

# **Town of Crescent Comprehensive Plan**



**Wisconsin River**

**ADOPTED 2007**

Prepared by  
**North Central Wisconsin  
Regional Planning Commission**

### **Town Board**

Gary Gobert, Chair

Gustav J. Bramann

Adrian J. Turgeon Sr.

Tammy Schoneboom, Clerk

Carla Fletcher, Treasurer

### **Planning Commission**

Gary Gobert, Chair

Gustav J. Bramann

Connie Anderson

Jim Gehrke

Lisa Munson

Ken Clafin

Don Miller

Tammy Schoneboom, Clerk

**TOWN OF CRESCENT**

**ORDINANCE # 07-01**

RECEIVED

JAN 22 2007

NORTH CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

66.1001 (4) \* Ordinance to adopt comprehensive plan.

STATE OF WISCONSIN  
Town of Crescent, Oneida County

**SECTION I - TITLE/PURPOSE**

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

**SECTION II - AUTHORITY**

The town board of the Town of Crescent has authority under Wisconsin statutes to adopt this ordinance. The comprehensive plan of the Town of Crescent must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the town board to adopt this ordinance.

**SECTION III - ADOPTION OF ORDINANCE**

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

**SECTION IV - PUBLIC PARTICIPATION**

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

**SECTION V - PLAN COMMISSION RECOMMENDATION**

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

## SECTION VI - PUBLIC HEARING

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

## SECTION VII - ADOPTION OF TOWN COMPREHENSIVE PLAN

The town board of the Town of Crescent, by the enactment of this ordinance, formally adopts the document entitled Town of Crescent Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. stats.

## SECTION VIII - SEVERABILITY

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


## SECTION IX - EFFECTIVE DATE

This ordinance is effective on publication or posting.

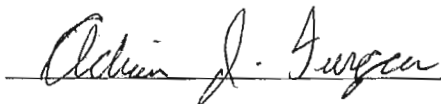
The town clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. stats.

Adopted this 9<sup>th</sup> day of January, 2007.

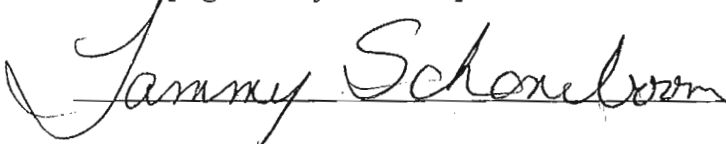
*[Signatures of town board]*

  
\_\_\_\_\_

  
\_\_\_\_\_

  
\_\_\_\_\_

Attest: *[Signature of town clerk]*

  
\_\_\_\_\_

66.1001 (4) (b) \* Resolution by plan commission to recommend adoption of comprehensive plan.

RECEIVED

DEC 11 2006

STATE OF WISCONSIN  
Town of Crescent  
Oneida County

NORTH CENTRAL WISCONSIN  
REGIONAL PLANNING COMMISSION

The Plan Commission of the Town of Crescent, Oneida County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the town plan commission present and voting resolves and recommends to the Town Board of the Town of Crescent as follows:

Adoption of the Town of Crescent Comprehensive Plan.

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

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

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

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

Adopted this 6<sup>th</sup> day of December 2006.

[Signatures of plan commission members]

Sally Sobert

Hustaw J. Bramann

Donald E. Miller

James M. Gehlke

Carrie Anderson

Attest: Jammy Shaulson

Planning Commission Clerk



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- Attachment A   Housing Overview
- Attachment B   Oneida County Economic Profile
- Attachment C   U.S. Census Summary
- Attachment D   Public Participation Plan
- Attachment E   Endangered Species Map

Insert MAP 1 – LOCATION

# **1. ISSUES AND OPPORTUNITIES**

## **Background**

The Town of Crescent is a six-mile by six-mile town with 36 sections adjacent to the City of Rhinelander, located in the southern part of Oneida County, Wisconsin, just southwest of the City of Rhinelander. It is bordered by the Town of Newbold to the north, the Town of Pelican to the east, the Town of Woodboro to the west, and the Town of Harrison (in Lincoln County) to the south. It is one of the twenty towns in the county. See the locational reference map (page 1).

## **The Planning Process**

The Town of Crescent engaged the North Central Wisconsin Regional Planning Commission to develop plan documents and facilitate the process in preparing a Comprehensive Plan for the Town.

The Planning Commission oversaw the development of the plan, and met to analyze and discuss information that was gathered and presented by the NCWRPC.

## **Public Participation**

An important part of any planning process is public involvement. Public involvement provides the citizens of the town an opportunity to express their views; ideas and opinions on issues that they would like addressed on the future development of their town. Local officials use this input to guide policies and decisions with greater awareness of the public's desires and consensus.

The Town of Crescent Planning Commission mailed surveys in 2006 to 1275 property owners, with 410 surveys returned, providing a thirty-two percent response rate. This is the summary of how property owners in the Town of Crescent responded to the "Town of Crescent Planning Survey."

There is a high level of satisfaction with public services provided in the town, with respondents giving the most approval to the fire department and the least to utility service. The amount of open space and road maintenance got the highest (though very modest) negative ratings.

There was general support for some level of control over development in the town. Sixty percent of respondents expressed strong support for the preservation of forests, soil, water, wetlands and open space; the highest single response to any question. There was a favorable response (agree or strongly agree) on preserving large farm and forest tracts (74.1%); on designating sites for commercial and industrial development (63.4%); and on whether the Town should have controls to manage land development (67.1%). On the question of whether population growth should be resisted a quarter of respondents disagreed and 27.3 percent were neutral, but 43.6 percent thought the town should remain the same<sup>1</sup>. Just under a third of respondents thought there should be more single-family housing, a fifth disagreed, and 38.5 percent were neutral. Strong opposition was expressed (disagree or strongly disagree) to making tourism a priority

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<sup>1</sup> Because some respondents did not answer all the questions the percentages often do not add up to 100%.

(57.3%); to more hotel or resort development (68.8%); or to allowing more condos (76.8%). When asked if the Town should have more zoning respondents split evenly, with one fifth neutral, 37.3 percent in favor and 37.3 percent against. There is general support for some form of land use control, but weak support for zoning.

Nobody likes to pay taxes, but respondents were generally neutral on the level of taxation. Forty seven percent think Crescent has a great deal of community pride. There is strong approval for the fire hall on Highway 8; less so for the Town Hall and the town shop and fire hall. Over sixty five percent of respondents expressed support for low-density and cluster development. Fourteen percent wanted no further development. Only two percent expressed support for high-density lakefront development. Single family housing on large parcels was the most appropriate form of development (46.6%), followed by large, mostly undeveloped parcels (20.4%), and single-family houses on small parcels (16.6%). Condominiums and hotel/resorts each received less than four percent support. On the question of minimum lot size, over half supported 1.25 or two acre lots, while a fifth supported a five-acre minimum. Asked the activities for which the Town should acquire or set aside land, respondents favored hiking trails (15.6%), bike trails (15.4%), ski trails (11.1%), boat landings (10.8%), parks & playgrounds (9.8%), beaches (8.9%), hunting grounds (7.9%), snowmobile trails (5.8%). ATV trails (5.6%), and sports fields (4.7%).

When asked to list the age of the people in their home, respondents said that well over half (56.3%) are over 45, and a fifth are over 65. The sample broke down as roughly two-thirds full-time and one-third seasonal residents. Sixty three percent have been in Crescent for over fifteen years and nearly forty percent for over twenty-five years. Nearly eight percent operate a business in the town and 5.6 percent farm. There was a roughly 60/40 split between waterfront and non-waterfront property owners.

## **Town History**

The Town of Crescent had its origins as a farming community at the end of the 19<sup>th</sup> century. Most of the agricultural land was concentrated in the area south of Crescent and Emma Lakes. According to a 1898 school census there were eighteen families with school-age children in the town, served by five one-room schools. In 1921-23 two brick, two-room schools that still exist, but are now private property, replaced these facilities. The Crescent School located on Boyce Drive was built in 1961.

Until the Hat Rapids Dam and power plant was built in 1904 the only access that residents had to Rhinelander was by following a narrow footpath along the Wisconsin River. A trellis bridge was constructed as part of the dam project that gave Crescent residents access to the road into the city. In the early days a twice-weekly barge hauled supplies from Rhinelander to the Hat Rapids area.

The Crescent Women's Club was founded in 1914 and has over the years performed a number of civic and charitable activities, but is no longer active. The Crescent Town Hall was built in 1925 on Hat Rapids Road. It was moved to its current location in 1979. The Crescent Volunteer Fire Department was organized in 1971 to respond to population growth in the town. Among the early supporters of the department was the Crescent Lake Association, which is open to both permanent and seasonal residents. The Association has been an influential organization within the town.

## Town Demographics

### A. Population

The Town's population has increased over the last ten years according to the Census. As displayed in Table 1, the Town experienced a 13.8 percent increase between 1990 & 2000. Meanwhile the county grew at the rate of 16 percent over the same time period. Crescent grew at a faster rate than Woodboro and Rhinelander, but slower than Newbold. Pelican declined in the ten-year span due to annexation. Between 1990 and 2000, Crescent has added 251 persons. The town is 5.6 percent of the total population of the county.

<b>Table 1: Population</b>				
Minor Civil Division	1990	2000	1990 - 2000 % Change	1990 - 2000 Net Change
Crescent	1,820	2,071	13.8%	251
Newbold	2,281	2,710	18.8%	429
Pelican	3,202	1,518	-52.5%	-1,684
Woodboro	673	685	1.7%	12
Rhinelander	7,427	7,735	4.1%	308
OneidaCounty	31,679	36,776	16.1%	5,097
Wisconsin	4,891,769	5,363,675	9.6%	471,906

Source: U.S. Census

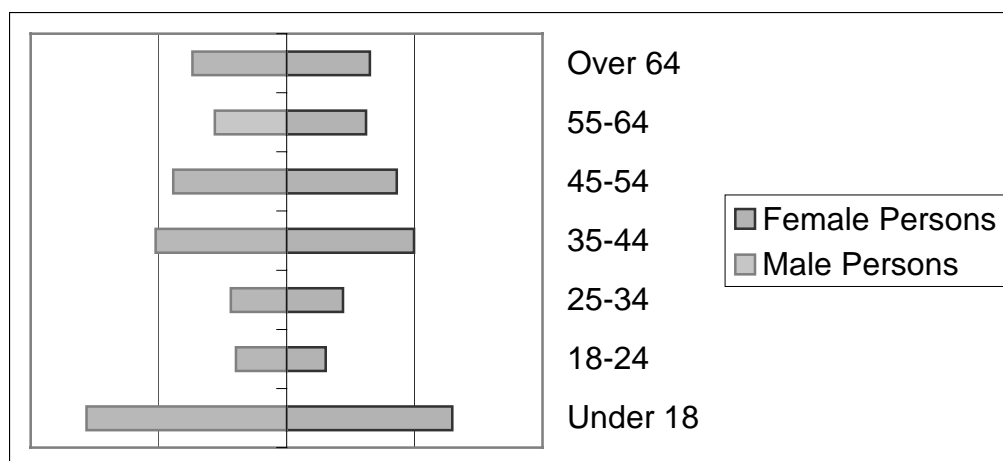
If the ten-year growth trend were maintained, the town would expect about a 14 percent increase in population over the next ten years. Thus, 286 additional persons would reside in the town. However, if the town grows at the same pace as the county it will expect about 333 additional residents.

The fact that the growth rate is higher in Crescent and Newbold than in Woodboro indicates that at least part of this growth is driven by increases in the number of those choosing to live close-by but outside Rhinelander. Loss of more than half of its population by the Town of Pelican indicates a possible counter-trend that could affect Crescent if close-in residences are annexed by the City.

### B. Age

The number of people aged 65 and older that lived in the community increased from 277 in 1990, to 287 in 2000, an increase of 3.6 percent. Meanwhile the number of persons 5 and under decreased by 44 percent during that same period from 158 in 1990 to 89 in 2000. Both numbers indicate an aging population in Crescent. According to the U.S. Census in 1990, Crescent's median age was 36.5 and in 2000 the median age was 40.4. In Oneida County, in 1990 the median age was 38.7 and in 2000 the median age was 42.4. Over the decade, Crescent's median age increased nearly 4 years, but stayed below the county's median age. Display 1 shows concentrations in 2000 in the under 18 range and the over 64 range, both of which lump more ages under one classification. Among the ten-year increments the 35-44 year range is largest. This indicates that, more so than some of the other towns, Crescent has a larger number of families with children, explaining the lower median age.

### Display 1: 2000 Age Cohorts



Source: U.S. Census

### C. Race

In 1990, 1,817 of the town's 1,820 residents were white, and three were some other race. In 2000, 2,043 of 2,071 residents listed themselves as white, 13 as American Indian, 25 as Asian.

### D. Educational Level

Educational levels in 1990 showed that 471 had completed high school and of those, 244 had some college, 106 had an associate degree, 143 had a bachelor degree and 86 had a graduate or professional degree. The 2000 Census showed that 471 had completed high school and of those 471, 361 had some college, 110 had an associate degree, 247 had a bachelor degree and 127 had a graduate or professional degree. Only those 25 years of age and older are reflected in these statistics. Table 2 provides a summary of educational attainment in Crescent, Oneida County, and the State.

<b>Table 2: Educational Attainment, Persons Age 25 and Older, 2000</b>			
<b>Educational Attainment Level</b>	<b>Town of Crescent</b>	<b>Oneida County</b>	<b>State of Wisconsin</b>
Less than 9 <sup>th</sup> Grade	2.1%	4.4%	5.4%
9 <sup>th</sup> to 12 <sup>th</sup> Grade	8.4%	10.6%	9.6%
High School Graduate	33.1%	36.5%	34.6%
Some College, no degree	22.2%	21.7%	20.6%
Associate Degree	7.7%	6.9%	7.5%
Bachelor's Degree	17.4%	13.0%	15.3%
Graduate or Professional	8.9%	6.9%	7.2%

Source: U.S. Census

Crescent has a much lower proportion of residents with some high school but no diploma than the county and state. Those whose highest educational attainment is a high school diploma are slightly lower in Crescent than either the county or the state.

Those with associate degrees and those with some college, but no degree, are comparable. Crescent is ahead of the county, and the state, in persons with bachelor's or advanced degrees. Overall the Town of Crescent has a well-educated population, much more so than many rural towns.

#### E. Households

The number of households in the town has grown by 17 percent, from 681 in 1990 to 797 in 2000. Of the 797 total households, in 2000, 76.4 percent were family households, while the other 23.6 percent were non-family households. More than sixty-five percent were married couple households.

Nearly a quarter of all households included someone 65 years old or older, while thirty-five percent included someone 18 or younger. The average household size was 2.59.

#### F. Employment

Between 1990 and 2000 the town's employed residents increased 26.7 percent, from 876 to 1,110. In 1990 Education & Health and Manufacturing were the two employment sectors with the most employed. This pattern held in 2000, with Manufacturing and Educational, Health & Social Services as the top two; Retail Trade was the third and Construction was fourth. Over the decade, the percentage of unemployed went down in Crescent. In 1990, 46 people reported they were unemployed, for a five percent of unemployed and in 2000, 43 people reported they were unemployed, for a 2.6 percent of civilian labor force unemployed.

<b>Table 3: Total Employed</b>			
Minor Civil Division	<b>1990</b>	<b>2000</b>	<b>90-00 %</b>
Crescent	876	1,110	26.7%
Newbold	1,081	1,382	27.8%
Pelican	1,459	1,461	0.1%
Woodboro	325	337	3.6%
Rhineland	3,106	3,416	10.0%
Oneida County	13,958	17,199	23.2%
Wisconsin	2,386,439	2,734,925	14.6%

Source: U.S. Census

#### G. Household Income

The 1999 median household income in the town was \$48,875, which was greater than Oneida County, and the State, which were \$37,619 and \$43,791 respectively.

Of the 785 households in the town, 144 reported incomes less than \$24,999 and 77 had an income above \$100,000. The 2000 Census indicates that poverty is relatively low with only two percent of families below the poverty line, and less than one percent of those over 65 living in poverty.

Median incomes in Crescent are above the county and state and all the surrounding communities, and have gone up faster than the county or surrounding towns, but at a

lower rate than in the state. This indicates that Crescent is the home of fairly prosperous families who have enjoyed a significant increase in their income over recent decades.

<b>Table 4: Median Household Income</b>				
Minor Civil Division	1990	2000	Adj. Net Change*	% Change*
Crescent	\$27,554	\$48,875	\$12,569	34.6%
Newbold	\$25,044	\$40,722	\$7,726	23.4%
Pelican	\$25,309	\$36,053	\$2,708	8.1%
Woodboro	\$29,196	\$42,054	\$3,588	9.3%
Rhineland	\$21,283	\$29,622	\$1,581	5.6%
Oneida County	\$23,901	\$37,619	\$6,129	19.5%
Wisconsin	\$21,548	\$43,408	\$15,019	52.6%

Source: U.S. Census & NCWRPC. \*Adjusted for inflation

Per capita income increased at a significantly slower rate of growth than median income. This is an indicator of the degree to which families predominate in Crescent. In both Newbold and Woodboro, where the percentage of households with children under 18 is lower, per capita income grew faster. Although the growth in median income was greater in Crescent than the county, the city and the surrounding towns the rate of growth in per capita income is lowest.

<b>Table 5: Per Capita Income</b>				
Minor Civil Division	1990	2000	Adj. Net Change*	% Change*
Crescent	\$13,874	\$20,697	\$2,418	13.2%
Newbold	\$11,328	\$20,392	\$5,467	36.6%
Pelican	\$11,852	\$18,566	\$2,951	18.8%
Woodboro	\$11,532	\$21,079	\$5,885	38.7%
Rhineland	\$10,209	\$16,047	\$2,596	19.2%
Oneida County	\$11,681	\$19,746	\$4,356	28.3%
Wisconsin	\$11,945	\$21,271	\$5,533	35.1%

Source: U.S. Census & NCWRPC. \*Adjusted for inflation

The poverty rate in the Town of Crescent has gone down significantly and is now just over half the rate for the county.

<b>Table 6: Poverty Rate (%)</b>		
	1989 Poverty Rate (%)	1999 Poverty Rate (%)
Town of Crescent	9.5%	3.8%
Oneida County	9.6%	7.4%
State of Wisconsin	10.6%	8.7%

Source: U.S. Census

## H. Community Issues

There are a variety of influences in the town, from population growth, to lakefront and residential development, to the expansion of the County industrial park. These issues are critical to the long-term future of the town. The Planning Commission identified a number of issues facing the community.

## Annexation

Recently, a large parcel was purchased by Oneida County for inclusion in the County Industrial Park. In past years properties along Echo Lane where septic systems were failing, other parts of the Industrial Park, the County Airport, and the Northwoods Golf Club, have been annexed by the City. The primary force driving these annexations is the need for water and sewer. Although the Town loses parts of its tax-base as a result of the loss of land to the City, property owners are expecting services that the Town does not provide. With the recent expansion of the Industrial Park further annexation would seem to be limited for industrial purposes. There is some possibility of annexation of residential properties in the Lake Julia area. There is little the Town can do to stop an annexation that is requested by a property owner. The best strategy might be for the Town to anticipate where annexation is likely and try to reach some form of boundary agreement that ensures that the Town receives some portion of tax revenue over a specified period of time.

## Subdivision

The Town of Crescent has its own Land Division Ordinance. There have been a number of subdivisions in the town in the last several years. In the exercising of this ordinance it became clear that there were problems that needed to be corrected, and the Town initiated a moratorium on land divisions. This moratorium expired in December 2006. The revised Land Division Ordinance was adopted by the Town Board on November 13, 2006.

One of the issues addressed in the planning process was the minimum lot size that's allowed under the Land Division Ordinance. The community survey that was conducted as part of the planning process asked residents their preference in terms of minimum lot size. The public input gained from the survey helped the Town in establishing lot size standards that accord with public feelings.

## Hotels and condo conversions

In recent years a trend has developed whereby existing resorts and other lakefront properties have been converted to condominium ownership. This kind of arrangement can be particularly attractive to people who would like to own lakefront property but want to avoid the maintenance responsibility of property ownership. In many cases resorts with a number of rental cabins have been turned into condo associations where buyers own the cabins outright but the land is held in common with maintenance performed by the association, with a fee charged the individual owners.

In other cases lakefront property, which had been a resort in some cases, is replaced by a new building containing multiple units. As a land use, these facilities are more similar to an apartment building than anything else and should be dealt with as such for zoning purposes. Some proposals for condo development have surfaced in Crescent. Land uses can not be discriminated against on the basis of the type of ownership under which they are held, but the density of use and the likely impacts of that use should be considered when granting approval to this type of development.

