



# City of Antigo Comprehensive Plan 2018



# City of Antigo, Langlade County

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# CHAPTER ONE

## Background & Demographics

### Background

The City of Antigo was founded in 1876 and is located in northeast Wisconsin. Antigo is also the County Seat of Langlade County. The City experienced substantial growth during the mid-to-late 19<sup>th</sup> century as the lumber industry burgeoned in the region. Besides lumber, Antigo also boasted rich soils helping to generate a prosperous farming community. Antigo became a hub of the Chicago and Northwestern around the turn of the 20<sup>th</sup> century serving as an important transport point.



440 Northwestern Locomotive at the Langlade County Historical Museum in Antigo, 2017

Today, the City has a diverse economic base with a range of industrial and commercial businesses. Major employers include Sartori Foods, Wagner Oil Company, Volm Companies, CoVantage Credit Union, Hydratight, the Amron Corporation, Merit Gear/Rexnord, F/S Growmark, Johnson Coil, Karl's Transport, Antigo Neon, TSI Power and others. In addition, health care has become a major

component of the local economy. Aspirus Langlade Hospital is an important medical facility in the region, further detailed in Chapter Four: Utilities & Communities Facilities.



Assortment of Industry and Commercial Leaders within the City of Antigo

## Comprehensive Plan Introduction

The City of Antigo Comprehensive Plan is intended to guide City decision-makers, property owners, developers, civic and non-profit organizations, and community members in the growth, development, and improvement of the City of Antigo. Each chapter of this plan documents existing conditions in the City and identifies primary issues or concerns the City may need to address in the future. It includes information on the City's demographics, natural resources, land use, transportation, utilities, housing, cultural resources, community facilities, parks, economic development and intergovernmental cooperation.

The chapters of this plan also outline the city's goals and objectives to address the issues and opportunities identified and guide future growth. Goals and objectives have been developed for each of the plan elements. For each of the goals and objectives, specific policies are recommended to guide the City to achieve the established goals. The implementation chapter at the end of the plan compiles and prioritizes all the recommended action steps and identifies who is responsible for implementation.

## Planning Process

In the fall of 2016, the City initiated a process to update its 2004 Comprehensive Plan. The state planning law – ss. 66.1001 – requires that a comprehensive plan be updated every ten years. Over the course of 2017 and 2018 several meetings were held to develop the plan. The Plan Commission passed a resolution recommending adoption of the plan in June of 2018, a public hearing was held in August, and the City Council adopted the plan on August 8, 2018.

## Public Participation

An important part of any planning process is public involvement. Public involvement provides the citizens of the City an opportunity to express their views, ideas and opinions on issues that they would like addressed regarding the future development of

their community. Local officials use this input to guide policies and decisions with greater awareness of the public's desires and consensus. The City of Antigo posted all Plan Commission meetings inviting the public and held a public hearing to collect public input.

See the Public Participation Plan in Attachment A.

## Goals, Objectives & Policies

Goals and objectives have been developed for each of the plan chapters. For each of the goals and objectives, specific policies, strategies, and/or actions are recommended to enable the City to achieve them. The implementation chapter at the end of this comprehensive plan compiles and prioritizes all the recommended action steps and identifies who is responsible for implementation. Definitions are provided below to clarify the purpose and intent of each category.

- ***Goal:** A goal is a statement that describes a desired future condition. The statement is broad in scope and describes the general concept the City hopes to accomplish.*
- ***Objective:** An objective is a more specific target that will help to achieve a goal or address an issue.*
- ***Policy:** a policy is a general course of action or rule of conduct to be followed to achieve community goals and objectives.*

## List of Acronyms

Throughout the plan a variety of acronyms are used. Some of them are listed here:

