potowatomi Tribes are participating with the County in the planning process. The County is working with the NCWRPC to prepare these plans.

4. Oconto County

In Oconto County planning is underway both for the County and for most of the local units. Oconto County was awarded a planning grant in 2006. Nine local governments have adopted comprehensive plans, and thirteen local governments have planning underway, including the two towns that abut Langlade County (Doty and Townsend).

5. Menominee County

The County is coterminous in its boundaries with the Menomonee Reservation. The County was awarded a planning grant in the 2007 round, and is nearing completion of a comprehensive plan for the County.

6. Shawano County

The County is in the process of preparing a comprehensive plan, having received a planning grant in 2005. Only one Town has adopted a plan, but eighteen local governments, including those abutting Langlade County (Aniwa and Hutchins), are underway.

7. Marathon County

Marathon County was awarded a planning grant in 2003 and completed its comprehensive plan in 2006-7. This plan covered the County and 31 of 39 towns, and several cities and villages. Hewitt and Harrison, the two towns that abut Langlade County, have completed plans.

8.3 GOALS, OBJECTIVES & POLICIES

Goals:

- 1) Encourage coordination and cooperation among all units of government.
- 2) Coordinate activities across jurisdictional boundaries to improve the quality and efficiency of services.
- 3) Encourage countywide and regional planning efforts to address issues that will affect the future of Langlade County.

Objectives:

- 1) Promote communication with other units of government, including adjoining towns, the county, the region, the state, and federal government.
- 2) Work together with other units of government, and others, to provide services in a more cost-effective manner.

- 3) Identify alternative solutions to existing or potential land use, administration or policy conflicts that may hinder inter-governmental cooperation.
- 4) Coordinate the planning effort between the City of Antigo and its surrounding towns, as well as possible discussions with WI-DOA, DOT, and DNR, and any other governmental unit that can influence the planning process.
- 5) Encourage regularly scheduled meetings and on-going communications between County departments, local governments, state agencies, and surrounding governments.
- 6) Engage in and support processes to resolve conflicts between the plans of governments with overlapping jurisdictions.
- 7) Encourage the sharing of information between departments, local governments and citizens.

Policies:

- 1) Pursue dialogue with and between the Towns in the county to seek areas of cooperation.
- 2) At least annually, meet with adjoining units of government to discuss issues of mutual concern.
- 3) Periodically review existing shared service agreements, and explore additional agreements.
- 4) Encourage cooperative agreements regarding annexation, expansion of public sewer and water services, growth management and boundary agreements between the Towns and with the City/Village.
- 5) Encourage towns to explore joint service agreements with neighboring towns and municipalities where consolidating and coordinating services will result in better services and/or cost savings.
- 6) Involve all school districts that serve the county in the planning process, to assist them with facility planning and site selection.
- 7) Encourage coordination with surrounding counties and the North Central Wisconsin Regional Planning Commission to address issues that cross-jurisdictional boundaries or involve the larger region.

Chapter 9: Implementation

- 9.1 Background
- 9.2 Plan Adoption and Monitoring
- 9.3 Plan Amendments and Updates
- 9.4 Implementation Tools
- 9.5 Consistency Among Plan Chapters
- 9.6 Recommended Actions

9.1 BACKGROUND

This is the final chapter of the Lantlade County Comprehensive Plan. This chapter outlines plan adoption and monitoring procedures, plan amendment and update procedures, and reviews plan implementation tools. This chapter also includes the overall recommendations to implement this plan.

The County Board and its various committees, boards, and commissions, along with county staff, will use this Comprehensive Plan to guide the physical development of the County in the years to come. In addition, developers and landowners will use the document.

9.2 PLAN ADOPTION AND MONITORING

Plan Adoption:

The adoption process requires that the Plan Commission, which is the Water & Land Use Planning Committee, reviews the Comprehensive Plan and pass a “resolution” (by a majority vote) to recommend the adoption of the plan to the County Board.