## **2. NATURAL, AGRICULTURAL & CULTURAL RESOURCES**

### **A. NATURAL**

The town lies in the mid-latitude continental climatic zone. The summers have warm but not excessively hot days and cool nights. Winters are long, cold and snowy with an annual seasonal snowfall of 53 inches. Snow covers the ground and ice covers the lakes from December to April. Mean annual precipitation is over thirty inches. The growing season generally extends from late May to early September, for an average frost-free growing season of 124 days. Prevailing winds come out of the northwest from late fall through spring, and from the southwest during the remainder of the year.

In terms of the physical landscape, the protection of certain natural features is necessary for the environment and for future generations. Certain environmental features and assets have more than merely aesthetic and leisure-time activity values. They are essential to long-term human survival and the preservation of life, health, and general welfare. As such, the protection and/or management of these environmental features and assets clearly are in the public's best interest.

The environmental features and assets that were examined in this plan include soils, wetlands, flood plains, water and woodlands.

#### **1) Water, Wetlands & Floodplains**

Together the ponds, lakes, streams and wetlands total about 5,058 acres in the town or 22.7 percent of the total acres. The major water bodies are Crescent Lake, Emma Lake, Squash Lake, Lake Julia, the Wisconsin River and the Hat Rapids Flowage. There are numerous smaller lakes (over 20 named lakes) and streams, as well as extensive wetlands. Wetlands cover 2,883 acres in the town. These surface water resources replenish the groundwater as part of the hydrologic cycle. Because of the extent of lakefront development and water-oriented recreation in the town the quality of surface water is especially important. See the Water Features Map (page 11).

In order to further protect the quality of surface water, the Town has initiated a system of lake classification as part of its land division regulations. The basic distinction in the system is between lakes with an area less than thirty acres, which are seen as more sensitive, and those over thirty acres, which are individually classified. All navigable streams including the Wisconsin River below the Hat Rapids Dam are considered to be in the most protected class. In the individual lake classification the level of sensitivity to degradation is compared to the level of existing development on that lake. A lake seen as having medium sensitivity and a high level of development would receive the least protective (Class C) classification. See Attachment F.

Under natural conditions, the aquifers generally receive clean water from rainfall percolating through the overlying soils. However, contamination of groundwater reserves can result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal systems located near the water table, leaks from sewer pipes, and seepage from some types of mining operations into the aquifer. Runoff from livestock yards, urban areas, and

improper application of agricultural pesticide or fertilizers can also add organic and chemical contaminants in locations where the water table is near the surface. Protection of these groundwater reserves is necessary to ensure adequate water to domestic, agricultural and commercial uses. If groundwater is not protected, contamination could result; thus, endangering the quality and supply of the water in the town.

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle, and local ecological systems. In a natural condition, they control floodwater by moderating peak flows, and some may act as groundwater recharge sites. All wetlands have valuable water purification capabilities and make significant contributions to surface and groundwater quality. They act as settling areas for inflowing streams as well as functioning in the reduction of water nutrients through uptake of these compounds into plant tissues. They also have a buffering effect on water acidity or alkalinity and are helpful in the elimination of harmful bacteria, which may be found in surface or groundwater. They also serve as breeding and nesting grounds for waterfowl and many other animals that depend on aquatic habitats; they are an important recreational, educational, and aesthetic resource. In many instances, wetlands serve the combined roles of flood moderation, water purification and aquatic habitat. Wetlands are important to the maintenance of downstream habitat as well. See the Water Features Map (page 11).

Wetlands generally occur in areas where water stands near, at, or above the soil surface during a significant portion of most years. Vegetation is generally aquatic in nature and may vary from water lilies and rushes in marsh areas to alder and tamarack in lowland forest. Swamps, bogs, marshes, potholes, wet meadows, and sloughs are all wetlands. The soils in these areas are usually saturated during the growing season within a few inches of the surface.

When drainage of wetlands occurs, or drainage patterns are altered, the water table is locally lowered and soils are exposed to oxidation at depths usually saturated. Nutrients held in the wetland soils can then be leached away. Heavy siltation can occur downstream as water previously held by the soils is swept away. Wildlife population and habitat in drained areas and downstream locations may be negatively affected, lowering the recreational and educational value. Eradication of wetlands can also occur in urban locations through the use of fill material. This can destroy the hydrologic function of the site and open the area to improper development. The Wisconsin Department of Natural Resources (WisDNR) has delineated the location of wetlands and has standards for managing wetlands.

Floodplains are a natural feature not conducive to development. Inappropriate location of roadways in floodplains can result in serious flood damage. Periodic roadbed saturation and embankment washing eventually lead to an increase in road maintenance costs. In addition to roads, floodwaters can create a number of problems by damaging foundations of homes, electrical equipment, heating units, etc. Basements constructed on permeable sands and silts of floodplains are especially susceptible to damage resulting from seepage through walls. Thus, it is advisable to restrict development in such areas. In the town, the areas that are designated as floodplains by the Federal Emergency Management

Insert MAP 2 – WATER FEATURES

Insert MAP 3 – SOILS

Agency (FEMA) are mainly adjacent to the Wisconsin River, Heal Lake and Creek, Fourmile, Crescent, Carlson and Noisy Creeks. See the Water Features, Map 2 (page 11).

## 2) Soils

Soils are an important natural resource. Knowledge of the potential uses and/or limitations of soil types is necessary to evaluate crop production capabilities or when considering construction of buildings, installation of utilities, or other uses of land. Problems that limit development on certain soils include poor filtration, slow percolation, flooding or ponding, wetness, slope, and subsidence. A "severe" limitation indicates that one or more soil properties or site features are so unfavorable or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required. For some soils rated severe, such costly measures may not be feasible. It is important to note that this information should be used as a reference only while specific site testing is necessary to determine soil suitability for individual developments.

As with most areas in Northern Wisconsin, the Town of Crescent has a variety of soil types within the town. According to the 1993 USDA Soil Survey of Oneida County, Padus loam soils (PaB, PaC, PaD) predominate in the town, with slopes ranging from 0 to 25 percent. This soil in flat areas (PaB) is suited to corn, specialty crops, and small grain and to grasses and legumes for hay and pasture. This soil is poorly suited to septic tank absorption fields, because of the seasonal high water table, but is suited to buildings without basements. Wetland areas are primarily Greenwood, Loxly, and Dawson peats (Gr). In the northeast part of the town soils of the Kewaunee series (KeB, KeC, KeD, KnB, KnC, KrD) are more common. These soils tend to be rockier and are not well-suited to agriculture. They are poorly suited to septic tanks because of the large rocks that often occur there, and seasonal high water table. For the same reason they are only moderately suited to dwellings either on slabs or with basements, or to road construction. The soil patterns also include: Cable Muck (CaA), Carbondale, Lupton, and Markey mucks (Cb), Padus-Pense sandy loam (PeB), Worcester sandy loam (WoA), Saynor loamy sand (SaB, SaC, SaD), and Vilas loamy sand (VaB, VaC, VaD). These last soils, depending on slope, are suited to dwellings, septic systems and roads.

See the Soils, Map 3 (page 12).

## 3) Woodlands

Forest cover provides many vital functions, which are diverse in nature; forested lands provide for recreational opportunities, scenic beauty, economic commodities (timber products), and wildlife habitat as well as protection of sensitive environmental areas. From the *Wisconsin Land Use Databook*, of the 20,160 acres of land in Crescent, 64.1% or 12,922.6 acres are forests. Tree cover is essential, especially for erosion control and to reduce effluent and nutrient flows into surface water bodies and stream courses. See the Woodlands Map (page 18).

Insert MAP 4 – SOIL LIMITATIONS

Insert MAP 5 – PRIME AGRICULTURAL SOILS

Some woodlands in the town are being maintained through the Managed Forest Law program. This tax assessment program is available to landowners willing to manage their forest plot according to sound forestry practices as specified in a management plan.

#### 4) Endangered Species

Both terrestrial and aquatic endangered species habitat exist in the Town of Crescent and occurrences of such species have been documented. Attachment E shows where this habitat is located in Oneida County.

### B. AGRICULTURAL

According to the *Wisconsin Land Use Databook*, the Town of Crescent is almost 10.2 percent agricultural, second highest percentage of any town in Oneida County. According to this document, 2.8 percent of the town's total land (31.5 square miles) is used for row crops, 2.5 percent is used for foraging and 4.9 percent is grassland. The report also found that 64.1 percent of the town was in forest cover and 14.3 percent is wetlands.

In terms of farming trends, the town lost 119 acres of farmland from the tax rolls between 1990 and 1997. According to the report, there was one active dairy farm in 1990 but it was gone by 1997. The number of farms more than doubled during that period from seven in 1990 to 18 in 1997. Prime farmland produces the highest yields with minimal inputs and results in the least damage to the environment. Much of the area of the town south of Crescent and Emma Lakes and west of the Wisconsin River is determined to contain prime farmland. See the Prime Agricultural Soils, Map 5 (page 15).

### C. CULTURAL

There are three structures in the town that are on the Historic Inventory. The Hugo Sauer Nursery is an astylistic utilitarian structure built in 1938. The Crescent Town Hall is a clapboard building constructed in 1925 and moved to its current location in 1979. The Hat Rapids Dam, built in 1904, is also on the Inventory.

There are several original farm homes and farm buildings in the town. Historic registration has never been sought because these structures are commonly acknowledged as historic in the Town of Crescent.

One Century Farmstead exists within the town. A century farmstead has maintained



*Hat Rapids Dam*

family ownership for at least 100 years. The Wisconsin State Fair recognized the Allen & Joyce Zorn farmstead in 1994.

Lands immediately adjacent to surface waters, but not man-made drainage ditches, may have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

**Goals:**

1. Protect natural areas, including wetlands, wildlife habitats, ponds, woodlands, open spaces and groundwater resources.
2. Protect economically productive areas, including farmland and forests.
3. Preserve scenic, cultural, historic, and archaeological sites.

**Objectives:**

1. Preserve the land now in agricultural use.
2. Prevent new development in the Town from negatively impacting natural resources.
3. Minimize impacts to the Town's natural resources from metallic or non-metallic mining.
4. Encourage and support the preservation of natural open spaces, such as wetlands and floodplains, which minimize flooding.
5. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.

**Policies:**

1. Make residents, developers and potential landowners aware of Wisconsin's Right to Farm law and other aspects of living in a rural agricultural area.
2. Safeguard riparian rights of agricultural landowners, where possible.
3. Work with Oneida County to enforce existing regulations of septic systems to protect groundwater quality.
4. Protect wildlife habitat and natural settings.

Insert MAP 6 – WOODLANDS

### 3. HOUSING

#### Background

In 1980, there were 895 housing units in the town. Four hundred eighty one of these housing units were occupied, 99 were vacant for sale or rent, and 250 were for seasonal or occasional use. About 86.5 percent of all occupied housing units in the town were owner-occupied.

The 1990 Census indicates that there were 1,019 housing units in the town. All but sixty of these units had complete plumbing facilities, and 109 of them did not have telephone service. Forty-two of these units were built between 1980 and 1989, and 102 units were built before 1939.

In 2000, there were 1,034 housing units in the town, an increase of two percent since 1990. Seven hundred ninety seven of these were occupied, while 237 were vacant. 223 units were identified as seasonal. Over 86 percent of all occupied housing units in the town are owner-occupied. The average household size was 2.59 people.

<b>Table 7: Year Built</b>						
	<b>&lt; 1939</b>	<b>1940-59</b>	<b>1960-69</b>	<b>1970-79</b>	<b>1980-89</b>	<b>1990-2000</b>
Town of Crescent	10.7%	15.3%	8.4%	32.4%	13.1%	20.1%
Oneida County	14.3%	19.4%	12.3%	22%	12.6%	19.4%
State of Wisconsin	23.4%	20.3%	11.9%	16.9%	10.8%	16.8%

Source: U.S. Census

The housing stock in the Town of Crescent is significantly newer than the county or the state. In Crescent 34.4 percent of housing units were built before 1970, as against 46 percent in the county and 55.6 percent in the state. Most notable is the fact that nearly a third of units were built during the 1970s. A fifth of housing units in the town and nearly that percentage in the county were built during the 1990s.

<b>Table 8: Median Value</b>				
Minor Civil Division	1990	2000	1990 - 2000 % Change*	1990 - 2000 Net Change
Crescent	\$60,200	\$119,000	50.0%	\$58,000
Newbold	\$56,700	\$122,600	64.1%	\$65,900
Pelican	\$47,400	\$101,900	63.2%	\$54,500
Woodboro	\$65,000	\$117,600	37.3%	\$52,600
Rhinelander	\$41,000	\$72,700	34.6%	\$31,700
Oneida County	\$53,400	\$106,200	50.9%	\$52,800
Wisconsin	\$62,500	\$112,200	36.3%	\$49,700

Source: U.S. Census, \* adjusted for inflation

Home values have been going up in Crescent, but they have been going up in the surrounding towns as well. Median home values nearly doubled during the 1990s, as they did in the county and several of the other towns. Adjusted for inflation the increase nearly matched the increase for the county, but trailed the increase in Newbold and Pelican. Crescent, Newbold and Woodboro had median home values above the state median.

The standard used to define housing affordability is that a person should spend no more than thirty percent of their income on housing. The percentage of renters who spend more than this on housing is significantly below the level for the county or state, but renters make up only thirteen percent of Crescent residents. The percentage of homeowners who spend more than thirty percent of income on housing is also lower than the county and state, but by a much lower margin. What is most significant is that the percentage for the county is higher than the state, nearly a fifth of homeowners. This points to how the rise in property values in Oneida County may be forcing many long-time residents to spend more of their income on housing. For more discussion of issues surrounding housing affordability and housing for the elderly and those with special needs see Attachment A.

<b>Table 9: Housing Costs Greater than 30% of Income, 2000</b>		
	<b>Owners</b>	<b>Renters</b>
Town of Crescent	12.4%	18.6%
Oneida County	19.4%	32.8%
State of Wisconsin	17.8%	32.3%

Source: U.S. Census

Based on population increase projected by the Department of Administration (DOA), the town needs to add at least an additional 44 housing units over the next twenty years to accommodate population growth. However, as the persons per household decrease the overall number of new units will increase.<sup>2</sup> It is expected that there will be between one and two new housing starts per year for the next several years. The amount of land consumed by future residential development would vary depending on where the development takes place.

<b>Table 10: Population Projections</b>						
	2000	2005	2010	2015	2020	2025
Dept. of Administration	2,071	2,093	2,128	2,152	2,168	2,185
20-year growth rate	2,071	2,183	2,296	2,408	2,520	2,632

Source: U.S. Census, DOA, NCWRPC

Projecting forward the twenty-year growth rate (21.7%) yields an additional 447 residents over the planning period. At the current household size this would translate into an added 173 housing units. Whether this higher rate or the growth rate projected by DOA (4.7%) turns out to be the case could make a big difference in the kind of development that takes place over the coming decades.

After some discussion the Planning Commission decided that the twenty-year trend was not likely to continue, and accepted the DOA projections as being more accurate. Other land use projections in this Plan will be based on those assumptions. It was felt that much of the population growth over the last twenty years was the result of conversion of seasonal to year-round residences. This was a trend seen as likely to slow down over the planning period, therefore the more conservative DOA projection was more acceptable.

<sup>2</sup> Based on DOA 1990 projections for Oneida County household size is expected to decline by roughly .06 persons in every five-year period. For the purposes of projecting the number of housing units that trend is expected to continue, starting from the 2.59 person/household level recorded in the 2000 Census.

**Goals:**

1. Direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes in order to protect the benefits and functions they provide and to save future public and private dollars spent on flood control, stormwater management, habitat restoration, erosion control, and water quality improvements.
2. Allow adequate housing for all individuals consistent with the rural character of the community.
3. Locate subdivision developments closer to major thoroughways.
4. Allow local input on development in rural areas.

**Objectives:**

1. Support development of senior and special needs housing in appropriate locations within the Town.
2. Direct residential development to areas where services are already available and away from existing agricultural uses and buildings.
3. Retain single-family residences as the preferred type of housing supply in the Town.

**Policy:**

1. Discourage development of land uses that are incompatible with existing residential areas or at inappropriate density levels, especially on waterfronts.

## **4. TRANSPORTATION**

### **Background**

The transportation system includes all modes of travel. The local transportation network is an important factor for the safe movement of people and goods, as well as to the physical development of the town. There are no water transportation facilities in the area. The Town of Crescent transportation system includes all roadways.

### **Summary of 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 with backbone & connector systems.

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.

#### 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
- No plans exists for transit or local roads.

#### 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 Town of Crescent Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21.

#### State Trails Network Plan

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in

partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail.



*South River Road*

One proposed trail relates to Crescent. Segment 13 – Dresser to Michigan, is a 250-mile long east-west corridor that consists of a rail line corridor that runs through Crescent parallel to USH 8. The use of roadways in Oneida and Forest counties are an alternative to the rail line.

#### Oneida County Pedestrian and Bicycle Corridors Plan, 2002

In 2002, this plan was created to guide the development of bicycle and pedestrian facilities in Oneida County. The vision of this plan is to increase the mobility of people within the County by making walking and bicycling viable and attractive transportation choices. An on-road loop, described as the Crescent Lake Loop is designated to run along CTH N, Crescent Road, Fire Tower Road, and South River Road. Hat Rapids Road is designated as a future link to the system.

#### Rhineland Area Pathways Project (RAPP), 2003

This plan is intended to guide the development of bicycle and pedestrian facilities for the City of Rhineland within the context of the greater urban area. Interconnections are incorporated with neighboring towns, various destinations outside of the city, and the planned Oneida County Trail System.

### **Inventory of Transportation Facilities**

#### **A. ROADS**

In the rural town of Crescent, roads play the key role in development by providing both access to land and serving to move people and goods through the area, by car, bicycle, and foot power.

The Town of Crescent's principal arterials is US 8 and STH 17 is a minor arterial. County Highway K and the Crescent Road, Fire Tower Road, and Hat Rapids Road loop are major collectors, County Highway N and Wausau Road are minor collectors, and the remaining 30.62 miles of roads in the town are local.

The Town of Crescent road network consists of roughly 6.5 miles of federal highways, 6.5 miles of state highways, 7.5 miles of county highways, and 47 miles of local roads, of which less than one mile is unpaved. WisDOT 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). The

#### **Road Classifications**

**Principal Arterials** – serve interstate and interregional trips. These routes generally serve urban areas with 5,000 people or more.

**Minor Arterials** – accommodate interregional and county-to-county traffic, often in conjunction with principal arterials.

**Major Collectors** – provide service to moderate sized communities and other county-level traffic.

**Minor Collectors** – take traffic from local roads and provide links to all remaining portions of smaller communities and connect to other higher function roads listed above.

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

Pavement Surface Evaluation and Rating (PASER) program and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. Towns can use this information to develop better road budgets and keep track of roads that are in need of repair.

Annual average daily traffic counts (AADT) were measured and calculated every three years by the Wisconsin Department of Transportation (WisDOT) for 15 areas of the town. Monitoring these counts provides a way to gauge how traffic patterns are changing in Crescent.

Table 11 shows that travel on S River Road declined 73 percent from 1080 AADT in 1988 to 290 AADT in 1994. Travel on STH 17 has steadily increased to about 3,600 then declined slightly. Travel on CTH A in southern Crescent has slowly increased in traffic volume. All the AADT sites are shown on Map 7

**Table 11:** *Annual Average Daily Traffic at Recorded Sites  
Town of Crescent 1985-2003*

	<b>1985</b>	<b>1988</b>	<b>1994</b>	<b>2000</b>	<b>2003</b>	<b>% Change 1985-2003</b>
Site 1	1250	1080	290	310	420	-66.4
Site 2	2570	2640	3100	3600	3500	36.2
Site 3	320	390	420	450	470	46.9
Site 4	180	260	260	270	370	105.6
Site 5	5900	7610	7380	8800	10000	69.5
Site 6	5530	---	5900	6800	8600	55.5
Site 7	4120	5240	5000	6900	7900	91.7
Site 8	220	530	460	310	300	36.4
Site 9	220	300	320	330	490	122.7
Site 10	1110	1460	2000	2000	2400	116.2
Site 11	2070	3200	4100	3100	3300	59.4
Site 12	5410	6450	6000	6800	7300	34.9
Site 13	4720	5680	5800	8000	8400	78.0

Source: Wisconsin Highway Traffic Volume, Department of Transportation

Site 1: River Road, one mile south of US 8

Site 2: STH 17 at Hat Rapids Road

Site 3: CTH A just west of intersection with STH 17

Site 4: Hat Rapids Road one mile west of STH 17

Site 5: US 8 ½ mile west of STH 47

Site 6: US 8 one mile west of STH 47

Site 7: US 8 three miles west of STH 47

Site 8: Wausau Road ½ mile south of US 8

Site 9: CTH N just south of intersection with CTH K

Site 10: CTH K just west of intersection with CTH N

Site 11: CTH K just west of intersection with STH 47

Site 12: STH 47 just north of intersection with CTH K

Site 13: STH 47 just north of intersection with US 8

The entire road system in the Town of Crescent is also open by state law to pedestrian and bicycle travel, although some traffic volumes may make such travel unsafe.

