

Town of Rolling

Comprehensive Plan

ADOPTED 2007



Prepared by:
North Central Wisconsin Regional Planning Commission

Town of Rolling

Plan Commission

Norm Cejka, Chair
Dave Arendt
Sheldon Damos
Ken Husnick
Dave Kautza
Ron Nye
Les Rasmussen
Gary Keen, Alternate

Planning Committee

Norm Cejka, Chair
Dave Arendt
Sheldon Damos
Ken Husnick
Dave Kautza
Ron Nye
Les Rasmussen

Adopted July 11, 2007

Cover Photo: Spring Brook
Plan Photos by NCWRPC

This plan was prepared at the request of the Town of Rolling under the direction of the Town of Rolling Planning Commission by the North Central Wisconsin Regional Planning Commission.

For more information contact:

NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION (NCWRPC)
210 MCCLELLAN STREET, SUITE 210
WAUSAU, WI 54403

Phone: 715-849-5510

Fax: 715-849-5110

Email: staff@ncwrpc.org

www.ncwrpc.org

**TOWN OF ROLLING COMPREHENSIVE PLAN
TABLE OF CONTENTS**

Introduction	2
Purpose Of This Plan	2
The Planning Process	3
I. ISSUES AND OPPORTUNITIES ELEMENT	4
A. Background Information	4
1. Population Trends and Forecasts	4
2. Household Trends and Forecasts	6
3. Age Distribution	6
4. Education Levels	8
5. Income Levels	9
6. Employment Characteristics, Trends and Forecasts	9
B. Issue Identification	11
1. Review of Demographic Trends	11
2. Past Planning Efforts	12
3. Town Plan Commission Brainstorming Session	13
4. Public Opinion Survey	14
5. Other Public Participation Efforts	15
C. Community Vision Statement	15
D. Goals, Objectives, Policies and Programs	16
II. AGRICULTURAL, NATURAL & CULTURAL RESOURCES ELEMENT	
A. Agricultural, Natural & Cultural Resources Goals, Objectives & Policies	17
B. Agricultural, Natural & Cultural Resources Inventory	19
1. Groundwater	19
2. Forests	20
3. Productive Agricultural Areas	22
4. Environmentally Sensitive Areas	24
5. Threatened and Endangered Species	26
6. Stream Corridors	26
7. Surface Water	26
8. Floodplains	27
9. Wetlands	27
10. Wildlife Habitat	27
11. Metallic/Non-Metallic Mineral Resources	28
12. Parks/Open Space	28
13. Historical/Cultural Resources	28
14. Recreational Resources	28
C. Agricultural, Natural & Cultural Resources Programs	29

III. HOUSING ELEMENT	33
A. Housing Goals, Objectives and Policies	33
B. Housing Stock Assessment	34
1. Age Characteristics	34
2. Structural Characteristics	35
3. Value Characteristics	35
4. Occupancy Characteristics	36
C. Housing Programs	37
IV. UTILITIES AND COMMUNITY FACILITIES ELEMENT	39
A. Utility and Community Facility Goals, Objectives and Policies	39
B. Inventory & Analysis of Existing Utilities and Community Facilities	39
1. Water and Wastewater Facilities	39
2. Solid Waste Disposal and Recycling Facilities	42
3. Power and Telecommunications Facilities	42
4. Youth Facilities	42
5. Emergency Services	43
6. Other Governmental Facilities	44
C. Utilities and Community Facilities Programs	44
V. ECONOMIC DEVELOPMENT ELEMENT	45
A. Economic Development Goals, Objectives and Policies	45
B. Labor Force and Economic Base Analysis	46
C. Assessment of Local Conditions	48
D. Economic Development Programs	48
VI. TRANSPORTATION ELEMENT	51
A. Transportation Goals, Objectives and Policies	51
B. Transportation Mode Inventory	52
1. Highways and Trucking	52
a. Functional and Jurisdictional Identification	52
b. Trucking	56
2. Transit and Transportation Facilities of the Disabled	56
3. Bicycles and Walking	57
4. Railroads	57
5. Air Transportation	57
6. Water Transportation	58
C. Review of State and Regional Transportation Plans	59
1. State Transportation Plans	59
2. Regional Transportation Plans	61

VII. INTERGOVERNMENTAL COOPERATION ELEMENT	62
A. Intergovernmental Cooperation Goals, Objectives and Policies	62
B. Assessment of Intergovernmental Relationships, Plans & Agreements	63
1. School District	63
2. Adjacent Local Governments	63
a. City of Antigo	63
b. Surrounding Townships	64
c. Langlade County	64
3. North Central Wisconsin Regional Planning Commission	65
4. State and Federal Government	65
C. Existing/Potential Intergovernmental Conflicts	66
D. Intergovernmental Programs	67
VIII. LAND USE ELEMENT	70
A. Land Use Goals, Objectives and Policies	70
B. Existing Land Use Inventory`	72
C. Analysis of Trends	74
1. Land Supply	74
2. Land Demand	74
3. Opportunities for Redevelopment	75
4. Existing and Potential Land Use Conflicts	76
D. Land Use Programs	76
E. Future Land Use Plan	76
IX. IMPLEMENTATION ELEMENT	79
A. Action Plan Recommended to Implement the Comprehensive Plan	79
B. Plan Review and Update	82
C. Plan Amendment Procedure	82
D. Plan Consistency Between Elements	83
APPENDICES	
A. Public Participation Plan	
B. Community Survey Results	
C. Town Land Division Ordinance w/ Proposed Amendments	
D. Town Plan Commission Resolution/Town Ordinance Adopting Plan	
LIST OF FIGURES	
1. 2000 Age Cohorts for Town of Rolling	8

LIST OF TABLES

1. Population Trends	5
2. Population Estimate 2004 and Forecasts to 2025	5
3. Households in 2000 and Forecasts to 2025	6
4. Age Distribution 1990 to 2000	7
5. Education Levels 2000	8
6. Income Levels 1990-2000	9
7. Occupation of Employed Workers 1990-2000	10
8. Industry Sectors 1990-2000	11
9. Year Structure Built 2000	34
10. Housing Units by Structural Type 2000	35
11. Housing Values 2000	36
12. Residential Occupancy Status 2000	37
13. Occupation of Employed Workers 1990-2000	47
14. Industry Sectors 1990-2000	47
15. Road Mileage by Jurisdictional and Functional Class	52
16. Rural Highway Functional Classification System	55
17. Existing Land Use	74
18. Projected Residential Land Use Demand to 2025	75

LIST OF MAPS

1. Location	1
2. Woodlands	21
3. Prime Soils	23
4. Water Features	25
5. Utilities and Community Facilities	41
6. Transportation	53
7. Existing Land Use	73
8. Future Land Use Plan	78
9. Existing Zoning	80

INSERT MAP 1 LOCATION

INTRODUCTION

The Town of Rolling has a strong history of planning for its overall development needs. The Town initially developed a Land Use Plan in 1997, and updated the plan in 2002. This plan report is the culmination of the most recent efforts of the Town, and was constructed in accordance with Wisconsin's 'Smart Growth' statutes 66.1001. This process has included a comprehensive review of past and current development activities and projected changes forecasted over a future 20-year planning horizon.

The Town of Rolling continues to identify its community development needs and the desires of residents. As part of the overall planning process, a vision statement for the Town was created to assist in providing direction in developing this comprehensive plan. Rolling's vision statement reads: *To preserve and enhance the rural character of the Town of Rolling by protecting its natural resources and farmland through planned growth and development.*

PURPOSE OF THIS PLAN

The Town of Rolling Comprehensive Plan is intended to assist local and county officials in implementing the goals, objectives and policies and aid in making future land use decisions. The plan will also assist with development and management issues by addressing short and long-range concerns regarding growth, development and preservation of the community. The comprehensive plan will assist in:

- ✓ identifying areas appropriate for development or preservation;
- ✓ recommending types of land uses for specific areas;
- ✓ directing housing and other investments to areas that can best serve the community; and
- ✓ providing detailed objectives and policies to implement the overall plan goals.

This comprehensive plan has been prepared under Wisconsin's Comprehensive Planning legislation contained in Wisconsin Statute 66.1001. The plan is organized into nine chapters or elements (issues & opportunities, housing, transportation, utilities & community facilities, natural/agricultural/cultural resources, economic development, intergovernmental cooperation, land use, and implementation) each addressing one element specified under the law.

THE PLANNING PROCESS

The overall process began with the formation of a planning committee representing the varied interests throughout the Town. The committee provided overall direction and input in the development of the comprehensive plan.

To begin the planning process, a community planning survey was mailed to all property owners in the spring of 2006. The survey included questions to determine residents' assessment of the current situation in the Town and to obtain opinions regarding the Town's future. Information from the survey was used throughout the planning process and provided direction to the plan commission/committee. Survey results are included in the appendix. The plan commission also developed a list of issues and opportunities confronting the community. These processes were helpful in establishing a baseline for developing the comprehensive plan.

Wisconsin Statute 66.1001 requires municipalities to adopt written procedures that are designed to foster a wide range of public participation throughout the planning process. The main goal of the public participation plan is to make all citizens of the community aware of the plan's progress and to offer the public opportunities to make suggestions or comments during the planning process. The Town of Rolling adopted a public participation plan for use in the overall development of the Town of Rolling Comprehensive Plan, see APPENDIX A.

Throughout the planning process the public was afforded several opportunities to participate directly in the development of the comprehensive plan. Meetings of the committee were posted and open to the public. In addition to the survey, a public open house was held at the Town Hall midway through the process to inform residents about the plan and gather citizen input. The recommended draft comprehensive plan was distributed to all adjoining and overlapping jurisdictions and others required to receive the plan by statute and made available to the public via hard copy (library, Town Hall) and Internet. The Town held a public hearing on the final draft of the comprehensive plan prior to adoption. APPENDIX D contains documentation on plan adoption by the Town.

Local community members have attempted to develop a comprehensive planning document that examines the many issues and opportunities that confront the Town. In doing so, the locally developed comprehensive plan provides the Town with information critical to assisting in making informed decisions on future proposals affecting the Town.

I.) ISSUES AND OPPORTUNITIES ELEMENT

This element (#1 of 9) of the Town of Rolling Comprehensive Plan explores potential issues that may have an effect on the development of the Town over the 20-year planning period of the plan. As required by the state's comprehensive planning law [s.66.1001 (2)(a) Wis. Stats.], this element contains trends and forecasts with jurisdictional comparisons for some basic demographics including: population, households, employment, age, education and income. Although forecasts should typically cover the 20-year planning period, in some cases, the only acceptable sources had lesser time periods for their forecasts. Official sources are used for data and forecasting, including the WisDOA Demographic Service Center and the U.S. Census Bureau.

In addition to this review of basic Town stats, a variety of tools are utilized to identify issues. These tools include review of past plans, planning committee brainstorming, a public opinion survey, public informational meetings/hearings and observations of the professional planning staff.

The element closes with a vision statement, crafted from the discussion of Town issues, that defines the Town's desired future, and the development of some goals, objectives and policies for the Town to follow in handling future issues along with identification of Town programs which could be useful in guiding future development of the Town over the 20-year plan horizon. It should be noted that plans are required to be updated every 10 years, roughly corresponding to the decennial census and fresh community data. This is the minimum period a community should go between comprehensive reviews of issues and related objectives, policies, goals and programs.

A.) BACKGROUND INFORMATION

1.) POPULATION TRENDS AND FORECASTS

Between the 1980 and the 2000 Censuses, the Town of Rolling's population increased by 17.5% for an average annual increase slightly above 0.8%, see TABLE 1. The growth rate increased in the 1990's to 10.3% compared to 6.5% throughout 1980's. Both decade-long growth rates exceed the County and State population growth averages. As a result of this moderate to high rate of growth during the 1990s, the State was led to predict that the Town would experience a moderate rate of growth through 2025, see TABLE 2. The Wisconsin Department of Administration currently estimates the Town's population at 1,527 as of January 1, 2004. This would be an increase of about 254 persons between 2004 and 2025, indicating steady population growth.

Data is also provided for Langlade County, the City of Antigo and the Town of Antigo for comparative purposes, and identifies a different growth pattern in these municipalities than the Town of Rolling. Langlade County, the City of

Antigo and the Town of Antigo all show a decrease in population during the 1980's, but all three municipalities recovered during the 1990's and experienced population increases, but at rates that were significantly less than the rate of increase in the Town of Rolling.

	1980	1990	2000	% Change 1980-90	% Change 1990-00	% Change 1980-00
Town of Rolling	1,236	1,316	1,452	6.5	10.3	17.5
Town of Antigo	1,661	1,428	1,487	-14.0	4.1	-10.5
City of Antigo	8,653	8,284	8,560	-4.3	3.3	-1.1
Lanlade County	19,978	19,505	20,740	-2.4	6.3	3.8
State of WI	4,705,642	4,891,769	5,363,715	4.0	9.6	14.0

Source: WisDOA Demographic Services Center

The Wisconsin Department of Administration (WIDOA) provides twenty-five year population estimates for all Wisconsin municipalities, See TABLE 2. Their estimates are based on a variety of factors, but primarily rely on previous growth rates to predict future population growth. Estimates developed by WIDOA are consistent with previous rates of growth in the township. Further analysis of population change can be found in other sections of this report, particularly Housing and Land Use.

	Estimate 2004	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Rolling	1,527	1,528	1,606	1,677	1,738	1,781
Town of Antigo	1,525	1,495	1,504	1,508	1,505	1,488
City of Antigo	8,586	8,578	8,615	8,618	8,580	8,460
Lanlade County	21,227	21,165	21,616	21,986	22,244	22,277
State of WI	5,532,955	5,563,896	5,751,470	5,931,386	6,110,878	6,274,867

Source: WisDOA Demographic Services Center

2.) HOUSEHOLD TRENDS AND FORECASTS

The 1,452 (2000) residents of the Town of Rolling form 512 households. Total households are projected to increase to 667 by 2025, see TABLE 3. This reflects a combination of three factors including the estimated increase in population, the increasing percentage of single person households and the decline in average household size or persons per household. Household forecasts for the Town are ahead of the City County and state. In addition, the estimates show that by 2010 there will be more households in the Town of Rolling than in the Town of Antigo.

	Total 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Town of Rolling	512	549	592	633	667	693
Town of Antigo	550	564	582	597	606	607
City of Antigo	3,630	3,702	3,813	3,907	3,951	3,937
Langlade County	8,452	8,787	9,206	9,589	9,863	9,999
State of WI	2,084,556	2,190,210	2,303,238	2,406,789	2,506,932	2,592,462

Source: WisDOA Demographic Services Center

Further analysis of housing unit change can be found in other sections of this report, particularly Housing and Land Use.

