

# CITY OF CRANDON COMPREHENSIVE PLAN

Adopted 2010



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Public Participation Plan  
Plan Commission Resolution  
Adoption Ordinance

# Chapter 1: Issues & Opportunities

## **CHAPTER 1: ISSUES AND OPPORTUNITIES**

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

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

### **A. Background Information**

#### **1. Population Trends And Forecasts**

In 2000, 1,961 people lived in Crandon. Between the 1990 and the 2000 Censuses, the City of Crandon's population increased by only 3 persons, see Table 1. Both the County and the State grew faster than Crandon, with growth rates of 14.2 and 9.6 percents respectively. Crandon added only 3 people from 1990 to 2000, but added 12 between 2000 and 2005. According to the 2009 population estimate of 1,977 people living in the City of Crandon, which is an increase of 16 persons since the 2000 Census.

Table 1-1 displays the total population for the City of Crandon, the neighboring towns, the County, and the State. Although Crandon has grown much slower than the County and the State, towns surrounding Crandon have grown at very different rates. The Town of Lincoln grew the fastest from 1990 to 2005 at an overall change of 62.9 percent. The Town of Crandon grew by 18.9%, and Nashville grew by 36.9%.

**Table 1-1:  
Population Trends**

|                      | 1990      | 2000      | Estimate<br>2005 | %<br>Change<br>1990-00 | %<br>Change<br>2000-05 | %<br>Change<br>1990-05 |
|----------------------|-----------|-----------|------------------|------------------------|------------------------|------------------------|
| City of Crandon      | 1,958     | 1,961     | 1,973            | 0.2%                   | 0.6%                   | 0.8%                   |
| Town of Lincoln      | 630       | 1,005     | 1,026            | 59.5%                  | 2.1%                   | 62.9%                  |
| Town of<br>Crandon   | 529       | 614       | 629              | 16.1%                  | 2.4%                   | 18.9%                  |
| Town of<br>Nashville | 871       | 1,157     | 1,192            | 32.8%                  | 3.0%                   | 36.9%                  |
| Forest County        | 8,776     | 10,024    | 10,213           | 14.2%                  | 1.9%                   | 16.4%                  |
| Wisconsin            | 4,891,769 | 5,363,675 | 5,580,757        | 9.6%                   | 4.0%                   | 14.1%                  |

Source: US Census, and WDOA Demographic Services Center

**Table 1-2:  
Population Estimate 2005 and Population Forecasts to 2025**

|                    | Estimate<br>2005 | Projection<br>2010 | Projection<br>2015 | Projection<br>2020 | Projection<br>2025 |
|--------------------|------------------|--------------------|--------------------|--------------------|--------------------|
| City of Crandon    | 1,973            | 1,833              | 1,763              | 1,684              | 1,611              |
| Town of Lincoln    | 1,026            | 1,173              | 1,245              | 1,305              | 1,361              |
| Town of<br>Crandon | 629              | 662                | 681                | 694                | 707                |
| Town of Nashville  | 1,192            | 1,299              | 1,358              | 1,405              | 1,449              |
| Forest County      | 10,213           | 10,350             | 10,448             | 10,465             | 10,482             |
| Wisconsin          | 5,580,757        | 5,751,470          | 5,931,386          | 6,110,878          | 6,274,867          |

Source: WDOA Demographic Services Center

Population projections in Table 1-2 show the City of Crandon declining by 18.3 percent over the next 20-year period between 2005-2025. However, since 2000 32 new housing units were built, as were 12 condos. This growth will likely maintain the City's population, or it may even grow. Lincoln is projected to have 32.7 percent total growth over the next 20 years. Nashville's projected growth is 21.6%, and the Town of Crandon with 12.4% growth projected from 2005-2025. Forest County is projected to only have a 2.6 percent growth rate, but the State is still projected to grow overall by 12.4% between 2005-2025.

Further analysis of population change can be found in other chapters of this Plan, particularly in the Housing chapter and the Land Use chapter.

## 2. Household Trends And Forecasts

In 2000, the 1,961 residents of the City of Crandon formed 803 total households. Total households are projected to decrease to 737 by 2025, see Table 1-3. This reflects the population decline projected in Table 1-2. Average household size in the city was 2.29 persons in 2000, which is lower than the 2.50 State average. As mentioned earlier, 44 new units have been added to the housing stock and it is likely that the City will maintain its households.

Further discussion of housing can be found in other chapters of this Plan, particularly in the Housing and the Land Use chapters.

**Table 1-3:  
Households**

|                    | Total<br>2000 | Projection<br>2005 | Projection<br>2010 | Projection<br>2015 | Projection<br>2020 | Projection<br>2025 |
|--------------------|---------------|--------------------|--------------------|--------------------|--------------------|--------------------|
| City of Crandon    | 803           | 792                | 792                | 786                | 767                | 737                |
| Town of Lincoln    | 404           | 449                | 502                | 548                | 587                | 624                |
| Town of<br>Crandon | 238           | 254                | 273                | 289                | 301                | 312                |
| Town of Nashville  | 485           | 528                | 580                | 623                | 659                | 692                |
| Forest County      | 4,043         | 4,206              | 4,434              | 4,613              | 4,729              | 4,811              |
| Wisconsin          | 2,084,556     | 2,190,210          | 2,303,238          | 2,406,789          | 2,506,932          | 2,592,462          |

Source: US Census, and WDOA Demographic Services Center

## 3. Age Distribution

Population distribution by age is important in the planning process. Two age groups are examined here: 1) people 5 to 17 years old, and 2) people 65 years and older. These two age groups are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring from the workforce. Table 1-4 shows each of these groups in 1990 and 2000.

In 1990, the median age of Crandon's population was 36.2 years. At that time, residents of the County had a slightly lower median age (35.7 years). Both the City and the County had populations older than the State (32.9 years) as a whole. The City of Crandon had a slightly higher proportion of population (19.7%) in school (5-17 age class) than the County (19.5%), and the State (19.0%). Crandon's older population (65+ age class) percentage of 20.8 is higher than both the County (18.9%), and the State (13.3%).

By 2000, the median age of Crandon's population had advanced by 0.9 years to 37.1; which is much less than the County (4.2 years) and State (3.1 years).

The City's median age is much higher than the State's. All of the surrounding towns have median ages under 40 years. The City of Crandon's school age population (5-17 age class) increased to 20.4 percent in 2000. This is a higher proportion of the population than the County (19.6%), and the State (19.1%); both of which remained about even from 1990 to 2000. Crandon's older population (65+ age class) percentage of 19.8 is also still higher than both the County, which rose slightly (19.3%), and the State, which stayed almost even (13.1%).

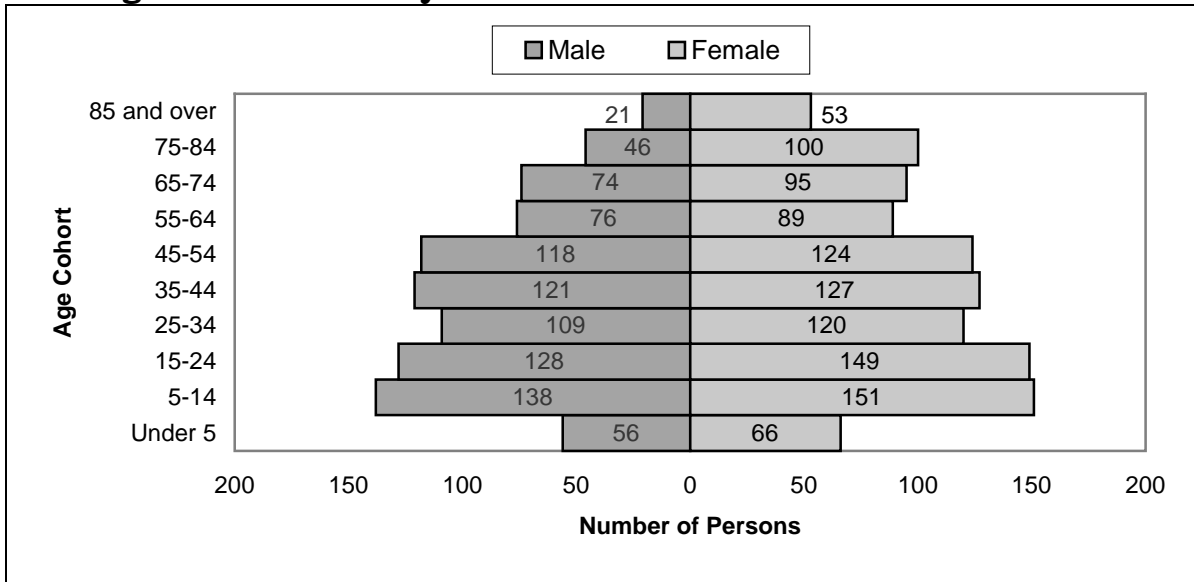
**Table 1-4:  
Age Distribution 1990 to 2000**

|                   |      | Percent of Population |       |       |       | Median Age |
|-------------------|------|-----------------------|-------|-------|-------|------------|
|                   |      | <5                    | 5-17  | 18-64 | 65+   |            |
| City of Crandon   | 1990 | 7.2%                  | 19.7% | 52.2% | 20.8% | 36.2       |
|                   | 2000 | 6.2%                  | 20.4% | 53.5% | 19.8% | 37.1       |
| Town of Lincoln   | 1990 | 8.4%                  | 19.7% | 56.8% | 15.1% | 34.4       |
|                   | 2000 | 6.8%                  | 19.5% | 54.9% | 18.8% | 39.9       |
| Town of Crandon   | 1990 | 9.1%                  | 18.1% | 60.1% | 12.7% | 32.6       |
|                   | 2000 | 5.4%                  | 21.5% | 59.1% | 14.0% | 37.9       |
| Town of Nashville | 1990 | 11.1%                 | 21.7% | 51.3% | 15.8% | 32.2       |
|                   | 2000 | 6.6%                  | 19.4% | 57.0% | 16.9% | 39.8       |
| Forest County     | 1990 | 7.6%                  | 19.5% | 54.0% | 18.9% | 35.7       |
|                   | 2000 | 5.7%                  | 19.6% | 55.4% | 19.3% | 39.9       |
| Wisconsin         | 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