Insert MAP 7 – TRANSPORTATION

### **Town Road Improvements**

The preliminary road maintenance program approved by the Town Board.

**Table 12: Town Roadway Improvements, (2006 – 2007)**

Year	Sponsor	Rd/Hwy	Location	Mileage of project	Type of improvement
2006	Crescent	N Wausau Rd.	US 8 to CTH N	.15 miles	New pavement
2006	Crescent	Heal Lake Rd.	Entire length	.24 miles	New pavement
2006	Crescent	Bay Dr.	Both sections	.88 miles	Repave
2006	Crescent	Bay Rd.	Entire length	.4 miles	Repave
2006	Crescent	S. River Rd.			Drainage repairs

Source: Town of Crescent

### **Oneida County Road Improvement Plan**

Annual road improvement plans are created and submitted to the County Board for approval.

**Table 13: County Roadway Improvements, (2006 – 2007)**

Year	Sponsor	Rd/Hwy	Location	Mileage of project	Type of improvement
2006	Oneida	CTH K	STH 47 to City Limits	.75 miles	Repave

Source: Oneida County Highway Department

### **State of Wisconsin Six Year Highway Improvement Program**

The state has no roadway maintenance in Crescent planned between 2006-2011. All Oneida County Highways will have enhanced visibility traffic signs and road markings installed in 2006.

#### **B. Bicycling Opportunities**

All roads in Crescent are available for bicycle travel. USH 8, CTH K are not recommended for bicycle travel. The Bicycle Federation of Wisconsin along with WisDOT has determined what the bicycling conditions are on all county and state highways. An on-road loop, described as the Crescent Lake Loop is designated to run along CTH N, Crescent Road, Fire Tower Road, and South River Road. See Map 7.

#### **C. Airports**

The Oneida County Airport, is a commercial facility with regularly scheduled flights and air cargo services. Northwest Airlink provides daily service to Minneapolis/St Paul, and Midwest Airlines provides daily service to Milwaukee. Oneida County Airport is the

largest airport serving Oneida and the surrounding counties, and a sizable portion of Michigan's Upper Peninsula.

**D. Rail**

Canadian National Railroad owns track that pass through the Town of Crescent and provide rail service to Rhinelander and the Oneida County Industrial Park. There has been concern in recent months that service to Oneida County has been reduced.

**E. Bus/Transit**

Shared-ride taxi service is available in Rhinelander with special discounts available to seniors and the disabled. Rapid Cab provides for-profit taxi service, including a handicapped accessible van.

**F. Transportation Facilities for Disabled**

The Oneida County Department on Aging has two small busses. They provide transportation for seniors and are those with wheelchair accessible needs. The bus is available in the City of Rhinelander for a \$1.25 one-way fare. Nearby township residents may reserve a bus to take seniors to doctor appointments, shopping, or wherever they need to go within the city

All residents of the county age 60 and over and all ages of handicapped persons are eligible to ride on the Escort Driver program for a nominal charge. Trip priority is given to: 1. Medical trips; 2. Nutrition sites; & 3. Grocery shopping, beauty shop, and other types of trip requests.

**G. Pedestrian Facilities**

Most town roads have limited shoulder areas. A motor vehicle creates a dust hazard for pedestrians on gravel roads. These conditions hamper safe pedestrian travel opportunities. Moreover, given the low-density development pattern of the town and the fact that nearly all goods and services are located several miles away in the nearby city, walking to places of work, shopping, or entertainment is not realistic for most residents. This situation is not anticipated to change over the 20-year planning period. As a result, people without access to motor vehicles must arrange for other transportation.

**Bibliography**

WDOT – Bureau of Planning, Corridors 2020, 1988, Madison, WI

WDOT – Bureau of Planning, TransLinks 21, 1994, Madison, WI

WDOT – Bureau of Planning, Connections 2030, *in process*, Madison, WI

WDNR – Bureau of Parks and Recreation, State Trails Network Plan, 2001, Madison, WI

NCWRPC, Oneida County Pedestrian and Bicycle Corridors Plan, 2002, Wausau

NCWRPC, Rhinelander Area Pathways Project (RAPP), 2003, Wausau

**Goals:**

1. Encourage community designs that support a range of transportation choices.

**Objectives:**

1. Widen and improve existing roads before constructing new roads.
2. Enforce Town of Crescent road standard for new public roads.

**Policies:**

1. Utilize appropriate software to inventory and rate the local roads.
2. Establish a maximum number of miles of roads that will be accepted for maintenance based on existing tax base and projected growth of the town.
3. Consider whether private roads meet Town of Crescent standards in approving subdivisions.

## 5. UTILITIES & COMMUNITY FACILITIES

### Background

As a small rural town relatively few utilities exist. The Town of Crescent does not provide a sanitary sewer system, a storm water system, a water supply, wastewater facilities, or health care facilities. Crescent School, part of the Rhinelander School District, is located in the town on Boyce Drive. There are 386 students presently enrolled in the school. There are four licensed day-care providers in the town including one at the Crescent School. Library services are available through the Rhinelander District Library, for which the town pays an annual fee.

The town does not provide for curbside refuse collection; however, that service is made available by private firms who offer curbside refuse and recycling collection for a fee. The residents can bring their garbage and recyclables to the Oneida County Landfill, where there is a transfer site, and recycling and hazardous waste drop-off. Although the landfill does not handle household waste, construction waste is accepted at the landfill

The town does provide volunteer fire, first responders and EMS. There are twenty-four firefighters, fifteen EMS providers, and ten first responders. The Town contracts to provide fire service to the Towns of Woodboro and Harrison (in Lincoln County) and has mutual aid agreements with neighboring Towns of Pelican and Newbold, and the City of Rhinelander to provide fire services. The Town of Crescent also contracts with Oneida County to provide ambulance service to its residents.

Townline County Park is located in the town on CTH K. This 21-acre park has a beach, boat launch ramp, restrooms and changing area, playground equipment, picnic area and grills, nature trails, and parking lots. There is a State-owned boat landing on Crescent Lake. The Town owns three boat landings on Lake Julia, Emma Lake and Squash Lake. The United States Department of Agriculture has its Forestry Genetics Laboratory in association with the Hugo Bauer Nursery along CTH K across from Townline Park.

Community facilities include a Town Hall and two Fire halls. The Town owns and maintains all three buildings. The Town owns three dump trucks ('92 & '94 Fords, and an '04 Sterling), four fire trucks ('79 Ford & '97 Freightliner pumpers, and '78 & '99 GMC tankers), a '72 Chevy van, and three trailers.



*Town Hall*



*Fire Hall, US 8*

Insert MAP 8 – UTILITIES AND COMMUNITY FACILITIES

Wisconsin Public Service provides electric and natural gas to some parts of the town. The Hat Rapids Dam, owned by Wisconsin Public Service, has a hydro-electric generating unit that is capable of producing four mega-watts of power which it feeds into the grid. A high-voltage power line runs through the town roughly parallel to STH 17. Telephone service is provided by Frontier Telephone Company, which also offers DSL Internet access in parts of the town. Broadband Internet access is also available through Charter that provides cable TV service to parts of the town.

See the Utilities & Community Facilities, Map 8 (page 30).



*Fire Hall & Town Garage, S. River Road*

**Goals:**

1. Provide adequate public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
2. Provide ambulance, volunteer fire and first responder services to residents.
3. Provide meeting facilities in which to conduct business of the Town and hold government elections.

**Objectives:**

1. Consider the potential impacts of development proposals on groundwater quality and quantity.
2. Consider cost effectiveness of future development proposals in covering required services, utilities and community facilities.
3. Share services across municipal boundaries whenever possible.

**Policies:**

1. Educate residents on the proper maintenance of septic systems.
2. Encourage recycling by residents.

## 6. ECONOMIC DEVELOPMENT

### Background

#### 1. Labor Force

Overall, the labor force in the Town of Crescent has grown from 836 in 1980 to over 1,100 in 2000. That represents a growth of just less than 50 percent, which exceeds the state's growth rate of about 27 percent. The labor force is defined as the number of persons sixteen and over who are employed or actively seeking employment. The labor force participation rate is defined as the percentage of those sixteen years and over who are employed or seeking employment. The Town of Crescent's participation rate of 69.9 percent in 2000 is higher than the state's overall participation rate of 69.1 percent, and the national participation rate of 63.9 percent.

<b>Table 14: Labor Force</b>					
Town of Crescent	1980	1990	2000	Change 1980-00	WI State 1980-00
Labor Force	836	924	1,153	47.8%	26.77%
Employed	762	876	1,110	56.64%	29.34%
Unemployed	74	46	43	-50.64%	-9.82%
Unemployment Rate	9.7%	5.0%	2.6%	-	-
Not in Labor Force	482	482	493	-	-
Participation Rate	54.5%	65.7%	69.9%	28.2%	11.21%

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

#### 2. Unemployment

In 1980 the Town of Crescent experienced an unemployment rate of 9.7 percent, which was significantly higher than the state rate of 6.6 percent. By 2000, unemployment had decreased to 2.6 percent, which was lower than the state rate of 4.7 percent. 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 described as unemployed because they are not considered to be part of the "labor force".

Over the last twenty years, Oneida County has generally had slightly lower unemployment rates than the state average. In 2000, unemployment in Oneida County was 3.8 percent, which is less than both the state and national average. For a more extensive discussion of economic trends in Oneida County see Attachment B.

#### 3. Workforce Participation

Much of the growth in the town's labor force has been due to a combination of an increase in the participation rates and increases in the labor force population. In 1980, 54.5 percent of the population over 16 was in the labor force. By 2000, that rate increased to 69.9 percent. The national participation rate in 2000 was 63.9 percent and the state rate was 69 percent, which suggests that the Town of Crescent is slightly above both the state and national averages. 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 homemaker, 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.

#### 4. 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. The Median Household Income for the Town of Crescent in 2000 was \$48,875 and the Per Capita Income was \$20,697. The Median Household Income in the town is higher than Oneida County, the state and national averages. However, the Per Capita income is lower than both the state and national average, but higher than the average in Oneida County.

<b>Table 15: 2000 Median Household and Per Capita Income</b>		
Location:	Median Household Income	Per Capita Income
Town of Crescent	\$48,875	\$20,697
Oneida County	\$37,619	\$19,746
Wisconsin	\$43,791	\$21,271
United States	\$41,994	\$21,587

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

#### 5. The Town of Crescent

Most township residents commute to employment areas versus remaining within the township to work. There is an industrial park, on land annexed from the Town, and other industrial areas in the City of Rhinelander, as well as in other communities in north central Wisconsin that provide employment opportunities for town residents.

<b>Table 16: Resident Occupation 2000</b>								
Occupation	Town of Crescent		City of Rhinelander		Oneida County		State of Wisconsin	
Management/professional	349	31.4%	970	28.4%	5,177	29.8%	857,205	31.3%
Service	177	15.9%	593	17.4%	2,747	16.0%	383,619	14%
Farming/forestry	18	1.6%	68	2.0%	268	1.6%	25,365	0.9%
Sales/office	287	25.9%	919	26.9%	4,465	26.0%	690,360	25.2%
Construction	95	8.6%	260	7.6%	1,998	11.6%	237,086	8.7%
Production/transportation	184	16.6%	606	17.7%	2,604	15.1%	540,930	19.8%
Total	1,110	100%	3416	100%	17,199	100%	2,734,925	100%

Source: US Census Bureau & NCWRPC

The table above identifies the total number and corresponding percentage of residents employed in the occupations shown in the first column. Data is provided for the Town of Crescent, the City of Rhinelander, Oneida County and the State of Wisconsin to offer comparisons.

Management and professional workers are the largest component of the labor force in the Town of Crescent, constituting a similar segment of the workforce as the county or the state. Sales and office workers are the next largest employment group. Production and transportation workers are slightly over 15 percent of workers, which is more than the City of Rhinelander and Oneida County, but less than the state. Sales and office employment is another 25 percent of workers, similar to levels in the city and county, and the state.



*DNR Boat Launch on Crescent Lake*

**Goals:**

1. Promote the stabilization of the current economic base.

**Objectives:**

1. Encourage new retail, commercial & industrial development to locate adjacent to county or state highways.
2. Discourage industrial development from negatively impacting environmental resources or adjoining property values.
3. Encourage businesses that are compatible with a rural setting.

**Policies:**

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
2. Support efforts to create good-paying jobs within the county.

## 7. LAND USE

### Background

The Town of Crescent covers an area of about 20,700 acres in Oneida County. Generally, the basic soils are weathered sedimentary deposits and outwash materials over granite bedrock with drained moranic soils more prominent in the northern sections of the town, including several large lakes. Agriculture is an important and use within the town, consisting mostly of irrigated potato farming, as is forestry. Recreational residences, especially along lakefronts, are also prominent.

### Existing Land Use 2004

Knowledge of the existing land use patterns within a town is necessary to develop a desired “future” land use pattern. The Existing Land Use Map was developed using air photos from a countywide flight in 2003, with updates by the local Planning Commission in 2006. Woodlands dominate about 68.75 percent of the area, followed by Water with 10.29 percent, Agriculture with 9.18 percent and Residential with about 6.12 percent.

See the Existing Land Use Map 9 (page 38).

In general, agricultural uses are distributed in a wide band stretching from the south-central part of the town toward the northeast, in the area south of Crescent and Emma Lakes. Forestlands and residential uses are scattered in a “mixed” pattern. Residential development is distributed fairly evenly along the road network, but exists in fairly intense clusters around the larger lakes, especially Crescent Lake. The Oneida County Airport occupies the north-central part of the town surrounded by the County industrial park (most of this land has been annexed by Rhinelander).

<b>Table 17: Existing Land Use, 2005</b>		
<b>Land Use Type</b>	<b>Acres</b>	<b>Percent</b>
Agriculture	1,903	9.2%
Commercial	86	.4%
Governmental	4	.02%
Industrial	186	.9%
Open Grassland	661	3.2%
Outdoor Recreation	24	.1%
Residential	1,268	6.1%
Transportation	209	1%
Water	2,132	10.3%
Woodlands	14,246	68.8%
Total Acres	20,719	100.0%

Source: NCWRPC GIS

### Future Land Use 2005-2025

The Future Land Use Plan Map represents the long-term land use recommendations for all lands in the town. Although the map is advisory and does not have the authority of

Insert MAP 9 – EXISTING LAND USE

zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate and manage future development of the town.

The Plan groups land uses that are compatible, and separates conflicting uses. To create the Plan, nine basic future land use categories were created. The majority of the classifications generally correspond to the districts within the Oneida County Zoning Ordinance, to ease future implementation of the plan. Again, the classifications are not zoning districts and do not have the authority of zoning. However, the preferred land use map and classifications are intended to be used as a guide when reviewing lot splits, subdivision applications, or any future zoning. Future Land Use Map 10 (page 41)

A general description of each classification follows:

**1. Residential**

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

**2. Rural Residential**

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

**3. Commercial Business**

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

**4. Industrial**

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

**5. Governmental/Public/Institutional**

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

**6. Agricultural Areas**

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

**7. Forestry Areas**

Identifies areas of large woodlands within the Town.

## **8. Transportation Corridors**

Identifies the existing road network along with the recommendations for improved and safe traffic movement in the Town.

## **9. Preservation & Open Space**

Contains sensitive environmental areas, such as 100-year floodplains as defined by the Federal Emergency Management Agency, DNR wetlands, steep slopes of 12 percent or greater, and open water. This could include endangered species habitat or other significant features or areas identified by the Town.

Using these categories the Planning Commission participated in a mapping exercise to identify the desired land use. Commission members were asked to indicate their thoughts on a map by drawing shapes or circles to place these different land uses on a map. Specifically, they used their broad knowledge of the town, the series of maps that were prepared as part of the planning process and their interpretation of the current trends. The goal was to produce a generalized land use plan map to guide the town's growth in the next decade. The Year 2025 Land Use Plan Map represents the desired arrangement of preferred land uses for the future.

Future Land Use Plan Map description and intent.

The future land use plan map has identified approximately 1,812 acres of land for agriculture, 2,487 acres for residential development, 3,255 acres for rural residential, 95 acres for industrial, and 211 acres for commercial uses.

The Future Land Use Plan shows much of the residential development surrounding the major lakes (Crescent, Squash, Long, Emma and Julia Lakes). There are other scattered residential areas: near the City of Rhinelander, along CTH N south of CTH K and between Lake Samway and Perch Lake, near Prune and Round Lakes and along the north side of US 8, and two subdivisions near the intersection of Hat Rapids Road and South River Road. Existing agricultural areas are preserved. Areas of rural residential development (lot sizes of five-acres or more) would stretch along STH 17, along Boyce Drive, South River Road from US 8 to Heal Creek, in the area around the Town Hall, between Squash and Crescent Lakes, along the south side of CTH K and down North Pole Road, and in the area east of Crescent Lake surrounding Green Bass Lake and the Northwoods Golf Course.

Commercial areas are shown along STH 47 near the intersection with CTH K and along US 8. Industrial uses are concentrated on the north side of US 8 near the intersection with STH 47 and in the Oneida County Industrial Park. A large area of governmental use includes the Oneida County Airport and the USDA Forestry Genetics Laboratory. Most of the remainder of the town is in forestry use.

Based on land use projections by NCWRPC the need for land in various uses are more than adequately met by the future land use envisioned by the Town. The increase in single-family housing units projected based on the DOA growth trend would require 1,329 acres of land by 2025. Land in commercial use would grow by 2025 to 108 acres. The land required by industrial uses is complicated by the fact that most of the current industrial land is either in the abandoned Town dump or in non-metallic mining

Insert MAP 10 – FUTURE LAND USE

operations. Since the dump site is likely to be held only for possible redevelopment (assuming the site can be mitigated), and it is anticipated that land in use for non-metallic mining would actually diminish by 2025 actual demand for industrial land will probably be reduced. Further the location of the County Industrial Park means that whatever industrial development takes place is likely to be annexed by Rhinelander. The Future Land Use Map provides a surplus of land, especially for residential uses, over what is likely to be required based on current growth trends. As actual trends become more apparent over time it would be prudent to reconsider some of the underlying assumptions.

<b>Table 18: Land Use Projections</b>						
	2000	2005	2010	2015	2020	2025
Residential	1,268	1,279	1,296	1,309	1,318	1,329
Commercial	86	90	95	99	104	108

Source: U.S. Census, DOA, NCWRPC

There are three distinctly different types of land in the Town of Crescent: agricultural land, forestland and waterfront land. Each type of land commands a different price. Forestland sells for roughly \$2,000 per acre. Waterfront property is usually sold by the front-foot and can sell for very high prices. There have been few transfers of agricultural land in recent years so there is little basis assessing value. Dividing the total equalized valuation by the number of acres yields an average value of \$6,760 per acre. But there are significant differences in the assessed valuation of the different types of land. The more than six thousand acres of forest in the town have an average value of \$1,850 per acre, while the 3,600 acres of residential land average over \$20,000 in value. This is understandable considering the high value of some waterfront property. A number of subdivisions have been developed in recent years where one acre to, one and a half acre lots with streets and utility service are selling for \$20,000. Overall, it seems fair to assume then land in the town has an average value between \$2,000 and \$3,000 per acre.

## Land Division Ordinance

The Town of Crescent has had a Land Division Ordinance for two years. Inconsistencies in the language of the Ordinance were identified which could lead to future enforcement problems. In January 2006 the Town Board implemented a moratorium on land division approvals while its legal counsel studies ways to fix the problems. This moratorium expired in December, allowing time for changes to be made to the Ordinance.

A revised Land Division Ordinance was adopted by the Town Board on November 13, 2006. In addition to laying out application and approval procedures, the Ordinance contains design standards for subdivisions. The most notable aspect of the revised Ordinance is a five-acre minimum size for all off-water lots. As described earlier (see page 9) the Ordinance includes a lake classification system. This system calls for various minimum lot sizes and riparian frontage standards based on the level of protection determined for the water body. On the most protected (Class A) lakes there

would be a three-acre minimum lot size and a 300-foot minimum width ranging to a one-acre lot size and 150-foot width requirement on a Class C lake. In this way it is hoped that the lakes most vulnerable to the effects of development will be protected.