That recommendation is forwarded to the County Board who must adopt the Comprehensive Plan by “ordinance”. Prior to the adoption of the Comprehensive Plan, a public hearing is required to be held to solicit public comment. That public hearing must be advertised with at least 30 days notice.

Adoption formalizes the plan document as the framework to guide local development decisions over the next 10 years. The adopted plan should also be recognized as a tool for communicating the County’s land use policy related to growth and development.

Plan Monitoring:

Members of the County Board, Water & Land Use Planning Committee, County Staff, and other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. On an annual basis the Future Land Use Plan Map should be reviewed and amended if necessary to keep the map current. At a minimum, the entire plan should be formally reviewed at least every five years and, by law, updated at least every 10 years.

As part of the comprehensive planning process, a number of goals, objectives, and policies were developed. To measure progress towards meeting those, a variety of actions need to take place. Therefore, the task to measure plan progress, is as simple as determining if any action was taken or not on the various goals, objectives, and policies. Various committees and agencies would complete many of these actions at the department level. It should be noted that many of the policies identified in the plan are continuous or on going and should also be monitored to measure the plan's overall success. Any evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the policies should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate.

It is recommended that a formal periodic "Plan Status" report be prepared to summarize the progress toward implementation. This report might be jointly developed by various County Departments, as related to their involvement in the implementation of the goals, objectives, and policies developed within this plan.

9.3 PLAN AMENDMENTS AND UPDATES

Amendments:

The plan may be amended at any time upon the recommendation of the Water & Land Use Planning Committee and approval from the County Board following the same statutory process described for initial plan adoption. The procedures are the same 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 change or frequent amendments to meet individual development proposals should be avoided or the plan will lose integrity.

A list of general criteria to consider when reviewing proposed amendments to the comprehensive plan, including:

- ✓ The plan amendment corrects an error made in the original plan.
- ✓ The amendment is consistent with the goals and objectives of the Langlade County Comprehensive Plan.

- ✓ The amendment does not create an adverse impact on public facilities and services that cannot be mitigated.
- ✓ The change does not have a significant adverse impact on the natural environment including surface water quality and groundwater, or the impact can be mitigated by improvements on the site or in the same vicinity.
- ✓ The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.
- ✓ The change allows a more appropriate transition or buffer to the planned uses on adjacent properties than the current land use.
- ✓ The resulting new development would be compatible with the existing land uses and physical character of the surrounding neighborhood or would upgrade and improve the area.
- ✓ There is a significant change in the area's characteristics that would justify a plan amendment.

The Water & Land Use Planning Committee prior to the public hearing and adoption by the County Board must review proposed amendments. The public should be notified of proposed plan changes and allowed an opportunity for review and comment. For major amendments, it may be desirable to solicit public opinion through surveys and/or community meetings prior to the public hearing.

Plan Updates:

According to the State's comprehensive planning law, comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates will probably involve re-writing entire chapters of the plan document. A plan update should include a thorough examination of the community's goals and objectives, based upon 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.

It is important that the public be involved in the update process. To ensure that the public is engaged in plan amendments, the same procedure used for initial plan adoption must be followed. (See State Statute 66.1001). Upon Water & Land Use Planning Committee review

and resolution to make recommended changes to the plan, the County Board shall call a public hearing to allow property owners and citizens time to review and comment on recommended plan changes. The public hearing shall be advertised using a Class I notice.

9.4 IMPLEMENTATION TOOLS

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the County's official controls or regulatory codes, these are, the zoning ordinance and map, subdivision regulations, and official map. These regulatory tools are used to protect existing development and guide future growth and development.

The State planning law requires that by January 1, 2010, land use decisions must be consistent with the locally adopted comprehensive plan. Therefore, to meet this deadline, the County should review and update related ordinances, such as zoning (both general and shoreland), land division, and official mapping.