Figure 1-1 is the population pyramid for Crandon that shows age groups at the time of the 2000 U.S. Census. Crandon has a large younger age workforce, and women outnumbered men in all age groups, and by nearly ten percent in the overall population. Women most notably outnumber men in the older age groups.

**Figure 1-1:  
2000 Age Cohorts for City of Crandon**



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.

In 1990, 79.1% of the City of Crandon's population age 25 and over were high school graduates, compared to 64.1% in the County and 78.6% in the State. By 2000, the percentage of high school graduates had dropped slightly to 75.7% in the City, but rose more significantly in both the County at 78.5% and the State at 85.1%.

The number of residents in Crandon who are 25 and older and have four or more years of college has increased in Crandon from 105 people in 1990 to 134 in 2000. Both the County and the State also rose from 1990 to 2000. See Table 1-5.

**Table 1-5:  
Education Levels**

|                                         | City of Crandon |       | Forest County |       | State of Wisconsin |           |
|-----------------------------------------|-----------------|-------|---------------|-------|--------------------|-----------|
|                                         | 1990            | 2000  | 1990          | 2000  | 1990               | 2000      |
| Less than 9 <sup>th</sup> Grade         | 215             | 104   | 846           | 428   | 294,862            | 186,125   |
| 9-12 Grade / No Diploma                 | 321             | 200   | 1,166         | 1,011 | 367,210            | 332,292   |
| High School Diploma                     | 365             | 500   | 2,177         | 2,859 | 1,147,697          | 1,201,813 |
| College / No Degree                     | 172             | 256   | 658           | 1,403 | 515,310            | 715,664   |
| Associate Degree                        | 85              | 59    | 332           | 322   | 220,177            | 260,711   |
| Bachelor Degree                         | 67              | 107   | 303           | 478   | 375,603            | 530,268   |
| Graduate/Professional Degree            | 38              | 27    | 126           | 193   | 173,367            | 249,005   |
| Total Persons 25 & Over                 | 920             | 1,253 | 5,608         | 6,694 | 3,094,226          | 3,475,878 |
| Percent high school graduate or higher  | 79.1%           | 75.7% | 64.1%         | 78.5% | 78.6%              | 85.1%     |
| Percent with bachelors degree or higher | 11.5%           | 10.7% | 7.6%          | 10%   | 17.7%              | 22.4%     |

Source: U.S. Census Bureau

## 5. Income Levels

In 1990, the median household income for Crandon was 5.6% lower than the County, and about 83.8% lower than the state. On a per capita basis, the income of Crandon's residents was 9.8% less than that of the County, and about 74.8% lower than the state in 1990.

Between 1990 and 2000, City of Crandon's median household income expanded 69.4%, which increased the gap to 18.1% less than the County. On a per capita basis, Crandon's income grew 94.2%; which is 11.5% less than the County and 44.1% less than the State. See Table 1-6.

**Table 1-6:  
Income Levels**

|                         | 1990            |               |                    | 2000            |               |                    |
|-------------------------|-----------------|---------------|--------------------|-----------------|---------------|--------------------|
|                         | City of Crandon | Forest County | State of Wisconsin | City of Crandon | Forest County | State of Wisconsin |
| Median Household Income | \$16,016        | \$16,907      | \$29,442           | \$27,125        | \$32,023      | \$43,791           |
| Per Capita Income       | \$7,597         | \$8,339       | \$13,276           | \$14,757        | \$16,451      | \$21,271           |

Source: U.S. Census Bureau

## 6. Employment Characteristics, Trends And Forecasts

According to the 2000 Census, the civilian labor force (population 16 and over) living in the City of Crandon was approximately 805. Of these, 69 were unemployed for an unemployment rate of 8.6%. The unemployment rate for the County was 7.7% in 2000.

The primary occupations of Crandon residents in the labor force include: *Production, transportation, & material moving, service, and management, professional and related*. See Table 1-7.

The leading industry sectors of employed Crandon residents are: *Education, health, & social services*; and *Retail Trade*, with each industry sector employing over 100 people. Historically, *manufacturing* has been the strongest industry sector countywide, with 881 workers in 1990, but declined by 24.1% to employ only 669 people in 2000. *Education, Health and Social Services* has jumped ahead 51.3% as the dominant industry sector in 2000 by employing 755 people countywide, and is also a dominant industry sector in Crandon. See the Economic Development Chapter for more information.

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

**Table 1-7:  
Occupation of Employed Workers**

|                                              | City of Crandon |      | Forest County |       |
|----------------------------------------------|-----------------|------|---------------|-------|
|                                              | 1990            | 2000 | 1990          | 2000  |
| Management, professional & related           | 135             | 181  | 603           | 831   |
| Service                                      | 104             | 166  | 492           | 855   |
| Sales & office                               | 134             | 175  | 600           | 799   |
| Farming Fishing & Forestry                   | 45              | 22   | 274           | 179   |
| Construction, extraction & maintenance       | 67              | 61   | 252           | 472   |
| Production, transportation & material moving | 153             | 131  | 973           | 908   |
| Totals:                                      | 638             | 736  | 3,194         | 4,044 |

Source: U.S. Census Bureau

## **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, education, utility, recreation, and facility needs, as well as future economic development. Over time, fluctuations in local and regional economies can influence population change.

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

- ✓ The City of Crandon is currently in a period of no population growth, and projected decline.
- ✓ Household formation is driven by the decline in average household size or persons per household, and a growing retirement population.
- ✓ Crandon has a younger population compared to surrounding communities and the county. Overall, women outnumber men by 10 percent.
- ✓ Median household income of City residents rose from 1990 to 2000, but still trails the county median.
- ✓ The unemployment rate among City residents decreased by 4 points from 1990 to 2000.

### 2. Past Planning Efforts

The City of Crandon developed a community plan in 1993. The plan was more of an inventory of assets and background data. It contained few goals, objectives or policies, or any maps, that were used in this process.

No other formal planning processes have been completed, except as related to specific projects, such as the Highway 8 rebuild with Wisconsin DOT.

### 3. Planning Issues

A variety of issues have been identified by the citizens, land owners, Plan Commission, and City Council during the planning process. The issues identified are:

1. School enrollments are declining in the area school districts.
2. Lack of sidewalks for connectivity within the City.
3. Water and Sewer Extensions are needed to provide service to all areas of the City.
4. Short-term rental of homes on the lake for visitors and the need for R-3 zoning to allow that type of use.
5. Deteriorating trailer court in community. Becoming a public health concern and needs to be addressed.
6. Need for more multi-purpose trails.
7. Local street network needs to be upgraded in some areas of the City.

### **C. GOALS, OBJECTIVES & POLICIES**

Each of the following chapters of this comprehensive plan includes a set of goals, objectives and policies, which the City Council will use to guide the future development of the City over the next 20 years.

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

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

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

## Chapter 2: Natural Resources

## **CHAPTER 2: NATURAL, AGRICULTURAL AND CULTURAL RESOURCES**

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

### **A. Background**

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

#### 1. Forest County Land and Water Resource Management Plan 2006-2011

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

#### 2. Forest County Outdoor Recreation Plan 2007-2011

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

## **B. Inventory**

Water Resources:

### 1. Surface Water

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

#### Outstanding and Exceptional Resource Waters

Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised.

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

#### Impaired Waters

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

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

#### Invasive Aquatic Species

Surface water resources in Forest County are threatened by the introduction of invasive aquatic species. These species out compete native species and degrade habitats possibly by decreasing biodiversity from having less plant and animal species. Lake Metonga has infestations of eurasian water-milfoil (*Myriophyllum spicatum*), zebra mussel (*Dreissena polymorpha*), and rusty crayfish

(*Orconectes rusticus*). Contact the County Land Conservation Department for public outreach education strategies. The Lake Association of Metonga is an active group that deals with these issues as well. Currently, the association is in the process of trying to get a lake shore protection district established. The Mole Lake Sokagon Chippewa Tribe has provided substantial resources to the preservation of Lake Metonga.