The Future Land Use Map should provide the Town with a framework for assessing proposed subdivisions.

#### County Shoreline Jurisdiction:

All counties are mandated by Wisconsin law to adopt and administer a zoning ordinance that regulates land-use in shoreland/wetland and floodplain areas for the entire area of the county outside of villages and cities. This ordinance supersedes any town ordinance, unless the Town ordinance is more restrictive. The shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the landward side of a floodplain whichever distance is greater.



*Townline Park*

#### County General Zoning:

Nearly all of the counties in Wisconsin have established a general county zoning ordinance for lands outside of the shoreland jurisdiction. A town can join under this ordinance by resolution.

The Town of Crescent is not currently under Oneida County zoning. Zoning is the major implementation tool to achieve the proposed land uses. Other implementation tools include such things as purchase of land or easements, subdivision ordinance, mobile/manufactured home restrictions, nuisance regulations, design review for commercial and industrial developments, infrastructure improvements (sewer and water, utilities), road construction and maintenance, and public services, among others.

**Goals:**

1. Encourage planning and development of land uses that create or preserve the rural community.
2. Balance individual property rights with community interests and goals.
3. Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
4. Promote a quiet and peaceful community with open spaces and scenic landscape.

**Objectives:**

1. Maintain orderly, planned growth which promotes the health, safety and general welfare of residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.
2. Promote new land development that is consistent with this Plan.

**Policies:**

1. Work with the City of Rhinelander to monitor “boundary” issues and plan for the future.
2. Encourage conservation easements and other tools to protect environmentally sensitive or unique resources.
3. Encourage uses and building locations that minimize both the loss of productive farmland and the potential for conflicts between existing and proposed land uses, and that conform to County and State regulations.

Insert MAP 11 – SHORELAND ZONING

## **8. INTERGOVERNMENTAL COOPERATION**

### **Background**

Governmental relationships can best be described as “vertical” relationships, such as those between federal, state and local units (county/city/town) and are relatively well established in law. Unfortunately, there is little public policy in Wisconsin law that requires, horizontal governmental relationships such as town to town and municipality to county or town. The result is that towns, municipalities, and counties act more as adversaries than as partners.

Wisconsin Statute s.66.30, entitled "Intergovernmental Cooperation", does enable local governments to jointly do together whatever one can do alone. Typically, intergovernmental cooperation and coordination refers to the management and delivery of public services and facilities. It is also dependent upon a defined geographic area within which cooperation and coordination may be feasible. Often the area is a central city and its surrounding area, or several similar towns. It is a collection of local communities in which the citizens are interdependent in terms of their employment, residence, health, and medical care, education, recreation and culture, shopping and other experiences.

A variety of other factors, some long-standing and some of fairly recent origin, are combining to force citizens and local governments in both urban and rural area to confer, cooperate, and in some cases, to join together in a search for better ways to deliver public services in their respective areas. These factors include:

- population settlement patterns;
- local government structure, finance, and politics;
- high population mobility;
- economic and environmental interdependence; and
- high cost, capital-intensive functions.

### **Adjoining Units of Government**

The Town of Pine Lake has completed a Comprehensive Plan. The Town of Newbold is currently involved in updating an existing Land Use Plan to meet the requirements of the Comprehensive Planning statutes. Lincoln County has completed the process of creating a Comprehensive Plan that covered most of the local units, including the Town of Harrison.

### **Joint Service Agreements**

The Town of Crescent currently has contracts to provide fire service in the Town of Woodboro and the northern section of the Town of Harrison in Lincoln County. It also has mutual aid agreements with the fire departments in the Towns of Pelican and Newbold and with the City of Rhinelander. The Town contracts with Oneida County for ambulance service.

**Goal:**

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

**Objectives:**

1. Promote communication with other units of government, including adjoining Towns, the County, the state and federal government.
2. Maintain open lines of communication with other units of government.

**Policies:**

1. Periodically review existing shared service agreements, and explore additional agreements.

## **9. IMPLEMENTATION**

### **Background**

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

The tools and techniques recommended to implement the comprehensive plan are as follows:

The Town Board should adopt the plan and use it as a guide in decisions that affect development in the Town. The Town's Planning Advisory Committee should become very knowledgeable of the plan and use it when making recommendations to the Town Board on development issues.

The Town should develop and adopt a town road ordinance concerning minimum acceptable road construction standards as well as a public roadway buffer strip.

The Town should encourage citizen awareness of the Town's comprehensive plan by making copies available and conducting public informational meetings.

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

An essential characteristic of any planning program is that it be ongoing and flexible. Periodic updating of the plan is necessary for continued refinement and course correction in the planning program to insure that it reflects the desires of the Town's citizens.

State law requires that a Comprehensive Plan be updated every ten years. The Town should re-examine the Plan, at least every five years, and determine if more complete review is required to bring it into line with changed conditions or altered priorities within the Town. The release of information from the 2010 Census may provide a useful opportunity to update the data contained in the Plan and assess whether the vision and policies embodied in it are still appropriate to the Town's needs. Amendments to the Plan can be enacted as part of that process. The procedure is similar to amending a zoning or land division ordinance, requiring a Planning Commission recommendation, public hearing, and action by the Town Board.

**Attachment A**

**Housing Overview – Oneida County**

The following is a general overview of housing issues facing Oneida County. It starts with a survey of reports dealing with housing. Housing-related issues that face the County are discussed, then programs that can be tapped by local governments to help them address housing are listed.

#### “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 (HUD) website ([www.HUD.gov](http://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 “...households in the low-income range have great difficulty finding adequate housing within their means and that accommodates their needs...an individual in Wisconsin would need to earn \$10.44 per hour to afford the fair market rent unit at 30% of income.” This presents a particular problem for the working poor, many of whom earn little more than the federal minimum wage of \$5.15 an hour.

The gap between wages and housing costs is only made worse by the shortage of affordable housing units. “Despite overall economic prosperity state-and nationwide, community and housing resources are becoming more scarce. If the dwindling resources are not as a result of appropriation cuts, it is then because of significantly increasing needs.” Bearing in mind that this report was prepared in 2000, it is safe to assume that the situation has not improved significantly. Recent economic conditions have been unlikely to reduce the need for affordable housing, and the supply has probably not kept pace.

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 resounding need stressed is for community housing, public facilities and economic development professionals to give greater weight to the interrelationships between these components. Without adequate infrastructure, housing quantity and quality suffers. Without adequate infrastructure, economic development is limited.”

The State Consolidated Housing Plan (CHP) is primarily focused on how government action can address special needs, not on the workings of the private housing market. “The focus of activities and strategies described in the Plan primarily address meeting the evolving needs of low and moderate-income persons, including persons of special needs requiring targeted assistance.”

#### “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 Oneida. 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, 430 are in Oneida County. Fifty-six percent (242 units) of these are housing for the elderly, and just over thirty-six percent (155 units) are for families, with 33 units designed for the disabled. This translates into one subsidized housing unit per 85.5 persons in Oneida County.

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 64 subsidized units in the county. Section 8 is the largest federal housing program, which take two forms: project-based and tenant-based. There are 272 project-based Section 8 units in Oneida 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 163 housing units that take advantage Low-Income Housing Tax Credits (LIHTC). These are 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 issues of most relevance to

Oneida County are affordability and manufactured housing. 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.”

The data contained in the RCP provides a valuable basis for comparing conditions in Oneida County with what is happening in other nearby counties.

## Issues

### Affordability

According to the 2000 Census 16.2 percent of Oneida County households reported incomes below \$15,000 per year, and 31.5 percent of county residents have incomes below \$25,000. For many of these people this poses a difficulty in paying for decent, safe and sanitary housing. For 32.8 percent of renters and 19.4 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 \$11.63 an hour in order to be able to afford a two-bedroom apartment. For the non-metro areas of the state the comparable figure is \$8.93. In Oneida County a full time worker must earn \$10.58 per hour to afford the two-bedroom apartment. For a worker earning minimum wage this means working 74 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 nearly 51 percent in Oneida County during the 1990s. Generally low wage rates, the tendency for banking overhead expenses and mortgage interest rates to be marginally higher in rural areas, and the increase in housing values all combine to make housing less affordable for rural, low-income residents.

What can be done to address this problem? A number of programs are available to local governments that offer funding to provide affordable housing units. These are listed

below. But there is a need also to seek solutions that will yield an increase in affordable housing units through market-based mechanisms. One method put forth to increase housing affordability is a simple change to zoning codes that would permit accessory dwelling units, otherwise known as “granny flats”. These units, often an apartment above a garage or in a basement “can provide affordable rental housing options, especially for young or elderly singles.” (Nelson, P. 2)

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

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

The Low Income Housing Tax Credit (LIHTC) may be the most prominent new source of funding for affordable housing over the last decade and a half. Investors who allocate a number of units as affordable to low-income families for a certain period (usually 15 years) are allowed to take a credit on their income tax. There are 163 housing units that utilize the LIHTC in the county.

### Manufactured Housing

One of the most widely used and easily available forms of affordable housing is the manufactured home. Eight percent of the dwelling units in Oneida County are mobile homes (as described by the US Census)<sup>1</sup>. This type of housing in the county poses special problems, but also offers a good alternative for solving housing affordability issues for many county residents.

Often described as “mobile homes” or “trailer homes”, manufactured housing. has been subject to regulation by the Federal Government since the implementation of the “Manufactured Home Construction and Safety Standards” or “HUD-Code” in 1976. Manufactured housing has evolved from the “travel trailer”, which is built primarily to be towed behind vehicles, they were lightweight and compact, generally metal clad, and intended to be moved repeatedly from place to place. Over time these structures became larger and often located permanently, either in a mobile-home park or on an individual lot.

The passage of the federal legislation mentioned above, which took effect June 15, 1976, established the preeminence of federal authority in the regulation of what have

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<sup>1</sup> The US Census defines mobile home as: “a housing unit that was originally constructed to be towed on its own chassis”. Since this would include what is defined elsewhere in federal law as a “manufactured home” (see below) which is built “on a chassis” to be transported over the highway, we must assume that the Census designation of mobile homes includes them as well

come to be known as manufactured housing. Under this legislation the federal government established standards and inspection mechanisms for all factory-built housing, and dictated that after its effective date all regulation of manufactured housing must conform to those standards. The inspection of the manufacturing process is meant to ensure the quality of housing built “on a chassis”. Since adoption of the HUD-Code a series of court rulings have reinforced the preeminence of the federal standards.

In Wisconsin, the case of *Collins v City of Beloit*<sup>2</sup> is the most important precedent. In this case the City denied Collins a permit to install a manufactured home on a lot he owned, at first citing the Uniform Dwelling Code (UDC) and then the local zoning ordinance which required that all “mobile homes” be located in designated mobile home parks. The court overruled the City on both counts, stating that after June 15, 1976 any manufactured home was specifically exempt from the provisions of the UDC, and could not be described as a mobile home. It had been a specific provision of the federal act that any home manufactured after the HUD-Code took effect was not a mobile home and all references in federal law were to be changed to manufactured homes, and that local regulation of such units must conform exactly to the HUD-Code. The court found that there was no inherent characteristic of manufactured housing that distinguished them from site-built housing, and thus there was no reasonable basis under the police powers for justifying their exclusion from residential zoning districts.

This is not to say, however, that local governments cannot regulate manufactured housing to ensure that it compare favorably to site-built housing. Such characteristics as roof pitch, overhangs, roofing and siding materials, and building area can be regulated. Permanent installation on a foundation can be required. Design standards can be fairly specific, but are more likely to be upheld by the courts if they apply equally to all housing within a district. A Michigan court has upheld a standard requiring a minimum width of 24 feet. Mobile homes (built before June 15, 1976) may still be restricted to mobile home parks only.

Because of the economies of scale, savings in labor costs and process efficiencies possible for manufactured housing, “the most affordable housing on the market today, square foot for square foot, may be the factory-built house.” (APA) There are three basic types of factory-built housing: panelized, where windows and other building components are included in flat wall sections transported to the building site and assembled there; modular, where three-dimensional components are assembled on-site; and manufactured housing, where the entire house is assembled on a chassis in the factory and towed, in one or more parts, over the road and installed on a permanent foundation. Panelized and modular construction is subject to the UDC; manufactured housing is under the HUD-Code.

In recent years “developer series” manufactured homes have been developed that are virtually indistinguishable from site-built housing, but can be constructed for roughly 75 percent of the cost. Land-lease communities, which operate very much like the traditional mobile home park, where residents own the house, which is taxed as personal property not real estate, and rent the site and which can include many shared amenities, are another option. Manufactured housing offers a realistic alternative for providing affordable homes that can fit well with existing neighborhoods or be developed as new communities. Because of the federal oversight of the construction process today’s

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<sup>2</sup> Case No. 92-CV-80, decided February 15, 1993

manufactured homes meet the highest quality standards while allowing for significant cost-savings that can make inroads into a community's affordable housing problems.

### Elderly/Retiree Housing Needs

Oneida County is aging, and not just as a result of residents getting older. The county is getting more and more older people who move there to retire. Oneida County has been identified as one of a number of counties around the country that is particularly attractive to residents looking for a place to retire (Johnson, 2002). This influx of seniors has a number of results: it obviously has increased the population and led to the construction of many new housing units; it has raised the median age in the county; 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 from its rural past. 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 (Goldblatt). As in Oneida County 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 five 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.”  
(Scherer)

It is not for the County to provide the amenities demanded by retiring baby boomers, that is a challenge for the private sector. But if the County is serious about 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.

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.” (Commission, p. 7)

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.” (p. 27) 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 Oneida 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.” (p.28) 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 fostering the county as a retirement destination care must be taken to ensure that the full range of considerations – housing, health care, supportive services and amenities – that will attract these residents be integrated into a coherent whole.

## Government Programs

Below is a partial listing of programs available to localities:

- Section 502 Homeownership Direct Loan Program of the Rural Health Service (RHS) provides loans to help low-income households purchase and prepare sites or purchase, build, repair, renovate, or relocate homes.
- Section 502 Mutual Self-Help Housing Loans are designed to help very-low-income households construct their own homes. Targeted families include those who cannot buy affordable housing through conventional means. Participating families perform approximately 65 percent of the construction under qualified supervision.
- Section 504, the Very-Low-Income Housing Repair Program, provides loans and grants to low-income homeowners to repair, improve, or modernize their homes. Improvements must make the homes more safe and sanitary or remove health or safety hazards.

- Section 521 Rural Rental Assistance Program provides an additional subsidy for households with incomes too low to pay RHS-subsidized rents.
- Section 533 Rural Housing Preservation Grants are designed to assist sponsoring organizations in the repair or rehabilitation of low-income or very-low-income housing. Assistance is available for landlords or members of a cooperative.

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 (CDBG) program is the rural component of HUD’s Community Development Block Grant 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.

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**Attachment B**

**Oneida County Economic Development Profile**

## **Background**

### **A. Previous Plans:**

#### **1. “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 while 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 industries, 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.

#### **2. “Comprehensive Economic Development Strategy”**

Oneida 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. The North Central Wisconsin Regional Planning Commission 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 report. The report serves to summarize and assess economic development activities of the past year and present new and modified program strategies for the upcoming year.

Key findings from this regional level plan involve an inventory of the physical geography of the Region and its resident population. Labor, income, and employment data are covered with analysis of the economic status of the Region. Construction, wholesale trade, retail, transportation, and manufacturing all have grown rapidly since 1980. Finance, insurance, real estate, and services have lagged behind national averages. State and federal government programs are identified that can be used to enhance the economy of the Region.

## B. Issues:

### 1. Business & Industrial Development

Oneida County maintains one industrial park located on the west side of the City of Rhinelander adjacent to Newbold. The 29-acre park is near the Rhinelander/Oneida County airport and provides sites for industrial development specifically suited for airport related industries. To date, 11 acres have been absorbed by existing industry with the remainder available for purchase. It is likely that additional industrial park space will need to be identified and developed in the near future to accommodate future business and industrial growth.

Business and industrial development is generally a crucial component to maintaining a healthy and balanced local economy. However, not all municipalities are capable of offering the wide range of services necessary to appeal to all types of industrial development. Effective industrial development requires facilities such as sewer, water, and telecommunications infrastructure as well as easy access to highways and rail. While Oneida County offers many of these elements in its existing industrial park, there is a lack of access to a major interstate highway, which presents a challenge to existing businesses and new business recruitment efforts. Oneida County also suffers from lack of diversification in its industrial base, which leads to a heavy reliance on only a few core industries. Such dependence means that local employment, as well as commercial and retail trade, shifts up and down with the business cycles for the dominant local industry.

### 2. Recreation & Tourism

The development of the recreation and tourism industry in Oneida County has generally had a positive economic effect on the County. However, the County must be careful to moderate the growth of this industry with its capacity to serve it. Many people are attracted to Oneida County's outdoor recreational amenities, and the area has become a primary destination for fishing, camping, hiking and winter outdoor recreational opportunities. Improper management of the recreation and tourism industry can potentially lead to increased pressure on natural resources and a decline in the County's overall standard of living. The community must also take care to justify the expenditures of promotional funds spent to attract visitors during the year by tracking returns on investments. To do so will require a cooperative effort among the municipalities within Oneida County to avoid inefficiencies and duplication of efforts.

### 3. Income & Unemployment Levels

Although the county has made substantial progress toward closing the gap over the last twenty years, median household income levels in both the Town of Newbold and Oneida County are still below state and federal levels. The 2000 U.S. Census shows that the median household income in Wisconsin was \$43,791 compared to \$37,691 in Oneida County and \$40,722 in the Town of Newbold. The unemployment rate also exceeds state and federal levels, although there has been a significant decline in overall unemployment over the last twenty-five years. In 1980, unemployment in Oneida County was 9.2% compared to 6.0% in 2000. The WI Department of Workforce Development data shows that the unemployment rate has continued to decrease since 2000. Income and unemployment levels are both issues that have been identified and

discussed at various levels throughout the county, and will need to be addressed continually to make the county a better place to live.

## Inventory & Trends

### A. Economic Overview

This portion of the document is designed to inventory the areas economy and identify economic trends occurring within Oneida County. The section will focus analysis on economic sectors, the labor force, income and wages, major employers, employment forecasts, and economic development infrastructure and programs. Data for this analysis is derived from the U.S. Census, the WI Department of Administration and the WI Department of Workforce Development. Most of the data is provided at the County level.

### B. Economic Sectors

In 2000, there were 17,199 persons employed in Oneida County in the ten basic economic sectors in the county. That is an increase of over 66 percent since 1980. Those basic economic sectors are: government; agriculture, forestry & fishing; mining; construction; manufacturing; transportation & utilities; wholesale trade; retail trade; finance, insurance & real estate; and services.

<b>Table A: Oneida County Employment by Sector</b>					
<b>Sector</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>1980 to 2000 Net Change</b>	<b>1980 to 2000 % Change</b>
Government	1,660	1,719	2,564	904	54.45%
Agriculture, Forestry & Fishing	108	202	258	150	138.88%
Mining	10	64	*	*	*%
Construction	487	434	777	290	59.54%
Manufacturing	2,046	1,946	2,166	120	.05%
Transportation. And Communication	434	564	694	260	59.9%
Wholesale Trade	246	364	440	194	78.86%
Retail Trade	2,288	3,228	4,401	2,113	92.35%
Finance, Insurance & Real Estate	406	454	436	30	.07%
Services	2,243	3,147	4,797	2,554	13.86%
<b>Totals:</b>	<b>9,928</b>	<b>12,122</b>	<b>16,550</b>	<b>6,615</b>	<b>66.7%</b>

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

\* Employment data withheld to avoid disclosure of operations of individual reporting units.

Between 1980 and 2000, the three fastest growing sectors were agriculture, forestry & fishing, retail trade and wholesale trade. In terms of total employment, Services is the largest segment of the economy, closely followed by Retail Trade. 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. Additional reporting changes, including the shift from SIC to NAICS industry classifications, make it difficult to conduct accurate comparisons beyond 2000. Department of Workforce Development data shows that total employment in 2005 was 16,637, which is less than a one percent increase in total employment over the first half of the decade.

1. Government: Between 1980 and 2000, this sector grew by 54 percent outpacing both state and national growth rates of 22 percent and 27 percent respectively. Over 2,500 persons are employed in this sector at the local, state and federal levels. Government is the third-largest sector in the county, accounting for slightly more than 15 percent of total employment and outpacing employment in manufacturing.