**ACS** – American Community Survey, United States Census Bureau

**AHI** – Wisconsin Architecture and History Inventory, Wisconsin Historical Society

**AILPRD** – Antigo Lake Protection and Rehabilitation District, Antigo WI

**ALS** – Advanced Life Support

**ATV** – All Terrain Vehicle

**CDBG** – Community Development Block Grant

**CEDS** – Comprehensive Economic Development Strategy, North Central Wisconsin Regional Planning Commission

**CIP** – Capital Improvement Plan

**CWA** – Central Wisconsin Airport, Mosinee WI

**DOH** – Division of Housing, Wisconsin Department of Administration

**DOR** – Wisconsin Department of Revenue

**DWD** – Wisconsin Department of Workforce Development

**EDA** – Economic Development Administration, United States Department of Commerce

**EMS** – Emergency Medical Services

**EMSI** – Economic Modeling Specialists International

**FAST Act** – Fixing America’s Surface Transportation Act, United States Department of Transportation

**GIS** – Geographic Information Systems

**HOME** – Home Investment Partnerships Programs, United States Department of Housing and Urban Development

**HSIP** – Highway Safety Improvements Program, Wisconsin Department of Transportation

**HUD** – United States Department of Housing and Urban Development

**LAMBA** – Langlade Area Mountain Bike Association, Elcho WI

**LCEDC** – Langlade County Economic Development Corporation

**LEHD** – Longitudinal Employer-Household Dynamics, United States Census Bureau

**LIHTC** – Low Income Housing Tax Credit, Division of Housing, Wisconsin Department of Administration

**LMI** – Low and Moderate Income households, Division of Housing, Wisconsin Department of Administration

**LRIP** – Local Roads Improvement Program, Wisconsin Department of Transportation

**NCHC** – North Central Health Care, Antigo WI

**NCWRPC** – North Central Wisconsin Regional Planning Commission, Wausau WI

**NHI** – Natural Heritage Inventory, Wisconsin Department of Natural Resources

**NTC** – Northcentral Technical College, Antigo WI

**PASER** – Pavement Surface Evaluation and Rating System, University of Wisconsin-Madison

**PUD** – Planned Unit Development

**RHI** – *Rhineland/Oneida County Airport, Rhineland  
WI*

**RLP** – *Regional Livability Plan, North Central Wisconsin  
Regional Planning Commission*

**SIB** – *State Infrastructure Bank, Wisconsin Department of  
Transportation*

**STP-R** – *Surface Transportation Program-Rural,  
Wisconsin Department of Transportation*

**STP-R** – *Surface Transportation Program-Urban,  
Wisconsin Department of Transportation*

**TEA** – *Transportation Economic Assistance, Wisconsin  
Department of Transportation*

**TAP** – *Transportation Alternatives Program, Wisconsin  
Department of Transportation*

**TID** – *Tax Increment District*

**USDA-RD** – *United States Department of Agriculture –  
Rural Development*

**WDNR** – *Wisconsin Department of Natural Resources*

**WDOA** – *Wisconsin Department of Administration*

**WisDOT** – *Wisconsin Department of Transportation*

**WISLR** – *Wisconsin Information System for Local Roads,  
Wisconsin Department of Transportation*

**WPS** – *Wisconsin Public Service Corporation*



## Demographics

### Population

**Table 1** shows the demographic change in the City as compared to Langlade County and Wisconsin. The City of Antigo has decreased in population by over six percent since 2000. Langlade has also lost population since 2000 at a slightly slower pace and Wisconsin has seen a population increase of over seven percent.

During the same time period, Antigo had an increase in the number of households and a corresponding decrease in the average household size. Langlade County and Wisconsin have also had an increase in the number of households. The decrease in household size reflects a national trend toward more households comprised of singles, couples without children, and widows or widowers. The average household size in Antigo is smaller than in Langlade County or Wisconsin and has decreased more quickly.

**Table 1: Demographic Change, 1990-2015**

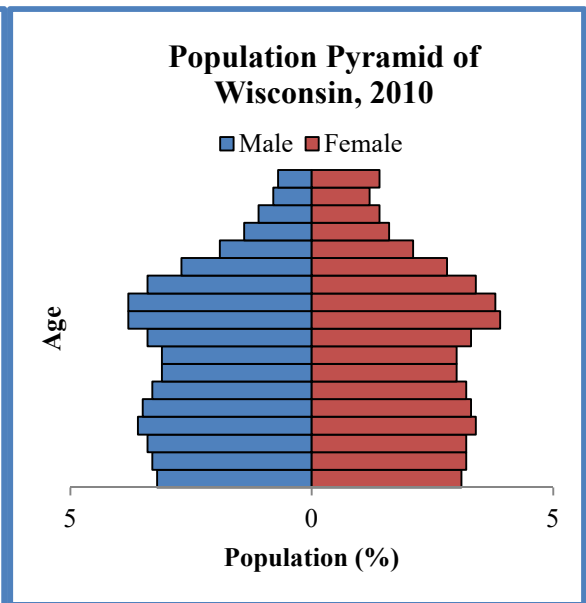
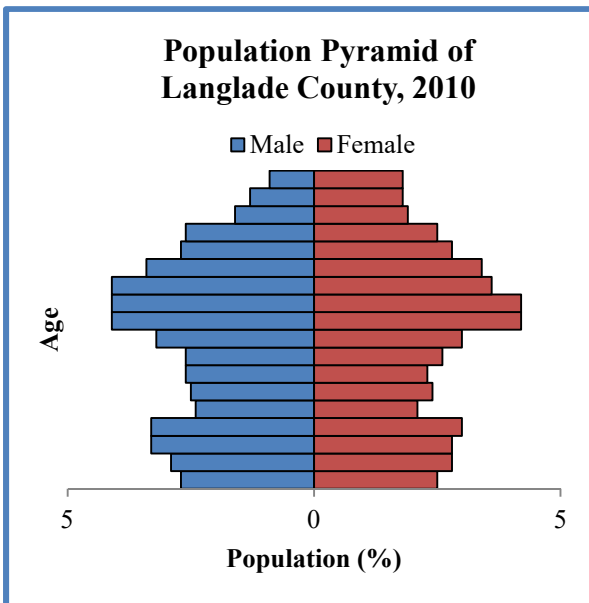
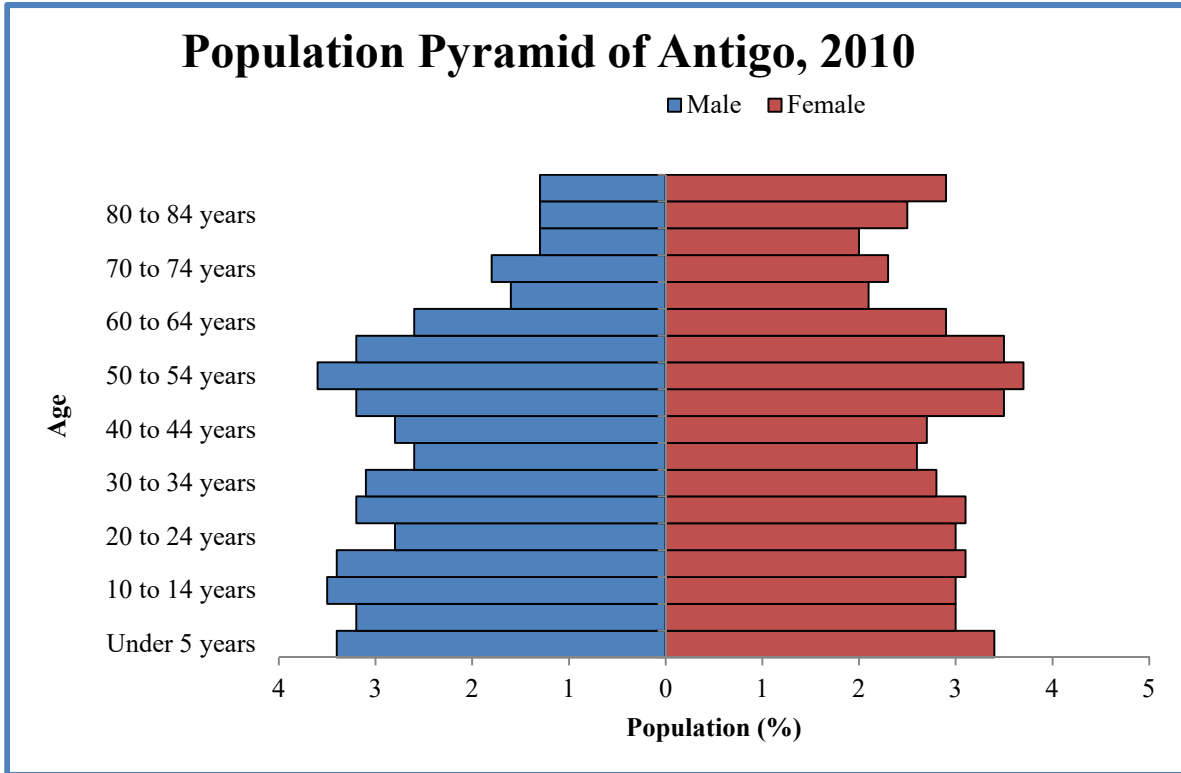
		1990	2000	2010	2015	% Change 1990-2015	% Change 2000-2015
Total Population	<b>Antigo</b>	<b>8,276</b>	<b>8,560</b>	<b>8,234</b>	<b>8,120</b>	<b>-2%</b>	<b>-5%</b>
	<i>Marinette</i>	11,843	11,749	10,968	10,907	-8%	-7%
	<i>Merrill</i>	9,860	10,146	9,661	9,573	-3%	-6%
	<i>Rhineland</i>	7,382	7,735	7,798	7,727	5%	*
	<i>Shawano</i>	7,598	8,298	9,305	9,253	22%	12%
	<i>Waupaca</i>	4,946	5,676	6,069	6,087	23%	7%
	<i>Langlade County</i>	19,505	20,740	19,977	19,907	2%	-4%
	<i>Wisconsin</i>	4,891,769	5,363,675	5,686,986	5,753,324	17%	7%
Total Households	<b>Antigo</b>	<b>3,419</b>	<b>3,630</b>	<b>3,732</b>	<b>3,776</b>	<b>10%</b>	<b>4%</b>
	<i>Marinette</i>	4,833	5,095	4,934	4,963	3%	-3%
	<i>Merrill</i>	3,919	4,183	4,175	4,180	7%	*
	<i>Rhineland</i>	3,035	3,214	3,545	3,488	15%	9%
	<i>Shawano</i>	3,115	3,432	3,960	4,075	31%	19%
	<i>Waupaca</i>	2,029	2,364	2,702	2,828	39%	20%
	<i>Langlade County</i>	7,605	8,452	8,805	8,713	15%	3%
	<i>Wisconsin</i>	1,822,118	2,084,544	2,274,611	2,299,107	26%	10%
Average Household Size	<b>Antigo</b>	<b>2.40</b>	<b>2.29</b>	<b>2.13</b>	<b>2.06</b>	<b>-14%</b>	<b>-10%</b>
	<i>Marinette</i>	2.41	2.24	2.17	2.11	-12%	-6%
	<i>Merrill</i>	2.46	2.34	2.25	2.18	-11%	-7%
	<i>Rhineland</i>	2.32	2.23	2.10	2.06	-11%	-8%
	<i>Shawano</i>	2.32	2.27	2.24	2.18	-6%	-4%
	<i>Waupaca</i>	2.32	2.25	2.10	2.02	-13%	-10%
	<i>Langlade County</i>	2.55	2.42	2.25	2.21	-13%	-9%
	<i>Wisconsin</i>	2.68	2.50	2.41	2.43	-9%	-3%