1. Zoning Ordinance and Map

The County Zoning Ordinance is an extremely detailed, comprehensive, locally adopted law that is used to regulate and control how land is used and developed. The zoning ordinance contains rules for building setbacks, the density of development, the height and size of building and other structures, and the types of land uses that are allowed on each and every piece of land in the County. The zoning ordinance consists of a written text and a map. The general purpose of zoning is to protect the public health, safety and general welfare. This is accomplished by minimizing the undesirable effects resulting from high-density urban development. Some methods for this include segregating and/or buffering incompatible land 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 indicate where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the goals and objectives of the comprehensive plan and the future land use 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, the goal and objective statements in the comprehensive

plan, as well as the policies and strategies, need to be considered in guiding future land use in the community.

Indiscriminate zone changes may result in weakening the comprehensive plan since, on a cumulative basis, they are likely to move the community away from its vision and stated goals and objectives. There will, however, be situations where changing the zoning district boundaries is in the best interest of the community. When changing the zoning would result in a conflict with the comprehensive plan, the plan should also be amended.

The County Board makes the final decisions regarding changes to the content of the zoning ordinance text and the zoning district assigned to each parcel of property in the community. These decisions are preceded by public hearings. The Water & Land Use Plan Committee also makes recommendations to the County Board on all proposed zoning ordinance text changes and zoning district map amendments. Generally, zoning ordinance text changes have a much broader impact on land use than map amendments. Text changes will often apply to literally hundred or even thousands of properties in the community, while a map change generally involves one property. While zoning map amendments generally have a narrow geographic impact, the extent of the impact on certain properties can still be very significant.

2. Subdivision Ordinance

The subdivision ordinance establishes regulations on how large tracts of vacant land are to be split into smaller parcels. These regulations address design issues such as road access, street standards, public utility installation, storm water drainage, parks and open space, and other improvements necessary to ensure that a new residential area will be an asset to the community and a safe and desirable place for the people living in the neighborhood. The County Board makes the final decisions on the content of the subdivision ordinance text. With input from County staff, the Water & Land Use Planning Committee approves all subdivision plats.

3. Official Mapping

Counties have limited official mapping powers; cities and villages have much greater powers. Counties may prepare plans for the future platting of lands, or for the future location of streets, highways, or parkways in the unincorporated areas of the county. In addition, counties may adopt highway-width maps showing the location and width of any existing

streets or highways, which are planned to be expanded; however, the municipality affected must approve the map.

Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood. Following the planning process it is important that the Official Map is reviewed and changes made if needed.

4. Capital Improvement Program

There is also a non-regulatory approach to implementing the comprehensive plan; this generally involves decisions related to how the community will spend its financial resources, or a Capital Improvement Program (CIP).

A Capital Improvement Program (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 is reviewed as part of the budget process and extended one year to compensate for the previous year that was completed. This helps keep the improvement program current and allows for modifications to meet changing needs. Typically improvements or expenditures considered in the CIP process include:

- Public buildings (such as fire or police stations)
- Roads and highways (maintenance and new construction/paving)
- Utility system construction/expansion, treatment plants, water towers, wells, etc.
- Long-term equipment
- Park and trail acquisition and development

9.5 CONSISTENCY AMONG PLAN CHAPTERS

The State of Wisconsin planning legislation requires that the Implementation Chapter describe how each of the required chapters will be integrated and made consistent with the other chapters of the plan. Since the County completed all planning elements simultaneously, no known inconsistencies exist. It is noted that some overlap occurs between the nine plan chapters. Where deemed appropriate, certain goals, objectives, and policies have been repeated or restated within multiple chapters of the plan.

This Comprehensive Plan also references previous and current related planning efforts to ensure they are considered in the community's planning and development decisions. Recommendations from other plans have been summarized and incorporated in this plan, as deemed appropriate, to foster coordination and consistency between plans.