## 2. Wetlands

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

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

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of this function over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The WDNR has promulgated minimum standards for managing wetlands.

The wetlands shown for the City of Crandon were created from the WisDNR Wetlands Inventory. See the Natural Resources Map.

## 3. Floodplains

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

handle the severest (regional) flood, i.e. those that have a probability of occurring once every one hundred years.

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

#### 4. Groundwater & Geology

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

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

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

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

Groundwater quality in Forest County and the City of Crandon is generally good. The aquifer water is principally a calcium magnesium bicarbonate type

that is moderately hard or hard. A high content of iron is a problem in many wells, but it is not a health hazard.

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

#### Land Resources:

##### 1. Forests

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

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

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

##### 2. Metallic & Non-Metallic Mineral Resources

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

##### 3. Soils & Productive Agricultural Areas

There is some limited agricultural activity still in existence within the city. However, it is expected that over the years that will diminish.

#### 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 City of Crandon has not established a specific guideline for defining environmentally sensitive areas, however, some potentially sensitive areas are discussed below.

One type of area, which might fall under the environmentally sensitive designation, is contaminated or potentially contaminated sites in part because they may need special care or monitoring to prevent further environmental degradation or hazard to human life. The WDNR Internet database known as the Bureau of Remediation and Redevelopment Tracking System (BRRTS) lists 52 sites. The following sites were listed as “closed”:

- LUST Site: Crandon Street Department Garage, 904 N. Lake Avenue
- LUST Site: Forest County Courthouse, 200 E. Madison Street
- LUST Site: Forest Co. Hwy Maintenance Shop, now Lipman Gifts Warehouse, 700 East Glen Street
- LUST Site: Schaefer Service Station, now vacant lot, 100 E. Pioneer St.
- LUST Site: Crandon Sports Center, now vacant lot, 601 S. Lake Ave.
- LUST Site: Schultz Mobile Station, now Northern Asphalt, 301 N. Lake Ave.
- LUST Site: Bills Service Station, now vacant, 305 E. Pioneer St.
- LUST Site: Freimuth Auto Sales, now Laona State Bank, 106 N. Lake Ave.
- LUST Site: Hayes Service Station, now James Koziol property, 4729 State Hwy 55.
- LUST Site: George’s Gas Station, now Nixon Gas Station, 500 S. Lake Ave.
- LUST Site: Crandon High School, now Northwoods Recreation Center, 100 N. Prospect Ave.
- LUST Site: WI DNR – Crandon Ranger Station, 404 N. Lake St.
- LUST Site: Krist Oil/Citigo Gas Station, 100 W. Pioneer St.
- LUST Site: Crandon Sewage Treatment Plant, 20 N. Lake Ave.
- LUST Site: Crandon Fire Department-Site #2, now vacant water town lot, corner of Madison & Hazeldell
- LUST Site: Rhinelander Ministry Medical Group, 209 E. Elm St.
- LUST Site: Crandon Elementary School, now School Apartments, 203 E. Glen St.
- LUST Site: Engine Experts Site-#2, now Curvers, 306 N. Lake Ave.

- LUST Site: Daves Supermarket, now Lotter's Super Market, 300 W. Glen St.
- LUST Site: Charles Mihalko & Sons, Inc., 3915 State Hwy 55.
- LUST Site: Lyon's Service Station, now vacant lot, 403 S. Lake Ave.
- LUST Site: Mays Tavern, 11696 US Hwy 8.
- LUST Site: William Nickel Shop, 612 E. Madison St.
- LUST Site: Spur/One Stop Mini Mart, now Hansen's Mini Mart, 8697 US Hwy 8.
- LUST Site: Bemis Manufacturing, now Snow River Manufacturing, 809 N. Central Ave.
- Spill Site: Krist Oil, now vacant, 100 Pioneer Street

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

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

All these sites were remediated to DNR standards, and are available for redevelopment. There may be other open sites in the City.

## 5. Rare Species & Natural Communities

The City of Crandon has 2 sections with occurrences of endangered resources (rare, threatened, or endangered species of plants & animals, and high-quality natural communities) as identified in the Wisconsin Natural Heritage Inventory.

Wisconsin's biodiversity goals are to identify, protect and manage native plants, animals, and natural communities from the very common to critically endangered for present and future generations. Knowledge, appreciation, and stewardship of Wisconsin's native species and ecosystems are critical to their survival and greater benefit to society. See Map 2-2.

## 6. Historical & Cultural Resources

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

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

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

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

A number of buildings in the City appear on the Wisconsin Architectural History Inventory. They are listed below by Historic Name, location, and current name if different from historic name:

- Crandon Ranger Station (401 North Lake Avenue);
- Crandon Creamery (305 North Boulevard Avenue, now Hayes Metals);
- Crandon Grade School (203 East Glen Street, now School Apartments);
- Methodist Episcopal Church (106 South Hazeldell Avenue, now Lakeland Baptist Church);
- Crandon State Bank (118 South Lake Street, now Masonic Temple);
- Forest County Courthouse (200 East Madison Street);
- Crandon Theater (103 East Madison Street, now Hammer Time Sports Bar);
- Page and Landeck Lumber (101 East Madison Street, now Subway);
- Crandon Post Office (105 North Lake Street, now Houle's Retail Shop);
- Soo Line Depot (Pionner Plaza, now Cracker Box); and
- Crandon Nursing Home (105 West Pioneer Ave).

Eleven houses have also been identified. There are no Wisconsin National Register of Historic Places listings within the City.

## 7. Natural, Agricultural & Cultural Resources Programs

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

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

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

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

Wisconsin Fund is a program by the Wisconsin Department of Commerce, Safety and Buildings Division. Grants are provided to homeowners and small commercial businesses to help offset a portion of the cost for the repair, rehabilitation, or replacement of existing failing Private Onsite Wastewater Treatment Systems (POWTS). Eligibility is based upon several criteria, including household income and age of the structure.

Endangered Resources Program: The WDNR's Endangered Resources staff provides expertise and advice on endangered resources. They manage the Natural Heritage Inventory Program (NHI), which is used to determine the existence and location of native plant and animal communities and Endangered or Threatened Species of Special Concern. The NHI helps identify and prioritize areas suitable for State Natural Area (SNA) designation, provides information needed for feasibility studies and master plans, and maintains the

list of endangered and threatened species. All management activities conducted by Wildlife Management and Forestry staff must be reviewed to determine the impact on NHI-designated species.

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

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

Nonpoint Source Pollution Abatement Program: This WDNR program is currently undergoing restructuring and being gradually replaced by short-term grants that will address specific projects rather than focusing on entire watersheds. The goal of this voluntary program is to improve and protect the water quality of surface waters and groundwater within the watershed. Landowners are encouraged to control nonpoint pollution on their properties through cost sharing of Best Management Practices. This program will be

replaced by Targeted Runoff Management projects (TRM). These are projects that are more specific in nature and may last up to three years. They are scored on a competitive basis, based on the amount of pollutant control they will achieve and the degree of impairment of the location. One nonpoint source coordinator is located in the Rhinelander WDNR Service Center.

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

Stewardship Grants for Nonprofit Conservation Organizations:

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

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

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

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

Wildlife Management Program: The WDNR's Bureau of Wildlife Management oversees a complex web of programs that incorporate state, federal and local initiatives primarily directed toward wildlife habitat management and enhancement. Programs include land acquisition, development and maintenance of State Wildlife Areas, and other wild land programs such as State Natural Areas. Wildlife Staff work closely with staff of state and county forests to maintain, enhance, and restore wildlife habitat. Wildlife Management staff conduct wildlife population and habitat surveys, prepare property needs analysis's, develop basin wildlife management plans and collaborate with other WDNR planning efforts such as Park, Forestry or Fishery Area Property Master Plans to assure sound habitat management.

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.

## **C. Goals, Objectives & Policies**

### Goals:

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

### Objectives:

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

### Policies:

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

## Chapter 3: Housing

**CHAPTER 3:  
HOUSING**

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

**A. Housing Assessment**

1. Structural Characteristics

The vast majority of housing units in the city are single-family structures. In addition, over half of the multi-family units (apartments) in Forest County are located in the City. Table 1 displays information for the city, the towns of Crandon and Lincoln and the county. Mobile homes are also a major component of the local housing stock.

**Table 1:  
Housing Units by Type\***

|                    | 1,<br>detached | 1,<br>attached | 2  | 3 or<br>More | Mobile<br>Home | Other | Total |
|--------------------|----------------|----------------|----|--------------|----------------|-------|-------|
| City of Crandon    | 665            | 6              | 19 | 175          | 94**           | 0     | 959   |
| Town of<br>Crandon | 329            | 6              | 0  | 2            | 82             | 2     | 421   |
| Town of Lincoln    | 894            | 4              | 4  | 17           | 81             | 13    | 1,013 |
| Forest County      | 6,744          | 63             | 67 | 325          | 1,055          | 68    | 8,322 |

Source: U.S. Census Bureau, 2000

\* Since 2000 32 new single-family housing units were built and 12 condos

\*\* Recent assessor data shows 76 units

2. Age Characteristics

Table 2 indicates the age the structures were built in the city. About 33 percent of the existing housing units were built before 1940. Since then about 100 units were added each decade with the exception of the 1970's where over 200 units were built in the city. The surrounding communities experienced similar growth, until the 1990's when there was rapid construction in the Town of Lincoln.