Source: U.S. Census, Wisconsin Department of Administration Estimates 2013/2015

\*Indicates decrease at less than 1%

The population pyramids below compare the age distribution of Antigo with Langlade County and Wisconsin in 2010 according to the U.S. Census. The Antigo pyramid more closely resembles the State of Wisconsin pyramid than the Langlade County pyramid does. This is because the Langlade

County pyramid shows the significantly smaller percentages the County has of people, male and female, between the ages of 20 and 29. The median age in Antigo in 2010 was 40.6 years, which is in between the median age in Langlade County (44.4 years) and in Wisconsin (38.5 years).



Source: US Census, 2010

## Population Forecasts

State population projections were completed in five-year increments for the years between 2015 and 2040, as shown in [Table 2](#). According to the Wisconsin Department of Administration (WDOA), the population in the City of Antigo is estimated to decrease by 580, or a loss of seven percent between 2015 and 2040. Langlade County

is projected to shrink more slowly, decreasing by one percent. The WDOA population projections are recognized as Wisconsin's official population projections in accordance with Wisconsin Statutes 16.96. The WDOA uses the Cohort Component Method for projections, which takes into consideration base population, net migration figures, age, sex and birth/death rates.

**Table 2: Population Projections**

	2015	2020	2025	2030	2035	2040	% Change 2015-2040
<b>Antigo</b>	<b>8,025</b>	<b>7,995</b>	<b>8,020</b>	<b>7,980</b>	<b>7,800</b>	<b>7,445</b>	<b>-7%</b>
<i>Langlade County</i>	<i>19,765</i>	<i>19,915</i>	<i>20,210</i>	<i>20,340</i>	<i>20,140</i>	<i>19,470</i>	<i>-1%</i>

*Source: Wisconsin Department of Administration, 2013*

## Household Forecasts

Like population, household projections were completed in five-year increments between 2015 and 2040. Like the population projection, the WDOA household projections are recognized as Wisconsin's official population projections and are based on the historical population trends of individual

communities. [Table 3](#) includes household projections completed by the WDOA. The number of households in Antigo is estimated to decrease by 65 households, or a loss of two percent, by 2040. Langlade County, however, is expected to have an increase in households of 425, or five percent, by 2040.