2. Agriculture, Forestry & Fishing: Between 1980 and 2000, this sector grew by more than 100 percent, 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 250 persons are employed in this sector.

3. Mining: Although the data for this industry sector has been suppressed, that does not mean there is no employment in this sector. Since this is such a small sector, data for it is often excluded to protect proprietary information if only one or two small firms are involved in this activity. 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 extraction for local use and some granite quarrying.

4. Construction: Between 1980 and 2000, this sector grew by nearly 60 percent compared to both the state and national growth rates of 84 and 51 percent respectively. Over 775 persons are employed in this sector. Construction is the sixth-largest sector, accounting for less than 5 percent of total employment.

5. Manufacturing: Between 1980 and 2000, this sector grew by one-half percent, which is significantly less than the state growth rate of 6 percent. The national employment rate in manufacturing has declined by 11 percent over the same time period, and it is likely that the decline in manufacturing will continue over the current decade. Over 2,000 persons are employed in this sector. Manufacturing is the fourth largest sector, accounting for about 13 percent of total employment.

6. Transportation, Public Utilities and Communication: Between 1980 and 2000, this sector grew by 59 percent outpacing both the state and national growth rates of 55 and 35 percent. Nearly 700 persons are employed in this sector. Transportation, Public Utilities and Communication is the sixth-largest sector, accounting for over 4 percent of total employment.

7. Wholesale Trade: Between 1980 and 2000, this sector grew by about 80 percent and outpaced both the state and national growth rates of 46 and 32 percent respectively.

440 persons are employed in this sector. Wholesale Trade is the eighth-largest sector, accounting for about 2.5 percent of total employment.

8. Retail Trade: Between 1980 and 2000, this sector grew by 92 percent, outpacing both the state and national growth rates of 45 and 54 percent respectively. Over 4,400 persons are employed in this sector, making it the second-largest industry sector in Oneida County.

9. Finance, Insurance, and Real Estate: Between 1980 and 2000, this sector grew by less than one percent, which was significantly less than both the state and national growth rates of 56 and 48 percent respectively. Employment in the sector actually decreased from 1990 to 2000. Finance, Insurance and Real Estate is the ninth-largest sector, accounting for less than one percent of total employment.

10. Services: Between 1980 and 2000, this sector grew by only 13 percent, which lagged behind the state growth rate of 104 percent and the national growth rate of 127 percent. Nearly 4,800 persons are employed in this sector, making it the largest employment sector in Oneida County. Overall, this sector accounts for 29 percent of total employment in Oneida County.

#### C. Education & Training

Worker productivity has often been cited as one important reason for the strength of Wisconsin's economy. Both education and training are 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. 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 the Nicolet Area Technical College, often focus their programs to the training needs of local workers and businesses. Training services for dislocated workers are provided at the "Job Center" located in the City of Rhinelander. 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.

#### D. Economic Development Infrastructure

Overall, Oneida County's economic development infrastructure is concentrated in the City of Rhinelander along Highway 8. This infrastructure investment provides a wider range of opportunities for the prospective entrepreneur and greatly increases the county's chances of developing and maintaining a stable employment base for its workforce in the future.

**Table B: Major Employers, 2005**

Employer Name	Size
Howard Young Medical Group	500 - 999
Peterson Health Care of Wisconsin	500 - 999
Sacred Heart – St. Mary's Hospitals	500 - 999
Foster & Smith, Inc.	500 - 999
Wal-Mart Associates, Inc.	500 - 999
Rhineland Paper Co. Inc.	500 - 999
School District of Rhineland	500 - 999
T A Solberg Co. Inc.	250 - 499
Employment Options of North Central Wisconsin	250 - 499
Oneida County	250 - 499

Source: Wisconsin DWD 2005 and NCWRPC.

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 lot sizes, building setbacks, building to land ratios, architectural specifications, and landscaping required by the local codes and as necessitated by the nature of industrial activity. The Oneida County Economic Development Corporation is currently in the process of planning for an additional industrial park. It is likely that the new park will be located in the City of Rhineland to provide companies locating in the park with water and sewer infrastructure.

#### E. Major Employers

The largest employer in Oneida County is the Howard Young Medical Group, followed by Peterson health Care of Wisconsin and Sacred Heart – St. Mary's Hospitals. Foster & Smith is the largest manufacturing based employer, and the School District of Rhineland is the largest government employer. The Wisconsin Department of Workforce Development maintains data on employment by firm, and the table above identifies Oneida County's largest employers.

#### F. Employment Forecasts

The Department of Workforce Development prepares employment estimates that reflect current job levels. Using these numbers as a basis it is possible to project a ten-year trend, which shows a job growth of thirty-five percent over the decade of the 1990s, in five-year increments to 2025. 2000 employment was distributed based on land use and analyst modification to more accurately reflect the distribution of employment within the urbanized area of the county.

**Table C: Employment Projections**

	2000	2005	2010	2015	2020
Oneida County	19,775	20,791	21,857	22,978	24,156

Source: Wisconsin Department of Workforce Development & NCWRPC

Over the twenty-year period this yields an increase of 22 percent in the number of jobs within Oneida County. The actual number of jobs created over the next twenty years is in large part dependent on growth among existing industry sectors and the ability to attract new industries to locate within the county.

G. Economic Development Programs

1. Local:

*Oneida County Economic Development Corporation (OCEDC)*

The Oneida County Economic Development Corporation (OCEDC) was founded in 1989 as a nonprofit 501(c)(3) Corporation to act as an economic development coordinator for all of Oneida County. OCEDC assists individuals investigating the feasibility of going into business, works with existing business to expand and retain economic viability, and works to attract new business in an effort to expand our economic base and provide employment alternatives to the citizens of Oneida County. OCEDC also acts as a conduit between business and government on a local, regional, state, and federal level.

*Oneida County Revolving Loan Fund*

A Wisconsin Department of Commerce Economic Development Grant was awarded to Oneida County, which enabled the county to establish a revolving loan fund in order to assist local businesses. The fund is managed and administered by the OCEDC.

**Tax Increment Financing**

In 2004, the WI State Legislature enacted changes to the state's Tax Increment Financing statutes. One significant change involved allowing townships to establish tax increment districts for specified economic development projects. Tax Increment Financing has been employed by numerous communities throughout the state to promote redevelopment in blighted areas and finance new industrial development.

2. Regional:

*North Central Wisconsin Development Corporation*

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

*North Central Advantage Technology Zone Tax Credits*

Oneida County has been designated a Technology Zone by the Department of Commerce. The Technology Zone program brings \$5 million in income tax incentives for high-tech development to the area. The North Central Advantage Technology Zone offers the potential for high-tech growth in knowledge-based and advanced manufacturing clusters, among others. The zone designation is designed to attract and retain skilled, high-paid workers to the area, foster regional partnerships between business and education to promote high-tech development, and to complement the area's recent regional branding project.

*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 northern Wisconsin modernize and streamline manufacturing processes.

3. State:

*Rural Economic Development Program*

This program administered 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 Oneida County. Funds may be used for "soft costs" only, such as planning, engineering, and 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.

**Attachment C**

**U.S. Census Summary**

**Table DP-1. Profile of General Demographic Characteristics: 2000**

Geographic area: Crescent town, Oneida County, Wisconsin

[For information on confidentiality protection, nonsampling error, and definitions, see text]

Subject	Number	Percent	Subject	Number	Percent
<b>Total population.....</b>	<b>2,071</b>	<b>100.0</b>	<b>HISPANIC OR LATINO AND RACE</b>		
<b>SEX AND AGE</b>			<b>Total population.....</b>	<b>2,071</b>	<b>100.0</b>
Male.....	1,046	50.5	Hispanic or Latino (of any race).....	7	0.3
Female.....	1,025	49.5	Mexican.....	1	-
Under 5 years.....	89	4.3	Puerto Rican.....	-	-
5 to 9 years.....	146	7.0	Cuban.....	-	-
10 to 14 years.....	190	9.2	Other Hispanic or Latino.....	6	0.3
15 to 19 years.....	150	7.2	Not Hispanic or Latino.....	2,064	99.7
20 to 24 years.....	67	3.2	White alone.....	2,026	97.8
25 to 34 years.....	182	8.8	<b>RELATIONSHIP</b>		
35 to 44 years.....	386	18.6	<b>Total population.....</b>	<b>2,071</b>	<b>100.0</b>
45 to 54 years.....	333	16.1	In households.....	2,067	99.8
55 to 59 years.....	125	6.0	Householder.....	797	38.5
60 to 64 years.....	116	5.6	Spouse.....	523	25.3
65 to 74 years.....	196	9.5	Child.....	612	29.6
75 to 84 years.....	73	3.5	Own child under 18 years.....	499	24.1
85 years and over.....	18	0.9	Other relatives.....	50	2.4
Median age (years).....	40.4	(X)	Under 18 years.....	15	0.7
18 years and over.....	1,540	74.4	Nonrelatives.....	85	4.1
Male.....	765	36.9	Unmarried partner.....	50	2.4
Female.....	775	37.4	In group quarters.....	4	0.2
21 years and over.....	1,479	71.4	Institutionalized population.....	-	-
62 years and over.....	350	16.9	Noninstitutionalized population.....	4	0.2
65 years and over.....	287	13.9	<b>HOUSEHOLD BY TYPE</b>		
Male.....	141	6.8	<b>Total households.....</b>	<b>797</b>	<b>100.0</b>
Female.....	146	7.0	Family households (families).....	609	76.4
<b>RACE</b>			With own children under 18 years.....	262	32.9
One race.....	2,061	99.5	Married-couple family.....	523	65.6
White.....	2,033	98.2	With own children under 18 years.....	214	26.9
Black or African American.....	-	-	Female householder, no husband present.....	52	6.5
American Indian and Alaska Native.....	11	0.5	With own children under 18 years.....	28	3.5
Asian.....	17	0.8	Nonfamily households.....	188	23.6
Asian Indian.....	13	0.6	Householder living alone.....	143	17.9
Chinese.....	2	0.1	Householder 65 years and over.....	47	5.9
Filipino.....	-	-	Households with individuals under 18 years.....	280	35.1
Japanese.....	-	-	Households with individuals 65 years and over.....	194	24.3
Korean.....	1	-	Average household size.....	2.59	(X)
Vietnamese.....	-	-	Average family size.....	2.95	(X)
Other Asian <sup>1</sup> .....	1	-	<b>HOUSING OCCUPANCY</b>		
Native Hawaiian and Other Pacific Islander.....	-	-	<b>Total housing units.....</b>	<b>1,034</b>	<b>100.0</b>
Native Hawaiian.....	-	-	Occupied housing units.....	797	77.1
Guamanian or Chamorro.....	-	-	Vacant housing units.....	237	22.9
Samoan.....	-	-	For seasonal, recreational, or		
Other Pacific Islander <sup>2</sup> .....	-	-	occasional use.....	223	21.6
Some other race.....	-	-	Homeowner vacancy rate (percent).....	0.7	(X)
Two or more races.....	10	0.5	Rental vacancy rate (percent).....	2.7	(X)
<b>Race alone or in combination with one</b>			<b>HOUSING TENURE</b>		
<b>or more other races: <sup>3</sup></b>			<b>Occupied housing units.....</b>	<b>797</b>	<b>100.0</b>
White.....	2,043	98.6	Owner-occupied housing units.....	689	86.4
Black or African American.....	-	-	Renter-occupied housing units.....	108	13.6
American Indian and Alaska Native.....	13	0.6	Average household size of owner-occupied units.....	2.69	(X)
Asian.....	25	1.2	Average household size of renter-occupied units.....	2.01	(X)
Native Hawaiian and Other Pacific Islander.....	-	-			
Some other race.....	-	-			

- Represents zero or rounds to zero. (X) Not applicable.

<sup>1</sup> Other Asian alone, or two or more Asian categories.<sup>2</sup> Other Pacific Islander alone, or two or more Native Hawaiian and Other Pacific Islander categories.<sup>3</sup> In combination with one or more of the other races listed. The six numbers may add to more than the total population and the six percentages may add to more than 100 percent because individuals may report more than one race.

Source: U.S. Census Bureau, Census 2000.

**Table DP-2. Profile of Selected Social Characteristics: 2000**

Geographic area: Crescent town, Oneida County, Wisconsin

[Data based on a sample. For information on confidentiality protection, sampling error, nonsampling error, and definitions, see text]

Subject	Number	Percent	Subject	Number	Percent
<b>SCHOOL ENROLLMENT</b>			<b>NATIVITY AND PLACE OF BIRTH</b>		
Population 3 years and over enrolled in school .....	<b>584</b>	<b>100.0</b>	Total population .....	<b>2,133</b>	<b>100.0</b>
Nursery school, preschool .....	24	4.1	Native .....	2,107	98.8
Kindergarten .....	33	5.7	Born in United States .....	2,084	97.7
Elementary school (grades 1-8) .....	274	46.9	State of residence .....	1,494	70.0
High school (grades 9-12) .....	182	31.2	Different state .....	590	27.7
College or graduate school .....	71	12.2	Born outside United States .....	23	1.1
			Foreign born .....	26	1.2
			Entered 1990 to March 2000 .....	10	0.5
			Naturalized citizen .....	16	0.8
			Not a citizen .....	10	0.5
<b>EDUCATIONAL ATTAINMENT</b>			<b>REGION OF BIRTH OF FOREIGN BORN</b>		
Population 25 years and over .....	<b>1,421</b>	<b>100.0</b>	Total (excluding born at sea) .....	<b>26</b>	<b>100.0</b>
Less than 9th grade .....	30	2.1	Europe .....	14	53.8
9th to 12th grade, no diploma .....	120	8.4	Asia .....	12	46.2
High school graduate (includes equivalency) .....	471	33.1	Africa .....	-	-
Some college, no degree .....	316	22.2	Oceania .....	-	-
Associate degree .....	110	7.7	Latin America .....	-	-
Bachelor's degree .....	247	17.4	Northern America .....	-	-
Graduate or professional degree .....	127	8.9			
Percent high school graduate or higher .....	89.4	(X)	<b>LANGUAGE SPOKEN AT HOME</b>		
Percent bachelor's degree or higher .....	26.3	(X)	Population 5 years and over .....	<b>2,048</b>	<b>100.0</b>
			English only .....	1,957	95.6
<b>MARITAL STATUS</b>			Language other than English .....	91	4.4
Population 15 years and over .....	<b>1,701</b>	<b>100.0</b>	Speak English less than "very well" .....	54	2.6
Never married .....	349	20.5	Spanish .....	24	1.2
Now married, except separated .....	1,077	63.3	Speak English less than "very well" .....	14	0.7
Separated .....	23	1.4	Other Indo-European languages .....	65	3.2
Widowed .....	73	4.3	Speak English less than "very well" .....	38	1.9
Female .....	58	3.4	Asian and Pacific Island languages .....	-	-
Divorced .....	179	10.5	Speak English less than "very well" .....	-	-
Female .....	81	4.8			
<b>GRANDPARENTS AS CAREGIVERS</b>			<b>ANCESTRY (single or multiple)</b>		
Grandparent living in household with one or more own grandchildren under 18 years .....	<b>11</b>	<b>100.0</b>	Total population .....	<b>2,133</b>	<b>100.0</b>
Grandparent responsible for grandchildren .....	5	45.5	Total ancestries reported .....	2,818	132.1
			Arab .....	-	-
<b>VETERAN STATUS</b>			Czech <sup>1</sup> .....	53	2.5
Civilian population 18 years and over ..	<b>1,557</b>	<b>100.0</b>	Danish .....	45	2.1
Civilian veterans .....	257	16.5	Dutch .....	81	3.8
			English .....	159	7.5
<b>DISABILITY STATUS OF THE CIVILIAN NONINSTITUTIONALIZED POPULATION</b>			French (except Basque) <sup>1</sup> .....	145	6.8
Population 5 to 20 years .....	<b>572</b>	<b>100.0</b>	French Canadian <sup>1</sup> .....	40	1.9
With a disability .....	83	14.5	German .....	1,130	53.0
Population 21 to 64 years .....	<b>1,215</b>	<b>100.0</b>	Greek .....	13	0.6
With a disability .....	307	25.3	Hungarian .....	8	0.4
Percent employed .....	76.2	(X)	Irish <sup>1</sup> .....	284	13.3
No disability .....	908	74.7	Italian .....	70	3.3
Percent employed .....	80.2	(X)	Lithuanian .....	31	1.5
Population 65 years and over .....	<b>257</b>	<b>100.0</b>	Norwegian .....	116	5.4
With a disability .....	73	28.4	Polish .....	209	9.8
			Portuguese .....	-	-
<b>RESIDENCE IN 1995</b>			Russian .....	7	0.3
Population 5 years and over .....	<b>2,048</b>	<b>100.0</b>	Scotch-Irish .....	20	0.9
Same house in 1995 .....	1,411	68.9	Scottish .....	25	1.2
Different house in the U.S. in 1995 .....	637	31.1	Slovak .....	-	-
Same county .....	343	16.7	Subsaharan African .....	2	0.1
Different county .....	294	14.4	Swedish .....	108	5.1
Same state .....	162	7.9	Swiss .....	35	1.6
Different state .....	132	6.4	Ukrainian .....	2	0.1
Elsewhere in 1995 .....	-	-	United States or American .....	24	1.1
			Welsh .....	3	0.1
			West Indian (excluding Hispanic groups) .....	-	-
			Other ancestries .....	208	9.8

-Represents zero or rounds to zero. (X) Not applicable.

<sup>1</sup>The data represent a combination of two ancestries shown separately in Summary File 3. Czech includes Czechoslovakian. French includes Alsatian. French Canadian includes Acadian/Cajun. Irish includes Celtic.

Source: U.S. Bureau of the Census, Census 2000.

**Table DP-3. Profile of Selected Economic Characteristics: 2000**

Geographic area: Crescent town, Oneida County, Wisconsin

[Data based on a sample. For information on confidentiality protection, sampling error, nonsampling error, and definitions, see text]

Subject	Number	Percent	Subject	Number	Percent
<b>EMPLOYMENT STATUS</b>			<b>INCOME IN 1999</b>		
Population 16 years and over .....	1,650	100.0	Households .....	785	100.0
In labor force .....	1,157	70.1	Less than \$10,000 .....	22	2.8
Civilian labor force .....	1,153	69.9	\$10,000 to \$14,999 .....	43	5.5
Employed .....	1,110	67.3	\$15,000 to \$24,999 .....	79	10.1
Unemployed .....	43	2.6	\$25,000 to \$34,999 .....	87	11.1
Percent of civilian labor force .....	3.7	(X)	\$35,000 to \$49,999 .....	166	21.1
Armed Forces .....	4	0.2	\$50,000 to \$74,999 .....	196	25.0
Not in labor force .....	493	29.9	\$75,000 to \$99,999 .....	115	14.6
Females 16 years and over .....	817	100.0	\$100,000 to \$149,999 .....	58	7.4
In labor force .....	507	62.1	\$150,000 to \$199,999 .....	16	2.0
Civilian labor force .....	503	61.6	\$200,000 or more .....	3	0.4
Employed .....	486	59.5	Median household income (dollars) .....	48,875	(X)
Own children under 6 years .....	105	100.0	With earnings .....	676	86.1
All parents in family in labor force .....	62	59.0	Mean earnings (dollars) <sup>1</sup> .....	52,514	(X)
<b>COMMUTING TO WORK</b>			With Social Security income .....	218	27.8
Workers 16 years and over .....	1,104	100.0	Mean Social Security income (dollars) <sup>1</sup> .....	11,725	(X)
Car, truck, or van -- drove alone .....	944	85.5	With Supplemental Security Income .....	15	1.9
Car, truck, or van -- carpooled .....	115	10.4	Mean Supplemental Security Income (dollars) <sup>1</sup> .....	9,227	(X)
Public transportation (including taxicab) .....	4	0.4	With public assistance income .....	6	0.8
Walked .....	16	1.4	Mean public assistance income (dollars) <sup>1</sup> .....	1,783	(X)
Other means .....	11	1.0	With retirement income .....	164	20.9
Worked at home .....	14	1.3	Mean retirement income (dollars) <sup>1</sup> .....	16,329	(X)
Mean travel time to work (minutes) <sup>1</sup> .....	15.3	(X)	Families .....	606	100.0
Employed civilian population			Less than \$10,000 .....	4	0.7
16 years and over .....	1,110	100.0	\$10,000 to \$14,999 .....	22	3.6
<b>OCCUPATION</b>			\$15,000 to \$24,999 .....	50	8.3
Management, professional, and related occupations .....	349	31.4	\$25,000 to \$34,999 .....	63	10.4
Service occupations .....	177	15.9	\$35,000 to \$49,999 .....	127	21.0
Sales and office occupations .....	287	25.9	\$50,000 to \$74,999 .....	172	28.4
Farming, fishing, and forestry occupations .....	18	1.6	\$75,000 to \$99,999 .....	99	16.3
Construction, extraction, and maintenance occupations .....	95	8.6	\$100,000 to \$149,999 .....	50	8.3
Production, transportation, and material moving occupations .....	184	16.6	\$150,000 to \$199,999 .....	16	2.6
<b>INDUSTRY</b>			\$200,000 or more .....	3	0.5
Agriculture, forestry, fishing and hunting, and mining .....	40	3.6	Median family income (dollars) .....	53,611	(X)
Construction .....	89	8.0	Per capita income (dollars) <sup>1</sup> .....	20,697	(X)
Manufacturing .....	182	16.4	Median earnings (dollars):		
Wholesale trade .....	33	3.0	Male full-time, year-round workers .....	40,369	(X)
Retail trade .....	136	12.3	Female full-time, year-round workers .....	24,934	(X)
Transportation and warehousing, and utilities .....	53	4.8			
Information .....	13	1.2		Number below poverty level	Percent below poverty level
Finance, insurance, real estate, and rental and leasing .....	43	3.9	<b>POVERTY STATUS IN 1999</b>		
Professional, scientific, management, administrative, and waste management services .....	61	5.5	Families .....	13	2.1
Educational, health and social services .....	293	26.4	With related children under 18 years .....	9	3.2
Arts, entertainment, recreation, accommodation and food services .....	61	5.5	With related children under 5 years .....	-	-
Other services (except public administration) .....	27	2.4	Families with female householder, no husband present .....	3	5.9
Public administration .....	79	7.1	With related children under 18 years .....	3	8.8
			With related children under 5 years .....	-	-
<b>CLASS OF WORKER</b>			Individuals .....	81	3.8
Private wage and salary workers .....	853	76.8	18 years and over .....	51	3.3
Government workers .....	210	18.9	65 years and over .....	2	0.8
Self-employed workers in own not incorporated business .....	47	4.2	Related children under 18 years .....	26	4.7
Unpaid family workers .....	-	-	Related children 5 to 17 years .....	26	5.5
			Unrelated individuals 15 years and over .....	26	10.0

-Represents zero or rounds to zero. (X) Not applicable.