In the future, as plan amendments occur, it is important that County staff and the plan commission conduct consistency reviews. These reviews will ensure that the plan is up-to-date. It is also critical that the plan and/or maps are changed that these changes are made they do not conflict with other sections of the plan or other maps.

9.6 RECOMMENDED ACTIONS

This section outlines some recommendations to implement the goals, objectives, and policies that are contained in the comprehensive plan. These recommendations are:

1. The Water & Land Use Planning Committee should pass a resolution recommending adoption of the Comprehensive Plan.
2. The County Board should adopt the plan by ordinance and use it as a guide for decision-making.
3. The County should incorporate changes to its Zoning Ordinance and Maps, Land Division Ordinance, and other implementation tools to establish consistency.
4. The Water & Land Use Planning Committee should become knowledgeable of the plan and use it to justify recommendations to the County Board on development issues.
5. The County's staff should incorporate the goals, objectives and policies of the plan into annual work plans and budgets.
6. The County should encourage citizen awareness of the plan. It is also important that developers are aware of the plan. An initial step would be to have the document hosted on the County website.
7. The County should provide copies of the plan to all communities within the County.

8. The Water & Land Use Planning Committee should review the Future Land Use Map at least annually and make necessary amendment recommendations to the County Board.
9. The County should formally review the plan every five years, and update the plan at least every ten years.

ATTACHMENTS:

February 19, 2008 County Resolution 6-2008 & Public Participation Plan

September 29th, 2009 Water and Land Use Committee Resolution

December 15, 2009 Lantlade County Board Ordinance 4-2009

LANGLADE COUNTY



RESOLUTION #6-2008

INTENT: Adoption of a Public Participation Plan for the Comprehensive Planning Process

INTRODUCED BY: Water & Land Use Planning Committee

WHEREAS, Langlade County is developing a Comprehensive Plan as outlined in Wisconsin Statutes; and

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

WHEREAS, it is necessary for Langlade County to approve a process to involve the public in the planning process; and

WHEREAS, the Comprehensive Plan Citizen's Advisory Committee and the Water and Land Use Planning Committee has reviewed the attached Public Participation Plan and recommends adoption,

NOW, THEREFORE, BE IT RESOLVED, that Langlade County does approve and authorize the Public Participation Plan as attached.

Michael P. Klimoski
Michael Klimoski, Chairman

Eugene Kamps
Eugene Kamps

David Solin
David Solin

Ronald Nye
Ronald Nye

Michael Kennedy
Michael Kennedy

Fiscal Note: No fiscal impact for this portion of the Comp Planning.

ADOPTED BY THE COUNTY BOARD OF LANGLADE COUNTY
THIS 19th DAY OF FEBRUARY, 2008.

Kathryn Jacob
Kathryn Jacob, County Clerk

172 322-

Langlade County Public Participation Plan

I. Background

Langlade County recognizes the need to engage local governments and the general public in the planning process. This public participation plan (PPP) sets forth the techniques the county will use to meet the goal of public participation. Therefore, this PPP forms the basic framework for achieving an interactive dialogue between citizens, local decision makers, staff, and the NCWRPC.

The creation of the Public Participation Plan is a task required in meeting the requirements of Wisconsin's Comprehensive Planning Law (ss. 66.1001). As the planning process develops, it should be expected that deviations from this plan might occur.

II. Objectives

The following is a list of objectives for public participation that Langlade County and its local units would like to achieve throughout the development and subsequent adoption of the Langlade County Comprehensive Plan:

- That the residents of Langlade County become fully aware of the importance of participating in the development of the Langlade County Comprehensive Plan.
- That the public participation process be designed to engage all aspects of the County.
- That the public have opportunities to provide their input (both formally and informally) to the County and local governing body.
- That the public has access to all information developed throughout the planning process.
- That residents of the County and its local units of government have input from the broadest range of perspectives and interests in the community possible.
- That input is elicited through a variety of means (electronic, printed, and oral) in such a way that it may be carefully considered.
- That this process of public involvement strengthens the sense of community present in Langlade County.