**Table 3: Household Projections**

	2015	2020	2025	2030	2035	2040	% Change 2015-2040
<b>Antigo</b>	<b>3,606</b>	<b>3,652</b>	<b>3,714</b>	<b>3,732</b>	<b>3,678</b>	<b>3,541</b>	<b>-2%</b>
<i>Langlade County</i>	<i>8,701</i>	<i>8,913</i>	<i>9,177</i>	<i>9,337</i>	<i>9,337</i>	<i>9,126</i>	<i>5%</i>

*Source: Wisconsin Department of Administration, 2013*

## Education & Income Levels

[Table 4](#) compares levels of education attainment of City of Antigo residents to those of Langlade County and Wisconsin. According to the 2015 Census Bureau's American Community Survey (ACS), 88 percent of City residents have a high school education or higher. This compares to 89

percent for the county, and 91 percent for the state. In the City, 15 percent of residents have a bachelor's degree or higher, significantly lower than the state at 28 percent. Percentages of people with a high school degree or higher and with a bachelor's degree or higher have both been increasing for the City over the past several years, up from 86 percent and 13 percent in 2010, respectively.

**Table 4: Educational Attainment, Percentage, 2015**

Educational Attainment	Antigo	Langlade County	Wisconsin
Less than 9th Grade	3%	3%	3%
9th to 12th Grade, No Diploma	9%	8%	6%
High School Graduate	39%	42%	32%
Some College, No Degree	24%	22%	21%
Associates Degree	10%	10%	10%
Bachelor's Degree	11%	10%	18%
Graduate or Professional Degree	4%	5%	9%
High School Graduate or Higher	88%	89%	91%
Bachelor's Degree or Higher	15%	15%	28%

Source: U.S. Census ACS 2011-2015 5-year estimates

As shown on [Table 5](#), median household income for City residents was \$34,225 in 2015. This figure is lower than both Langlade County and the State

overall. Likewise, the City had a lower median per capita income than the County and the State.

**Table 5: Household Income, 2015**

	Antigo	Langlade County	Wisconsin
Median Household Income	\$34,225	\$41,775	\$53,357
Median Per Capita Income	\$20,110	\$23,857	\$28,340

Source: U.S. Census ACS 2011-2015 5-year estimates

### Employment Characteristics

[Table 6](#) illustrates the breakdown, by occupation, of the employed population in 2015, age 16 years and older. In 2015 the largest occupation sector in Antigo were Sales and Office; Management,

Business, Science and Arts; and Service. The Management, Business, Science and Arts sector was the largest for both Langlade County and Wisconsin. The Natural Resources, Construction, and Maintenance sector was the smallest for Antigo, Langlade County and Wisconsin.

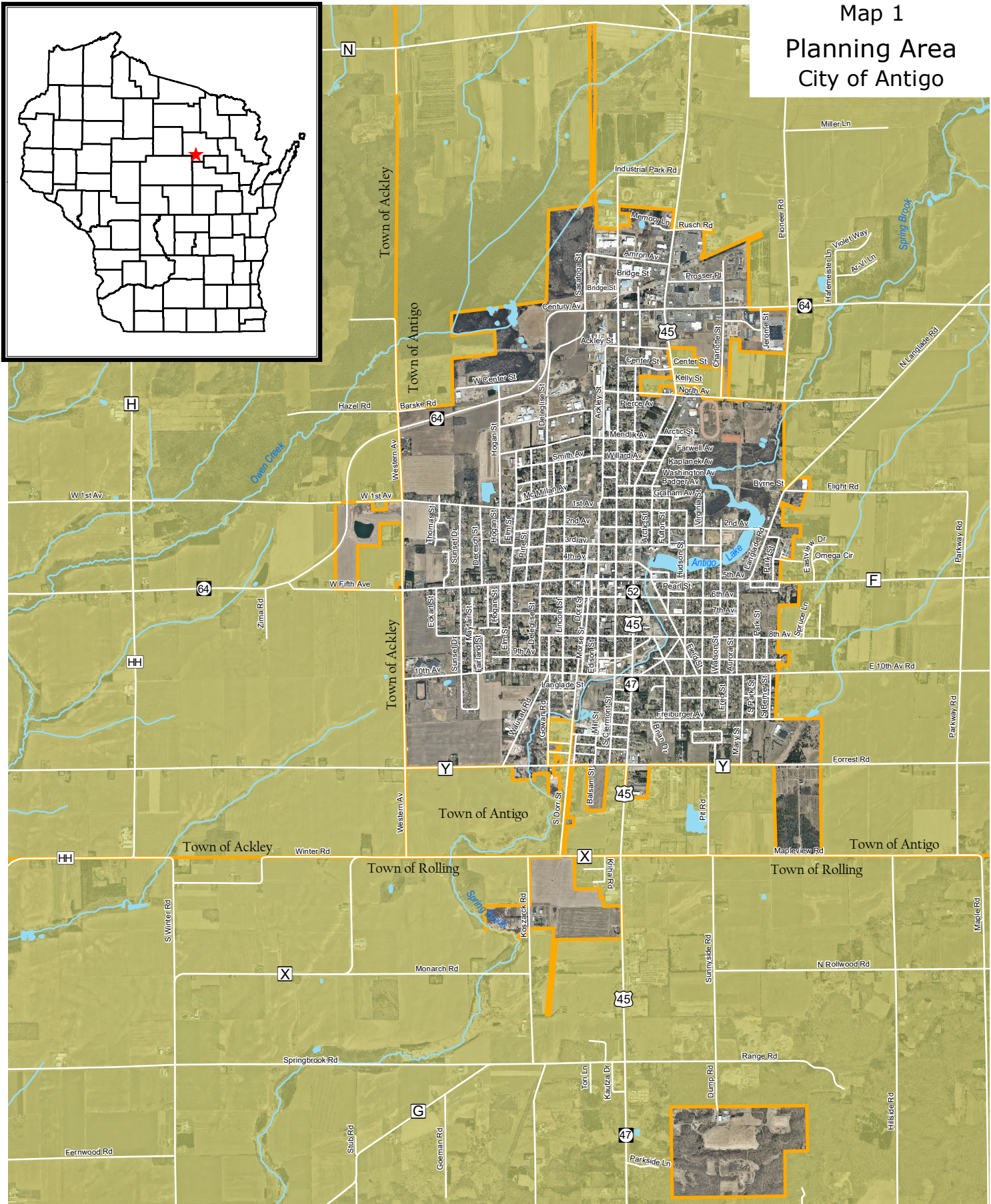
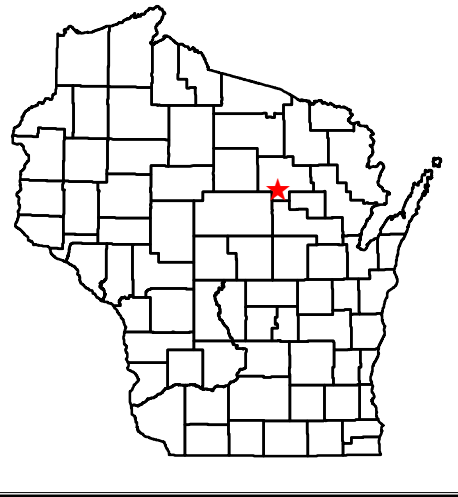
**Table 6: Occupation by Sector, Percent, 2015**