<sup>1</sup>If the denominator of a mean value or per capita value is less than 30, then that value is calculated using a rounded aggregate in the numerator. See text.

Source: U.S. Bureau of the Census, Census 2000.

**Table DP-4. Profile of Selected Housing Characteristics: 2000**

Geographic area: Crescent town, Oneida County, Wisconsin

[Data based on a sample. For information on confidentiality protection, sampling error, nonsampling error, and definitions, see text]

Subject	Number	Percent	Subject	Number	Percent
<b>Total housing units</b> .....	<b>1,039</b>	<b>100.0</b>	<b>OCCUPANTS PER ROOM</b>		
<b>UNITS IN STRUCTURE</b>			<b>Occupied housing units</b> .....	<b>804</b>	<b>100.0</b>
1-unit, detached .....	892	85.9	1.00 or less .....	789	98.1
1-unit, attached .....	8	0.8	1.01 to 1.50 .....	11	1.4
2 units .....	19	1.8	1.51 or more .....	4	0.5
3 or 4 units .....	24	2.3			
5 to 9 units .....	9	0.9	<b>Specified owner-occupied units</b> .....	<b>491</b>	<b>100.0</b>
10 to 19 units .....	10	1.0	<b>VALUE</b>		
20 or more units .....	-	-	Less than \$50,000 .....	41	8.4
Mobile home .....	77	7.4	\$50,000 to \$99,999 .....	138	28.1
Boat, RV, van, etc .....	-	-	\$100,000 to \$149,999 .....	151	30.8
			\$150,000 to \$199,999 .....	54	11.0
<b>YEAR STRUCTURE BUILT</b>			\$200,000 to \$299,999 .....	83	16.9
1999 to March 2000 .....	46	4.4	\$300,000 to \$499,999 .....	21	4.3
1995 to 1998 .....	79	7.6	\$500,000 to \$999,999 .....	3	0.6
1990 to 1994 .....	84	8.1	\$1,000,000 or more .....	-	-
1980 to 1989 .....	136	13.1	Median (dollars) .....	119,100	(X)
1970 to 1979 .....	337	32.4			
1960 to 1969 .....	87	8.4	<b>MORTGAGE STATUS AND SELECTED</b>		
1940 to 1959 .....	159	15.3	<b>MONTHLY OWNER COSTS</b>		
1939 or earlier .....	111	10.7	With a mortgage .....	302	61.5
<b>ROOMS</b>			Less than \$300 .....	-	-
1 room .....	6	0.6	\$300 to \$499 .....	17	3.5
2 rooms .....	12	1.2	\$500 to \$699 .....	63	12.8
3 rooms .....	38	3.7	\$700 to \$999 .....	129	26.3
4 rooms .....	192	18.5	\$1,000 to \$1,499 .....	71	14.5
5 rooms .....	286	27.5	\$1,500 to \$1,999 .....	11	2.2
6 rooms .....	201	19.3	\$2,000 or more .....	11	2.2
7 rooms .....	154	14.8	Median (dollars) .....	851	(X)
8 rooms .....	56	5.4	Not mortgaged .....	189	38.5
9 or more rooms .....	94	9.0	Median (dollars) .....	285	(X)
Median (rooms) .....	5.4	(X)			
<b>Occupied housing units</b> .....	<b>804</b>	<b>100.0</b>	<b>SELECTED MONTHLY OWNER COSTS</b>		
<b>YEAR HOUSEHOLDER MOVED INTO UNIT</b>			<b>AS A PERCENTAGE OF HOUSEHOLD</b>		
1999 to March 2000 .....	111	13.8	<b>INCOME IN 1999</b>		
1995 to 1998 .....	159	19.8	Less than 15.0 percent .....	239	48.7
1990 to 1994 .....	148	18.4	15.0 to 19.9 percent .....	88	17.9
1980 to 1989 .....	170	21.1	20.0 to 24.9 percent .....	71	14.5
1970 to 1979 .....	125	15.5	25.0 to 29.9 percent .....	32	6.5
1969 or earlier .....	91	11.3	30.0 to 34.9 percent .....	26	5.3
			35.0 percent or more .....	35	7.1
<b>VEHICLES AVAILABLE</b>			Not computed .....	-	-
None .....	-	-			
1 .....	210	26.1	<b>Specified renter-occupied units</b> .....	<b>97</b>	<b>100.0</b>
2 .....	348	43.3	<b>GROSS RENT</b>		
3 or more .....	246	30.6	Less than \$200 .....	-	-
			\$200 to \$299 .....	9	9.3
<b>HOUSE HEATING FUEL</b>			\$300 to \$499 .....	46	47.4
Utility gas .....	540	67.2	\$500 to \$749 .....	28	28.9
Bottled, tank, or LP gas .....	132	16.4	\$750 to \$999 .....	6	6.2
Electricity .....	53	6.6	\$1,000 to \$1,499 .....	-	-
Fuel oil, kerosene, etc .....	28	3.5	\$1,500 or more .....	-	-
Coal or coke .....	-	-	No cash rent .....	8	8.2
Wood .....	51	6.3	Median (dollars) .....	475	(X)
Solar energy .....	-	-			
Other fuel .....	-	-	<b>GROSS RENT AS A PERCENTAGE OF</b>		
No fuel used .....	-	-	<b>HOUSEHOLD INCOME IN 1999</b>		
<b>SELECTED CHARACTERISTICS</b>			Less than 15.0 percent .....	23	23.7
Lacking complete plumbing facilities .....	-	-	15.0 to 19.9 percent .....	29	29.9
Lacking complete kitchen facilities .....	-	-	20.0 to 24.9 percent .....	6	6.2
No telephone service .....	5	0.6	25.0 to 29.9 percent .....	13	13.4
			30.0 to 34.9 percent .....	5	5.2
			35.0 percent or more .....	13	13.4
			Not computed .....	8	8.2

-Represents zero or rounds to zero. (X) Not applicable.

Source: U.S. Bureau of the Census, Census 2000.

**Attachment D**

**Public Participation Plan**

## **Public Participation Plan**

### **I. Background**

The Town of Crescent recognizes the need to engage the public in the planning process. This plan sets forth the techniques the Town will use to meet the goal of public participation. Therefore, this Public Participation Plan 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 Legislation (1999 Wisconsin Act 9 and its technical revisions). The Town of Crescent will comply with the Plan as appropriate to the situation. As the planning process develops, it should be expected that deviations from the plan may occur.

### **II. Objectives**

The following is a list of objectives for public participation that the Town of Crescent would like to achieve throughout the development and subsequent adoption of the Town of Crescent Comprehensive Plan:

- That the residents of the Town of Crescent become fully aware of the importance of participating in the development of the Crescent Comprehensive Plan.
- That the public participation process be designed to engage all aspects of the Town.
- That the public have opportunities to provide their input (both formally and informally) to their local Plan Committee and Town Board.
- That the public have access to all technical information and any analyses performed throughout the planning process.
- That members of the Town 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 and responded to.
- That this process of public involvement strengthens the sense of community present in the Town of Crescent.

The goal will be to inform, consult and involve the public and the communities served during each phase of the planning process. Hopefully, this will help balance the issues related to private property rights.

### **III. Techniques**

The public participation plan for the comprehensive planning process will incorporate the following:

1. All meetings for the planning process will be open to the public and posted. An open house will be held near the end of the process.
2. Periodic press releases to the media and local counties will occur to promote the open house meeting.
3. Via the NCWRPC NEWS newsletter all interested parties and adjoining governments will be informed of the planning process.
4. Planning meeting summaries and handouts will be maintained in the Town Hall and on the website [www.ncwrpc.org/crescent.htm](http://www.ncwrpc.org/crescent.htm).
5. All planning meetings will have comment sheets available. All website comments will be included in the record as well.

Throughout the plan process, the Town will have a standing oversight committee, called the Planning Committee. The Committee will include elected persons and citizens. They will meet to monitor the development of the plan.

Town of Crescent

**RESOLUTION 06-01**

For Adoption of a Public Participation Plan

WHEREAS, the Town of Crescent is required to prepare and adopt a Comprehensive Plan as outlined in Wisconsin Statutes; and

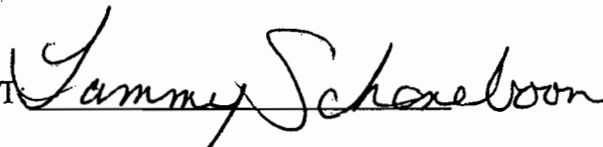
WHEREAS, public participation is critical for the development of a sound plan; and

WHEREAS, it is necessary for the Town of Crescent to approve a process to involve the public in the planning process; and

NOW, THEREFORE, BE IT RESOLVED, that the Town of Crescent does approve and authorize the Public Participation Plan as presented.

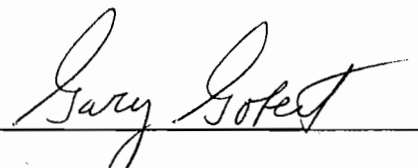
ADOPTED on the Ninth day of May, 2006.

ATTEST:



Tammy Schoneboom, Clerk

ATTEST:



Gary Gobert, Chairperson

The governing body of the Town of Crescent has authorized this Resolution, dated today.

**Attachment E**

**Endangered Species Map  
Oneida County**

Insert - Oneida County Endangered Species Map

**Attachment F**

**Lake Classification**

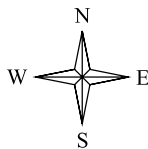
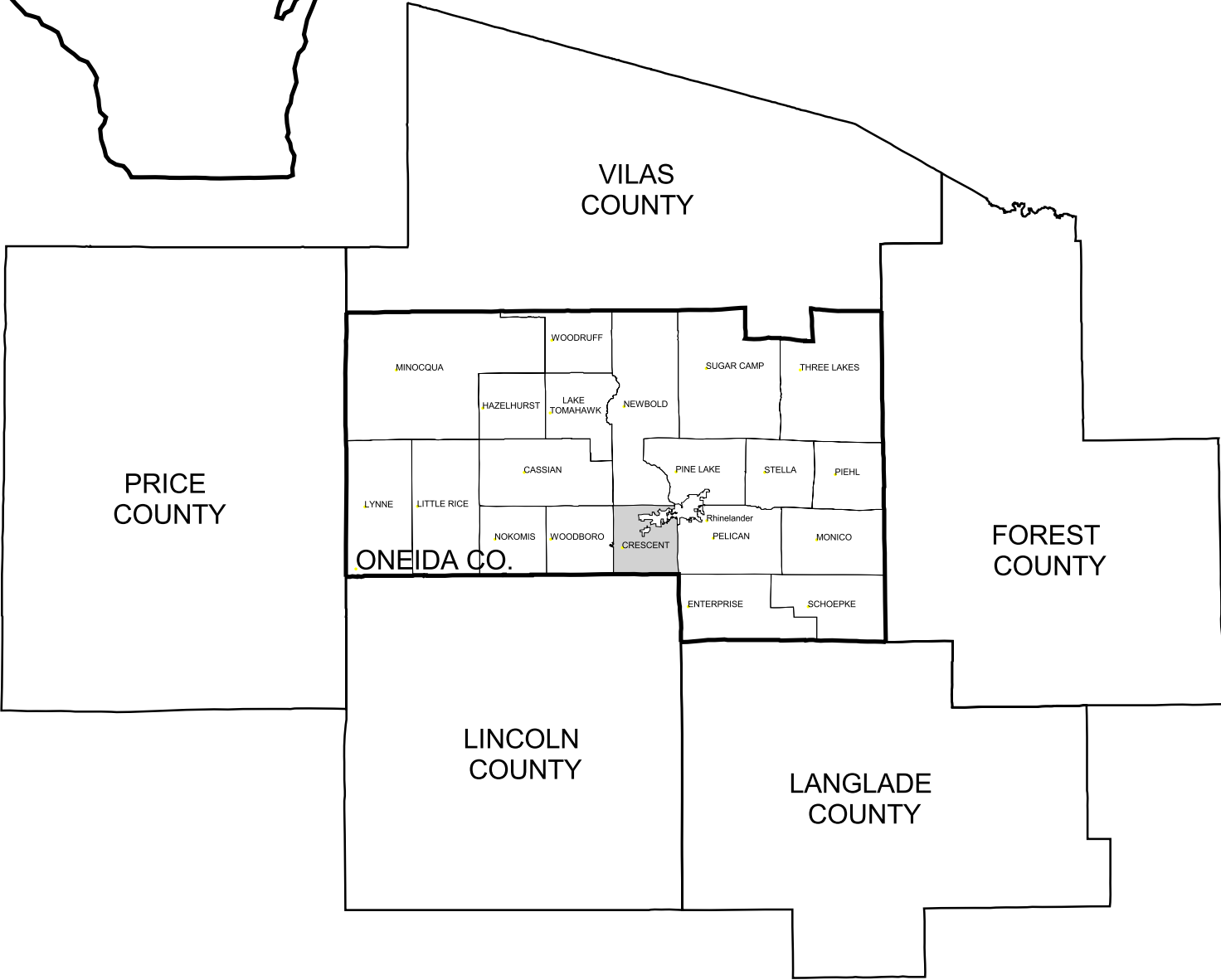
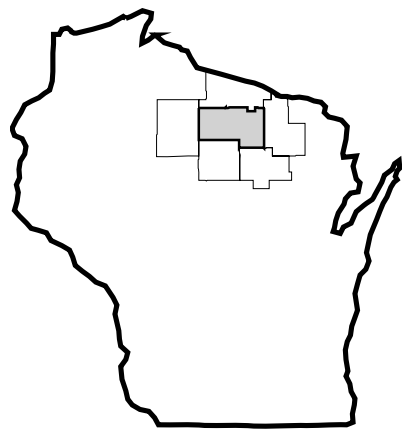
<b>Sensitivity to Degradation:</b>	<b><u>Existing Development Level:</u></b>		
	<b>Low</b>	<b>Medium</b>	<b>High</b>
<b><u>High</u></b> Sensitivity	(High/Low) Most Protective Strategy	(High/Medium) Intermediate Protective Strategy	(High/High) Intermediate Protective Strategy
<b><u>Medium</u></b> Sensitivity	(Medium/Low) Intermediate Protective Strategy	(Medium/Medium) Intermediate Protective Strategy	(Medium/High) Least Protective Strategy
<b><u>Low</u></b> Sensitivity	(Low/Low) Intermediate Protective Strategy	(Low/Medium) Least Protective Strategy	(Low/High) Least Protective Strategy

### 13.13.03 ON-WATER DEVELOPMENT STANDARDS

Development Standard	Most Protective Class "A" Waterbody	Intermediate Protective Class "B" Waterbody	Least Protective Class "C" Waterbody
Waterfront Lot (Minimum area)	135,000 sq. feet Approximately 3.0 Acres	90,000 sq. feet Approximately 2.0 Acres	45,000 sq. feet Approximately 1.0 Acres
Riparian Frontage Width (RFW)	300 feet	225 feet	150 feet
Minimum Lot Width at Setback from OHWM	270 feet	205 feet	135 feet
Average Lot Width (ALW)	270 feet	205 feet	135 feet
Side Yard Setback	Refer to Oneida County Standards	Refer to Oneida County Standards	Refer to Oneida County Standards
Shoreland Setback (Min from OHWM)	Refer to Oneida County Standards	Refer to Oneida County Standards	Refer to Oneida County Standards
Vegetation Protection Area	Refer to Oneida County Standards	Refer to Oneida County Standards	Refer to Oneida County Standards

		TOWN OF CRESCENT LAKES					
		ACRES IN TOC	TOTAL ACRES		CLASSIF.	SENSITIV	DEV.
ALICE LAKE	10	10	A				
BIRCH LAKE	8	8	A				
BOWLES LAKE	29.9	29.9	A				
COOK LAKE	27	27	A				
CRESCENT CREEK			A				
CRESCENT LAKE	626	626	C	MEDIUM	HIGH		
CARLSON CREEK*			A				
DAVIS LAKE	18	18	A				
EMMA LAKE	223	223	B	MEDIUM	MED		
FLAG LAKE	4	4	A				
GREEN BASS LAKE	68	68	A	HIGH	LOW		
GROSS LAKE	24	24	A				
HANSON LAKE	36	36	A	HIGH	LOW		
HAT RAPIDS FLOW			B				
HEAL LAKE	16	16	A				
HOIST LAKE	11	11	A				
JOHN LAKE	10	10	A				
JULIA LAKE	143	238	C	MEDIUM	HIGH		
LANGLEY LAKE	48	48	A	HIGH	LOW		
LILY LAKE	42	42	A	HIGH	LOW		
LONG LAKE	68	68	B	MEDIUM	MED		
LOON LAKE	22	22	A				
MIRROR LAKE	17	17	A				
NOISY CREEK*			A				
PERCH LAKE	17	17	A				
RADTKE CREEK*			A				
PRUNE LAKE	29	29	A				
ROUND LAKE	11	11	A				
SAMWAY LAKE	42	42	A	HIGH	LOW		
SHADOW LAKE	8	8	A				
SPRUCE LAKE	6	6	A				
SPUR LAKE	50	50	A	HIGH	LOW		
SQUASH LAKE	151	396	B	HIGH	HIGH		
TIMBER LAKE	6	6	A				
TOWNLINE LAKE	18	62	B	HIGH	MED		
TWIN LAKE, NORTH	11	11	A				
TWIN LAKE, SOUTH	3	3	A				
VICKS LAKE	20	20	A				
WI RIVER*			A				