**Table 2:  
Year Structure Built, 2000**

|                 | 1939 or earlier | 1940-1959 | 1960-1969 | 1970-1979 | 1980-1989 | 1990-2000 |
|-----------------|-----------------|-----------|-----------|-----------|-----------|-----------|
| City of Crandon | 321             | 134       | 70        | 214       | 112       | 108       |
| Town of Crandon | 41              | 58        | 43        | 133       | 58        | 88        |
| Town of Lincoln | 38              | 105       | 75        | 158       | 172       | 405       |
| Forest County   | 1,524           | 1,608     | 820       | 1,425     | 994       | 1,951     |
| Wisconsin       | 543,164         | 470,862   | 276,188   | 391,349   | 249,789   | 389,792   |

Source: U.S. Census Bureau

### 3. Occupancy Characteristics

Table 3 displays the occupancy status of housing units in the area. In the city over 158 units were identified as seasonal, which is about 16 percent of the total units. That is an extremely high level of seasonal units in an incorporated community. Over half the units in the Town of Lincoln and nearly half the units in the Town of Crandon are seasonal.

Owner occupancy is about 63 percent in the city, with higher rates in the Towns of Crandon (89%) and Lincoln (84%), and the county (79%).

**Table 3:  
Occupancy Units, 2000**

|                 | Total Housing Units | Owner Occupied | Renter Occupied | Vacant Units |                                 |
|-----------------|---------------------|----------------|-----------------|--------------|---------------------------------|
|                 |                     |                |                 |              | Seasonal (Part of Vacant Units) |
| City of Crandon | 803                 | 504            | 299             | 158          | 100                             |
| Town of Crandon | 238                 | 211            | 27              | 205          | 176                             |
| Town of Lincoln | 404                 | 338            | 66              | 594          | 574                             |
| Forest County   | 4,043               | 3,188          | 855             | 4,279        | 3,856                           |
| Wisconsin       | 2,321,144           | 1,426,361      | 658,183         | 236,600      | 142,313                         |

Source: U.S. Census Bureau

#### 4. Value Characteristics

According to the 2000 Census, the median value of an occupied housing unit in the city was \$72,000. The Town of Crandon value was \$59,200, while the Town of Lincoln was \$100,000, and the overall county median value was \$77,400. Table 4 displays the breakdown of units by value.

**Table 4:  
Housing Values, 2000**

|                 | <\$50,000 | \$50,000 - 99,999 | \$100,000 to 149,999 | \$150,000 to 199,999 | \$200,000 to 299,999 | \$300,000 and up | Median Value |
|-----------------|-----------|-------------------|----------------------|----------------------|----------------------|------------------|--------------|
| City of Crandon | 149       | 259               | 54                   | 15                   | 23                   | 2                | \$72,000     |
| Town of Crandon | 68        | 90                | 42                   | 13                   | 4                    | 2                | \$59,200     |
| Town of Lincoln | 36        | 138               | 76                   | 32                   | 43                   | 11               | \$100,000    |
| Forest County   | 820       | 1,429             | 510                  | 215                  | 173                  | 41               | \$77,400     |
| Wisconsin       | 6.5%      | 35.4%             | 30.6%                | 15.5%                | 8.5%                 | 3.5%             | \$112,200    |

Source: U.S. Census Bureau

#### **B. Housing Programs**

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

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

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

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

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

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

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

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

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

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

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

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

### **C. Goal, Objectives & Policy**

Although the City has not historically played a role in housing, it supports equal opportunity housing, and understands the importance of sound housing stock for its residents and the community as a whole. The City also passed an Equal Housing Ordinance.

A review of housing stock assessment information has lead to the establishment of the following housing policy statement:

Goal:

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

Objectives:

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

Policy:

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

## Chapter 4: Utilities & Community Facilities

## **CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES**

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

### **A. Inventory & Analysis of Existing Facilities**

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

#### **1. Water and Wastewater Facilities**

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

The original municipal water facilities were built in 1941, expanded in 1967 and again in 1980. As part of the Highway 8 reconstruction some utilities were replaced. Since 1990, the city utility has added about two miles of new mains to the system. The mains were installed to service the new consolidated (K-12) school and to service the new ground reservoir that was installed to service the City of Crandon Industrial Park on the north east side of the city. In 1992, a 200,000 gallon ground reservoir was constructed at the top of east hill as a gravity-fed system. The primary function of the reservoir is to provide adequate general and fire flow protection to the businesses located in the park, while its secondary function is to serve the general water usage and fire flow protection to the city.

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

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

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

## 2. Storm Sewers

There are some newer storm sewers along Highways 8 and 55 where the roadway was rebuilt, as well as along Glen Street in 2002. The majority of the remainder of the system is about 50 years old. Many catch basins on the system are old and in need of upgrade.

## 3. Solid Waste Disposal and Recycling Facilities

The city contracts with Waste Management, private hauler, for weekly pickup. There has been interest in maintaining a transfer/recycling center in the City.

## 4. Power and Telecommunications Facilities

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

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

## 5. Parks and Recreation

The city maintains four parks. They are:

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

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

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

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

The City also has the new Fountain of Youth Memorial Park, Veterans Park & Deer Park on the Courthouse Square (maintained by Forest County), and Veterans Memorial Park along Highway 8 East.

## 6. Education and Other Youth Facilities

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

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

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

## 7. Emergency and Medical Services

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

A volunteer fire department serves the city. It serves the City of Crandon, and the Towns of Crandon, Lincoln and Nashville. There are also mutual aid agreements with the other surrounding towns. There are approximately 30 volunteers in the department. The fire station is located 910 North Lake Avenue. The City also helps maintain the Crandon Area Rescue Squad.

There is a clinic located in the city, and the nearest hospital is Ministry Medical Group - Saint Mary's Hospital in Rhinelander, which provides 24-hour emergency service and critical care. A medical clinic, affiliated with Ministry Health Care is located in the City. And a new clinic is being constructed in the City along Highway 8 West (W. Glen Street).

## 8. Cemeteries

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

## 9. Other Government Facilities

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

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

As the county seat, the Forest County Courthouse is located in the City. The courthouse houses all of the county departments including the Sheriff's Department. It is located at 200 East Madison Street. There is also a Probation and Parole Office located at 300A South lake Avenue.

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

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

## **B. 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.

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

that require the extension of utilities and the expansion of public facilities while existing facilities go unused at other locations is probably not the best use of scarce public resources.

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

### **C. Goals, Objectives & Policies**

Goals:

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

Objectives:

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

Policies:

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

## Chapter 5: Transportation

## **CHAPTER 5: TRANSPORTATION**

This is the fifth chapter of the City of Crandon Comprehensive Plan. It is based on the statutory requirement [§66.1001(2)(c) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. This element compares the city's objectives, policies, goals and programs to state and regional transportation plans. The chapter also identifies highways within the city by function and incorporates state, regional and other applicable transportation plans.

### **A. Review Of State & Regional Transportation Plans & Programs**

This section contains a review of state and regional transportation plans and how they affect the City of Crandon.

#### **1. Summary of State and Regional Transportation Plans**

##### Corridors 2020

Corridors 2020 was designed to enhance economic development and meet Wisconsin's mobility needs well into the future. The 3,200-mile state highway network is comprised of two main elements: a multilane backbone system and a two-lane connector system. All communities over 5,000 in population are to be connected with backbone & connector systems. The only designated highway in Forest County is Highway 8.

This focus on highways was altered in 1991 with the passage of the federal Intermodal Surface Transportation Efficiency Act (ISTEA), which mandated that states take a multi-modal approach to transportation planning. Now, bicycle, transit, rail, air, and other modes of travel need to be incorporated into the planning process.

##### TransLinks 21

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

- State Highways Plan 2020
- Airport System Plan 2020
- Bicycle Transportation Plan 2020
- Wisconsin Pedestrian Policy Plan 2020
- Wisconsin Rail Issues and Opportunities Report
- No plans exist for transit or local roads.

### Connections 2030

Connections 2030 will be a 25-year statewide multi-modal transportation plan that is policy-based. The policies will be tied to “tiers” of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, WisDOT may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan.

### Regional Comprehensive Plan

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

The RCP recommends numerous strategies to address a variety of transportation issues such as growing traffic volumes, congestion and the increase of drivers aged 65 and over. 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

## **B. Transportation Inventory**

### 1. Road Network

The road network provides for the movement of people and products within the city with connections to county, state and federal highways. Generally, the street system in the city is a grid pattern, with some exceptions where natural features interrupt the pattern. Highway 8, 32 and 55 and County Highway W are the primary roads in addition to the local streets.

a. Jurisdictional and Functional Classification

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

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

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

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

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

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

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

Within the city the state/federal highways would be seen as principal arterials, while county roads would be minor arterials, local roads would be either major or minor collectors. Table 5-1 displays mileage for both the jurisdictional and functional classification of streets within the city.