<b>Sector</b>	<b>Antigo</b>	<b>Langlade County</b>	<b>Wisconsin</b>
Management, Business, Science, and Arts	<b>23%</b>	26%	35%
Service	<b>20%</b>	17%	17%
Sales and Office	<b>27%</b>	24%	23%
Natural Resources, Construction, and Maintenance	<b>12%</b>	14%	9%
Production, Transportation, and Material Moving	<b>18%</b>	19%	17%

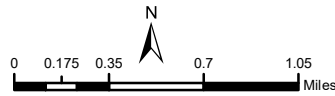
*Source: U.S. Census ACS 2011-2015 5-year estimates*



# Map 1 Planning Area City of Antigo



 Roads  
 Water



Source: WI DNR, NCWRPC, 2015 Spring Airphoto  
This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



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# CHAPTER TWO

## Natural & Cultural Resources

Natural resources including water resources, soils and other natural features influence a community's development. These physical features directly or indirectly constrain or encourage growth. Cultural resources include historic buildings, archeological sites and other elements which give a community a sense of identity. There are some agricultural lands still active within the City of Antigo.

### Previous Plans & Studies Related to Natural & Cultural Resources

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In the last decade, several plans were adopted or prepared by Langlade County to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision making regarding resource management and protection.

#### Langlade County Land & Water Resource Management Plan, 2015-2019

This plan inventories and analyzes the land and water resources of Langlade County, then develops a strategy to best manage these resources. This plan identified that Langlade County farms generally have less soil erosion than the state average, and that wind erosion is a concern throughout the Antigo Flats. This includes an inventory of impaired waters, exceptional and outstanding resource waters and strategies for invasive species management.

The plan describes the general susceptibility of groundwater to contamination. It includes performance standards for agriculture to minimize negative impacts to the land and water and a work plan to improve the land and water resources in the County from 2015 to 2019.

#### Langlade County Farmland Preservation Plan, 2014

This plan inventories and analyzes the agriculture related resources of Langlade County including components such as farmland, utilities infrastructure, communications and land use. It describes programs available to help maintain and preserve productive farmland and woodlands. This plan also discusses the importance of the agriculture industry to the local economy. It establishes the goal of promoting working forests and farms, and includes a number of objectives and policies to meet this goal, as well as criteria for designating farmland preservation areas.

The City of Antigo is not included in a farmland preservation area. Some areas that surround the current boundaries of the City are included. The Antigo Flats area is a recognized Agricultural Enterprise Area and is identified in the plan.

#### USGS Protecting Wisconsin's Groundwater Through Comprehensive Planning, 2007

In a joint effort by the Wisconsin Department of Natural Resources (WDNR), the University of Wisconsin System and the U.S. Geological Survey, a website has been made available with data and information on geology, general hydrology and groundwater quantity/quality. The website was developed to aid government officials and planners in addressing groundwater in their comprehensive plans. The most recent data available for Langlade County was published in 2007.

#### Antigo Lake Comprehensive Management Plan, May 2013

Sponsored by the Antigo Inland Lake Protection and Rehabilitation District (AILPR) and funded by the WDNR Grant Program, this plan was completed in May of 2013. Antigo Lake is a 32-acre impoundment located in the center of the City. The AILPRD was formed in 1974 by the City of Antigo

for the purpose of rehabilitating the two-most downstream basins of the four that comprise the system. Since its formation the AILPRD has worked to enhance and protect Antigo Lake. Over the past thirty-plus years, the district conducted numerous management actions aimed at improving the lake's water quality, plant community and flood control system. Dredging projects were implemented in the early 1900's and until 1990. Annual plant control treatments have also been completed. Being a Class I trout stream, the AILPRD has also partnered with Trout Unlimited to improve fisher habitat within Springbrook Creek.



**View of Antigo Lake, 2017**

The purpose of this project was to assess the overall ecological integrity of Antigo Lake in terms of the lake's water quality, watershed, aquatic plant community and shoreline condition.

*Urban Sediment Loading Analysis: Inland Lake and Protection and Rehabilitation District, 2018*

This 2018 study conducted by the engineering firm MSA Professional Services Inc. evaluated the feasibility and potential effectiveness of 12 proposed alternative stormwater detention ponds that would capture sediment before discharging into Antigo Lake.