Map 1  
**TOWN OF CRESCENT**  
Locational Map  
Oneida County, Wisconsin







90 0 90 180 Miles

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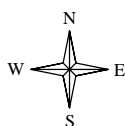
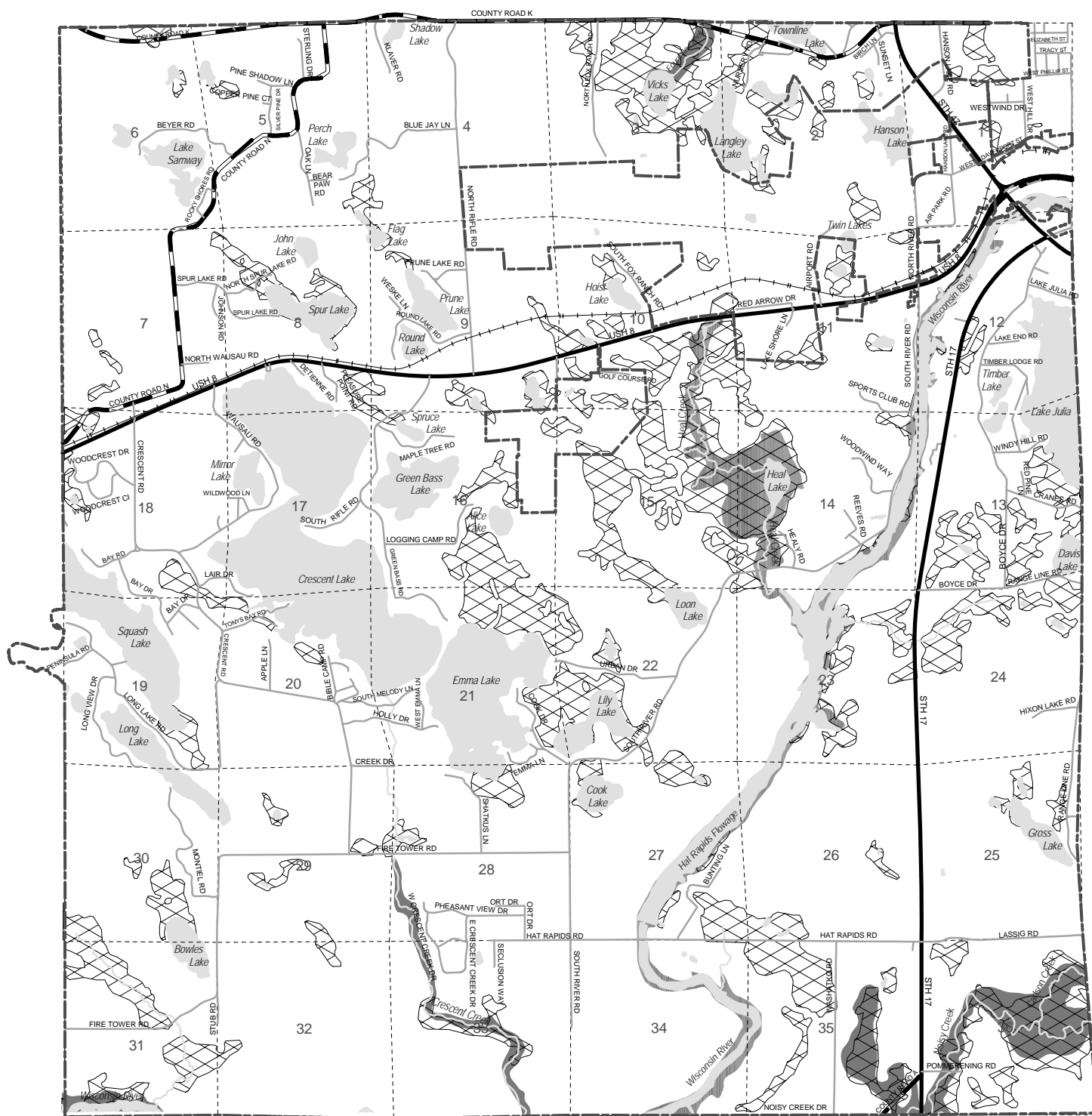


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-  Railroad  
 DNR Wetlands  
 Flood Way  
 Water

## Oneida County, Wisconsin



0.5      0      0.5      1 Miles

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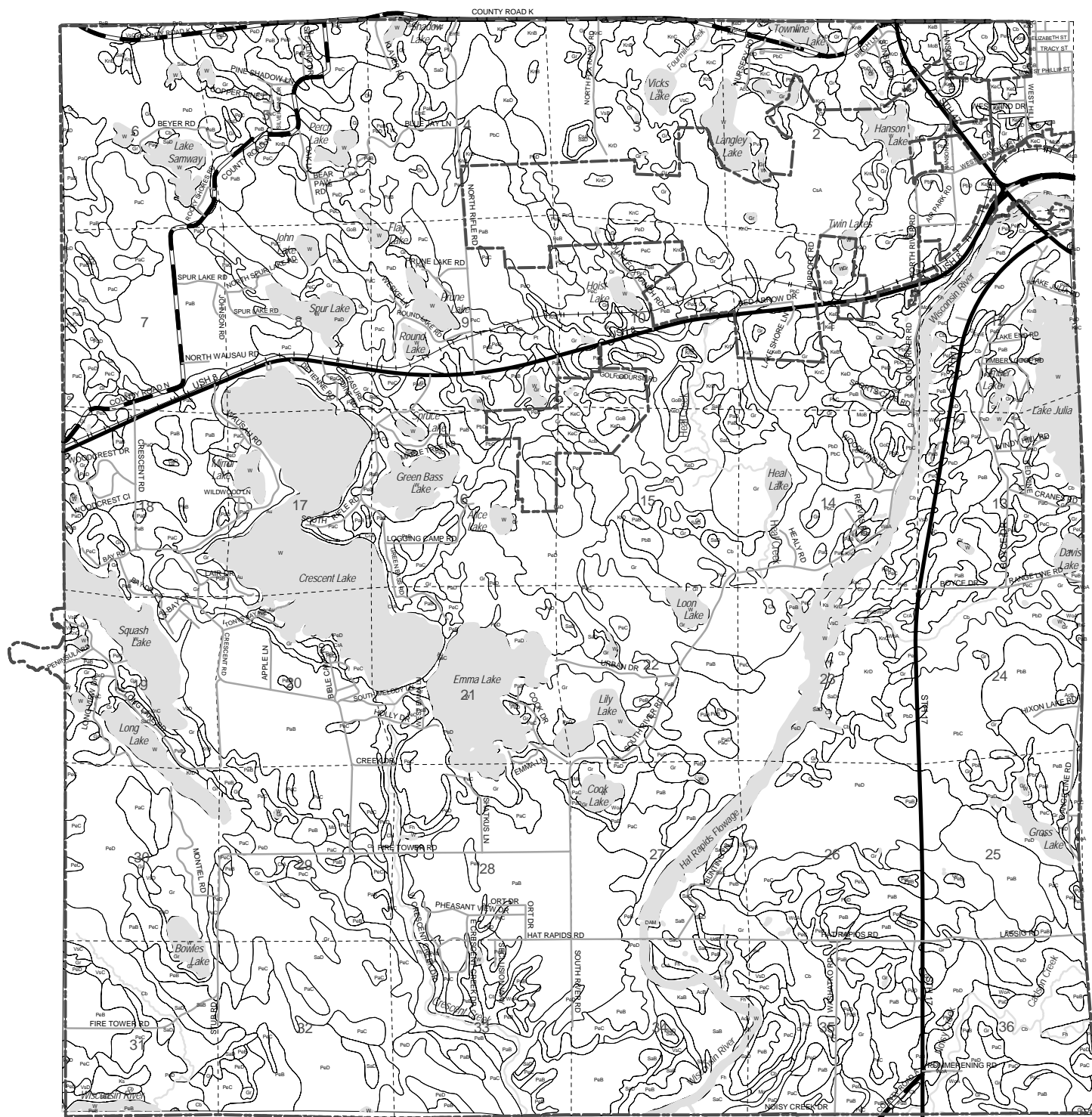
- Town Border
- ===== US & State Highways
- ==== County Highways
- ==== Local Roads
- ==== Private / Other
- Section Lines
- Railroad
- Water

Map 3

# TOWN OF CRESCENT

Soils

Oneida County, Wisconsin



0.5 0 0.5 1 Miles

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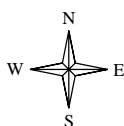
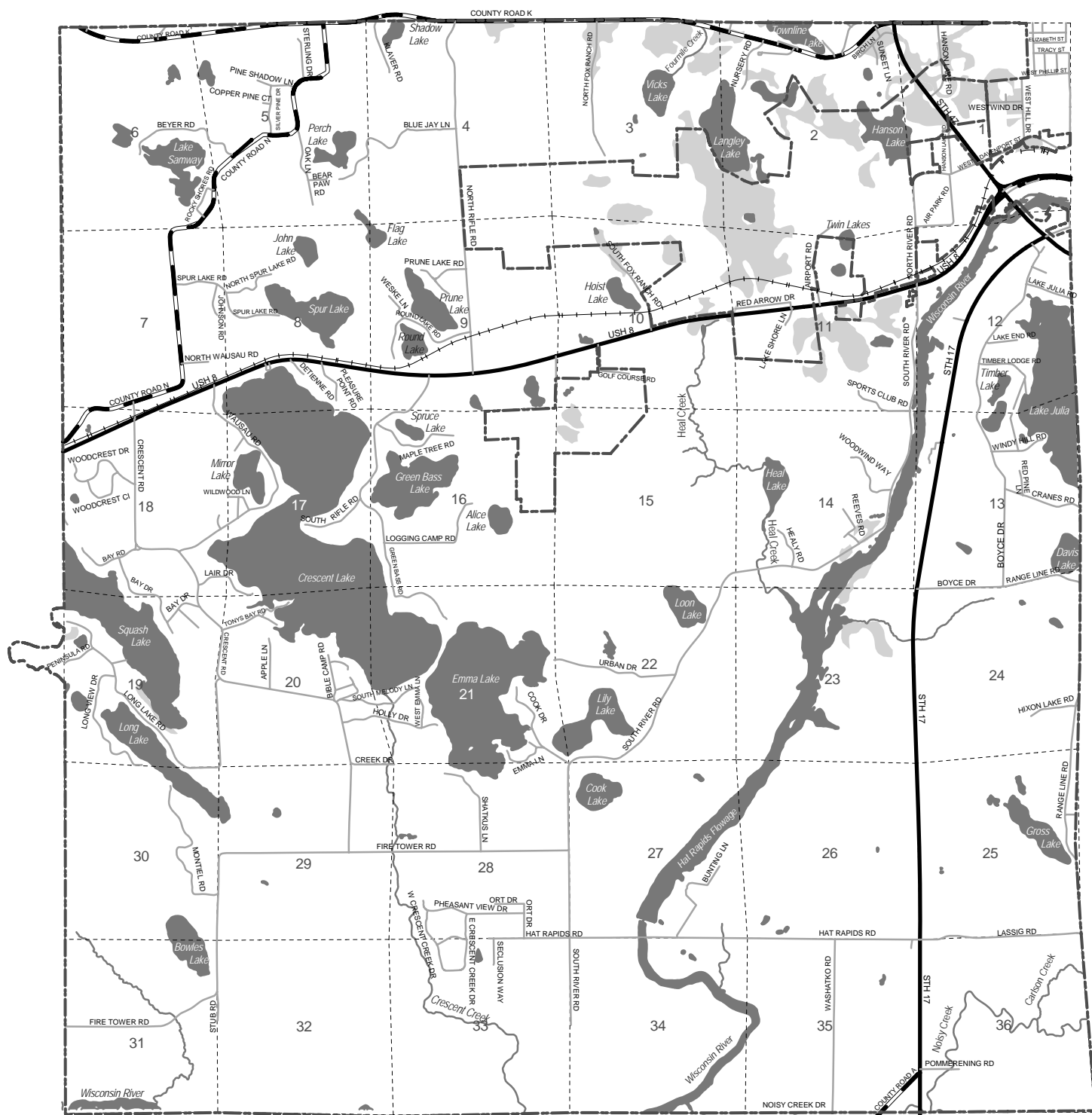
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- Town Border
- ===== US & State Highways
- ==== County Highways
- Local Roads
- Private / Other
- Section Lines
- Soils with Moderate Limitations
- Soils with Severe Limitations
- Water
- Railroad

Map 4

# **TOWN OF CRESCENT** Soil Limitations for Septic Tank Absorption Fields Oneida County, Wisconsin



0.5 0 0.5 1 Miles

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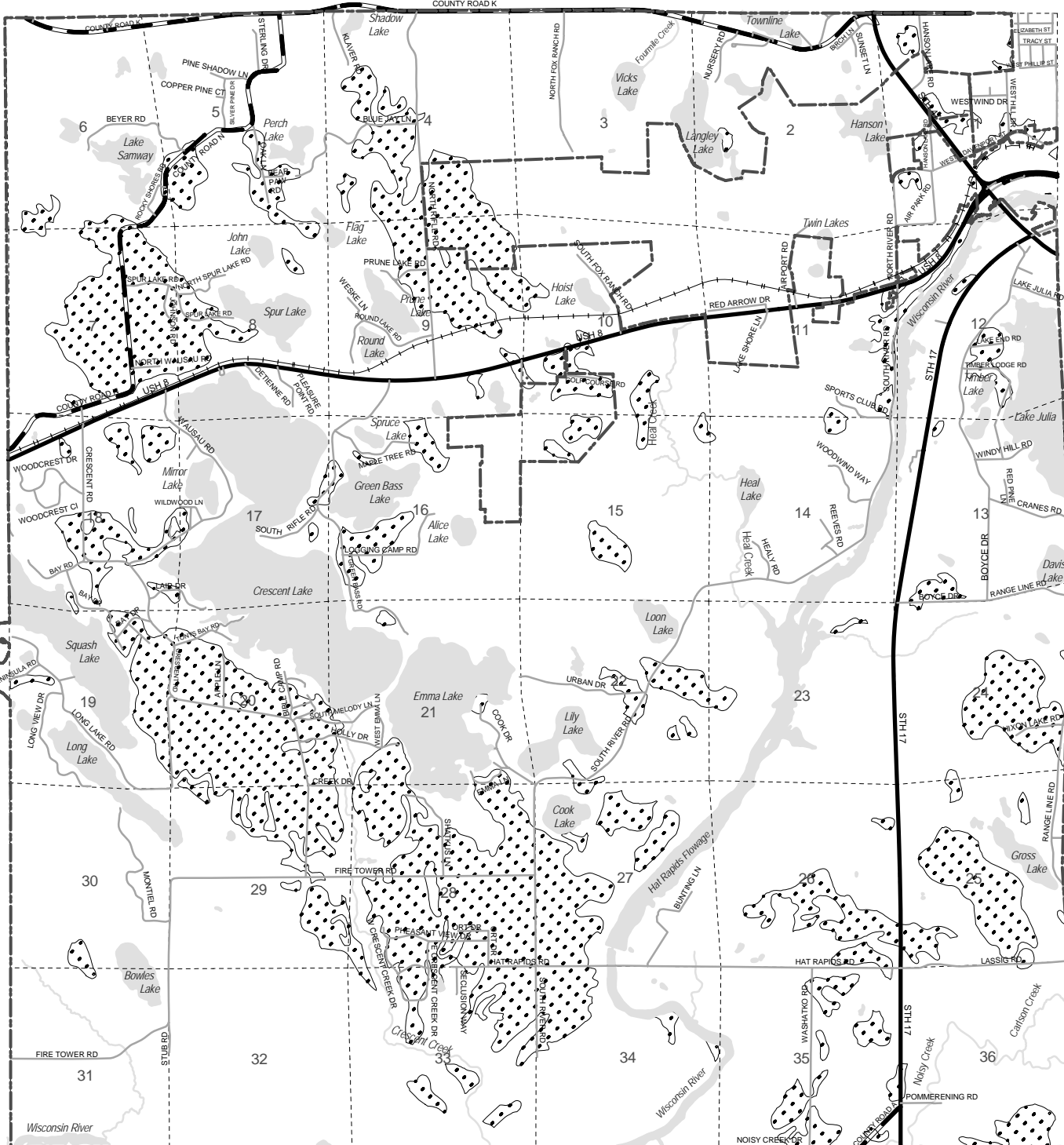
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## Railroad

Oneida County, Wisconsin



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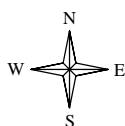
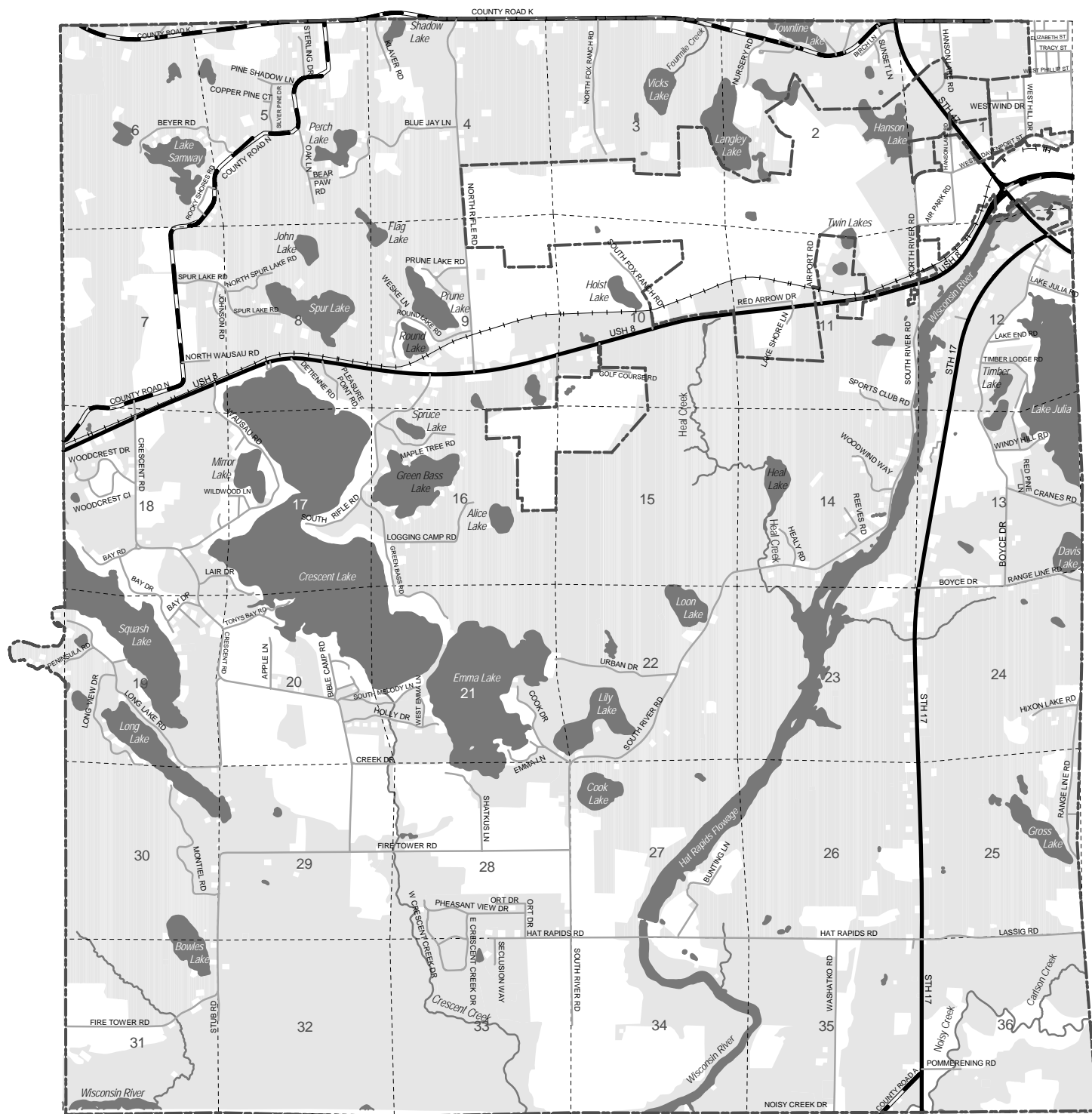
- Town Border
- == US & State Highways
- == County Highways
- Local Roads
- Private / Other
- Section Lines
- Woodlands
- Water
- Railroad