**Table 5-1:  
Road Mileage by Jurisdiction and Functional Class**

| Jurisdiction  | Functional Classification |           |       | Totals |
|---------------|---------------------------|-----------|-------|--------|
|               | Arterial                  | Collector | Local |        |
| Federal/State | 5.90                      |           |       | 5.90   |
| County        |                           | 0.62      |       | 0.62   |
| City          |                           | 2.82      | 22.52 | 25.32  |
| <b>TOTALS</b> | 5.90                      | 3.44      | 22.52 | 31.84  |

Source: WisDOT & NCWRPC.

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

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

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

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

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

b. Average Annual Daily Traffic (AADT) Counts

Annual average daily traffic (AADT) counts are measured and calculated on selected high traffic roads and highways every three-, six-, or ten-years (depending upon functional classification) by the Wisconsin Department of

Transportation (WisDOT). Monitoring these counts provides a way to gauge how traffic volume is changing in Crandon.

There are several count sites located throughout the city. Count data from 2003 and 2006 are listed below for the primary routes in the city. The Community Facilities Map identifies the site locations.

|          |                |             |
|----------|----------------|-------------|
| Site 37: | STH 8, East    | 5,300/5,600 |
| Site 38: | STH 8, Near 55 | 8,000/7,000 |
| Site 39: | STH 8, Near 32 | 7,900/7,300 |
| Site 40: | STH 8, West    | 5,400/4,300 |

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

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

### c. Trucking

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

A number of private trucking companies serve Crandon and Rhinelander.

## 2. Transit and Transportation Facilities for the Disabled

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

There is a transportation organization called SCC Transportation that serves both Forest and Oneida Counties. Rides are provided on Monday, Wednesday and Friday between Mole Lake, Crandon and Rhinelander. The fee is \$3.00.

### 3. Bicycle and Walking Trails

In 2001 the WDNR created the State Trails Network Plan to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail.

There are some trails within the county and discussion of more. There is interest from the City to connect to existing trails systems and develop an internal trail system throughout the city. The city has recently applied for funding to construct a pedestrian path from Westcott Avenue on Highway 55 to the Beach Park on Lake Metonga. There is also some long-term discussion related to the rail line that runs near Lakeview Street.

Currently, there is Rails to Trails project being developed called the Wolf River Trail. This would accommodate both snowmobiles and ATVs. There has been some discussion of establishing a trail head within the City limits for this trail. It would be similar to the one Lakewood built along Highway 32.

### 4. Railroads

The Canadian National runs through the City of Crandon in a north and south direction. The railroad serves the City's Industrial Park. The availability of rail transportation is expected to be a major marketing tool for attracting potential businesses into the park.

### 5. Air Transportation

The Rhinelander/Oneida County Airport in Rhinelander is the closest commercial airport. This airport serves scheduled, nonstop, airline markets and routes of less than 500 miles. Carriers typically use aircraft weighing less than 60,000 pounds, and use primary runways with a length between 6,500 to 7,800 feet. In 2000, there were about 42,340 total aviation operations (take-offs and landings). WisDOT projections show total aviation operations increasing to 44,040 by 2010, and 45,740 by 2020; an 8 percent increase from 2000.

The Crandon Municipal Airport, located southwest of Lake Metonga in the Town of Nashville, is a basic utility (BU-A) airport with a 3,500 foot runway designed to accommodate aircraft of less than 6,000 pounds gross weight, with approach speeds below 91 knots and wingspans of less than 49 feet. Such aircraft are typically single-engine piston. No commercial airlines serve the community, but private planes do make use of the facility on a daily basis.

Recently the airport received a grant to extend the airport runway and add additional fencing.

## 6. Water Transportation

There are no harbors or ports within the city. However, there are numerous public boat launches in the area to access the many local water bodies.

### **C. Transportation Programs**

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

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

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

### **D. Goal, Objectives, and Policies**

Goal:

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

Objectives:

1. Land uses that generate heavy traffic will be avoided on local roads that have not been constructed or upgraded for such use.
2. Future road locations, extensions or connections will be considered when reviewing development plans and proposals.

3. Promote the development of multi-use trails, trail linkages, and wide shoulders on roads as part of new developments or road projects.
4. Support transit that serves the city's residents, including the elderly and handicapped.

Policies:

1. Cooperate with the county and the state on any project that affects the city.
2. Prepare and update a 5-year Road Improvement Plan.
3. Require all roads to accommodate access requirements for emergency vehicles as well as school busses and snowplows.
4. Future road locations, extensions or connections should be considered when reviewing development plans and proposals.
5. Support development of the Wolf River Trail Project.
6. Explore the development of a trailhead at the former gas plant, with parking and restrooms to enhance the trail project.
7. Continue to support the Crandon Municipal Airport.

## Chapter 6: Economic Development

## **CHAPTER 6: ECONOMIC DEVELOPMENT**

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

### **A. Background**

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

See the county plan for more detailed information related to this subject.

### **B. Economic Base Analysis, Labor Force, & Forecasts**

#### 1. Economic Base Analysis

Table 6-1 displays information for both the city and the county related to employment by economic sector.

There were 736 residents working in 2000, which was an increase of over 14 percent since 1990. The county increased by 25 percent over that same period. Overall, the city made up about 18 percent of county total employment in 2000, which was slightly less than 1990 when the city made up about 20 percent of employment.

In 2000, the largest sectors in the city were Manufacturing, Retail Trade, and Education, Health, and Social Services. By 2000, Manufacturing declined to the third, while Education, Health, and Social Services became the first and second respectively. From the county level these three sectors were the largest as well. Manufacturing slipped from second to third over the same ten-year period.

**Table 6-1:  
Employment by Sector**

|                                                                               | City of Crandon |      | Forest County |       |
|-------------------------------------------------------------------------------|-----------------|------|---------------|-------|
|                                                                               | 1990            | 2000 | 1990          | 2000  |
| Ag., Forestry, Fishing, Hunting & Mining                                      | 21              | 39   | 199           | 303   |
| Construction                                                                  | 17              | 45   | 174           | 303   |
| Manufacturing                                                                 | 159             | 82   | 881           | 669   |
| Wholesale Trade                                                               | 11              | 10   | 53            | 57    |
| Retail Trade                                                                  | 142             | 114  | 553           | 402   |
| Transportation, Warehousing & Utilities                                       | 31              | 23   | 239           | 256   |
| Information                                                                   | N/A             | 13   | N/A           | 49    |
| Finance, Insurance, Real Estate & Leasing                                     | 27              | 25   | 80            | 119   |
| Professional, Scientific, Management,<br>Administrative & Waste Mgmt Services | 46              | 32   | 163           | 136   |
| Education, Health and Social Services                                         | 111             | 169  | 499           | 755   |
| Arts, Entertainment, Recreation,<br>Accommodation and Food Services           | 5               | 73   | 34            | 527   |
| Public Administration                                                         | 32              | 74   | 205           | 300   |
| Other Services                                                                | 42              | 37   | 147           | 168   |
| Totals:                                                                       | 644             | 736  | 3,227         | 4,044 |

Source: U.S. Census Bureau

## 2. Labor Force

According to the Census, the civilian labor force (population 16 and over) living in the City of Crandon was approximately 805 workers in 2000. Of these, 69 were unemployed for an unemployment rate of 4.7 percent. The unemployment rate for the County was 7.7 percent in 2000. The 2007 County unemployment rate is about 6.8 percent.

Another way to look at future employment is to examine the labor force and unemployment rates. In 1990, the labor force in the City was 738 people with an unemployment rate of 12.7%. By 2000 the labor force had increased 9.1% to 805 with 8.6% unemployment. The degree to which this available workforce is actually employed is dependant on external economic factors reflected in the unemployment rate.

### 3. Forecasts

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 projections for the North Central Workforce Development Area include Forest County and eight other counties. The current projections, released in 2004, forecast to 2014.

These projections show increases in all employment sectors except food manufacturing (0.2 percent decline) and paper manufacturing (16.4 percent decline). All other sectors increase within a range from less than a percent (overall manufacturing) to about 37 percent (ambulatory health care services). *Production*; and *Farming, fishing, & forestry* occupations both are projected to gain less than 30 positions each for the whole region. The following occupations are all projected to need over 600 replacement workers each: *Production*; *Office & administration*; *Sales*; and *Food preparation & serving*.

City residents commute to jobs, of which 19.6% travel out of Forest County for employment, so the City of Crandon can expect to take advantage of some of this projected employment.

### 4. Inventory

The city has an industrial park that was developed in the early 1990's. The 20-Acre park is located on the northeast side of the city; it is fully serviced, including rail service, and has land available for new business. There is also some adjacent land that could be used to expand the park if needed.