The goal will be to inform, consult and involve the public and the communities during the planning process. Hopefully, this will help balance the issues related to private property rights.

III. Techniques

An advisory committee will be established to provide oversight during the planning process. The Citizen Advisory Committee (CAC) will include elected persons and citizens from throughout the county.

In addition, the following tasks will take place during the comprehensive planning process:

1. All meetings for the planning process will be posted and open to the public.
2. Two "Open House" meetings will be held, one mid-way and a second near the end of the planning process.
3. A set of Cluster meetings will be held with the towns and will be open to the public.
4. Periodic updates will be provided to the media and surrounding counties updating the status of the plan.
5. Periodic updates will be made to the Water & Land Use Planning Committee and the County Board.
6. Planning meeting summaries and handouts will be maintained in the Land Records & Regulation office.
7. As draft documents are prepared they will be available at the local library and the Courthouse, and also on the NCWRPC website at www.ncwrpc.org.
8. A Public Hearing will be held prior to the adoption of the plan.

**WATER AND LAND USE PLANNING COMMITTEE
(PLAN COMMISSION)
RESOLUTION**

**INTENT: ADOPTING AND RECOMMENDING THE COMPREHENSIVE PLAN
FOR Langlade COUNTY, WISCONSIN**

WHEREAS, section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and section 66.1001(2) identifies the required elements of a comprehensive plan; and

WHEREAS, the Plan Commission has the authority to recommend that the County Board adopt a "comprehensive plan" under section 66.1001(4)(b); and

WHEREAS, the Water and Land Use Planning Committee was previously appointed pursuant to 66.1001(4) as the "Plan Commission" for Langlade County, and

WHEREAS, the County has prepared the attached document Langlade County Comprehensive Plan, containing all maps and other descriptive materials, to be the comprehensive plan for the County under section 66.1001, Wisconsin Statutes.

NOW, THEREFORE, BE IT RESOLVED that the Langlade County Water and Land Use Planning Committee hereby adopts the attached Comprehensive Plan as the County's comprehensive plan under section 66.1001(4), Wisconsin Statutes; and

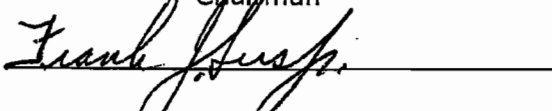
BE IT FURTHER RESOLVED that the Clerk certifies a copy of the attached Comprehensive Plan to the County Board for official adoption; and

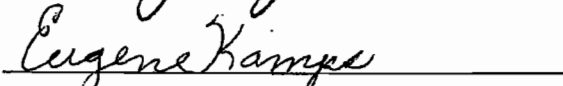
BE IT FINALLY RESOLVED that the Water and Land Use Planning Committee hereby recommends that, following a public hearing, the County Board adopt an ordinance to constitute official approval of the Langlade County Comprehensive Plan as the County's comprehensive plan under section 66.1001, Wisconsin Statutes.

Adopted this 29th day of September, 2009. by the Water & Land Use Planning Committee:



Chairman







LANGLADE COUNTY



ORDINANCE NO. 4-2009

THE COUNTY BOARD OF SUPERVISORS OF LANGLADE COUNTY, WISCONSIN, pursuant to Section 66.1001 Wisconsin Statutes, does hereby ordain to add a new Section 1.30 entitled "Comprehensive Planning" under the General Government section of the Langlade County Code of Ordinances as follows:

Section 1: Purpose.

The Langlade County Board of Supervisors shall maintain a Comprehensive Plan to provide Langlade County government with a framework for land use planning and a guide for land use decision-making.

Section 2: Contents of the Comprehensive Plan.

A). The Comprehensive Plan shall contain the following planning elements:

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

B). The Comprehensive Plan may include any other planning procedures or policies that do not conflict with the planning elements listed in Section 2 (A).