3.) AGE DISTRIBUTION

The median age of Rolling's population in 1990 was 31.3 years. At that time, residents of the County had a somewhat higher median age. While the County had a population older than the state as a whole, the Town of Rolling had a population that was slightly younger. The Town of Rolling had a greater proportion of population in the working age (18-64) class than the County but lower than the state. The percentage of children aged 5 to 17 was about the same for the Town, County and state. However, the state had a slightly higher proportion of children under five than the Town and County. TABLE 4 displays the age distribution comparisons.

By 2000, the median age of the population in the Town had advanced by 4.8 years; more than the County and state, which increased by 4 and 3.1 years respectively. The Town's median age is now consistent with the state as a whole, but still lower than the County, the City of Antigo and the Town of Antigo.

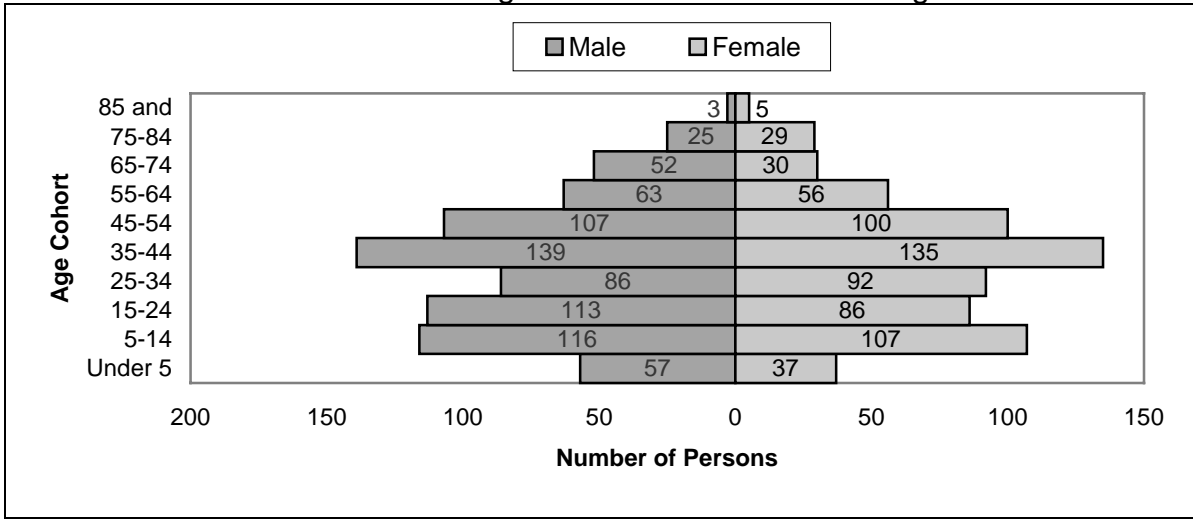
The proportion of working age (18-64) population increased for the Town, county and state between 1990 and 2000. During the same time period, the proportion of the population aged < 5 years and 5 to 17 generally decreased, except in the Town of Antigo where the proportion of children 5 to 17 grew slightly. The proportion of retirement age (65+) population also generally decreased across the board between 1990 and 2000, but increased slightly in the Town of Rolling.

		Percent of Population				
		< 5	5 - 17	18 - 64	65+	Median Age
Town of Rolling	1990	7.9	23.9	57.8	10.4	31.3
	2000	6.5	20.9	61.7	10.9	36.1
Town of Antigo	1990	6.5	19.6	57.7	16.2	38.4
	2000	4.9	20.9	58.3	15.9	41.1
City of Antigo	1990	6.8	18.8	52.1	22.3	36.4
	2000	6.3	18.3	54.2	21.2	38.9
Langlade County	1990	6.7	19.9	54.5	18.9	36.5
	2000	5.4	19.0	56.8	18.8	40.5
State of WI	1990	7.4	19.0	60.3	13.3	32.9
	2000	6.4	19.1	61.4	13.1	36.0

Source: U.S. Census Bureau

A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care and schools. It will become increasingly important to retain or attract younger age groups in order to provide for service demands and maintain the workforce. FIGURE 1 displays the population pyramid for the Town in which the progression of age groups through time can be seen.

FIGURE 1 2000 Age Cohorts for Town of Rolling



Source: U.S. Census Bureau

4.) EDUCATION LEVELS

The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well being of a community. According to the U.S. Census, 80.4% of the Town of Rolling's population age 25 and over were high school graduates in 2000, compared to 80.9% in Langlade County and 85% in the entire state of Wisconsin, see TABLE 5. An area of concern may be the relatively low number of individuals with an associate, bachelor or graduate degree. In Wisconsin as a whole, 30% of the population aged 25 and over have an advanced degree, while only 15.6% of the population in the Town of Rolling has an advanced degree. There is a direct relationship between educational attainment and income; particularly in the knowledge-based economy of the 21st Century.

TABLE 5 2000 Education Levels, Town of Rolling, County and State

	Town of Rolling		Langlade County		State of Wisconsin	
	2000	%	2000	%	2000	%
Total Persons 25 & Over	954	100%	14,372	100%	3,475,878	100%
Less than 9 th Grade	129	8.4%	1,033	7.2%	186,125	5.4%
9-12 Grade -No Diploma	96	11.2%	1,712	11.9%	332,292	9.6%
High School Diploma	426	48.7%	6,509	45.3%	1,201,813	34.6%
College / No Degree	149	16.2%	2,706	18.8%	715,664	20.6%
Associate Degree	50	5.4%	730	5.1%	260,711	7.5%
Bachelor Degree	79	6.8%	1,058	7.4%	530,268	15.3%
Graduate/Pro. Degree	25	3.4%	624	4.3%	249,005	7.2%

Source: U.S. Census Bureau

5.) INCOME LEVELS

In 1990, the median household income for the Town was significantly greater than the County as a whole but trailed the state slightly. On a per capita basis, the income of Rolling's residents was slightly greater than that of the County but trailed the state by \$2,294, or 20% in 1990.

Between 1990 and 2000, Town of Rolling's median household income expanded by 53%, just surpassing the state median household income and further widening the gap with the County to 32%. On a per capita basis, Rolling's income grew by nearly 68% but continues to trail the state as a whole, see TABLE 6. For further comparison, the 2000 median household incomes for Town of Rolling and City of Antigo were \$43,849 and \$29,548, respectively.

	1990 (in 1989 Dollars)			2000 (in 1999 Dollars)		
	Town of Rolling	Langlade County	State of Wisconsin	Town of Rolling	Langlade County	State of Wisconsin
Median Household Income	\$28,571	\$20,703	\$29,442	\$43,849	\$33,168	\$43,791
Per Capita Income	\$10,982	\$10,172	\$13,276	\$18,445	\$16,960	\$21,271

Source: U.S. Census Bureau

6.) EMPLOYMENT CHARACTERISTICS, TRENDS AND FORECASTS

According to the Census, the civilian labor force (population 16 and over) living in the Town of Rolling was approximately 840 workers in 2000. Of these, 39 were unemployed for an unemployment rate of 3.5%. The unemployment rates for the City and County were 3.5% and 3.6% at that time, which shows a consistent pattern amongst the three municipalities.

The primary occupations of Rolling residents in the labor force include: sales and office; production, transportation and material moving; and management, professional and related, see TABLE 7. Each of these occupational groups employs between 160 to 200 Town residents. The leading economic sectors or industries in the Town are: manufacturing, education, and retail trade, see TABLE 8. Manufacturing leads the way with 195 workers.

Historically, manufacturing has been the strongest sector county-wide, with 2,032 workers as of 2000. Manufacturing jobs in the County increased 22% (68% within the Town) between 1990 and 2000. The biggest gaining sector in both the County and Town is arts, entertainment, recreation, accommodation and food

services, which posted an increase in the Town from 0 to 49 employees and from 316 to 908 employees at the County level. The sector showing the most significant loss at the County level is transportation, warehousing and utilities, which declined 21% in County, but increased by 84% in the Town between 1990 and 2000.

These figures are all based on the number of workers residing in the Town and what they do for employment not where they are actually employed. Information regarding the number of jobs available in the Town of Rolling itself is not readily available.

	Town of Rolling		Langlade County	
	1990	2000	1990	2000
Management, professional & related	94	164	1,274	2,177
Service	82	103	1,311	1,517
Sales & office	128	200	1,925	2,262
Farming Fishing & Forestry	90	30	906	371
Construction, extraction & maintenance	102	105	1,067	1,061
Production, transportation & material moving	120	199	1,743	2,315

Source: U.S. Census Bureau

Employment forecasts are difficult to come by and not available at the town level. However, the Wisconsin Department of Workforce Development (WisDWD) prepares workforce projections by industry for its multi-county service regions. The current projections, released in October 2004, forecast only to 2012. The projections for the North Central Workforce Development Area cover Langlade County and include eight additional counties. These projections show increases in all employment sectors except food manufacturing (0.2% decline) and paper manufacturing (16.4% decline). The other sectors increase within a range from 0.2% (overall manufacturing) to 36.9% (ambulatory health care services). Town residents commute to jobs over a large part of the nine county area included in the forecasts, including Forest, outer Langlade, Lincoln, and Marathon, so residents of the Town of Rolling can expect to take advantage of this projected employment growth.

	Town of Rolling		Langlade County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	91	83	939	797
Construction	47	74	555	752
Manufacturing	116	195	1,671	2,032
Wholesale Trade	42	32	383	351
Retail Trade	126	118	1,559	1,273
Transportation, Warehousing & Utilities	25	46	601	475
Information	-	14	n/a	108
Finance, Insurance, Real Estate & Leasing	16	26	258	346
Professional, Scientific, Management, Administrative & Waste Mgmt Services	18	18	197	307
Education, Health and Social Services	81	106	1,234	1,602
Arts, Entertainment, Recreation, Accommodation and Food Services	-	49	316	908
Public Administration	11	19	224	318
Other Services	32	-	289	434

Source: U.S. Census Bureau

Another way to look at future employment is to examine the labor force and unemployment rates. In 1990, the labor force in the Town was 694 people, and by 2000, this had increased 15% to 840. The degree to which this available workforce is actually employed is dependant on external economic factors reflected in the current unemployment rate of 3.5%.

B.) ISSUE IDENTIFICATION

1.) REVIEW OF DEMOGRAPHIC TRENDS

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

From Part A, above, a number of issues and opportunities facing the Town of Rolling can be identified, including the following:

- ✓ The Town of Rolling is currently in a period of slow but steady growth.
- ✓ Household formation is driven by the increasing percentage of single person households and the decline in average household size or persons per household.

- ✓ A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care and schools.
- ✓ Median household income of Town residents is on par with the State as a whole and 32% higher than the County as a whole.

2.) PAST PLANNING EFFORTS

Previous plans of the Town of Rolling were reviewed to determine what issues were drivers of those planning efforts and may still warrant consideration for the new comprehensive plan.

In 1997, the Town of Rolling completed and adopted a town development plan titled, *Land Use and Development Plan...Town of Rolling, Langlade County, Wisconsin*. This plan was developed with the assistance of the North Central Wisconsin Regional Planning Commission.

The plan generally identifies a number of broad issues as follows;

- ✓ Strong population and housing growth rates leading to increasing demands for development and services the Town has not been prepared to provide.
- ✓ Drinking water quality.
- ✓ Non-farm development and the loss of agricultural lands.
- ✓ The lack of defined areas for residential, commercial and industrial growth.
- ✓ Implications of 'strip' commercial development along Town roadways.
- ✓ Conflicting land uses and challenging land uses such as mining, landfills, shooting range and mobile homes present challenges.
- ✓ Key tools for land use implementation are not under the control of the town (i.e. County Zoning, etc.)
- ✓ Negative effects of extraterritorial powers and annexation on the Town.
- ✓ There are opportunities for intergovernmental cooperation and coordination that will achieve mutually beneficial outcomes.

In addition, the plan proposes six sequential steps required to carry out the plan. The identified steps were as follows:

1. The Town Board should endorse and adopt the preceding recommendations (contained within the Plan)...referencing this study as the basis for that action, as a guide for the physical development of the Town.
2. The Town should adopt Village powers under s.60.10(2)(c), the Town Board should then establish a Plan Commission under WI Statute s.62.23 so that a vehicle and process exists to formally guide and regulate development.
3. The Town Board/Plan Commission should request a formal dialogue with the City of Antigo.
4. The Town Board/Plan Commission, working with a consultant and the County Zoning Office, should prepare suggested amendments to the Town (read County) land division ordinance text and mapping.
5. The Town with support for the City of Antigo and Langlade County, should formally request the WI DOT undertake an environmental assessment of a highway corridor for a potential relocation of STH 45.
6. The Town Plan Commission should work to comprehensively develop and coordinate the herein recommended ordinances, policies, and programs.

The current Town Planning Committee has reviewed the findings of the 1997 plan and determined that these issues are all still pertinent to the Town today.

3.) TOWN PLANNING COMMISSION BRAINSTORMING SESSION

After reviewing the background data and previous planning efforts as presented above, the Committee discussed the various issues it felt were most pertinent to the future development of the Town. A summary of this discussion is as follows.

- ✓ Prime farmland preservation:
Development over time is seen as eroding farmland as building sites expand out along the road network throughout the Town and new subdivisions grow. The Town has historically been an agricultural community and agriculture remains the backbone of both the Town's community character and its economy.

- ✓ Potential highway bypass:
Although not eminent, the eventual bypass of USH 45 around the City is seen as inevitable, and it is understood that the planning for a project of this nature begins well in advance of any physical construction. Always a discussion piece of the City, the Committee wants to identify the best position for the Town of Rolling at this time with regard to the routing of any highway bypass in the Rolling area.

4.) PUBLIC OPINION SURVEY

As part of the public participation process a survey comprised of seventeen questions was sent to all property owners within the Town. A total of 687 surveys were mailed, and 148 were returned for a participation rate of about 22%. See APPENDIX B for a full tabulation of survey results.

When asked what they like most about the Town of Rolling, respondents most often indicated country living, close to the city, nice, rural, open setting, fire department, good roads and the low population density. When asked what they like the least, respondents most often listed road maintenance, grading and plowing; agricultural chemical use; junk yards; high taxes; increased level of housing development; garbage and landfill related issues. Respondents felt that taxes, water quality, annexation, subdivision development, and reduced state aids were the biggest challenges facing the Town in the next 20 years. Other general comments on the survey returns were related population growth, road maintenance, landfill issues, and access to broadband.