Some of the current Industrial Park businesses include: Rhinelander Door, Double KK, LIPCO, and the Trolley Company.

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

## **C. Economic Development Programs**

Various organizations at the city, regional, state, and federal level offer a variety of programs to assist with economic development. Many of these are listed below:

*City:*

Tax Increment Financing: This is a local tool for communities to spur development. It can be used to promote redevelopment in blighted areas and finance new industrial development. The City currently has one TIF district that was established in 2004. It incorporates the City's 20-plus acre Industrial Park site. To date no action has taken place with this district.

*Regional:*

North Central Wisconsin Development Corporation: The North Central Wisconsin Development Corporation (NCWDC) manages two revolving loan funds designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. The funds are targeted to businesses in the ten county region.

*State:*

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

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

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.

*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.

#### **D. Goal, Objectives & Policies**

Goal:

1. Promote the stabilization and expansion of the current economic base.
2. Create an environment to stimulate business formation and to attract new businesses to the community.

Objectives:

1. Encourage new retail, commercial & industrial development to locate adjacent to county or state highways.
2. Discourage industrial development from negatively impacting environmental resources or adjoining property values.
3. Encourage businesses that are compatible with a rural setting.
4. Review costs and benefits of a proposed development project prior to approval.

Policies:

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

## Chapter 7: Intergovernmental Cooperation

## **CHAPTER 7: INTERGOVERNMENTAL COOPERATION**

This is the seventh of nine chapters in the City of Crandon's Comprehensive Plan. The purpose of this chapter is to overview intergovernmental cooperation, inventory existing cooperative efforts, identify potential opportunities, and establish goals, objectives, and policies to promote intergovernmental cooperation.

### **A. Overview**

As discussed earlier in the plan, the City is surrounded by the Towns of Crandon and Lincoln, as well as being part of Forest County. These are important intergovernmental relationships for the City. Efforts should be made to maintain good working relationships with the surrounding towns and the County.

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

State-wide, Wisconsin has over 2,500 units of government and special purpose districts. Having so many governmental units allows for local representation, but also adds more players to the decision making process. In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communication and information sharing, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue.

### **B. Benefits**

There are many reasons intergovernmental cooperation makes sense. Some examples include:

- Trust: Cooperation can lead to positive experiences and results that build trust between jurisdictions. As jurisdictions communicate and collaborate on issues of mutual interest, they

become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.

- **Cost Savings:** Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
- **Consistency:** Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- **Address Regional Issues:** Communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues, which are regional in nature.

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

### **C. Trends**

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

- Local governments financial situation;
- Opportunity to reduce costs by working together;
- Elimination of duplication of services;
- Population settlement patterns and population mobility;
- Economic and environmental interdependence; and

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

## **D. Tools of Intergovernmental Cooperation**

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

### **1. Shared Service Agreements**

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

Intergovernmental agreements prepared using this statute, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use 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. Shared service agreements are utilized to allow this type of cooperation.

### **2. Boundary Agreements**

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

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include: a plan for the physical development of the territory covered by the plan. It must also include; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan; and it must address the need for safe and affordable housing. The participating communities must hold a public hearing prior to its adoption.

Once adopted, the plan must be submitted to the Wisconsin Department of Administration for state approval. Upon approval, the cooperative plan has the force and effect of a contract. Working with the towns, the

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

### 3. 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.

#### **E. Existing / Potential Intergovernmental Conflicts**

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

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

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

#### **F. Inventory & Trends**

The Towns of Crandon and Lincoln surround the City. Currently there are existing relationships and agreements in place with a variety of governments. The following is a summary of those cooperative efforts.

- Surrounding Towns

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

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

- County

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

The County Sheriff provides protective services through periodic patrols and on-call 911 responses. The Sheriff also manages the 911-dispatch center, not only for police protection, but also for ambulance/EMS response and dispatching the City Fire Department. The Forestry and Outdoor Recreation Department maintains a county-wide park system and county forest system for the use and enjoyment of all residents, including Crandon.

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

- North Central Wisconsin Regional Planning Commission

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

The NCWRPC is currently preparing comprehensive plans for many of the towns in the county and will soon be working to complete a county level comprehensive plan. Other countywide projects by the NCWRPC that cover the City include a county economic development strategy, county outdoor recreation plan, the human services public transit coordination plan, rural addressing and address ranging for 911 response assistance, county all hazards mitigation plan, and various regional project assistance.

- State and Federal Government

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

The Wisconsin Department of Natural Resources takes a lead role in wildlife protection and sustainable management of woodlands, wetland, and other wildlife habitat areas, while Wisconsin Department of Transportation is responsible for the planning and development of state highways, railways, airports, and other transportation systems. State agencies make a number of grant and aid programs available to local units of government. Examples include local road aids, the Local Roads Improvement Program (LRIP) and the Priority Watershed Program. There are also a number of mandates passed down from the state that the Town must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads (WISLR).

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

- School District

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

Currently, the City has little formal communication with the school districts, but this could be an area of opportunity.

- Sanitary District

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

- Other Entities

There is a separate Library Board that oversees the operation of the library. There is also a new organization that has been created called the Forest County Community Coalition. This coalition includes Forest County, Forest County Potawatomi, Forest County Sokagon Chippewa, Crandon School District, Laona School District, and the Wabeno School District. Although not a formal member, the City is represented at the meetings.

### **G. Goal, Objectives & Policies**

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

Goal:

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

Objectives:

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

Policies:

1. Continue to host meetings with surrounding communities and the county to review service agreements and identify opportunities to improve efficiency and cost-effectiveness.

2. Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient service or public utilities.
3. Investigate joint operation or consolidation when considering expanded or new services or facilities.
4. Establish work groups as needed with surrounding communities, the tribes, the county, and others to address various current and future issues.

## Chapter 8: Land Use

## **CHAPTER 8: LAND USE**

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

### **A. Existing Land Use**

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

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

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

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

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

Table 8-1 presents the current breakdown of land-use types within the City. The majority of the land in the City is wooded. Over 2,000 acres or 53 percent of the land is wooded. Much of this may be developed at some time in the future. Water is the next most significant use in the City with over 600 acres. Residential makes up about 14 percent of the land area, followed by open land and transportation.

| Table 8-1:<br>EXISTING LAND USE |       |         |
|---------------------------------|-------|---------|
| Land Use                        | Acres | Percent |
| Agriculture                     | 98    | 2.5%    |
| Commercial                      | 72    | 1.8%    |
| Governmental                    | 58    | 1.5%    |
| Industrial                      | 97    | 2.5%    |
| Open Land                       | 175   | 4.4%    |
| Outdoor Recreation              | 13    | 0.3%    |
| Residential                     | 578   | 14.6%   |
| Transportation                  | 153   | 3.9%    |
| Woodlands                       | 2,094 | 52.9%   |
| Water                           | 621   | 15.7%   |
| Total                           | 3,958 | 100.0%  |

Source: Air Photos, City of Crandon, & NCWRPC GIS

## **B. Land Use Trends**

### 1. Land Supply

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

### 2. Land Demand

Table 8-2 shows the projected increase of commercial, industrial and agricultural land uses in 5-year increments.

**Residential:** The overall residential demand for land in the City of Crandon is expected to be minimal since the overall population is expected to decline by 2030. However, there are segments of the population and types of housing options that the City provides that will increase.

At the very least the current rate of development will continue at 2 new units per year, or 10 every five years. Using a 1-acre per units land demand we anticipate about 10 acres of residential land development over each five-year period. Thus, 50 acres of residential land is expected to be added to the City by the year 2030. Senior/retirement housing and multi-family development such as duplexes, apartments, and condominiums may place an even higher demand on land.

**Industrial, Commercial and Agricultural:** Commercial and industrial development is subject to future market forces and there is limited data available to determine that demand long term. A simple method is to assume that one-half of the existing acreage in those uses will be needed over the upcoming planning period. Therefore, since there are about 70 acres of commercial and 100 acres of industrial land we would assume about 35 acres and 50 acres, respectively would be needed. The approximate five-year demand for commercial would be 8 acres and for industrial 10 acres. Agricultural land is anticipated to remain stable and decline in the city as conversion takes place to residential, commercial and industrial.

|                     | 2010 | 2015 | 2020 | 2025 | 2030 |
|---------------------|------|------|------|------|------|
| Residential Acreage | 10   | 10   | 10   | 10   | 10   |
| Commercial Acreage  | 8    | 8    | 8    | 8    | 8    |
| Industrial Acreage  | 10   | 10   | 10   | 10   | 10   |

Source: NCWRPC

### 3. Land Values

Overall equalized land values have increased about 120 percent over the last eight years; however, not all categories increased at the same rate. Residential property values increased over 130 percent, while manufacturing and commercial increased by 98 and 138 percent respectively. Ag-forest is a new category that did not exist in 2002. See Table 8-3 below.

| Type of Property | 2000       | 2008       | % Change |
|------------------|------------|------------|----------|
| Residential      | 9,944,600  | 23,243,800 | 134%     |
| Commercial       | 2,005,400  | 3,956,700  | 98%      |
| Manufacturing    | 61,000     | 144,800    | 138%     |
| Agricultural     | 46,200     | 29,900     | -36%     |
| Undeveloped      | 51,500     | 41,000     | -21%     |
| Ag. Forest       | 0          | 88,000     | NA       |
| Forest           | 899,900    | 1,272,000  | 42%      |
| Other            | 21,000     | 35,000     | 67%      |
| Total Value:     | 13,029,600 | 28,811,200 | 122%     |

Source: WI DOR, 2002 & 2008 (does not include improvements)

### 4. Opportunities for Redevelopment

Identify underutilized or area areas with services but vacant in the city.