Section 3: Actions and procedures that must be consistent with the Comprehensive Plan.

A) The following actions of Langlade County government shall be consistent, as set forth herein, with the Comprehensive Plan:

- (1) Local subdivision regulation under Sections 236.45 or 236.46, Wis. Stats.
- (2) County zoning ordinances enacted or amended under Section 59.69, Wis. Stats.
- (3) Zoning of shorelands or wetlands in shorelands under Section 59.692, Wis. Stats.

B) At the time of adoption or modification of the Comprehensive Plan any

action identified by the plan commission in Section 3 (A) that is contrary to the Plan shall be made consistent with the Plan, according to the process outlined in the Comprehensive Plan.

C) Consistency between the actions listed in Section 3 (A) and the Plan can be achieved through a Plan amendment or through a revision to the underlying action.

Section 4: Procedure for adopting or modifying the Comprehensive Plan.

A) The County Board shall adopt a Public Participation Plan designed to foster public participation in the preparation of a Comprehensive Plan.

B) The Water and Land Use Planning Committee is authorized as the plan commission to prepare or amend a Comprehensive Plan.

C) The Comprehensive Plan may be adopted or amended upon a resolution of the plan commission to the County Board.

D) At least one public hearing is required in order to adopt or amend the Comprehensive Plan.

E) Amendments to the Comprehensive Plan shall be in the form of an ordinance and shall take effect upon passage and publication.

F) The Plan should be reviewed by the Plan Commission at least once every 5 years and shall be updated at least once every 10 years. The Future Land Use Plan Map should be reviewed on an annual basis and amended if necessary to keep the map current.

Section 5: Applicability of Regional Planning Commission's Plan.

A) A regional plan commission's comprehensive plan is only advisory.

B) Langlade County shall not be required to comply with the comprehensive plan adopted by another local governmental unit, political subdivision or regional plan commission.

Section 6: Reservation of Rights.

A) Langlade County retains its sovereignty to govern its affairs by the consent of its citizens, to promote and protect the safety, health and general welfare of its citizens.

B) Langlade County retains the authority to modify the Plan, or to rescind the Plan in its entirety, at any time.

C) The citizens of Langlade County shall retain all unalienable (natural) and inherent rights, including but not limited to the right to life, liberty and the pursuit of happiness.

D) The citizens of Langlade County shall retain all alienable (legal) rights that are not delegated to the government by The Constitution of the United

States or the Wisconsin Constitution, including but not limited to the allodial rights of landowners.

E) The Comprehensive Plan shall not be used to expand the enumerated or implied powers of any government.

Section 7: Severability.

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

Section 8: No penalty clause.

There shall be no penalty for failure to comply with the terms of this Ordinance.

EFFECTIVE DATE. This Ordinance shall be in force and effect from and after its passage and publication.

Recitals:

WHEREAS, the Langlade County Board of Supervisors has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

WHEREAS, the plan commission, by a majority vote, has adopted a resolution recommending to the County Board the adoption of the document entitled "Langlade County Comprehensive Plan" containing all of the planning elements specified in section 66.1001(2) of the Wisconsin Statutes.

WHEREAS, the County has held at least one public hearing on this Ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

WHEREAS, the Langlade County Board of Supervisors, by this Ordinance adopts the document entitled, "Langlade County Comprehensive Plan" pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

ADOPTED: Dec 15, 2009

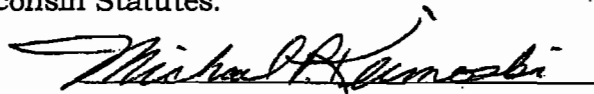
APPROVED: Dec. 15, 2009

PUBLISHED:

ATTEST:



Kathryn Jacob, Langlade County Clerk



Michael Klimoski, Chairman,

Langlade County Board of Supervisors

TK gm