When asked about development in the Town of Rolling 63% of respondents indicated that the current pace of development is about right, while 13% indicated that more development is needed and 20% said less development is needed. In terms of residential development, 43% of respondents generally think future residential development should be located in areas near existing residential development, while 49% thought future residential development should be located randomly throughout the Town.

Two ranking questions were asked on the survey. The results are shown below with the number indicated the number of responses out of the 148 total returns.

Which development patterns would be beneficial to the future?

<i>Response:</i>	<i>Number:</i>
Low density widely dispersed	67
Low density on forested land	38
High density on forested land	4
No non-farm development on Ag land	32
High density along major roads	18
Subdivisions along major roads	28
No further development	21
None of the above	9

Top seven issues facing the town?

<i>Response:</i>	<i>Number:</i>
Preservation of rural environments. <i>[Wetlands, floodplains, slopes, forested areas, & woodlots]</i>	107
Accumulating junk in yards	104
Concern over drinking water quality	103
Road Maintenance	99
Fire Department service	71
Ambulance service	68
Landfill	66

5.) OTHER PUBLIC PARTICIPATION RESULTS

About midway through the planning process a public informational meeting was held to present the survey results and preliminary plan outcomes to the public and solicit comments. Approximately fifteen residents attended the meeting. The Town Board will also hold a public hearing prior to plan adoption.

C.) COMMUNITY VISION STATEMENT

The Town of Rolling Planning Committee has established the following vision for the future growth and development for the Town of Rolling:



D.) GOALS, OBJECTIVES, POLICIES & PROGRAMS

Each of the following elements of this comprehensive plan includes a set of goals, objectives and policies, which the Town Board can use to guide the future development of the Town over the next 20 years.

For purposes of this plan, goals, objectives and policies are defined as follows:

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

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

II.) AGRICULTURAL, NATURAL AND CULTURAL RESOURCES ELEMENT

This element (#2 of 9) of the Town of Rolling Comprehensive Plan is based on the statutory requirement [s.66.1001 (2)(e) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

A.) AGRICULTURAL, NATURAL & CULTURAL RESOURCES GOALS & POLICIES

GOAL 1 Conserve the Town's major agricultural, cultural and natural resources.

Objectives and Policies:

1. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
2. Lot sizes of 2 acres will be promoted for new development, in order to preserve the Town's rural character and to protect groundwater resources from the impacts of higher density development. An exception may be made for ag-related use (i.e.: farm family or worker) as provided in the Land Use and Implementation Elements of this Plan.
3. Use-buffer areas will be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. duplex-type (higher density residential) development should be planned as a buffer between single-family and commercial areas. Landscape buffers should also be used, especially where distances from the Town make multiple family unfeasible.
4. Conservancy Zoning/PUD concepts will be utilized to protect important or fragile environmental areas including navigable lakes and streams, shorelands, wetlands, drainage ways, floodways, steep slopes, and woodlands recognizing their value for flood

control, wildlife habitat, protection of water quality, and in providing recreational opportunities.

5. Land use practices, such as PUD, which protect air, land, and water quality, as well as the scenic value of the Town will be encouraged or required where possible.
6. The Town will explore the City's interest in developing a groundwater quality protection program.

GOAL 2 Preserve the productive farmland in the Town for long-term farm use and maintain agriculture as an important economic activity and way-of-life.

Objectives and Policies:

1. Non-farm development, particularly subdivisions, will be encouraged in areas away from intensive agricultural activities, in order to minimize farm – non-farm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
2. The unnecessary conversion of good agricultural lands will be avoided. Non-farm development will be directed to those areas specifically designated for said use.
3. The Town will establish an area, generally located in the northwest corner of the Town north of CTY HWY G, as the most suitable for any potential location of new livestock facility siting in keeping with s.93.90 Wisconsin Statutes (Wis. Act 235).

GOAL 3 Allow for needed non-metallic mining (i.e.: sand and gravel extraction) while balancing the need for this resource with the interests of adjacent landowners and the Town as a whole.

Objectives and Policies:

1. Expansion of existing non-metallic mining operations or development of new sites should be allowed only on lands adjacent to existing sites, where the expansion will not conflict with other preexisting development.

2. Reclamation of non-metallic mining sites should conform to the land use plan map in regard to the reclaimed use. The Town will work with the County Board of Adjustment to ensure adequate reclamation of sites.
3. The Town recognizes the probable need for further expansion and development of non-metallic mining operations in the future, beyond the 15 to 20 year timeframe of this plan and will address this in future plan updates.

B.) AGRICULTURAL, NATURAL AND CULTURAL RESOURCES INVENTORY

1.) GROUNDWATER

Residents of the Town depend on groundwater pumped from glacial sand and gravel deposits for the bulk of their water needs. Groundwater quality in Langlade County and the Town of Rolling is generally considered to be very good. However, there are areas where nitrate levels are a concern.

Yields of 10 to 20 gallons-per-minute (gpm) are sufficient for domestic purposes and can be obtained almost anywhere in the County. In contrast, irrigation wells in the Rolling Flats provide yields of 500 to 800 gpm. The relatively rapid movement of groundwater within the Rolling Flats aquifer is a concern from a potential contamination standpoint. Nitrates are not only a concern due to the agricultural nature of the area, but also increasing wastewater discharge from non-agricultural growth particularly in more compact "urbanizing" areas adjacent to the City.

In addition to meeting the needs of Town residents, the Rolling Flats aquifer underlying the Town also supplies the bulk of groundwater used by the City of Antigo. Two of the municipal wells that supply the City with water are located northeast of the City within the Town of Antigo. The City is also currently planning to develop a new south wellfield that would be in or in very close proximity to the Town. The majority of the recharge area for these wells lies within the Town. Since the City lacks any direct authority to regulate activities in these areas, it would need the cooperation of the surrounding Towns to effectively implement any wellhead protection efforts designed to keep potential contaminants from entering its municipal water supply wells. Any wellhead protection measures would also benefit Town residents by also providing some degree of protection for private wells in and around the delineated wellhead protection zone.

Landfill leachate is also an area of concern relative to groundwater quality. The WI Department of Natural Resources (WI DNR) collects and maintains data on active and closed landfills through the Groundwater and Environmental

Monitoring System. The City of Antigo owns property formerly used as a landfill adjacent to the Town in the northeast quadrant that continues to be monitored. Property owners within 1,200 feet of the former landfill are restricted from drilling wells, but to date no contamination has been reported.

In general, groundwater drainage basins parallel surface water drainage basins. Two major drainage systems dominate surface water drainage in the County. The Eau Claire River drains much of central Langlade County including most of the Rolling Flats, while the Wolf River drains the northern and eastern portions of the County. A major drainage divide separates these two systems. However, in 1987 a detailed study of Langlade County's groundwater showed that there is a displacement of the groundwater divides with respect to surface water drainage basins. This displaced groundwater divide underlies the Rolling Flats area draining some of the groundwater southeast to the Wolf River rather than following surface water drainage southwest to the Eau Claire River.

That 1987 study report also cited the possibility of water level decline in the Rolling Flats area due to crop irrigation as an area of concern. However, tests showed that pumpage for irrigation had a minimal impact on water levels in the Rolling Flats at least at the time of the study (1983 levels).

2.) FORESTS

Existing tracts of wooded land within the Town probably do not qualify as forest per se, although there are various areas within the Town that are wooded. Land cover in the Town is predominately woodland with the balance being agricultural, see MAP 7. The bulk of these woodlands coincide with the hilly moraine south and east of CTY HWY G. Overall, Langlade County is about 70% woodland (and only 15% agricultural), which is consistent with land coverage within the Town. Woodlands play an important role in wildlife habitat and water quality, particularly along Spring Brook and Middle Branch Embarrass River, as well as in the rural character of the Town.

The WI DNR does maintain 40 acres of wooded land in the southeast quadrant of the Town, and various other private holdings are utilized for outdoor recreation activities ranging from hunting to wildlife viewing to hiking. In fact, extensions of the National Scenic Ice Age Trail will likely include segments in the Town if residents are open to the concept. Additionally, Kretz Lumber Company maintains a private natural area adjacent to Springbrook that is utilized sustainable logging and wildlife habitat recovery research.

INSERT MAP 2 WOODLANDS

3.) PRODUCTIVE AGRICULTURAL AREAS

As indicated earlier, agriculture is the second most predominant land use in the Town covering just over 10,000 acres. The majority of agriculture soils in the Town are classified as prime farmland by the Natural Resources Conservation Service (NRCS, formerly SCS) as identified in the *Soil Survey of Langlade County, Wisconsin* (see MAP 5). Potatoes and corn are the principle cash crops. Langlade County ranks third in the state for potato production, and the Rolling Flats is the County's major agricultural district.



Prime Farmland—Rolling Flats!

The Wisconsin Town Land Use Data Book compiled statistics from the last Census of Agriculture in 1997. This data shows that despite the deep-rooted agricultural nature of the Town, it is not immune to the trend in loss of farms and farmland. The estimated number of farms dropped 8.2% from 49 to 45 between 1990 and 1997, while the number of dairy operations fell 48% from 31 to 16 during that period. Total acres of farmland on the tax roll decreased 5% from 10,785 to 10,246 acres between 1990 and 1997. This compares with - 3.6% for the County overall and - 2.8%, - 7.2% and - 8 % for Antigo, Polar and Ackley, respectively.



Agricultural Facilities

INSERT MAP 3 PRIME SOILS

4. ENVIRONMENTALLY SENSITIVE AREAS

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

One such area, Spring Brook, is underscored by the fact that it was designated for a priority watershed project for nonpoint source water pollution abatement. The primary stated objective of the Priority Water Shed Plan for Spring Brook was "...to enhance and protect the water quality of the streams and groundwater in the Spring Brook Watershed." Within the City of Antigo, Spring Brook is on the 303d impaired waters list of waters not meeting state water quality standards (as of 2004).



Spring Brook

The segment of Spring Brook flowing through the City lacks quality habitat, has warmer water temperatures and poor dissolved oxygen conditions. The priority watershed report indicates that, "Spring Brook is not reaching its highest potential use due to pollution from nonpoint sources."

There are no Outstanding Resource Water or Wild and Scenic River designated within the Town. The aforementioned WI DNR property is maintained by the state to preserve a spring hole that feeds the Middle Branch of the Embarrass River. The headwaters of the Little Plover River also reside in the Town, and are an area that has environmental value. However, the area does not fall under any environmental designation.

Another type of area that may fall under the environmentally sensitive designation is contaminated or potentially contaminated sites in part because they may need special care or monitoring. A NCWRPC review of WisDNR databases revealed no contamination sites, however, the Spring Brook Priority Watershed Plan indicated a medium/high priority LUST site in section 17 SW NE which may be in the Town, but more specific locational information was not available. The Langlade County Airport is listed on the Wisconsin Registry of Waste Disposal Sites.

INSERT MAP 4 WATER FEATURES

5. THREATENED AND ENDANGERED SPECIES

Information on threatened and endangered species was obtained from the Bureau of Endangered Resources website and the Spring Brook Priority Watershed Plan. It should be noted that a comprehensive endangered resources survey was not completed for the Town. A lack of occurrence records does not preclude the possibility that other endangered resources are present in the Town. Threatened or endangered species found in and around the Town of Rolling include:

- ✓ *Federal Endangered:* *bald eagle*
- ✓ *Wisconsin Endangered:* *pygmy snaketail dragonfly*
- ✓ *Wisconsin Threatened:* *red shouldered hawk*
- ✓ *WI Special Concern:* *round pigtoe mussel*
 elktoe mussel
 indian cucumber root (plant)
 leafy white orchis (plant)
 red dished alpine butterfly
 rapids club tail dragonfly
 green faced club tail dragonfly

Specific location information is not released in order to protect the resource.

6. STREAM CORRIDORS

The principal stream corridor in the Town of Rolling is the Spring Brook, as discussed under Environmentally Sensitive Areas, above. The Middle Branch Embarrass River is another stream that serves the wetlands complex in the southwest portion of the Town. Other streams in the Town include intermittent streams associated with the wetlands complex as well as Elmhurst Creek and the West Branch Red River.

Drainage Ditches may appear as streams in the maps. Refer to sections on groundwater, forests and surface water for more information about the stream corridors in the Town.

7. SURFACE WATER

The majority of the Town of Rolling is part of the Eau Claire River watershed, which in turn is a sub-watershed of the Wisconsin River. The sub-watersheds, including Spring Brook, found within the Town are shown in MAP 6. There is one small lake within the Town of Rolling (Bear Lake), but a number of small ponds, primarily for agricultural purposes, can also be seen on the map.

There were some issues about the accuracy of mapping some of the streams and ponds. The source data is WisDNR hydro mapping generated by satellite

imagery. Some streams identified as intermittent on the map may only run under the wettest conditions and even then only for a short time. A gravel pit mapped as water may have standing water from time to time. The DNR imagery may have been acquired during a wet period. The Town of Rolling Planning Committee modified the mapping to correct some errors.

Langlade County Shoreland Zoning may be in effect. The buffer on MAP 6 is for planning purposes, and actual shoreland jurisdiction questions will have to be resolved on a case by case basis.

8.) FLOOD PLAINS

The 100-year floodplain was digitized by the NCWRPC from FEMA Flood Insurance Rate Maps, for planning purposes only, see MAP 6. Floodplains in the Town generally follow open waterways but also extend out along river and stream banks in certain areas where flooding is likely to occur in the spring.

9.) WETLANDS

The wetlands shown were mapped from the WisDNR Wetlands Inventory, see MAP 6. Wetlands in the Town are generally associated with rivers and streams, along with an area north of Bear Lake and a separate section located between the Middle Branch Embarrass River and Elmhurst Creek. Wetland types in the Town are organic peats and mucks and very poorly drained mineral soils. Wetlands are important in flood control, water quality and wildlife habitat.



Wetland community

10.) WILDLIFE HABITAT

There are no designated wildlife or other natural areas within the Town. However, Spring Brook is a class 1 trout stream, see Environmentally Sensitive Areas, above. As discussed in previous sections, the wooded areas, wetlands and stream corridors are the principle wildlife habitat in the Town.

There is a wide range of wildlife in the Town, including deer, bear, coyote, wolves, and geese. Property owners in the Town continue to utilize wildlife areas for wildlife viewing and hunting.