The most efficient development utilizes existing public services and infrastructure; these areas are referred to as “*Smart Growth*” areas. These areas have existing infrastructure and service capacity. The use of existing infrastructure and services is more cost-effective; therefore, new commercial, industrial and higher density residential development should be located in

these areas. Areas where sewer & water and other infrastructure and services are not available should have minimal industrial and commercial development and only scattered residential development, where appropriate.

Two areas in the City were identified as possible redevelopment areas. These are:

Mobile Home Park on West Glen Street (Highway 8) - Much of the site is deteriorating and is in disrepair. There is a need for affordable housing, but this area is becoming a health hazard. New affordable housing would be an appropriate use.

Old School on Glen Street - This building is currently being used for apartments, however, there are some concerns with the structural soundness of the overall building and it may become a public health concern. This building/site, if completely renovated or razed and redeveloped, could be used for higher density housing.

## 5. Existing and Potential Land Use Conflicts

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

### **C. Land Use Programs & Tools**

The principle land use program in Wisconsin is the comprehensive planning program. The primary land use tools are zoning, subdivision ordinance, and official mapping. Another possible tool is extra-territorial zoning.

- Wisconsin Comprehensive Planning Program:

In October of 1999, the Governor signed into law Wisconsin Act 9, the Budget Bill, containing substantial revisions of statutes governing comprehensive planning. The law has been revised by the signing of two additional bills into law. The first is AB 872, containing "technical revisions" which was signed May 10, 2000. The second bill, signed April 13, 2004, is AB 608, which reduced the number of items that must be consistent with the plan to three,

these are: official mapping, subdivision ordinances and zoning ordinances. Taken together these bills represent the most sweeping revision of the State's planning enabling laws in half a century.

The law (§66.1001 WI Stats.) requires all jurisdictions within the state that exercise control over land-use to prepare a comprehensive plan by 2010. It lays out the nine required chapters of the plan and requires a public participation process. Jurisdictions that do not have a comprehensive plan in place by the deadline may not engage in actions that impact land-use.

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

- Zoning:

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

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

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

Zoning should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should "drive" the development of specific zoning ordinance provisions

including district descriptions, permitted uses, conditional uses and the zoning map. This consistency has been important in upholding legal challenges in the Courts. Therefore, following the planning process it is critical that the zoning ordinance be updated to incorporate the findings of the plan.

- Land Division:

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

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

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

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

- Official Mapping:

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

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

- Extra-territorial Jurisdiction Zoning:

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

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

- Annexation

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

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

#### **D. Future Land Use**

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

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

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

Land Use Map Classifications:

Land use classifications are groups of land uses that are compatible, and that separate conflicting uses. The classifications are not zoning districts and do not have the authority of zoning, if fact, it may be possible for multiple zoning districts to occur in a land use category. A general description of each classification follows:

**1. Residential**

Identifies areas recommended for residential development typically consisting of smaller lot sizes. This may also include multi-family development.

**2. Rural Residential**

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

**3. Commercial**

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

**4. Industrial**

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

**5. Governmental/Public/Institutional**

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

**6. Agricultural Areas**

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

**7. Woodlands**

Identifies areas of large woodlands within the community.

## **8. Outdoor Recreation**

Identifies areas for recreation, such as parks and trails.

## **9. Transportation Corridors**

Identifies the existing road network along with the recommendations for new roadways.

## **10. Preservation & Open Space**

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

### Future Land Use Map:

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

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

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

The future land use map identifies nearly 1,100 acres for future residential uses, over 300 acres for future commercial development, and 100 acres for future industrial development.

See the Future Land Use Table.

| <b>Table 8-4:<br/>Future Land Use</b> |              |                |
|---------------------------------------|--------------|----------------|
| <b>Land Use Type</b>                  | <b>Acres</b> | <b>Percent</b> |
| Agricultural                          | 70           | 1.8%           |
| Commercial                            | 335          | 8.5%           |
| Woodlands                             | 1,211        | 30.5%          |
| Governmental/Public/Institutional     | 58           | 1.5%           |
| Industrial                            | 100          | 2.5%           |
| Preservation and Open Space           | 302          | 7.6%           |
| Outdoor Recreation                    | 25           | 0.6%           |
| Residential                           | 759          | 19.2%          |
| Rural Residential                     | 325          | 8.2%           |
| Transportation                        | 153          | 3.9%           |
| Water                                 | 621          | 15.7%          |
| <b>Total Acres:</b>                   | <b>3,958</b> | <b>100%</b>    |

Source: Existing Land Use, Plan Commission, and NCWRPC GIS

The Future Land Use map is not a zoning map. The Future Land Use map is general in nature and was developed as a general guide for future development in the county. Although general, the future land use plan map indicates appropriate future land uses, and as the result shows where rezonings may occur. In many areas the existing zoning districts already reflect the desired future land uses; while in other areas, zoning map or text changes may be required to meet some of the desired future land uses. This map should be used as a guide when making future land use and zoning decisions.

The identification of desired future land use types through the map does not imply that an area is immediately appropriate for rezoning. Given service demands and a desire for controlled growth, careful consideration to the timing of zoning decisions is essential. In some places, it may be desirable to rezone land to reflect the planned land use designations as soon as possible. In other cases, it may be appropriate to wait to rezone the area until an actual development proposal is brought forward.

One of the goals of this land use plan is to balance individual private property rights with the City's need to protect property values community-wide, minimize the conflicts between land uses and keep the cost of local government as low as possible. An essential characteristic of any planning program is that

it be ongoing and flexible. Periodic updates to the plan are needed to maintain that it is reflective of current trends.

### **E. Goals, Objectives, and Policies**

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

#### Goals:

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

#### Objectives:

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

Policies:

1. New development will be permitted based on consideration of this Plan, as well as other City, County, and state plans and regulations.
2. The location of new development will be restricted from areas in the City shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
3. New development should not adversely the property value or livability of neighboring properties.
4. Encourage subdivision designs with mixed housing neighborhoods that provide a range of housing types, densities and costs.
5. Encourage subdivision designs that are well served by sidewalks, bicycle routes and other non-motorized transportation facilities.
6. Officially map the street layout in the City for future development.
7. Develop and enforce building and aesthetic ordinances.
8. Ensure that the City's utility systems have adequate capacity to accommodate projected future growth.
9. Maintain and increase communication with business owners and operators in the downtown.
10. Maintain and upgrade as needed the infrastructure in the downtown.
11. Continue to support the Chamber of Commerce and other organizations that have the goal of promoting the downtown.

## Chapter 9: Implementation

## **CHAPTER 9: IMPLEMENTATION**

This is the final chapter of the City of Crandon’s Comprehensive Plan. This chapter outlines plan adoption, plan review, plan amendment, plan update, and implementation. This chapter also includes the recommended steps to implement this plan.

The Plan Commission, the City Council, and its various committees, boards, and commissions should use the Comprehensive Plan to guide the physical development of the City. In addition, developers and landowners will use the document.

### **A. Plan Adoption Process**

The adoption process requires that the Plan Commission development and review the Comprehensive Plan, and pass a “resolution” to recommend the adoption of the plan to the City Council. That recommendation is forwarded to the City Council who must hold a public hearing to solicit public comment prior to adoption of the Comprehensive Plan by “ordinance”. That public hearing must be advertised with at least 30 days notice.

Adoption formalizes the plan document as the framework to guide local growth and development decisions over the next 10 years or more. The adopted plan should also be recognized as a tool for communicating the community’s vision related to natural resources, housing, utilities & community facilities, transportation, economic development, intergovernmental cooperation, and land use.

### **B. Plan Review**

Members of the City Council, Plan Commission, and other local decision-making bodies should periodically review the plan and identify areas that might need to be amended or addressed during a future plan update.

As part of the comprehensive planning process, a number of goals, objectives, and policies were developed. These statements are intended to provide direction to local leaders and staff, as well as residents. To measure progress towards meeting these goals, objectives, and policies, a regular plan review needs to take place. Therefore, the task to review/measure plan progress is as simple as determining if any action

was taken or not on the various goals, objectives, and policies. Many of these actions would be completed at the department level and by various committees and agencies.

It should be noted that many of the policies identified in the plan are continuous or on-going and should also be monitored to measure the plan's overall success. In addition, many of the objectives and their related actions can be accomplished in the short term, say 1 to 5 years. However, some will take longer to accomplish, say 6 to 10 years or more.