## Natural Resources

The environmental features and assets that are examined in this document include water, wetlands, floodplains, soils and woodlands. The protection of certain natural features is necessary for the environment and for future generations. Certain environmental features and assets have more than merely aesthetic and leisure-time activity values; they are essential to long-term preservation of life, health and general welfare. These include environmental features such as groundwater, soils, surface waters and woodlands.

The City of Antigo has a continental climate which experiences four distinct seasons with long, cold winters and short, warm summers. Average winter temperatures range between zero and 26 and average summer temperatures range between 50 and 80. Average annual rainfall is 30 inches and average annual snowfall is 60 inches.

Two notable natural resources features are Springbrook Creek, which flow through the City and includes Antigo Lake. See the **Natural Resources Map** for further detail.

Elevation within Antigo is between 1,485 and 1,510 feet above sea level. The City's flat terrain makes providing sanitary service difficult, because lift stations are needed to transport sewage through the collection systems.

### Surface Water

Langlade County contains abundant water resources. Many have remained in a fairly pristine state and others are in need of focused efforts to improve water quality. Surface water resources help replenish the groundwater as part of the hydrologic cycle. Under natural conditions, the aquifers generally receive clean water from rainfall percolating through the overlying soils. Protection of these groundwater reserves is necessary to ensure adequate water to domestic, agricultural, and commercial uses. If groundwater is not protected, contamination could result, endangering the quality and supply of water in the City.

Two creeks are present within the city: Springbrook Creek runs through the City from the northeast to the southwest and Owens Creek crosses the far northwest corner of the City. Additionally, Antigo Lake is located within the City. This drainage lake covers 32 acres and has a maximum depth of fifteen feet. Antigo Lake Park, Hudson Park, Al Remington Little League Ball Field and the Springbrook Trail are both found along the Lake. The Lake has panfish, largemouth bass, northern pike and trout species present.

### Watersheds

The City of Antigo is geographically located in what the WDNR has named the Central Wisconsin Basin, which is the subset of the entire Wisconsin River corridor located in Central Wisconsin. The Central Wisconsin Basin extends south from the Merrill Dam located on the Wisconsin River in Lincoln County to the Castle Rock Flowage Dam in Juneau and Adams Counties. The Central Wisconsin River Basin is comprised of 29 watersheds, two of which are partially located in Antigo, the Upper Eau Claire River and the Springbrook Creek watersheds. A watershed is an area of land that is drained by a waterway that flows to a lake, reservoir, or river. The watershed boundary line is defined as a topographic dividing line from which surface streams flow in two different directions.

### Floodplains

Floodplains are formally designated areas that experience flooding during a 100-year storm event. The floodplain consists of the “floodway” and “flood fringe”. The “floodway” is defined as the channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. “Flood fringe” is defined as that portion of the floodplain outside of the floodway covered by floodwaters during the regional flood and generally associated with standing water rather than rapidly flowing water.

Building can occur within the flood fringe with appropriate flood proofing or elevation measures.

Such measures may provide some relief from flood insurance premiums. Within the floodway, only open uses that do not obstruct flood flow are allowed. Wetlands are much more restrictive than floodplain. In Antigo, floodplains cut a swath of land through the City along Springbrook Creek, see the **Natural Resources Map**.

### Wetlands

Wetland areas within the City are found along the surface waters. This includes land along Springbrook Creek north of Antigo Lake and along the southern edge of the City between Wausau and Gowan Roads. Wetlands are also found in the northwest corner of the City near Owens Creek.

Wetlands are defined as those areas between terrestrial and aquatic systems where the water table is at, near, or above the land surface for a significant part of most years. Soils in wetland areas are usually saturated during the growing season within a few inches of the surface. The presence of wetlands in an area can limit the type of development that can occur.

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

### Groundwater

Groundwater is the major source of all water consumption in the City of Antigo. The City's Water and Sewer Utility draws water up through high capacity wells. Depth to groundwater in the City is mostly shallow and of ample quantity. The City has a wellhead protection plan in place near its municipal wells to protect contamination of the groundwater.

### Soils

The United States Department of Agriculture's Natural Resource Conservation Service has an online soil survey which provides soil data and maps. The most prominent soil group within the City, Antigo silt loam, makes up 71 percent of all soils. Other soil groups include Billyboy silt loam with nine percent and Ossmer silt loam with six percent.

Soils can also be categorized according to other factors, such as how well drained they are on a scale of excessively drained to very poorly drained. Another method for categorizing soils is by how beneficial they are for agriculture. Class 1 soils are the best soils in Langlade County for growing all crops. The "prime farm soils" designation given to Class I soils indicates that these soils are excellent for productive farmland.

### Non-Metallic Mining

There is one open non-metallic mine in the City of Antigo, located at the far south, non-contiguous end of the City near the landfill.

### Woodlands

As an urban area, the City has limited woodland areas, isolated mainly to the wetland areas as well as the non-contiguous part of the City to the south. The City also has an urban forestry program which involves the maintenance of park, boulevard, and cemetery trees. Tree cover provides many benefits, which include scenic beauty, recreational opportunities, erosion control and the reduction of effluent and nutrient flows into surface water bodies.

Additionally, the City is located in close proximity to significant regional woodland areas. The City is approximately 10 miles directly south of 123,000 acres of County forest along HWY 45. Additional County forest units can be found to the east and west along STH 64. The Nicolet National Forest is located approximately 25 miles east of Antigo on HWY 64. Over 31,000 acres of the Nicolet National Forest are located within Langlade County, while the entire forest covers over 661,400 acres.

### Endangered Species

The WDNR Natural Heritage Inventory (NHI) has not identified any endangered, threatened or special concern species within the City at this time. A list of endangered species located throughout Langlade County is provided in the County's comprehensive plan.

### Agricultural Resources

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The City currently has no land zoned for agriculture; however some land is in agricultural uses. The City generally allows only limited agricultural uses on a transitional basis within Antigo.