11.) METALLIC/NON-METALLIC MINERAL RESOURCES

There are a number of quarries throughout the Town, as well as a few closed or inactive sites. Active gravel pits will be under the "Quarry" overlay district of the Langlade County Zoning ordinance. The soil characteristics of the area are such that the Town is an excellent source of sand and gravel, which precludes the mapping of any key areas.

Langlade County has seen active mineral exploration in the past, however, there are no known discoveries of metallic mineral deposits within the Town of Rolling. Langlade County has an ordinance regarding metallic mineral exploration, mining and reclamation.

12.) PARKS / OPEN SPACE

The Town of Rolling does not maintain a parks system at this time. The City of Antigo has an urban park system, and Langlade County maintains various holdings for parks and recreation uses. The County maintains 120 acres in the Town that serves as a gun, trap and bow range. The County does not plan to expand its park system in the Town at this time.

13.) HISTORICAL / CULTURAL RESOURCES

No historical or cultural resources exist within the Town at this time.

14.) RECREATIONAL RESOURCES

Popular recreational activities in the area include fishing and swimming, wild life observation, hunting and trapping. Spring Brook draws people for trout fishing. There are also numerous snowmobile trails and private ATV trails throughout the Town. A private four-wheeler race track also exists in the Town.

The National Park Service and the Ice Age Park & Trail Foundation has been developing plans with local residents for the further development of the Ice Age National Scenic Trail within Langlade County. The Trail seeks to follow significant glacial landforms such as the end moraine in the southeast corner of the Town. The proposed Trail may pass through or in close proximity to the Town. As referenced earlier, the headwaters of the Plover River is one location under consideration by the Ice Age National Scenic Trail at this time.

C.) AGRICULTURAL, NATURAL AND CULTURAL RESOURCES PROGRAMS

Programs available to the Town of Rolling to achieve their goals and objectives with regard to agricultural, natural and cultural resources are identified below. The following list is not all-inclusive. For specific program information, the agency or group that offers the program should be contacted.

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

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

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

Endangered Resources Program: The DNR's Endangered Resources staff provides expertise and advice on endangered resources. They manage the Natural Heritage Inventory Program (NHI), which is used to determine the existence and location of native plant and animal communities and Endangered or Threatened Species of Special Concern. The NHI helps identify and prioritize areas suitable for State Natural Area (SNA) designation, provides information needed for feasibility studies and master plans, and maintains the list of endangered and threatened species. All management activities conducted by Wildlife Management and Forestry staff must be reviewed to determine the impact on NHI-designated species. A permit for the incidental take of an Endangered or Threatened species is required under the State Endangered Species Law. The Endangered Resources Program oversees the permit process,

reviews applications and makes permit decisions. Funding for the Endangered Species Program comes from a number of sources, including tax checkoff revenue, license plates, general program revenues (GPR), gaming revenue, Natural Heritage Inventory chargebacks, wild rice permits, general gifts and Pittman Robertson grants.

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

Forest Management Program:

Funding for the forestry program is supported primarily by a fixed rate mill tax on all property in the State of Wisconsin. Other support is received from the federal government, from recreation fees, from sale of forest products, from sale of state produced nursery stock, forest tax law payments, and other miscellaneous sources. All activities of the Forestry Program help support efforts to promote and ensure the protection and sustainable management of Wisconsin's forests.

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

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

Nonpoint Source Pollution Abatement Program: This DNR program is currently undergoing restructuring and being gradually replaced by short-term grants that will address specific projects rather than focusing on entire watersheds. The goal of this voluntary program is to improve and protect the water quality of surface waters and groundwater within the watershed. Landowners are encouraged to

control nonpoint pollution on their properties through cost sharing of Best Management Practices. This program will be replaced by Targeted Runoff Management projects (TRiM). These are projects that are more specific in nature and may last up to three years. They are scored on a competitive basis, based on the amount of pollutant control they will achieve and the degree of impairment of the location. One nonpoint source coordinator is located in Rhinelander. This coordinator administers and oversees the priority watershed program and will also assist with the TRiM grants. The coordinator also provides nonpoint source pollution advice to counties that are implementing their land and water plans.

Parks and Recreation Program: The DNR gets its authority for administering the Parks and Recreation Program from Chapter 27 Wisconsin Statutes. This program provides assistance in the development of public parks and recreation facilities. Funding sources include: the general fund, the conservation fund, and the recycling fund, program revenue funds and federal grants.

Stewardship Grants for Nonprofit Conservation Organizations:

Nonprofit conservation organizations are eligible to obtain funding for the acquisition of land or easements for conservation purposes and restoration of wildlife habitat. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, protection of rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail, and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. Contact the WDNR for further information.

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

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

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

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

Wisconsin Historical Society, Office of Preservation Planning (OPP): The OPP can provide information on how to protect and preserve your own historic property, to implement grassroots strategies for preserving and protecting historic properties, and on state or federal laws and regulations that may be applicable to a given case.

III.) HOUSING ELEMENT

This element (#3 of 9) of the Town of Rolling Comprehensive Plan is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to provide an adequate housing supply that meets existing and forecasted housing demand. As required by the state's comprehensive planning law [s.66.1001 (2)(b) Wis. Stats.], this element provides a basic housing stock assessment and identifies policies and programs that promote the development of housing for all residents of the Town including a range of choices that meet the needs of persons of all income levels, age groups and special needs; that promotes the availability of land for low-income housing; and that maintains the existing housing stock.

A.) HOUSING GOALS AND POLICIES

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

GOAL 1 Promote development of housing for residents of the Town and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs.

Objectives and Policies:

1. The Town will direct future residential development to areas designated on its Future Land Use Plan Map. The Town will discourage future residential development in agricultural areas except for ag-related use (i.e.: farm family or worker), or in current agriculture use areas designated for future residential development on its Future Land Use Plan Map.
2. The Town will encourage residential developers to provide a variety of housing types for all income and age groups.
3. The Town will require a 2 acre minimum lot size for new residential development in order to protect groundwater resources from the impacts of higher density development and to provide the spacing necessary to maintain the rural character and density of the community.
4. The Town will allow higher density (down to the minimum lot size in County zoning district) where it is compatible with existing

development patterns per the Land Use and Implementation Elements of this Plan.

GOAL 2 Promote the availability of land for the development or redevelopment of low- and moderate-income housing.

Objectives and Policies:

1. The Town will maintain designation of adequate areas adjacent to the City of Antigo for residential development on its Future Land Use Plan Map

GOAL 3 Maintain and rehabilitate the existing housing stock as appropriate.

Objectives and Policies:

1. The Town will promote, via this Plan, programs to assist residents in maintaining or rehabilitating existing housing units.

B.) HOUSING STOCK ASSESSMENT

1.) AGE CHARACTERISTICS

TABLE 9 indicates the age of the housing stock in the Town of Rolling area based on the year the structures were built as reported in the 2000 Census. The Town of Rolling has experienced a significant increase in housing since 1990, with just over a quarter of the Town’s housing stock built between 1990 and 2000. This is substantially higher than the state as a whole (17%) and second only to Langlade County at 28%. This recent growth in the town’s housing stock exemplifies the need to evaluate housing development in Rolling.

Year Built (Range)	Town of Rolling		Town of Antigo		City of Antigo		Langlade County		State of Wisconsin	
	#	%	#	%	#	%	#	%	#	%
1939 or earlier	123	23	172	29	1,539	39	1,880	17	543,164	23
1940 - 1959	36	7	115	19	994	25	1,250	11	470,862	20
1960 - 1969	27	5	54	9	263	7	1,790	16	276,188	12
1970 - 1979	120	22	92	16	454	12	1,045	9	391,349	17
1980 - 1989	94	17	80	14	248	6	2,134	19	249,789	11
1990 - 2000	138	26	78	13	433	11	3,088	28	389,792	17
Total	538	100	591	100	3,931	100	11,187	100	2,321,144	100

Source: U.S. Census Bureau

2.) STRUCTURAL CHARACTERISTICS

The vast majority of housing units in the Town of Rolling are of the detached single-family variety, see TABLE 10. There are also a significant number of mobile homes (15.1%), mainly located within a mobile home park located in the Town. Rolling has significantly fewer multi-family housing units than any of the comparable communities including the Town of Antigo and the City of Antigo. As a general rule cities are able to offer a wider variety of housing types due to their ability to provide for sewer and water to support larger, multi-family structures.

Units in Structure	Town of Rolling		Town of Antigo		City of Antigo		Langlade County		State of Wisconsin	
	#	%	#	%	#	%	#	%	#	%
1, detached	442	82.2	537	90.9	2,628	66.9	8,837	79.0	1,531,612	66.0
1, attached	2	0.4	2	0.3	38	1.0	69	0.6	77,795	3.4
2	8	1.5	27	4.6	369	9.4	431	3.9	190,889	8.2
3 or 4	5	0.9	0	0	192	4.9	221	2.0	91,047	3.9
5 to 9	0	0	0	0	185	4.7	206	1.8	106,680	4.6
10 to 19	0	0	0	0	143	3.6	155	1.4	75,456	3.3
20 or more	0	0	0	0	285	7.3	287	2.6	143,497	6.2
Mobile Home	81	15.1	25	4.2	91	2.3	954	8.5	101,465	4.4
Other	0	0	0	0	0	0	27	0.2	2,703	0.1
Total	538	100	591	100	3,931	100	11,187	100	2,321,144	100

Source: U.S. Census Bureau

3.) VALUE CHARACTERISTICS

The median home value in the Town of Rolling (\$91,000) is higher than the City of Antigo and Langlade County overall, but remains lower than the WI state average, see TABLE 11. The Town has a diverse mix of homes valued between \$50,000 and \$199,000, with only three homes valued over \$200,000.

The primary difference between the Town of Rolling and Langlade County as a whole appears to be the relatively few number of homes valued at less than \$50,000 in the Town compared to a fairly substantial number in the County overall. Further analysis shows that two-thirds of the homes in Langlade County valued at less than \$50,000 are located in the City of Antigo.

Value	Town of Rolling	Town of Antigo	City of Antigo	Langlade County	State of Wisconsin
< \$50,000	21	48	866	1,304	73,450
\$50,000-99,999	123	195	1,103	2,256	396,893
\$100,000-149,999	66	76	143	633	343,993
\$150,000-199,999	30	27	65	274	173,519
\$200,000-299,999	0	10	0	112	95,163
\$300,000-499,999	1	5	0	22	30,507
>\$500,000	2	0	0	12	8,942
Median Value	\$91,000	\$85,700	\$56,700	\$68,600	\$112,200

Source: U.S. Census Bureau

4.) OCCUPANCY CHARACTERISTICS

TABLE 12 breaks down the occupancy status of housing units in the Town of Rolling. Like most rural towns, owner-occupied housing is the most common occupancy characteristic at 83% of total housing units, compared to 60% at the County level and 61% at the state level. The Town also has a comparatively low housing vacancy rate of 5% versus 24% countywide and 10% for the state as a whole. Only about 1% of all housing units in the Town are seasonal use, which is similar to both the Town and City of Antigo. At the same time, 19% of Langlade County's housing stock is seasonal. This likely due to seasonal homes located in more rural, forested and lakefront areas of the County versus the farmland environs of Rolling.

	Town of Rolling		Town of Antigo		City of Antigo		Langlade County		State of Wisconsin	
	#	%	#	%	#	%	#	%	#	%
Tot. Housing Units	539	100	580	100	3,938	100	11,187	100	2,321,144	100
Owner Occupied	447	83	493	85	2418	61	6,673	60	1,426,361	61
Renter Occupied	65	12	57	10	1212	30	1,779	16	658,183	28
Vacant	27	5	30	5	308	8	2,735	24	236,600	10
Seasonal, Rec., or Occasional Use	6	1	5	1	20	1	2,158	19	142,313	6

Source: U.S. Census Bureau

C.) HOUSING PROGRAMS

Various organizations offer a variety of programs to assist with the purchase, rehabilitation, or construction of housing. Many of these programs are listed below:

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

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

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

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

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

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

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

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

HUD Officer- and Teacher-Next-Door Program: Police officers and teachers may qualify for a 50 percent discount on a HUD-owned, one-family home in a designated Revitalization Area.

VA Home Loans: These loans, administered by the US Department of Veterans Affairs, are often made without any down payment at all, and frequently offer lower interest rates than ordinarily available with other kinds of loans. These loans may be used for purchase or construction up to \$240,000.

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

Langlade County Housing Authority: The Langlade County Housing Authority oversees owner occupied housing rehabilitation programs, rental rehabilitation programs, homeowner opportunity programs, Section 8 Housing Assistance, and revolving loan funds. The Housing Authority also operates multiple subsidized and low income housing units, primarily within the City of Rolling.

IV.) UTILITIES AND COMMUNITY FACILITIES ELEMENT

This element (#4 of 9) of the Town of Rolling Comprehensive Plan is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to guide future development of utilities and community facilities. As required by the state's comprehensive planning law [s.66.1001 (2)(d) Wis. Stats.], this element inventories existing public utilities and community facilities and assesses future needs for such services including those beyond the control of the Town located outside the community and/or under another jurisdiction.

A.) UTILITY AND COMMUNITY FACILITY GOALS AND POLICIES

GOAL 1 Provide adequate levels of utility and community facilities to meet the existing and future needs of Town residents.

Objectives and Policies:

1. Support development of a comprehensive regional emergency medical services plan that will integrate volunteer support with full time operations.
2. Explore efforts to work cooperatively with the City and other entities on groundwater protection.
3. Support development and expansion of communication infrastructure for Town residents and businesses, including access to cable television, fiber optic and broadband communication.

B.) INVENTORY & ANALYSIS OF EXISTING UTILITIES & COMMUNITY FACILITIES

1.) WATER AND WASTEWATER FACILITIES

The Town of Rolling has no public water supply system or sanitary sewer service. The adjacent City of Antigo has these systems to serve areas within its corporate limits and has a policy of not providing such service to outside areas without annexation. The City does have plans to extend water lines into and through adjacent Towns in order to complete some main loops intended to improve their system. While no extension of service or annexation is planned in conjunction with these projects, some fear that it will facilitate future annexations.

Two of the municipal wells that supply the City with water are located northeast of the City within the Town of Antigo. The City is also currently planning to develop a new south well field that would be in or in very close proximity to the

Town of Antigo, but a portion of the recharge area for these wells lies within the Town of Rolling.

For the Town, itself, water supply is via individual private wells. The drilling, use and abandonment of private water supply wells is regulated by the Wisconsin Department of Natural Resources and Langlade County. The Town also contains a number of wells known classified as "high capacity" wells. These wells are primarily irrigation wells resulting from the agricultural nature of Town.