Map 6

# TOWN OF CRESCENT

Woodlands

Oneida County, Wisconsin



0.5 0 0.5 1 Miles

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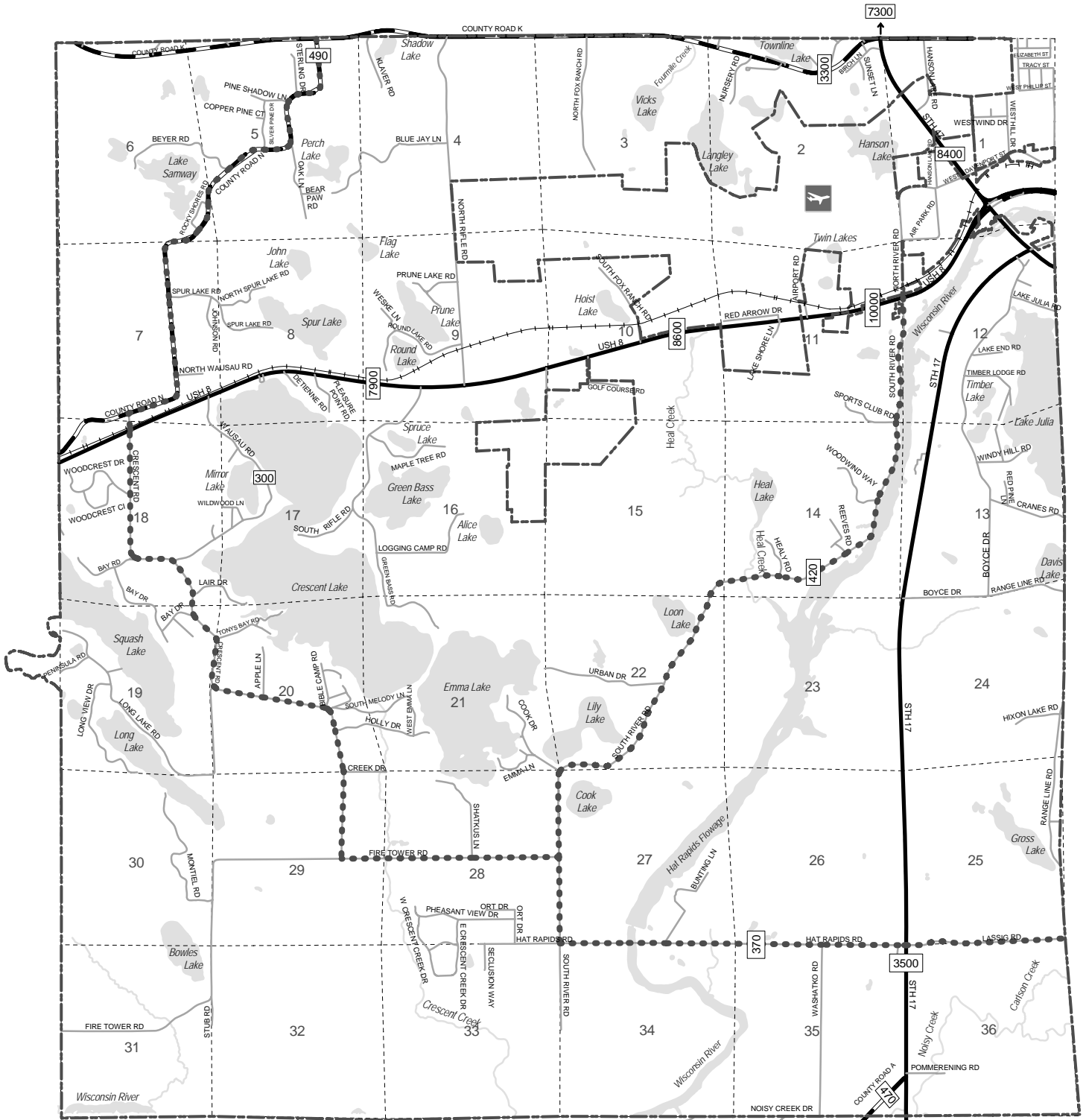
# Map 7

## TOWN OF CRESCENT

### Transportation

Oneida County, Wisconsin

- Town Border
- US & State Highways
- County Highways
- Local Roads
- Private / Other
- - - Section Lines
- Railroad
- ... Bike Routes
- 290 2000 Annual Average Daily Traffic (ADT)
-  Airport
-  Water



0.5 0 0.5 1 Miles

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Source: Wisconsin Department of Transportation, 2003



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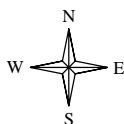
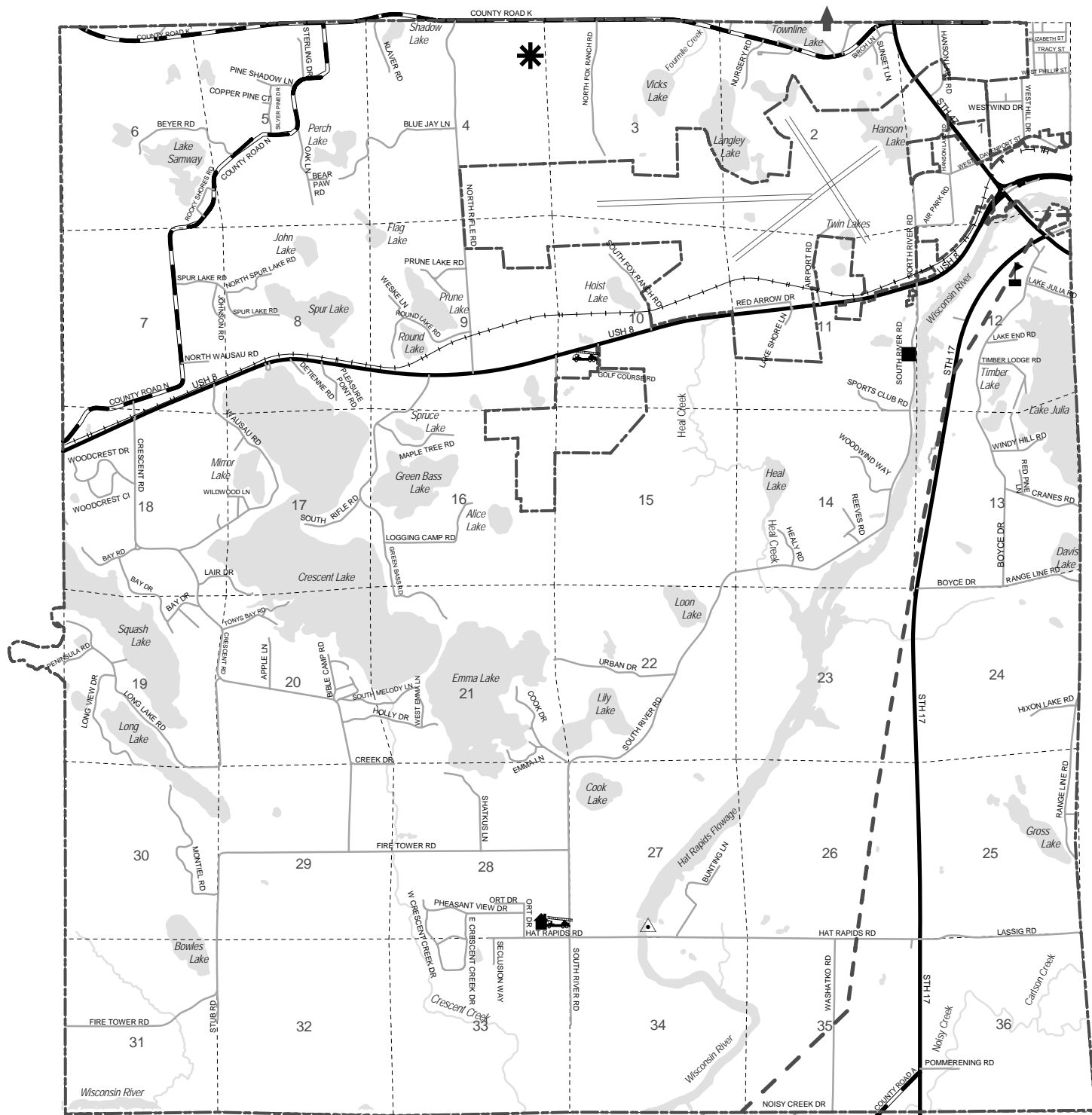
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- Town Border
- == US & State Highways
- == County Highways
- Local Roads
- Private / Other
- Section Lines
- Railroad

- High Voltage Power Line
- △ Electrical Sub Station
- Runways
- ↑ Townline Park
- ▶ Crescent Elementary
- Townhall

- Water
- Old Dump
- 🚒 Firehouse
- ✳ Baseball Field

Map 8  
**TOWN OF CRESCENT**  
 Utilities & Community  
 Facilities  
 Oneida County, Wisconsin



0.5 0 0.5 1 Miles

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Source: Wisconsin Department of Transportation, 2001

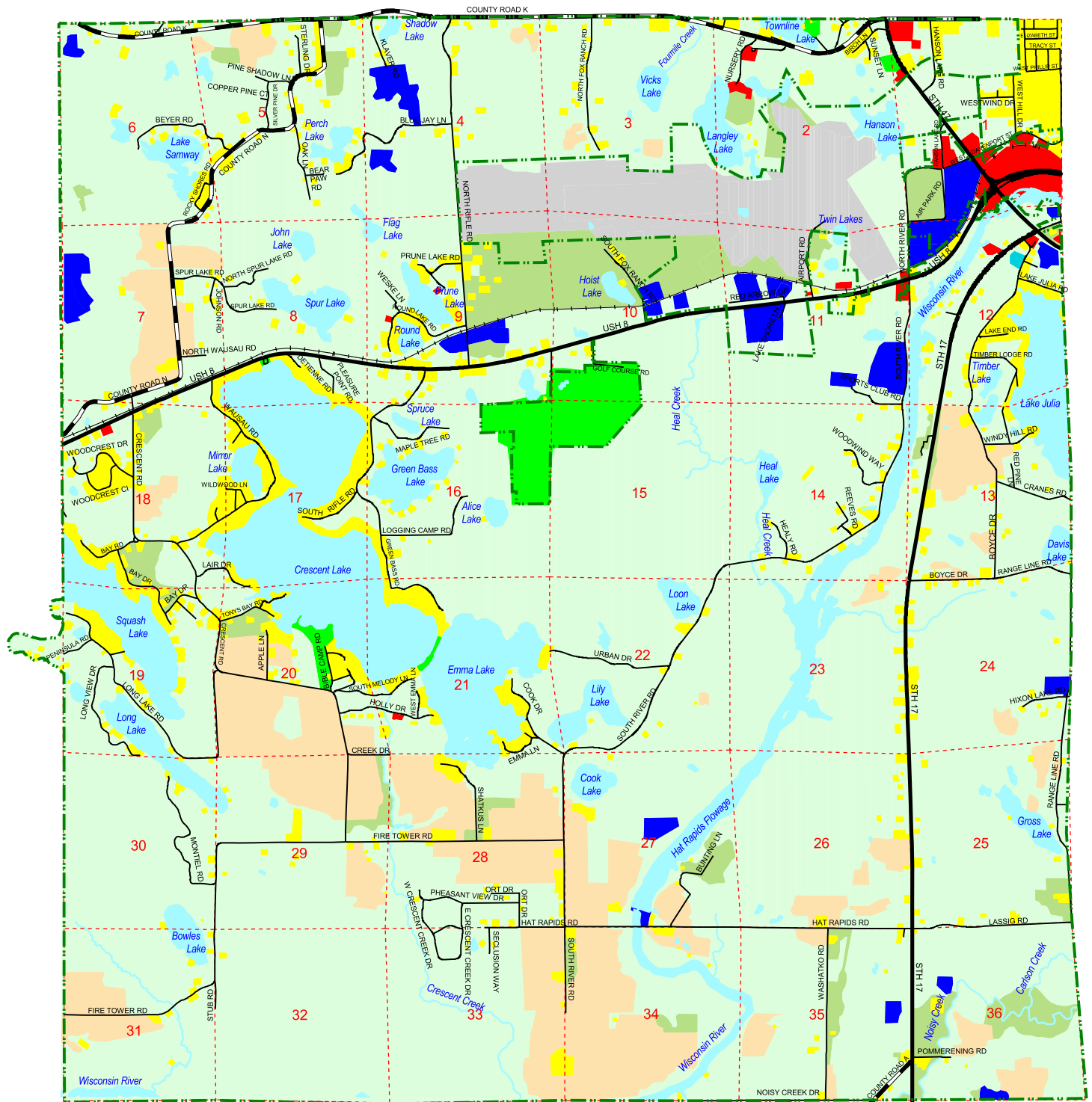


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Map 9  
**TOWN OF CRESCENT**  
 Land Use  
 Oneida County, Wisconsin

- |  |   |   |
|--|---|---|
| <ul style="list-style-type: none"> <li>Town Border</li> <li>Section Lines</li> <li>US &amp; State Highways</li> <li>County Highways</li> <li>Local Roads</li> <li>Private / Other</li> <li>Railroad</li> </ul> | <ul style="list-style-type: none"> <li>Agriculture</li> <li>Commercial</li> <li>Governmental</li> <li>Industrial</li> <li>Open Grass Land</li> <li>Outdoor Recreation / Camp</li> </ul> | <ul style="list-style-type: none"> <li>Residential</li> <li>Transportation</li> <li>Water</li> <li>Woodlands</li> </ul> |
|--|---|---|



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December 2006



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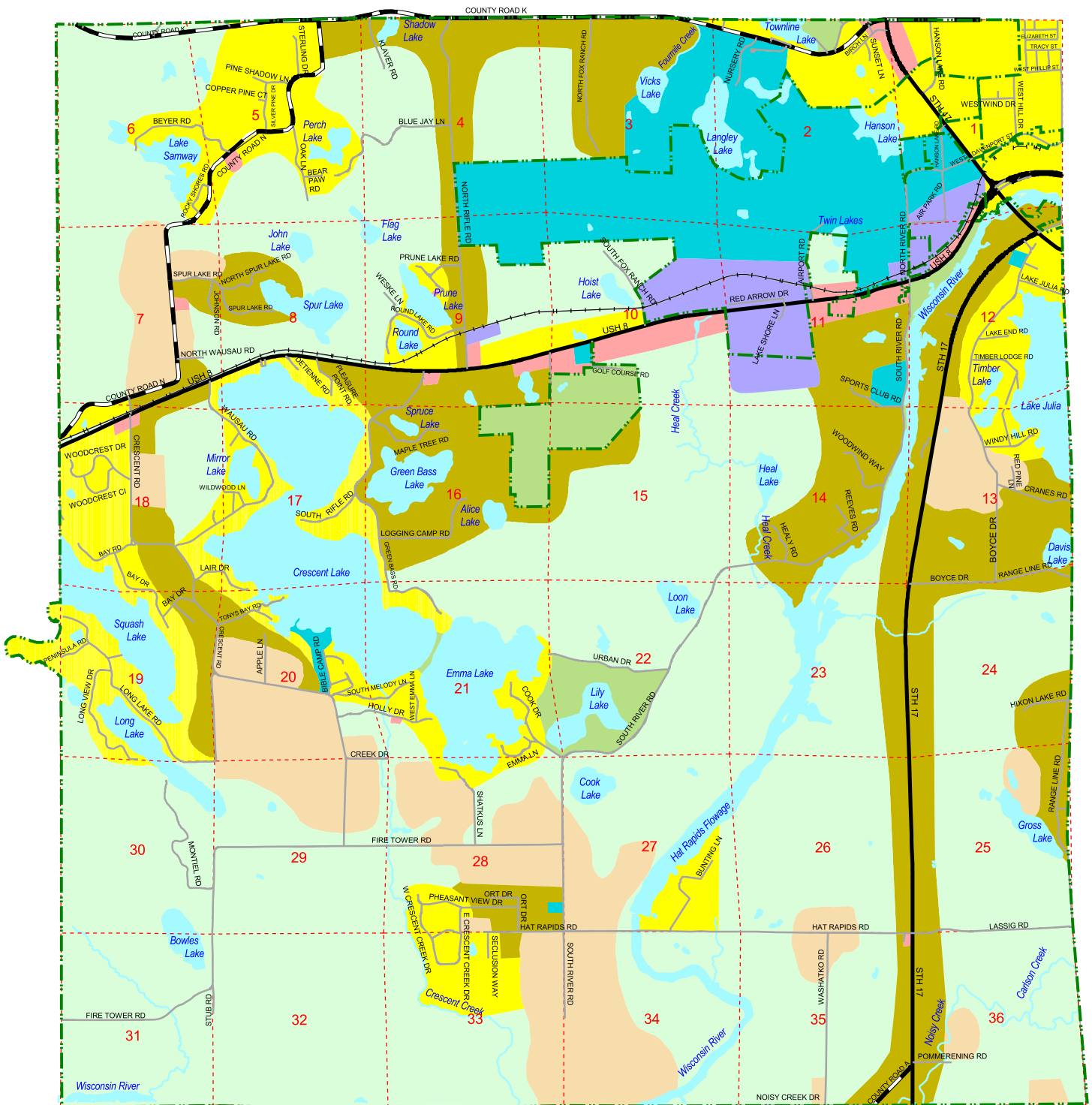
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# TOWN OF CRESCENT

## Future Land Use Plan

Oneida County, Wisconsin

- Town Border
- == US & State Highways
- == County Highways
- Local Roads
- Private / Other
- Section Lines
- Railroad
- Agricultural Areas
- Residential
- Rural Residential
- Commercial Business
- Industrial
- Forestry Areas
- Governmental / Public / Institutional
- Preservation & Open Space
- Transportation Corridors
- Water



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January 2007

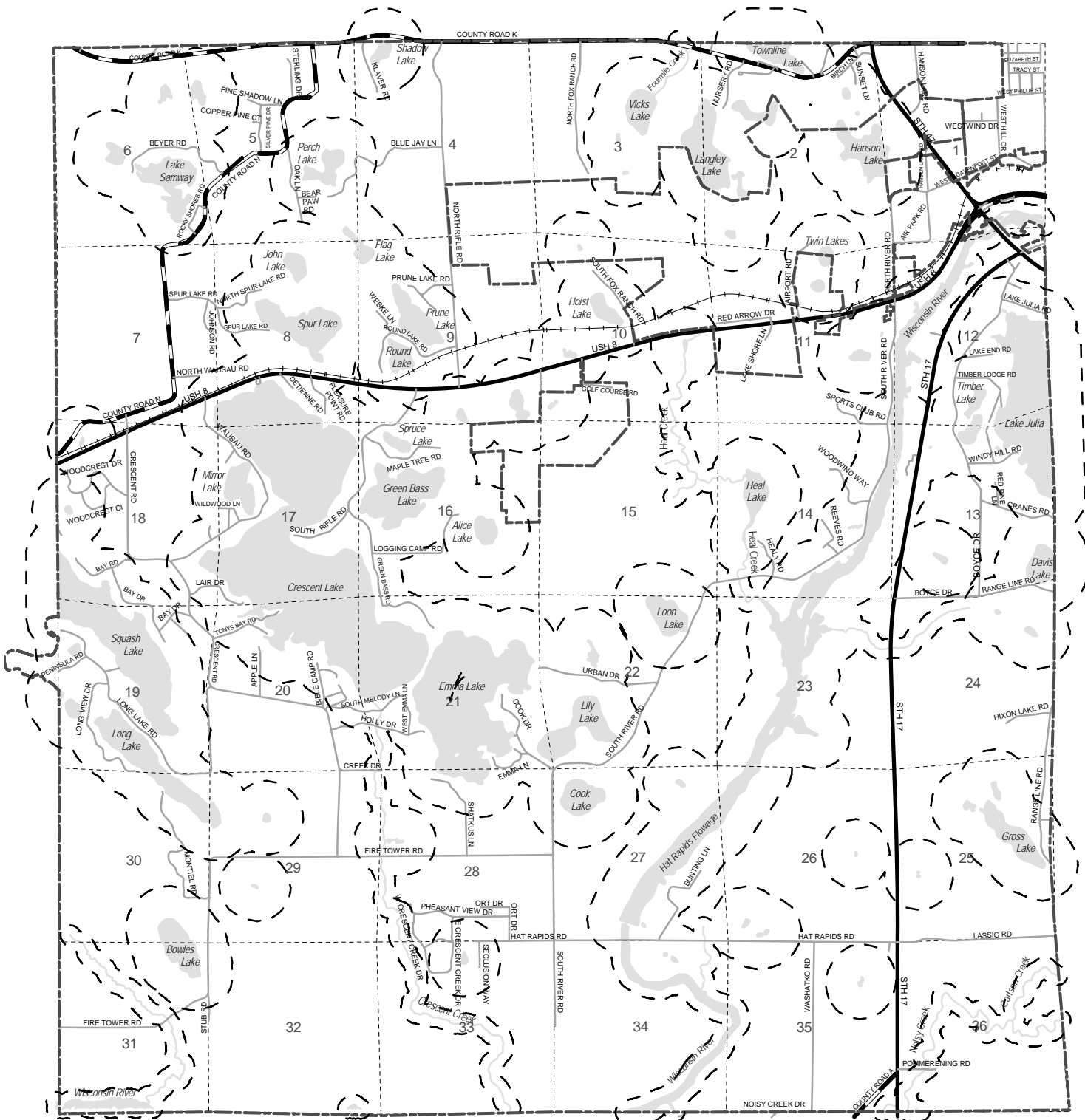
- Town Border
- ===== US & State Highways
- ==== County Highways
- Local Roads
- Private / Other
- Section Lines
- Railroad
- 300' & 1000'
- Shoreland Buffer
- Water

Map 11

# TOWN OF CRESCENT

## Shoreland Zoning

Oneida County, Wisconsin



0.5 0 0.5 1 Miles

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