**Some agricultural uses still exist in Antigo, 2017**

## Cultural Resources

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Cultural resources are features that signify a community's heritage and help to evoke the sense of place that makes an area distinctive. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to American Indians or other cultural groups. The Langlade County Historical Society is located in Antigo.

### Historical Context

The area where Antigo developed was left flat by the retreating glaciers of the most recent ice age over 12,000 years ago. The soil left behind, Antigo silt loam, was rich and has become the state soil of Wisconsin.

When European settlers established homes in this area in the decades after the Civil War, there were Ojibwa (Chippewa) and Menominee peoples here. Dense forests of hardwood and pine first attracted these settlers. Francis Deleglise, a timber cruiser, speculated in real estate and platted the City. He originally called the settlement Springbrook, but it was changed to Antigo after the Chippewa phrase "Nequi-Antigo-Seebeh" which meant "where the stream runs past evergreen balsam."

The Deleglise cabin, Antigo's first building, was built in 1879; the same year that New County was created out of part of Marathon County (It was later renamed Langlade). Census data indicated a County population of 685. Borders were disputed and revised but finalized by the early 1880's. Most political power lay in the lumber towns along the Wolf River, but an election in 1881 resulted in Antigo's becoming the County seat. A courthouse and jail were constructed on the site of the current courthouse.

By 1886 Antigo had grown from a population of a few dozen to 2,500; and by 1893 the population had reached 5,000. It was incorporated as a City in 1883.

A major reason for Antigo's growth was the railroad then expanding into Northern Wisconsin. Deleglise convinced the Milwaukee, Lake Shore and Western (MLS&W) to come through Antigo with gifts of land and rights of way. The first train pulled into the Antigo depot in 1880. The MLS&W was taken over by the Chicago & Northwestern (C&NW) in 1892.

In 1907 Antigo became division headquarters of the Ashland division of the C&NW. The railroad continued to be a major part of the community's growth for the next 50 years. It is estimated that in the 1940's about 40 percent of the workforce in Antigo was somehow connected to the railroad.

Other major industries in Antigo's early years included several lumber and feed mills; many situated along the shores of Kellogg's Pond (now Antigo Lake). In 1922 the Kraft Cheese Company was looking to expand beyond its plant in Northern Illinois and chose Antigo as the site of its second plant. It became a major employer in Antigo as well as a buyer for the many dairy farms in the area.

Many improvements in Antigo's infrastructure occurred during the depression when various New Deal projects provided employment, established the water treatment plant, bridges across Springbrook, and shored up the banks of Springbrook.

### National Register of Historic Places

Five properties in Antigo are of national, state, or local significance and are listed on the National and State Registers of Historic Places:

- *Antigo Depot*
- *Antigo Opera House*
- *Antigo Post Office*
- *Former Antigo Public Library, currently the Historical Society*
- *Langlade County Courthouse*

## Natural & Cultural Resources Goal, Objectives & Policies

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Natural and Cultural Resources Goal: *The City of Antigo manages natural and cultural resources in a balanced way for current and future generations' health, enjoyment, and benefit.*

1. **Maintain good groundwater quality.**
  - a. Evaluate water quality levels on a periodic basis.
  - b. Report instances of possible groundwater contamination to the WDNR.
  - c. Enhance monitoring efforts in areas thought to contain possible contamination hazards.
2. **Maintain good water quality in existing river and stream corridors.**
  - a. Set policies to limit uncontrolled runoff, overuse of fertilizers, and other waterway contaminants to surface water.
  - b. Monitor water quality reports from the state.
  - c. Discourage development in areas that will affect surface water resources through increased runoff, loss of vegetation, or improper landscaping.
3. **Protect wetlands and floodplains from the encroachment of development.**
  - a. Establish local guidelines for development located near wetland areas including type and use.
  - b. Communicate and work with the WDNR regarding wetland protection and regulations.
  - c. Encourage the elimination of residential uses from within the floodplain.
4. **Strategically preserve historically significant buildings and sites.**
  - a. Work with the County Historical Society to identify historic resources.
  - b. Ensure that any known cemeteries, human burials, or archaeological sites are protected from encroachment by development activities.



**Antigo Depot, 2017**

### Wisconsin Architecture & History Inventory

The Wisconsin Historical Society maintains the Wisconsin Architecture & History Inventory (AHI) that identifies any properties that may have been surveyed in the past; the Inventory does not convey special status and may not be current. There are 90 historic properties in the City of Antigo that have been previously surveyed and included in the AHI.

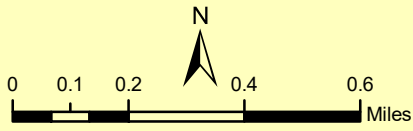
According to the Wisconsin Office of the State Archaeologist, there are currently no archaeological sites recorded for Antigo or the surrounding vicinity.

### Natural Resource Issue

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During the planning process a variety of planning issues were identified. Issues from the previous planning effort were also reviewed as part of this update.