The disposal of wastewater is also handled by private on-site septic systems that discharge wastewater to underground drainage fields and which may include: conventional (underground), mound, pressure distribution, at-grade, holding tank and sand filter systems. These on-site wastewater treatment technologies are regulated by both Wisconsin and Langlade County. The City of Antigo's sewage treatment plant is located adjacent to the Town of Rolling near Spring Brook off of Koszarck Rd. This facility does not provide sewage treatment for Town residents. The City of Antigo's sewage treatment facility is capable of treating sewage from the Town and the city would consider an agreement to provide sewage treatment, but this would require infrastructure developed at the Town's expense.

Stormwater management is a significant issue in the Antigo area. Flooding and drainage issues are particularly problematic on the north side of the City, which happens to be an urbanizing commercial area. The City has undertaken a series of projects designed to improve storm water drainage in the area including replacement of old clay pipes, development of detention basins, and the West Side Storm Sewer Project at Remington Pond. The latter project stems from a 1993 West Side Drainage Study. The City is currently looking into the development of a new engineering study to develop a more comprehensive approach to drainage and flooding problems. The results of this study will likely benefit the Town as well as the City.

Another area where flooding has been an issue in the past is on the south side of the City along Forrest Avenue near Northcentral Technical College. This is an area of the City not currently served by storm sewer.

INSERT MAP 5: UTILITIES AND COMMUNITY FACILITIES MAP

2.) SOLID WASTE DISPOSAL AND RECYCLING FACILITIES

Private haulers provide "curbside" pick up of garbage and recycling for residents in the Town of Rolling. As referenced in the Agricultural, Natural and Cultural Resources Element, the City of Antigo has an inactive landfill adjacent to the Town that is monitored by the WI DNR. The City of Antigo is currently negotiating with the DNR to develop a building disposal, or demolition waste site, at the old landfill. However, WI DNR regulations require landfills to maintain a distance of 1,200 ft. from other landfill sites and private wells, and the site is within the 1,200 ft. of both.

3.) POWER AND TELECOMMUNICATIONS FACILITIES

Electrical service is provided by Wisconsin Public Service Corporation. City Gas Company of Antigo provides natural gas distribution in the Rolling area.

Telephone service is provided by Verizon Communication. The service has digital switches, links to fiber optics and a digital microwave network. Cellular towers located in the Town include one located east of HWY 45 and south of Range Rd, and a second located north of HWY 47 on the east side of Sugarbush Rd.

Cable television service and limited internet service is provided by Charter Communications. Charter's service area in the Town is limited to areas generally north of CTY HWY G and west of HWY 45. The Town should consider approaching Charter Communications to determine the feasibility of expanding their service area to include more Town residents.

The City of Antigo Broadband Utility is currently investing \$1.2 million to develop a proprietary fiber optic with wireless last mile extension service to City businesses and residential clients. The service will be operational by the end of the first quarter of 2007. The City would like to expand the service throughout the County by 2010, and is currently working with the Langlade County Community Development Authority to assess this option. The Town should explore opportunities to collaborate with the City of Antigo to broaden the reach of the wireless network to include Town residents.

4.) YOUTH FACILITIES

There are no Park or Park-like facilities within the Town of Rolling. The Langlade County segment of the Ice Age National Trail is currently under development. The trail location has not been established to date, but could lie in or near the Town. The headwaters of the Plover River have been identified as a potential location for the Trail.

The Antigo area, primarily within the City, has approximately 18 regulated child care providers: six child care centers, 11 state licensed family providers and four county certified family providers.

The Town belongs to the Unified School District of Antigo. There are currently 9 schools including two private schools within the District. Pleasant View Elementary is the one District school located within the Town. The District recently closed two schools including a kindergarten and one elementary school. The Northcentral Technical College Antigo campus is located in the City.

The Antigo Public Library is jointly owned and maintained by the City and Langlade County. There have been issues regarding the sharing of operating costs.

5.) EMERGENCY SERVICES

Emergency services play an important role in maintaining a high quality of life for Town residents. These services generally fall into three primary categories, including police protection, fire protection and emergency medical services. All three services are available within the Town, although the Town does not directly provide any of the services. Instead the Town utilizes a combination of intergovernmental agreements and coalitions to provide these services in a cost-effective manner.

The Langlade County Sheriff's Department provides police protection services throughout the Town. This eliminates the need for the Town to maintain a police force, while ensuring that residents receive protection.

Fire protection services are provided through a cooperative service corporation known as the Langlade County Rural Fire Control Corporation. The Corporation owns and maintains its own equipment, as well as maintaining a fire station to house equipment. The Corporation also maintains a mutual aid assistance agreement with the City of Antigo and other Langlade county Towns that are not a part of the Corporation.

Emergency services are provided to Town residents through an intergovernmental agreement between the Town and the City of Antigo. The intergovernmental agreement allows the City of Antigo's ambulance service to respond to emergencies in the Town. The Town pays an annual retainer fee, and Town residents using the service also pay each time the service is used.

The nearest medical facility is Langlade Memorial Hospital located in Antigo. This hospital provides 24-hour emergency service and critical care. The hospital is also part of the Flight to Life System, which provides helicopter flight services to patients in need of assistance unavailable at Langlade Memorial.

6.) OTHER GOVERNMENT FACILITIES

The local road system is the most significant public facility maintained by the Town and is addressed in the Transportation Element. The Langlade County Airport is another major public facility also covered within the transportation element. The Town Hall is located on CTY HWY G. just west of HWY 45. The Town Hall serves as a meeting room available for Town residents use and includes a kitchen and restrooms.

There are two cemetery sites located within the Town. One is located on the southeast corner of HWY 45 and CTY HWY D, and the other is located on W. Bear Lake Rd. west of HWY 45. Additionally, two major cemeteries are located in the City of Antigo: Queen of Peace Cemetery and Elmwood Cemetery.



Cemetery in Rolling

C.) UTILITIES AND PUBLIC FACILITIES PROGRAMS

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

The efficient utilization of these resources is one of the basic principles of comprehensive planning. Already in-place infrastructure is a public asset that must be safeguarded for the future, both to conserve and protect environmental values and to maximize the benefits of economic growth. Development that bypasses or ignores existing infrastructure resources is wasteful of the public investment that they represent. Development patterns that require the extension of utilities and the expansion of public facilities while existing facilities go unused at other locations is probably not the best use of scarce public resources. Both the state and federal governments offer programs that assist communities with the construction of critical infrastructure and facilities. These programs are listed in more detail in the Economic Development Element of this plan.

V.) ECONOMIC DEVELOPMENT ELEMENT

This element (#5 of 9) of the Town of Rolling Comprehensive Plan is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the Town. As required by the state's comprehensive planning law [s.66.1001 (2)(f) Wis. Stats.], this element analyzes the labor force and economic base, ensures designation of adequate sites for business and industry, evaluates potentially contaminated sites for reuse, and identifies applicable county, regional and state economic development programs.

A.) ECONOMIC DEVELOPMENT GOALS AND POLICIES

Although the Town of Rolling has not historically played a role in economic development, it supports efforts to stabilize and expand the economic base and employment opportunities for its residents and the community as a whole. An assessment of economic data on the Town and county level has led to the establishment of the following economic development policy statement:

GOAL 1 Expand the range of economic opportunities and increase local incomes.

GOAL 2 Maintain the current agricultural economic base.

GOAL 3 Identify opportunities for non-traditional or alternative agriculture-related businesses to supplement family income.

Objectives:

1. To maintain the current agricultural economic base, the Town will promote the protection of prime farmland, discourage conflicting land uses on farmland, protect the farmer's right to farm, and help provide information on agricultural programs.
2. To improve and supplement family income and expand economic opportunities, the Town will support the development of nontraditional or alternative agriculture-related businesses, including production of specialty or niche farm products, value-added farm products, organic farming, pick-your-own, beekeeping, produce stands, poultry products, vineyards, tree farms, nurseries, orchards, agriculture-based tourism, bed and breakfasts, kennels, stables, game farms and others, all subject to Langlade County zoning laws and other existing regulations. In addition, home based professional offices, shops and cottage industries will be

supported by the Town, again subject to county zoning and other rules.

3. Support the recommendations contained within the Langlade County Economic Development Strategy, 2005 recently completed by the NCWRPC.
4. Encourage the establishment and expansion of commercial and industrial uses in designated areas adjacent to the City.

B.) LABOR FORCE AND ECONOMIC BASE ANALYSIS

According to the 2000 Census, the population 16 and over living in the Town of Rolling were 1,121. 74.9%, or 840 of those 16 and over living in the Town, were participants in the civilian labor force. Of the 840 people in the labor force, 39 were unemployed for an unemployment rate of 3.5%. The unemployment rates for the City and County were 3.5% and 3.6% at that time. The unemployment rate for 1990 was 3.5% and the current unemployment rate is about 4.6% (2006).

Geographically, the land within the Town is overwhelmingly dedicated to forested areas and the agricultural sector. Over 70% of the land in the Town of Rolling is forested, with the balance maintained as farmland. See the Agricultural, Natural and Cultural Resources and Land Use elements of this plan for more on the agricultural nature of the community.

The primary occupations of Rolling residents in the labor force include: sales and office; and production, transportation and material moving; and manufacturing, professional, related, see TABLE 15. Each of these occupational groups has roughly the same number of workers: between 164 and 200. The leading economic sectors or industries in the Town are: manufacturing; education, health and social services; and retail trade, see TABLE 16. Manufacturing leads the way with 195 workers.

Historically, manufacturing has been the strongest sector county-wide, with 2,032 workers as of 2000. Manufacturing jobs in the County increased 22% between 1990 and 2000. The biggest gaining sector in both the County is arts, entertainment, recreation, accommodation and food services, which posted a 187% increase at the County level. The sector showing the most significant loss is transportation, warehousing and utilities, which declined 21% in the County overall between 1990 and 2000.

These figures are all based on the number of workers residing in the Town and what they do for employment not where they are actually employed. Information regarding the number of jobs available in the Town of Rolling itself is not readily available. Commuting patterns provide one way to estimate the number of jobs

within a community; however, this data is generated by the WI Department of Workforce Development at the County level. The data does show that, of the 750 working residents in the Town, 202 remained within the Town for work in 2000. However, the data showing the number of workers that travel to the Town of Rolling from other areas for work is out of line.

Table 13 Occupation of Employed Workers 1990 – 2000				
	Town of Rolling		Langlade County	
	1990	2000	1990	2000
Management, professional & related	117	164	1,274	2,177
Service	78	103	1,311	1,517
Sales & office	173	200	1,925	2,262
Farming Fishing & Forestry	95	30	906	371
Construction, extraction & maintenance	76	105	1,067	1,061
Production, transportation & material moving	131	199	1,743	2,315

Source: U.S. Census Bureau

TABLE 14 Industry Sectors 1990 - 2000				
	Town of Rolling		Langlade County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	109	83	939	797
Construction	22	74	555	752
Manufacturing	103	195	1,671	2,032
Wholesale Trade	26	32	383	351
Retail Trade	128	118	1,559	1,273
Transportation, Warehousing & Utilities	60	46	601	475
Information	n/a	14	n/a	108
Finance, Insurance, Real Estate & Leasing	22	26	258	346
Professional, Scientific, Management, Administrative & Waste Mgmt Services	32	18	197	307
Education, Health and Social Services	102	106	1,234	1,602
Arts, Entertainment, Recreation, Accommodation and Food Services	23	49	316	908
Public Administration	21	19	224	318
Other Services	NA	NA	289	434

Source: U.S. Census Bureau

C.) ASSESSMENT OF LOCAL CONDITIONS

Based on the rural and agricultural nature of the community, the Town supports the development of farming and agri-business. The Town also feels that more intensive industrial operations would be better suited in one of the nearby industrial parks. Beyond that, the Town has no specific preference for categories or types of business desired. There is a trend in economic development toward collaborative efforts amongst various municipalities that coordinate economic development services under one umbrella organization. In Langlade County these services are housed with the Langlade County Housing Authority. Support for the County's economic development program may be an ideal means to stimulate economic growth that provides benefits to Town residents versus efforts to establish local economic development programs.

The Town has a number of strengths that may be helpful in attracting or retaining business and industry. Most of these were identified in the planning survey including: "country living, close to the city", nice, rural/open setting, good fire department, town board and roads, and the airport. The major employer in the Town is Kretz Lumber. The company's primary manufacturing operation, including hardwood milling and dry kilns, is located on CTY HWY G. There are also a number of commercial properties in the Town, generally located along major highways like HWY 45.

Some weaknesses in attracting or retaining business and industry include: slow growth rates, lack of sewer and water, lack of rail access, and close proximity to city / full service industrial parks.

The Town's Future Land Use Plan Map designates adequate space for business sites. Existing land use inventory data shows 280.4 acres of land used for commercial and industry. The Plan map designates 300.34 acres for business use.

The WI DNR databases show no environmentally contaminated sites within the Town.

D.) ECONOMIC DEVELOPMENT PROGRAMS

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

County:

Langlade County Economic Development Coordinator: Recently the Langlade County Housing Authority expanded its role to serve as the County Economic Development Coordinator. The goal is to stimulate development of the local economy, provide support to existing and prospective employers, serve as a professional resource to local units of government and promote tourism opportunities within Langlade County. A variety of economic development programs will be managed, including revolving loan funds, the North Central Advantage Technology Zone Tax Credit program and the North 4 Development Zone program.

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: The 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.

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 Langlade 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.

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

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

Other State Programs: Technology Development grants and loans; Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

Federal:

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

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

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

VI.) TRANSPORTATION ELEMENT

This element (#6 of 9) of the Town of Rolling Comprehensive Plan is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. This element compares the Town's objectives, policies, goals and programs to state and regional transportation plans. The element also identifies highways within the Town by function and incorporates state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the Town of Rolling.

A.) TRANSPORTATION GOALS AND POLICIES

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

Objectives and Policies:

- A. Land uses that generate heavy traffic will be avoided on local roads that have not been constructed or upgraded for such use.
- B. Roadway access will be better spaced along the existing Town road network to increase safety and preserve capacity.
- C. Future road locations, extensions or connections will be considered when reviewing development plans and proposals.
- D. Update street signage to improve visibility for all Town residents.
- E. All Town roads must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplow.
- F. Develop a consensus with the City and other affected towns regarding a preferred corridor for a potential USH 45 bypass.