It is recommended that a periodic "Plan Status" report be prepared to summarize the progress toward implementation. This report might be jointly developed by various City departments, as related to their involvement in the implementation of the goals, objectives, and policies developed within this plan. Ultimately, the success of the planning process will be measured by the future quality of life experienced by both residents and visitors to Crandon.

### **C. Plan Amendments**

The plan may be amended at any time, if needed, upon the recommendation of the Plan Commission and approval from the City Council following the same statutory process described for initial plan adoption. The procedures are the same regardless of how minor the proposed amendment.

Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change, or an error is discovered. However, frequent changes to accommodate specific development proposals should be avoided. Some reasons an amendment include:

- ✓ Plan amendment corrects an error made in the original plan
- ✓ A certain goal, objective, or policy is no longer relevant
- ✓ Future land use map is no longer reflective of community desires

The Plan Commission prior to the public hearing and adoption by the City Council must review proposed amendments. The public should be notified of proposed plan changes and allowed an opportunity for review and comment. For major amendments, it may be desirable to solicit public opinion through surveys and/or community meetings prior to the public hearing.

## **D. Plan Updates**

According to the State's comprehensive planning law, comprehensive plans must be updated at least once every 10 years. As opposed to the more routine amendments described above, plan updates will probably involve re-writing entire chapters of the plan document. A plan update should include a thorough examination of the community's goals and objectives, based upon an analysis of current growth trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

It is important that the public be involved in the update process. To ensure that the public is engaged in plan amendments, the same procedure used for initial plan adoption must be followed. (See State Statute 66.1001).

Upon Plan Commission review and resolution to make recommended changes to the plan, the City Council shall call a public hearing to allow property owners and citizens time to review and comment on recommended plan changes. The public hearing shall be advertised using a Class I notice.

## **E. Implementation**

The primary implementation tools for this Plan are the City's Zoning and Land Division ordinances. These ordinances provide the underlying regulatory framework that supports many of the Plan's policies. Currently the Plan Commission reviews zoning and subdivision applications and makes formal recommendations to the City Council. The Comprehensive Plan should be an important consideration in this process. Wisconsin's Comprehensive Planning Law requires that a local government's land use related decisions and actions be consistent with that unit's Comprehensive Plan.

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. These regulatory tools are used to protect existing development and guide future growth and development. There is also a non-regulatory approach to implementing the comprehensive plan; this generally involves decisions related to how the community will spend its limited financial resources on staffing and various capital improvements.

State law requires that by January 1, 2010, certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. To meet this deadline, the City should update related ordinances as needed.

The previous chapters of this Plan contain a compilation of programs the Plan Commission may consider in working to implement the Comprehensive Plan.

## **F. Consistency Among Plan Chapters**

The State of Wisconsin planning legislation requires that the Implementation section describe how each of the required chapters will be integrated and made consistent with the other chapters of the plan. Since the City completed all planning elements simultaneously, no known inconsistencies exist. It is noted that some overlap occurs between the nine plan chapters. Where deemed appropriate, certain goals, objectives, and policies have been repeated or restated within multiple chapters of the plan.

This Comprehensive Plan also references previous and current related planning efforts to ensure they are considered in the community's planning and development decisions. Some recommendations from other plans have been summarized and incorporated in this plan, as deemed appropriate, to foster coordination and consistency between plans.

In the future, as plan amendments occur, it is important that Town staff and the plan commission conduct consistency reviews. These reviews will ensure that the plan is up-to-date. It is also critical that the plan and/or maps are changed that these changes are made they do not conflict with other sections of the plan or other maps, or local implementation tools.

## **G. Recommended Action Steps**

This section outlines the steps to implement the goals, objectives, and policies contained in the comprehensive plan. These steps are:

1. The Plan Commission should pass a resolution recommending adoption of the Comprehensive Plan.
2. The City Council should hold a public hearing and adopt the plan by ordinance.
3. The City should incorporate changes to its implementation tools to establish plan consistency.
4. The Plan Commission should become knowledgeable of the plan and use it to justify recommendations to the City Council on development issues.
5. The City should incorporate the goals, objectives and policies of the plan into annual work plans and budgets.
6. The City should encourage citizen awareness of the plan. It is also important that developers are aware of the plan. An initial step would be to have the document hosted on the NCWRPC website.
7. The City should provide copies of the plan to the surrounding communities, the county, and others.
8. The Plan Commission should review the Future Land Use Map at least annually and make necessary amendment recommendations to the City Council.
9. The City should review the plan at least every five years, and update the plan at least every ten years.

**Attachments:**

Public Participation Plan

Plan Commission Resolution

Adoption Ordinance

# **CITY OF CRANDON**

## **Public Participation Plan**

### **I. Background**

The City of Crandon recognizes the need to engage the public in the planning process. This document sets forth the techniques the city will use to meet the goal of public participation. Therefore, this Public Participation Plan forms the basic framework for achieving an interactive dialogue between citizens, local decision makers, staff, and the NCWRPC.

The creation of the Public Participation Plan is a task required in meeting the requirements of Wisconsin's Comprehensive Planning Legislation (66.1001). As the planning process develops, it should be expected that deviations from the plan might occur.

### **II. Objectives**

The following is a list of objectives for the public participation plan:

- That the residents, land owners and other interested parties become fully aware of the importance of participating in the development of the Comprehensive Plan.
- That the public has opportunities to provide their input to the Plan Commission and City Council.
- That the public has access to all written information and all maps created throughout the planning process.
- That there is input from the broadest range of perspectives and interests in the community possible.
- That input is elicited through a variety of means (electronic, printed, and oral) in such a way that it may be carefully considered and incorporated into the process.
- That this process of public involvement strengthens the sense of community.

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

### **III. Techniques**

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

1. All meetings for the planning process will be posted and open to the public.
2. Periodic press releases/newsletter articles to the media will occur to provide education on the planning process meetings.
3. Plan meeting handouts will be maintained by the city and available for review by the public.
4. When the draft plan is prepared it will be available at City Hall, the library and on a website.
5. The draft plan will be distributed to all surrounding communities and the County.

**RESOLUTION NO. 08-2008**  
**CITY OF CRANDON**  
**For Adoption of a Public Participation Plan**

**WHEREAS**, the City of Crandon is required to prepare and adopt a Comprehensive Plan as outlined in Wisconsin Statutes; and

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

**WHEREAS**, it is necessary for the City of Crandon to approve a process to involve the public in the planning process; and

**NOW, THEREFORE, BE IT RESOLVED**, that the City of Crandon does approve and authorize the Public Participation Plan as presented.

**ADOPTED** on the 5<sup>th</sup> day of November, 2008.

ATTEST: Cindy Bradley  
Cindy Bradley, City Clerk

The governing body of the City of Crandon has authorized this Resolution dated November 5<sup>th</sup> 2008.

Attest: Gary Bradley  
Gary Bradley, Mayor

**PLAN COMMISSION RESOLUTION**

RESOLUTION

City of Crandon  
Forest County, Wisconsin

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

Adoption of the Comprehensive Plan,

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

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

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

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

Adopted this 10<sup>th</sup> day of December 2009.

[Signatures of plan commission members]

*[Handwritten signature]*

Attest:

*Melinda Otto*

[Signature of plan commission clerk]

*Michael Chelton*  
*Dary Bradley*  
*Fred Weber*

**CITY OF CRANDON**  
**ORDINANCE NO. 01-10**

ORDINANCE TO ADOPT CITY OF CRANDON,  
FOREST CO., COMPREHENSIVE PLAN

The City of Crandon, WI, Common Council, do ordain as follows:

**SECTION 1.** Pursuant to section 60.22(3) of the Wisconsin Statutes, the City of Crandon is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of Wisconsin Statutes.

**SECTION 2.** The City of Crandon Common Council has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

**SECTION 3.** The City of Crandon Planning Commission, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the City County the adoption of the document entitled, "COMPREHENSIVE PLAN OF THE CITY OF CRANDON", containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

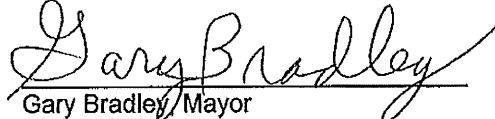
**SECTION 4.** The City has held at least one public hearing on this ordinance in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

**SECTION 5.** The City of Crandon, WI, Common Council does, by enactment of this ordinance, formally adopt the document entitled, "COMPREHENSIVE PLAN OF THE CITY OF CRANDON," pursuant to section 66.1001(4-c) of the Wisconsin Statutes.

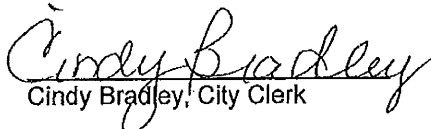
**SECTION 6.** This ordinance shall take effect upon passage by a majority vote of the members-elect of the City Council and publication/posting as required by law.

ADOPTED THIS 3<sup>RD</sup> DAY OF MARCH, 2010

CITY OF CRANDON

  
Gary Bradley, Mayor

ATTEST:

  
Cindy Bradley, City Clerk