B.) TRANSPORTATION MODE INVENTORY

1.) HIGHWAYS AND TRUCKING

a.) Functional and Jurisdictional Identification

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

In addition to these main classifications, a road or segment of road may hold a variety of other designations including county forest road, rustic road, emergency route, truck route, etc. There are no county forest roads or rustic roads within the Town of Rolling. Truck routes are discussed at the end of this section, under Trucking.

The highway system within the Town of Rolling is a network of federal, state and county highways together with various local roads and lanes, see MAP 2. The jurisdictional breakdown is shown in TABLE 13.

JURISDICTION	FUNCTIONAL CLASSIFICATION			TOTALS
	ARTERIAL	COLLECTOR	LOCAL	
Federal	6.90	0.00	0.00	3.24
State	2.49	0.00	0.00	1.20
County	0.00	9.35	8.88	18.23
Town	0.00	.91	49.31	50.22
Other	0.00	0.00	0.00	0.00
TOTALS	9.39	10.26	58.19	78.84

Source: WisDOT & NCWRPC.

INSERT MAP 6: TRANSPORTATION

The Town of Rolling is served by U.S. Highway 45, which is the Town (and County's) primary traffic artery running north-south. The federal government delegates operation and maintenance of U.S. highways to the state Department of Transportation. USH 45 is designated a Corridors 2020 Connecting Route by WisDOT. The significance of this corridor is reflected in the increasing level of traffic. According to WisDOT, which records average daily traffic volumes (number of vehicles) for major state roadways, traffic on USH 45 within the Town has increased about 41 % between 1993 and 2002 (from 5,900 to 8,300 vehicles per day).

Corridors 2020 was designed to enhance economic development and meet Wisconsin's mobility needs well into the future. The 3,200-mile highway network was comprised of two elements: a multilane backbone system and a two-lane connector system.

The backbone system is a 1,650-mile network of multilane divided highways interconnecting the major population and economic centers in the state and tying them to the national transportation network. The connector system is 1,550 miles of high-quality highways that link other significant economic and tourism centers to the backbone network. All communities over 5,000 in population are to be connected to the backbone system via the connector network. Within Langlade County, USH 45 is the only highway in the County designated as part of the Corridors 2020 system.

State trunk highways serving the Town include STH 47 and STH 52. Both STH 47 and STH 52 run concurrent with USH 45 from the north Town border. STH 47 then branches off to the east and continues east into Menomonie County, while SHT 52 continues to run concurrent to US HWY 45 through Rolling.

The Town is served by a network of county trunk highways (CTHs). These roads serve rural land uses and distribute local traffic to the regional arterial system. They serve an important role in linking the town's agricultural, manufacturing and forestry resources to the major highways and urban centers. County highways serving the Town include D, G, W, X and HH.

Langlade County maintains 18.23 miles of County highways in the town of Rolling. Overall, County roads comprise slightly more than 23% of the total road mileage in the Town. In 2002 The WI DOT developed average daily traffic counts (ADTs) for all Federal and State Highways and some County Roads. ADTs for County roads in the Town include counts for County highways D (360), G (810), and H (890). No traffic count information was generated for County highways W and X.

Local roads maintained by the Town of Rolling comprise nearly two-thirds of all roads in the town. Local roads include gravel and asphalt roads, depending on weight requirements, condition of the road base, and road usage. The North

Central Wisconsin Regional Planning Commission generated traffic count data on two Town roads in 2004. The ADT for Brookside Rd. east of CTY road HH was 55 vehicles per day, and the ADT for Rollwood Rd. was 26 vehicles per day. These relatively low traffic counts are not a surprise as the primary purpose of local roads is to move local traffic to the County, State and Federal road system.

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

The current functional classification system used in Wisconsin consists of five classifications that are divided into urban and rural categories. Functional classifications are used to determine eligibility for federal aid. For purposes of functional classification, federal regulations define urban as places of 5,000 or more population, so the rural classifications apply throughout the Town with the urban classes applicable to the City of Rolling. TABLE 14 summarizes the rural functional classification system.

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

Source: WisDOT

MAP 2 illustrates the functional classification of roadways within the Town of Rolling. USH 45 is a Principle Arterial. STH 47 is a Minor Arterial. There are no Major collectors in the Town. Minor Collectors include CTHs D, G and X. The remainder of roads within the Town are classified Local. TABLE 13 breaks down the mileage for the functional classification of roads within the Town of Rolling.

b.) Trucking

USH 45 and STH 47 are the principal truck routes within the Town as designated by WisDOT. This corresponds with their role as Corridors 2020 connecting routes, linking to the Backbone highway system and facilitating the movement of goods between the Rolling area and the rest of the state/nation

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

A number of private trucking companies are available in the area. Distributors Limited, Jim Lund Transport, Spencer's Trucking, and Prince Brothers Incorporated are all located in or within close proximity to the Town of Rolling.

2.) TRANSIT AND TRANSPORTATION FACILITIES FOR THE DISABLED

The Langlade County Department on Aging coordinates a bus service for the entire County. While the primary focus of the service is for the elderly and persons with disabilities, it is open to all residents. The service has two components: city bus service and rural bus service.

The rural bus service is a call ahead / reservation system with fares between \$2 and \$3 available to residents within the Town of Rolling. The service is not fixed-route. Residents arrange to be picked up from their location and dropped where they need to be including return if necessary. Some residents in close proximity to the City may even be able to take advantage of the city fixed-route service depending on location.

Scheduled intercity bus service is no longer available in the area. Greyhound recently discontinued service to Antigo in a streamlining/cost cutting move. Private charter/tour bus companies based in the area include Mid Wisconsin Coaches and Malliette Bus Service. All are based in the City of Antigo.

3.) BICYCLE AND WALKING

In 1999, Langlade County developed a bike route plan with assistance from the North Central Wisconsin Regional Planning Commission. This plan established a number of scenic, on-road bike routes throughout the County.

The Town of Rolling contains portions of two separate scenic bike routes: Eau Claire Dells Route and the Moose Lake Route, see MAP. The Eau Claire Dells route is a loop that includes CTY HWY Y, Bear Lake Rd., Old 26 Rd. and Hansen Rd. The loop also connects to Eau Claire Dells Park Trailhead via CTY HWY Y and Eau Claire River Rd. in Marathon County. The Moose Lake Route is located predominately in the Town of Norwood. Only the western portion of the route is located in Rolling along Maple Rd.

The County Bike Plan recommends improving shoulders to accommodate bikes on designated routes, particularly in areas of rolling hills where line-of-sight may be a concern. Upkeep and maintained including repair of potholes, cracksealing and shoulder grooming is also recommended. The plan asks WisDOT to consider paved shoulder expansion to accommodate bikes on all state highways within Langlade County.

4.) RAILROADS

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

5.) AIR TRANSPORTATION

The Langlade County Airport is located within the Town of Antigo and is the major airport providing services to County residents, including those in the Town of Rolling. This is a general utility airport. General Utility airports are intended to serve almost all small general aviation single and twin-engine aircraft, piston or turbo prop, with a maximum takeoff weight of 12,500 lbs or less. These aircraft generally have approach speeds below 121 knots and wingspans of less than 79 feet. Typically, these aircraft are used for business and charter flying and for personal reasons. Airports in this category normally have a primary runway length of 3,700 to 4,100.



Terminal Building at Langlade County Airport.

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

The airport is undergoing extensive improvements including:

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

Completion of these improvements will allow the airport to move up a classification from General Aviation to Transport/Corporate. This category includes corporate jets, small passenger and cargo jets used in regional service and small airplanes used in commuter air service. These aircraft generally have a gross take-off weight of less than 60,000 pounds and wingspans of less than 118 feet with approach speeds below 141 knots. An increase in aircraft activity is expected as a result of these improvements.

6.) WATER TRANSPORTATION

There are no harbors or ports within the Town, so there is no significant water transport of passengers or freight. Some of the streams within the Town could support a canoe or small boat potentially but such use would be primarily recreational in nature. No water trails have been designated at this time.

C.) REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS

1.) STATE TRANSPORTATION PLANS

Beyond the requirements of the Wisconsin Comprehensive Planning Legislation, other state and federal legislation impact transportation planning. Primary among them is TEA-21, the Transportation Equity Act for the 21st Century. This is the federal level transportation-spending program. Other federal legislation that frames transportation planning includes NEPA, the National Environmental Protection Act; ADA, the Americans with Disabilities Act; the Clean Air Act and Environmental Justice. Environmental Justice is actually an executive order that attempts to ensure that transportation planning and programming includes underrepresented groups such as minority and low-income populations. Other Wisconsin legislation includes WEPA, Wisconsin's version of NEPA, and Trans-233. Trans-233 is an administrative law regarding the review of land divisions and access adjacent to state and federal highways. Currently, Trans-233 is suspended pending further legislative action.

Historically, the Wisconsin Department of Transportation (WisDOT) has conducted medium to long range planning for the state's transportation system through its Central Office in Madison and its Division of Transportation Districts. A recent reorganization at WisDOT has changed and consolidated its districts into five regions. Langlade County was part of District 7. Now, the County is part of the North Central region with 17 other counties. WisDOT field offices for this region will be in Rhineland and Wisconsin Rapids. While separate plans were drafted for various modes like air, rail and waterborne transportation systems, highways remained WisDOT's primary focus. In 1989, WisDOT unveiled Corridors 2020.

Corridors 2020 was designed to enhance economic development and meet Wisconsin's mobility needs well into the future. The 3,200-mile highway network was comprised of two elements: a multilane backbone system and a two-lane connector system. The backbone system is a 1,650-mile network of multilane divided highways interconnecting the major population and economic centers in the state and tying them to the national transportation network. The connector system is 1,550 miles of high-quality highways that link other significant economic and tourism centers to the backbone network. All communities over 5,000 in population are to be connected to the backbone system via the connector network.

This focus on highways was altered somewhat in 1991 with the passage of the federal Intermodal Surface Transportation Efficiency Act, commonly known as ISTEA. ISTEA mandated that states take a broader, "multimodal" approach to transportation. Now, bicycle, transit, rail, air and other modes of travel must be planned and provided for. WisDOT's response to ISTEA was Translinks 21. Translinks 21 is a comprehensive, long-range transportation plan that connects

and coordinates all modes including highway, rail, airports, harbors, transit, bike, and pedestrian. The two-year long Translinks planning process was completed in 1994.

WisDOT incorporated Corridors 2020 into Translinks 21, including an update that added 200 miles to the network as well as reclassifying some mileage. In its Translinks report, WisDOT stated that traffic volumes on the Corridors routes had already exceeded projections and were expected to further increase. The report went on to state that even "significant" increases in other modes such as transit and rail would have minimal affect on Corridors 2020 traffic levels.

Another effect of ISTEA was the requirement that the transportation planning process consider the impacts of transportation policy decisions on land use and the consistency between transportation plans and land use plans. WisDOT began to realize the need to coordinate transportation and land use planning and decision-making and incorporated land use issues into Translinks. Simultaneous with the Translinks process, WisDOT appointed a Statewide Land Use Task Force to investigate land use and transportation issues, statewide. The Task Force's final report recommended specific strategies and policies to improve transportation and land use decision-making at all levels of government. These recommendations led, in part, to Wisconsin's Comprehensive Planning Legislation.

In 1998, the Transportation Equity Act for the 21st Century (TEA-21) was passed by Congress. This was a reauthorization of the ISTEA federal highway and mass transit spending programs with a few notable changes. Wisconsin's highway funding increased 48 percent while transit funding increased by 40 percent. Additionally, TEA-21 expanded the role of local participation in the transportation planning process beyond the major urban areas to include greater emphasis for rural areas. TEA-21 is due for reauthorization.

Subsequently, WisDOT developed more detailed modal plans that include in depth analysis of a specific mode and its relationship to the other modes. Completed plans include the Wisconsin State Highway Plan 2020, the Wisconsin Bicycle Transportation Plan 2020, the Wisconsin State Airport System Plan 2020, the Wisconsin Pedestrian Policy Plan 2020 and the State Rail Issues and Opportunities Report. Each modal plan includes extensive analysis of land use related issues. Budget issues curtailed development of a full rail plan as well as transit and local road plans.

WisDOT is now in the process of developing a new overall multi-modal plan. This effort is known as Connections 2030. This planning process has also been affected by the budget situation, including significant delays and shift in scope to a policy plan. Key emphasis of this plan will be corridor planning and preservation and context sensitive design, reflecting federal level transportation initiatives.

2.) REGIONAL TRANSPORTATION PLANS

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

In a region-wide survey of local officials, the majority (53%) indicated that transportation problems are best addressed simultaneously at both the local and at the regional level (Question 19). Another 27 percent felt that transportation problems should be addressed regionally since the transportation system cuts across local boundaries. Only 11 percent saw transportation as something that should be addressed strictly at the local level.

The RCP identifies a number of transportation issues including growing traffic volumes and congestion. Moderate to extreme levels of congestion, are expected by the year 2020 on USH 45 in the City of Rolling and south, assuming no capacity improvements. Moderate congestion indicates that speeds and distance between vehicles are reduced, constricting traffic flow. Freedom of drivers to maneuver within the traffic stream or enter the highway is noticeably limited. Minor incidents can result in traffic jams because the traffic stream has little space to absorb disruptions. Traffic volumes continue to swell. The RCP shows 45 to 133 percent increase in average daily traffic on major routes in Langlade County between 1980 and 2000.

Another trend identified in the RCP is the increase in drivers age 65 and over. Wisconsin’s older population age 65 and over, is expected to constitute about 20% of the state’s population in 2020. In Langlade County, the percentage had already reached 21 percent by the year 2000. The aging of the baby boom generation will mean an increasing number of elderly drivers. This is the first generation to have been highly mobile throughout adulthood, and its members may continue to travel more as long as they are physically able to do so. Aging takes a toll on the physical and cognitive skills needed for driving. Older drivers are more likely to misjudge oncoming traffic speeds and distances or fail to see other drivers near them. The special needs of this population group will have to be addressed.

The RCP recommends a variety of strategies that might aid in dealing with these and other identified issues. Two such strategies include corridor planning and rural intelligent transportation systems. Corridor planning is one way to relieve some of the need for additional direct capacity expansion by comprehensively managing critical traffic corridors. Rural ITS applications have the potential to make major improvements in safety, mobility, and tourist information services.

VII.) INTERGOVERNMENTAL COOPERATION ELEMENT

This element (7 of 9) of the Town of Rolling Comprehensive Plan is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. As required by the state's comprehensive planning law [s.66.1001 (2)(g) Wis. Stats.], the element analyzes the relationship of the Town of Rolling to school districts and adjacent local governmental units, and to the region, the state, and other governmental units and incorporates plans and agreements under s.66.0301, 66.0307 of 66.0309 Wisconsin Statutes. The element concludes with an identification of existing or potential conflicts between the governmental units and a process to resolve such conflicts.

A.) INTERGOVERNMENTAL COOPERATION GOALS AND POLICIES

GOAL 1 Seek mutually beneficial cooperation with all levels of government

Objectives and Policies:

1. Maintain existing intergovernmental cooperative agreements and investigate additional opportunities for cost sharing or contracting with neighboring towns, the City and the County that provide more efficient service or cost-savings for Town residents.
2. Investigate joint operation or consolidation when considering expanded or new services or facilities.
3. Work with the City of Antigo on organizing a formal Council of Governments and tax base sharing programs.
4. Work with the City of Antigo to develop mutually beneficial boundary agreements.
5. Work with the City and surrounding towns through the joint Extra-Territorial Committee to develop extra-territorial zone plans and regulations that are mutually beneficial.
6. Develop a consensus with the City and other affected towns regarding a preferred corridor for a potential USH 45 bypass.
7. Work with Langlade County on the development of an All Hazards Mitigation Plan and a County Comprehensive Plan.

B.) ASSESSMENT OF INTERGOVERNMENTAL RELATIONSHIPS, PLANS AND AGREEMENTS

1.) SCHOOL DISTRICT

The Unified School District of Antigo serves most of Langlade County including the Town of Rolling, as well as parts of Marathon and Shawano Counties. The District consists of 7 elementary schools including Pleasant View located in the Town, 1 middle school and 1 high school. There are also 2 private schools. The District currently serves about 3,600 students and has approximately 425 faculty members.

The main form of interaction with the School District is through payment of property taxes, which in part help to fund the District's operations. The Town has little participation in issues pertaining to administration or siting of new facilities.

2.) ADJACENT LOCAL GOVERNMENTS

a.) City of Antigo

The City of Antigo is directly north of Rolling, and the two municipalities border one another in certain areas. The Town has met with the City and other adjacent Towns to address issues arising from the City's comprehensive planning effort related to annexation and growth and development in the extra-territorial area surrounding the City. The group has committed to keeping the lines of communication open, particularly when proposals or activities come in that could affect the Town such as a significant business or industry. An extra-territorial committee is being formed to work on border issues within the mile and a half extraterritorial zone.

The City of Antigo's 2005 Comprehensive Plan emphasizes flexibility and collaboration with surrounding communities. It addresses many of the same issues identified by the Town and includes recommendations for working with adjacent towns on water quality, groundwater protection, annexation, creation of an extraterritorial zoning committee, reformation of the Council of Governments, tax base sharing, boundary agreements and pre-planning for a potential Highway 45 bypass. The City's preference for a bypass involves bypassing Antigo on the west side of the community. The City Plan seeks to control sprawl on USH 45, north and south of the City, through targeted commercial areas, joint development areas and areas for the towns to expand their own tax bases.

Another area of interest to the City beyond its own borders is the Langlade County Airport. The City Plan calls for increased use and visibility of the airport, particularly with regard to business clients and investors. The City is willing to work with Langlade County and other government and non-governmental units to improve and promote the airport.

The Town maintains an intergovernmental agreement with the City of Antigo for ambulance and emergency medical services. The agreement is pursuant to Section 66.0301 of Wisconsin State Statute, and is updated on an annual basis.

b.) Surrounding Townships

Rolling is bordered by the Town of Antigo and City of Antigo to the north, the Town of Norwood to the east, the Town of Aniwa in Shawano County to the south and the Town of Harrison in Marathon County to the west. Towns within Langlade County have a history of meeting when issues of mutual concern need to be addressed. The quarterly meeting of the Langlade unit of the Wisconsin Towns Association also provides an opportunity for adjoining towns to discuss areas of mutual concern and share ideas. Communication with adjacent townships outside of Langlade County is less formal, and will likely require some development.

Some of the neighboring towns have attended Planning Committee meetings to learn more about the process and see what type of things the Town of Rolling is planning. Board members from the Town of Harrison and the Town of Norwood have attended some of Rolling's Comprehensive Planning meetings.

The Town of Rolling is part of the Langlade County Rural Fire Control Corporation. The Corporation is maintained for the purpose of providing collaborative fire protection services in various Langlade County towns including Rolling. The Corporation ensures that Rolling residents receive fire protection, while limiting the cost to residents for fire protection services.

c.) Langlade County

Langlade County directly and indirectly provides a number of services to the Town and the Town enjoys a good working relationship with many of the responsible departments. These departments include Finance, Highways, Sheriff, Parks and Zoning.

County Finance collects local property tax for the Town. The County Highway Department maintains and plows County, state and federal highways within the Town, and the Town also contracts with the Highway Department for maintenance and plowing its Town Roads. The County Sheriff provides protective services through period patrols and on-call 911 response. The Sheriff also manages the 911-dispatch center, not only for police protection, but ambulance/EMS response and dispatching the Town Fire Department. Although there are no county parks within the Town, the County Parks Department maintains a county-wide park system for the use and enjoyment of all residents including the Town of Rolling. The County Zoning Department administers

zoning in the Town, as well as providing land records and land conservation services.

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

3.) NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under s.60.0309 Wis. Stats. as a voluntary association of governments within a ten county area. Langlade County is a member of the NCWRPC, which qualifies the Town of Rolling for low cost local planning assistance. Typical functions of the NCWRPC include (but are not limited to) comprehensive, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

The NCWRPC prepared the previous Town of Rolling Plan and plans for the towns of Neva and Rolling, as well as, a county-wide economic development strategy, county outdoor recreation plan (w/ on-going 5-yr updates), the County Bike Route Plan, road rating assistance, and various GIS project assistance. The NCWRPC has written or assisted with numerous grants for the County and various units.

Currently, the NCWRPC is assisting Langlade County with the following planning projects: Ice Age Trail planning, Outdoor Recreation Plan update, All Hazard Mitigation Plan development and GIS assistance including rural addressing (E911). All of these projects will directly include or indirectly affect the Town of Rolling.

4.) STATE AND FEDERAL GOVERNMENT

The Departments of Natural Resources and Transportation are the primary agencies the Town might deal with regarding development activities. Many of the goals and objectives of this plan will require continued cooperation and coordination with these agencies.

The WisDNR takes a lead role in wildlife protection and sustainable management of woodlands, wetland and other wildlife habitat areas, while WisDOT is responsible for the planning and development of state highways and other multi-modal transportation systems. State agencies make a number of grant and aid

programs available to local units of government like the Town of Rolling. Examples include local road aids, the Local Roads Improvement Program (LRIP) and the Priority Watershed Program. There are also a number of mandates passed down from the state which the Town must comply with such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads.

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

C.) EXISTING / POTENTIAL INTERGOVERNMENTAL CONFLICTS

The following are existing intergovernmental conflicts identified in the Rolling planning area:

- ✓ Disagreements regarding both large and small-scale annexations.
- ✓ Conflicts regarding the City's willingness and ability to extend utilities outside of the corporate limits except under very limited conditions.
- ✓ Enforcement of development regulations in the extraterritorial area.
- ✓ Land use conflicts in the extra-territorial area.

The following are potential intergovernmental conflicts that may arise in the Rolling planning area:

- ✓ Future development in areas adjacent to the City may not coincide with locations where utilities can best be extended.
- ✓ Implications of potential USH 45 bypass between various communities depending on routing.
- ✓ Potential future school district boundary realignment and school closings.

The process for resolving these conflicts will in part be a continuation of past practices as new mechanisms evolve and take shape. The Town of Rolling will continue to meet with surrounding towns when significant issues of mutual concern arise. At the same time, these towns have met with the City of Antigo and agreed to keep lines of communication open in a similar fashion.

New mechanisms are currently being developed or talked about that would also play a key role in intergovernmental conflict resolution in the Rolling area. First, the Town of Rolling, the City and other surrounding towns are moving toward the formation of an extraterritorial committee which would jointly work to resolve

conflict issues in the extraterritorial area. Second, the idea of formalizing a Council Governments could provide an ongoing forum for intergovernmental communication, coordination and cooperation in the Rolling area.

D.) INTERGOVERNMENTAL PROGRAMS

66.0301 – Intergovernmental Cooperation: Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, and sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

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

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan; and address the need for safe and affordable housing. The participating communities to the plan must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for state approval. Upon approval, the cooperative plan has the force and effect of a contract.

Annexation: Wisconsin Statute, 66.021, Annexation of territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of 1 or more tax parcels from a town to a city or village. Cities and villages cannot annex property without the consent of landowners as required by the following petition procedures:

- ✓ Unanimous Approval – A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
- ✓ Notice of Intent to Circulate Petition (direct petition for annexation) – The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
- ✓ Annexation by Referendum – A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20 percent of the electors in the territory.

Extraterritorial Zoning: Wisconsin Statute, 66.23(7a), Extraterritorial zoning, allows a first, second or third class city to adopt zoning in Town territory, 3 miles beyond a city's corporate limits. A fourth or fifth class city or village may adopt zoning 1.5 miles beyond its corporate limits. The City of Antigo is classified as a fifth class city and exercises extraterritorial zoning authority over portions of the Town within the 1.5 mile ring beyond the City's corporate limits.

Extraterritorial Subdivision Review: Wisconsin Statute, 236.10, Approvals necessary, allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, extraterritorial zoning requires Town approval of the zoning ordinance, while extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The Town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. This helps cities and villages protect land use near its boundaries from conflicting uses outside its limits. Overlapping authority by the city and village is prohibited. This situation is handled by drawing a line of equal distance from the boundaries of the city and village so that not more than one ordinance will apply.

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

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

Incorporation: Wisconsin Statutes, 66.0201 – Incorporation of villages and cities; purpose and definitions, and 66.0211 – Incorporation referendum procedure, regulate the process of creating new villages and cities from Town territory. Wisconsin Statute, 66.0207 – Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- ✓ Minimum standards of homogeneity and compactness, and the presence of a "well developed community center."
- ✓ Minimum density and assessed valuation standards for territory beyond the core.
- ✓ A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially.
- ✓ An analysis of the adequacy of government services compared to those available from neighboring jurisdictions.
- ✓ An analysis of the impact incorporation of a portion of the Town would have on the remainder, financially or otherwise.
- ✓ An analysis of the impact the incorporation would have on the metropolitan region.

VIII.) LAND USE ELEMENT

This element (# 8 of 9) of the Town of Rolling Comprehensive Plan is based on the statutory requirement [s.66.1001 (2)(h) Wis. Stats.] for a "compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property". This element lists existing land uses in the Town and provides 20-year projections in 5-year increments for the various land uses.

A.) LAND USE GOALS AND POLICIES

To address competing development concerns, a resource-based land management policy is proposed. This policy utilizes physical characteristics of the land to guide where development should occur. Secondly, the policy recognizes the significance of highways and other infrastructure as well as the proximity and orientation of the Town with respect to the City of Rolling. It is recommended that the Town adopt the following land use policy statement as a means of guiding future development within the Town towards a more orderly and rational pattern:

GOAL 1 Maintain orderly planned growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.

Objectives and Policies:

- A. The Town will maintain a long-range Land Use and Development plan, which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this Plan, as well as other Town, County, Regional, and state plans and ordinances.
- B. The Town will actively participate in zoning and subdivision review decisions at the County level, which affect the Town. This includes zoning amendment and subdivision requests acted on by the County Water and Land Use Planning Committee, as well as variance and conditional use requests acted on by the County Zoning Board of Adjustment. This plan will be cited as the basis for all such actions including "disapproval" of proposed zoning amendments under s.59.97(5)3.
- C. All development proposals will be encouraged to follow *neighborhood* and *clustering of development* concepts, subject to current minimum lot sizes.
- D. Strip-type commercial development along high-volume roads will

be avoided in order to insure traffic safety and mobility, and to avoid "sprawl". (Encourage clustering of development through PUD concept.)

- E. Small or medium scale commercial development intended to serve local needs will be encouraged.
- F. Large scale commercial development will be discouraged because of the potential to attract unplanned or premature urban development of the Town.
- G. All industrial development proposals will be addressed on a case-by-case basis through a planned-unit-development approach, due to the highly variable nature of such uses.
- H. The Town will identify and follow-up on areas of visible "junk" accumulation in accordance with Langlade County Ordinance 3-94 regulating storage and disposal of automobiles, tires, junk, and other misc. waste. The Town supports maintaining Langlade County's Ordinance 3-94, and encourages the County to continue enforcement of the ordinance.

GOAL 2 Promote/regulate development which minimizes groundwater impacts from on-site septic systems and other sources and which preserves the rural character of the Town.

Objectives and Policies:

- A. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
- B. Lot sizes of 2 acres will be promoted for new development, in order to preserve the Town's rural character and to protect groundwater resources from the impacts of higher density development.
- C. The Town may allow higher density (down to minimum established by County zoning district) where it is compatible with existing development patterns.
- D. Use-buffer areas will be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. duplex-type (higher density residential) development should be planned as a buffer between single-family and commercial

areas. Landscape buffers should also be used, especially where distances from the City make multiple family unfeasible.

GOAL 3 Preserve the productive farmland in the Town for long-term farm use and maintain agriculture as an important economic activity and way-of-life.

Objectives and Policies:

- A. Nonfarm development, particularly subdivisions, will be encouraged in areas away from intensive agricultural activities, in order to minimize farm - nonfarm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
- B. The unnecessary conversion of good agricultural lands will be avoided. Nonfarm development will be directed to those areas specifically designated for said use.
- C. The Town considers areas already designated for agricultural uses, generally north of County HWY G and west of HWY 45, as the most suitable for any potential location of new livestock facility siting in keeping with s.93.90 Wisconsin Statutes (Wis. Act 235).

B.) EXISTING LAND USE INVENTORY

Current land use activity (SEE MAP 7) in the Town is characterized by farming and scattered residential development stripped along the Town's road system, although a few small subdivisions are located in wooded areas of the Town. This scattering of residential land use results primarily from parceling off pieces of larger forested or agricultural tracts. As the Town continues to grow, this development trend will continue to encroach upon farmland and threaten to enclose interior parcels, restricting access and hindering future development.

Adjacent to the City of Antigo there is more intensive residential and commercial development. On the north and south side of the City is significant commercial development primarily oriented to U.S. Highway 45. Beyond this, there is some scattered commercial and industrial (primarily sand & gravel pits and a sizable lumber company) development throughout the Town.

INSERT MAP 7 EXISTING LAND USE

TABLE 17 presents the current breakdown of land-use types within the Town. The majority of the Town is classified as woodlands, with over 52% of the Town's existing land use and comprising 12,235 acres. The next most significant land use type is agriculture, with nearly 33% or about 7,711 acres. Residential use takes up less than 5% of the Town's land area at about 1,088 acres. The other land uses combined use only 2.1% of the total land area.

TABLE 17 EXISTING LAND USE Town of Rolling		
Land Use	Acres	%
Agriculture	7,711.84	32.98
Commercial	157.90	0.68
Governmental	50.45	0.22
Industrial	122.56	0.52
Open Space	1,756.07	7.51
Outdoor Recreation	10.49	0.04
Residential	1,088.34	4.65
Transportation	119.72	0.51
Water	30.85	0.13
Woodlands	12,235.53	52.32
Total	23,383.75	100

Source: NCWRPC GIS

C.) ANALYSIS OF TRENDS

1.) LAND SUPPLY

As shown by the existing land use inventory, over 85 percent of the Town is "undeveloped" agricultural and woodlands, so the supply of land "available" for development appears to be more than adequate. However, over a third of this undeveloped area is prime agricultural land, which should be conserved (see Agricultural, Natural and Cultural Resources Element). That leaves the woodlands category to provide the bulk of land supply for development. A significant portion of this undeveloped woodland area is wetland, floodplain or otherwise undevelopable. Nearly 3,000 acres remain potentially "available" after deducting this undevelopable acreage. Even under a rapid growth scenario, the supply of land in the Town of Rolling is more than sufficient to accommodate projected demand over the next 20 years.

2.) LAND DEMAND

The overall demand for land in the Town of Rolling is relatively low level as reflected by the relatively slow population growth anticipated for the Town. TABLE 18 projects demand for residential land based on historical housing starts in the Town and the Town's required 2-acre (minimum) lot size. Between 1990 and 2000, 138 new housing units were built. Assuming an average of 69 new housing starts every five years and an average of two acres per housing unit, an average of 138 acres of residential land are expected to be added to the Town in 5-year increments for a total of 258 additional acres of residential land to accommodate anticipated population growth between 2005 and 2025. This does not account for the negligible seasonal home development.

Demand for other types of land is more difficult to quantify. There will be conversion of land out of agriculture, but the Plan promotes the conservation of prime agricultural soils and cluster subdivisions, which should curtail loss of farmland. There is limited potential to add additional farmland in the Town.

The Plan also supports additional commercial and industrial development in the Town, particularly in areas along Hwy 45. However, these developments are subject to market forces beyond the control / scope of this Plan. Home based commercial enterprises will continue to be scattered about the Town, and more concentrated commercial will develop adjacent to the City.

Industrial uses within the Town are primarily non-metallic mining pits, which expand overtime by their nature, forestry-related industry and transportation-related industry. Based on the underlying geology of the Town, making it a good source of sand and gravel deposits, new pits will open as existing pits are closed. The plan anticipates a relatively stable amount of industrial land area.

There will be pressure to develop/annex lands in close proximity to the City; however, it is difficult to anticipate these activities and their impact. Certainly, over time, commercial and residential acreage will be lost to the City through annexation.

	2010	2015	2020	2025	Totals
New Housing Units	69	69	69	69	276
Residential Acreage Demand	+138	+138	+138	+138	+552

Source: NCWRPC

3.) OPPORTUNITIES FOR REDEVELOPMENT

There are few properties that are significantly degraded or completely abandoned in the Town. Unless a serious public nuisance situation develops, the Town feels that such matters are a private property issue. If a nuisance situation develops, the Town will rely on the County's nuisance ordinance and work with the County to remedy the situation.

There are currently no known brownfield sites within the Town. Quarries have a built-in redevelopment mechanism via reclamation regulations. Most existing quarries within the Town have a number of years of life left. Reclamation to a useable state is required upon closure of any quarry.

4.) EXISTING AND POTENTIAL LAND USE CONFLICTS

There are three main areas of land use conflict within the Town of Rolling at this time. These include the urban-rural fringe area between the City and Town; agricultural activity versus residential development, and quarry activities versus residential development. Another potential future conflict area in addition to these three is larger scale livestock operations. This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned buffers and public information and education components.

D.) LAND USE PROGRAMS

A number of different programs directly and indirectly affect land use within the Town. The principle land use programs include the County General and Shoreland Zoning ordinances, the County Subdivision and Platting Ordinance, and the Town of Rolling Land Division Ordinance. The Town ordinance establishes a two-acre minimum lot size for newly platted parcels. See the Implementation Element of this Plan for more on these ordinances.

E.) FUTURE LAND USE PLAN

The proposed future land use plan map, see MAP 8, is based on the Town's current land use plan. It is important to note that the current Land Use map is a generalized map that was developed by viewing 2002 aerial photos. The Future Land Use map demonstrates the community's desire to maintain a rural environment, but also identifies various areas where new residential development is desirable. The map also shows areas where commercial development should occur, and an area along HWY 45 where mixed-use residential and commercial development is desired.

Proposed Land Use Plan Categories:

The proposed land-use activity areas depicted on the map are generalized. The Land Use Plan recommends conceptual land use categories. The following is a brief description of the various use categories shown on the map, which must be used in context of the other provisions of this Plan:

- **Agriculture Areas-** These lands are productive agricultural areas of prime farmland soil. These areas should be protected from non-farm residential development or other land uses that may conflict with farm operations, raise agricultural property taxes or cause lands to be permanently converted from productive agricultural status. Exclusive agricultural designation is required to maximize State farmland tax credits.

- **"CAFO" Area-** This area, generally north of CTY HWY G and west of HWY 45, is shown on the Future Land Use Map as Agricultural Areas and

is determined as most suitable for any potential large-scale livestock facility. This is dependent on County or local regulations consistent with s.93.90 Wis. Stats.

- Commercial- Areas adjacent to the City and along HWY 45 where more intensive commercial activity may take place.
- Mixed Commercial – An area along the HWY 45 corridor where commercial uses and residential uses are desirable. These uses are subject to the ability to acquire ingress/egress from HWY 45.
- Residential - Areas generally along existing Town roads where new residential development may occur. The forestry areas may also be designated for rural estate type of residential development.
- Forestry Areas – These areas are generally available for forestry and private outdoor recreational uses such as hunting. The forestry areas may also be designated for rural estate type of residential development when applicable.
- Preservation & Open Space - These areas are primarily wetland and floodplain areas that should be protected from development due to their sensitive nature and the environmental benefits they provide.

INSERT MAP 8 FUTURE LAND USE PLAN

IX.) IMPLEMENTATION ELEMENT

This element (# 9 of 9) of the Town of Rolling Comprehensive Plan is based on the statutory requirement [s.66.1001 (2)(i) Wis. Stats.] for a compilation of programs and specific actions to implement the objectives, polices, plans and programs contained in the previous elements. This element includes a process for updating the plan, which is required every 10 years at a minimum.

A.) ACTION PLAN RECOMMENDED TO IMPLEMENT THE COMPREHENSIVE PLAN

This Plan is intended to be used as a guide by local officials, both town and county, when making decisions that affect growth and development in Rolling. It is also important that local citizens and developers become aware of the Plan.

Some steps taken to implement this Plan include the adoption of written public participation guidelines, a Plan Commission resolution recommending Plan adoption by the Town Board, an open house meeting, a formal public hearing, Town Board approval of the Plan by ordinance, distribution of the Plan to affected government units and ongoing Plan Commission reviews and updates.

RECOMMENDATION 1: PLAN COMMISSION -

It is incumbent upon the Town Board that once the Plan is approved, it will be used to guide decisions that affect development in the Town.

The Town of Rolling Plan Commission is to review the Plan's effectiveness on an annual basis, and make a comprehensive review of the Plan every five years.

The primary implementation tool for this Plan is the Langlade County Zoning Ordinance, which provides the underlying regulatory framework that supports many of the Plan's policies, see MAP 9. Currently the Town Board reviews local zoning petitions and forwards their recommendation to Langlade County for consideration. Although the County makes the decision on the zoning petition, the Town has veto authority over zoning changes approved at the county level. It is recommended that eventually the Rolling Plan Commission be given responsibility for reviewing zoning applications and proposed land uses and for making formal recommendations to the Town Board. This would relieve political pressure on the Town Board related to zoning decisions and add credibility to Town recommendations that are forwarded to the County. In addition, the Plan Commission would be most familiar with the Rolling Comprehensive Plan and better able to focus on land use issues coming before the Town. This is consistent with a large number of towns across Wisconsin, including many of our neighbors.

INSERT MAP 9 ZONING

Also recommended is that a standard form be used for recording Plan Commission zoning recommendations to the Town Board and Town Board zoning recommendations to the County, including all reasons for the recommendation and each member's vote on the matter, and that it be attached to the original zoning petition and also copied for Plan Commission records.

Also recommended is that for any zoning change which the Town Board turns down, or for any zoning change approved by the County, but vetoed by the Town, a Town resolution of disapproval should be passed and filed with the County within 10 days, as required by Wisconsin statute 59.69(5)(e)3 to exercise Town veto authority. This procedure would strengthen the Town position in any zoning matter.

RECOMMENDATION 2: LAND DIVISION ORDINANCE

The Town of Rolling's Land Division Ordinance, along with the Langlade County Land Division Ordinance, is another primary implementation tool of the Comprehensive Plan. In order to implement parts of the housing and land use elements of the Plan, the Land Division Ordinance should be maintained to allow for lots no less than 2 acres in size.

RECOMMENDATION 3: INTERGOVERNMENTAL COOPERATION -

The Town of Rolling must cooperate with neighboring communities and other units of government to minimize intergovernmental conflict and ensure that the goals and objectives of this plan are fully realized. Key recommendations include the following:

- ✓ Work with the City and surrounding towns through the joint Extra-Territorial Committee to develop extra-territorial zone plans and regulations that are mutually beneficial.
- ✓ Work with Langlade County to develop and implement an All Hazards Mitigation Plan for reducing the impacts of natural disasters on the Town and County.
- ✓ Work with the City of Antigo and Langlade County to improve infrastructure that affords Town of Rolling residents and businesses adequate access to broadband, fiber optic and cable television.
- ✓ Continue to build on the initial framework established by current intergovernmental agreements for fire and ambulance services as addressed in the Intergovernmental Cooperation Element of this Plan.

RECOMMENDATION 4: INFORMATION AND EDUCATION -

Copies of this Plan should be made available to the public and all materials, maps, programs and information mentioned in the Plan should be assembled and displayed at the Town Hall, available for anyone to review when the facility is open or upon reasonable request. In addition, the same information should be made available on the Internet.

B.) PLAN REVIEW AND UPDATE

An annual review is to be completed by the Plan Commission, comparing how each land use decision made during the year measured up to the goals and policies of the Plan. If a pattern of land use decisions inconsistent with the goals and policies of this Plan is found, the following options are to be considered:

- ✓ Appropriate revision should be made to bring decision-making back in line with Plan goals and policies
- ✓ The goals and policies themselves should be reviewed to ensure they are still relevant and worthwhile
- ✓ New implementation tools such as a local land division ordinance or building permit/site plan ordinance should consider gaining more control over land use decisions.

Although a comprehensive plan review every 10 years is required by the State, it is recommended here that a comprehensive review of this Plan by the Plan Commission should take place every 5 years, and that statistical information should be updated when available. An essential characteristic of any planning program is that it reflects the desires of the Town's citizens.

C.) PLAN AMENDMENT PROCEDURE

Amendments to this Plan may include minor changes to plan text or maps or major changes resulting from periodic review. Frequent changes to accommodate specific development proposals should be avoided. The Comprehensive Planning Law requires that the same process used to adopt the Plan will also be used to amend it, specifically:

An amendment or change may be initiated by either the Plan Commission or the Town Board and may result from a regular review or a request form a resident.

The Plan Commission prepares the specific text or map amendment being considered, holds a public meeting and votes to recommend approval or disapproval of the proposed amendment, by resolution to the Town Board.

A copy of the proposed Plan amendment is sent to all affected government units, Langlade County in particular.

Town Clerk publishes a 30-day Class 1 notice announcing a Town board public hearing on the proposed changes.

The Town Board conducts the public hearing and votes to either approve, disapprove or approve with changes, by ordinance.

Any approved changes are sent to affected government units, Langlade County in particular.

D.) PLAN CONSISTENCY BETWEEN ELEMENTS

The state comprehensive planning law requires that the implementation element describe how each element of the plan will be integrated and consistent with the other elements. Preparing all the elements of the Town of Rolling Comprehensive Plan simultaneously has ensured that there are no known inconsistencies between the different elements of the Plan.



APPENDIX A
PUBLIC PARTICIPATION PLAN

**APPENDIX B
COMMUNITY SURVEY RESULTS**

APPENDIX C
TOWN PLAN COMMISSION RESOLUTION / TOWN ORDINANCE ADOPTING PLAN

STATE OF WISCONSIN
TOWN OF ROLLING
LANGLADE COUNTY

Res. No. 3-07

The plan commission of the Town of Rolling, Langlade 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 Rolling as follows:

Adoption of the Town of Rolling Comprehensive plan.

The Town of Rolling 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 Rolling Comprehensive Plan are incorporated into and made a part of the Town of Rolling 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 Rolling Plan commission.

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

Adopted this 22nd day of May 2007.

Plan Commission Members:

Norman Cejka
Levi Kasman
Raul Kato
Ron Nye

David Barendt
Sheldon Demko
Anneth Desevier

Attest: _____

JUL 16 2007

State of Wisconsin
Town of Rolling, Langlade County

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

Section 1--Ordinance to adopt comprehensive Plan

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

Section 11--Authority

The town board of the Town of Rolling has authority under its village powers under 60.22, Wis. stats., its power to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. Stats., and under s.66.1001 (4), Wis. Stats., to adopt this ordinance. The comprehensive plan of the Town of Rolling must be in compliance with s.66.1001 (4) (c.) Wis. Stats., in order for the town board to adopt this ordinance.

Section 111--Adoption of Ordinance

The Town board of the Town of Rolling, 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 Rolling 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 1V--Public Participation

The town board of the Town of Rolling 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--Town Plan Commission Recommendation

The Plan Commission of the Town of Rolling, 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 Rolling Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. Stats.

Section VI--Public Hearing

The Town of Rolling, 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 Rolling, by the enactment of this ordinance, formally adopts the document entitled Town of Rolling 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, 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 11th day of July 2007.

Town Board:

Norman Eyles
Leslie Bachmayer
Ron Nye

Attest: Town Clerk

Leg. Schroeyer