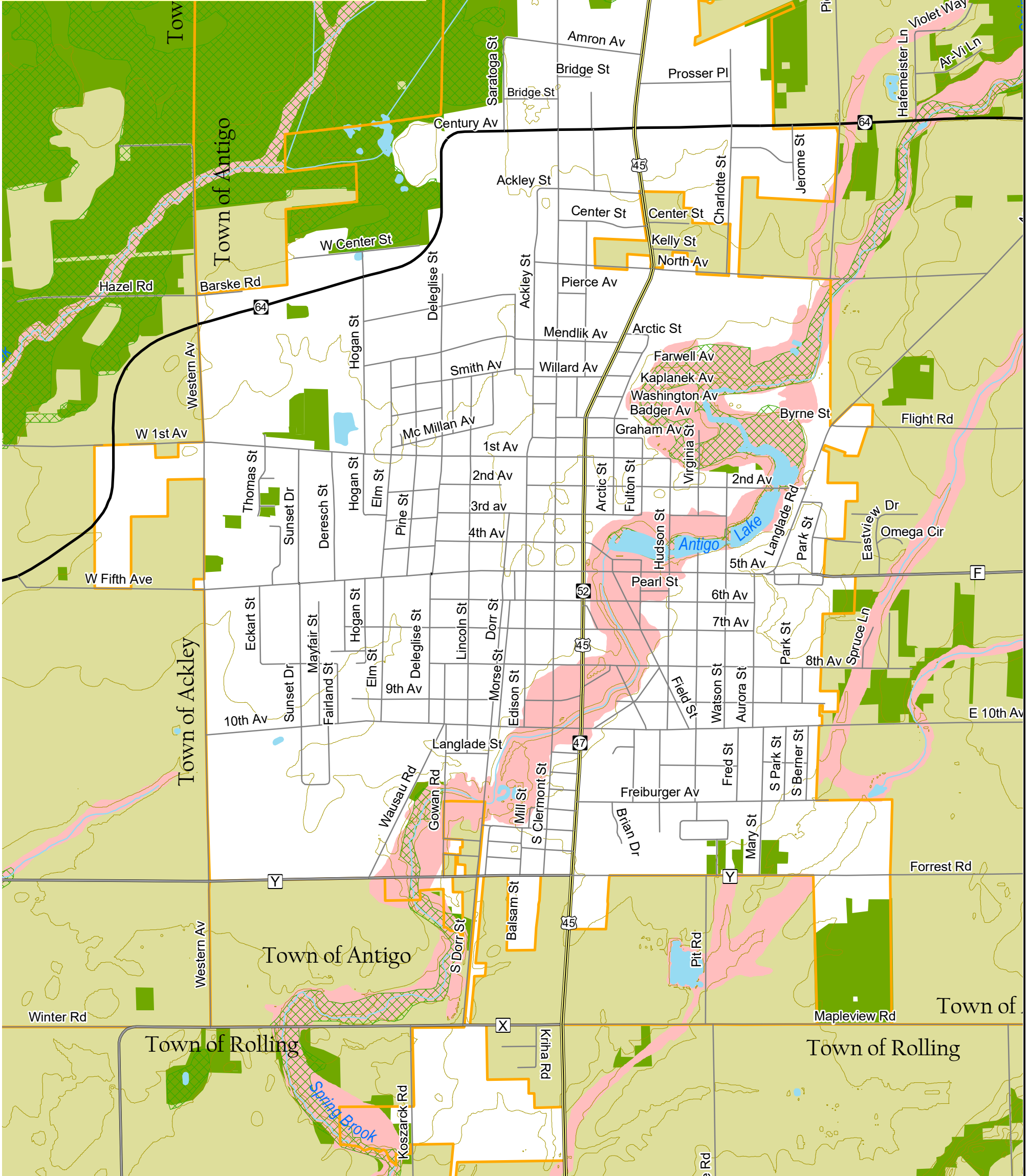
Flooding has been a concern over the years in the city, especially related to Antigo Lake and Springbrook Creek. Over the last decade, a variety of efforts have taken place to minimize runoff within Antigo including the seasonal lowering of the Antigo Lake Basin by six feet in the winter to accommodate feed storage space each spring.



Source: WI DNR, NCRWPC, FEMA

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

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- Minor Civil Divisions
- US Highways
- State Highways
- County Highways
- Local Roads
- Water
- Contours 10ft
- Wetlands
- Floodplain
- Woodlands/Forested Areas

**City of Antigo**  
**Natural**  
**Resources**  
 Map 2





# CHAPTER THREE

## Housing

Housing characteristics and trends are an important component of a comprehensive plan. The physical location of housing determines the need of many public services and facilities.

Housing is a crucial component of livability. Understanding dynamics in the market likely to affect future housing development provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of residential development. The connection between home and work is a fundamental function of any transportation system. Understanding the factors affecting people's decisions on meeting their own housing needs provides a basis for how these home-work connections can be efficient, reinforce and strengthen community ties, foster economic development and promote environmental sustainability.

### Previous Plans & Studies Related to Housing

#### Wisconsin State Consolidated Housing Plan

The Consolidated Housing Plan is required by the Department of Housing and Urban Development (HUD) in the application process required of the State in accessing formula program fund of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants and Housing Opportunities for Persons with AIDS. "The Consolidated Plan provides the framework for a planning process used by States and localities to identify housing, homeless, community, and economic development needs and resources, and to tailor a strategic plan for meeting those needs."

#### Regional Livability Plan (RLP), 2015

Housing is one of four elements included in the Regional Livability Report, adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in 2015. The Housing Assessment Report, a component of the RLP, looks in detail at the housing stock and the affordability of housing throughout the ten-county region and identifies trends and issues facing housing.

The housing goal of the RLP is "Goal 1: Promote a variety of safe and affordable housing options that meet the needs of all community members." Further, the RLP identifies a number of issues affecting community livability related to housing:

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

#### Langlade County Comprehensive Plan, 2009

The housing chapter of this plan inventories and analyzes characteristics of the housing in Langlade County. This plan includes four housing related goals, including:

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

## Inventory & Trends

The majority of housing in the City of Antigo is characterized by older single family homes located in traditional street grid neighborhoods. A few suburban style neighborhoods with curvilinear streets or cul-de-sacs exist within the City as well as a growing number of multi-family buildings.



**Prosser Place Estates**  
Source: S.C. Swiderski

To better understand the dynamics of housing in the City, the figures and rates in Antigo were compared to those of several peer communities. The comparison communities are all County seats in northern Wisconsin of a similar population to Antigo. The communities chosen for comparison are the cities of Marinette, Merrill, Rhinelander, Shawano and Waupaca.

### Housing Type and Tenure

In 2015, the City of Antigo had approximately 3,776 occupied housing units, 57 percent of which were owner occupied, see [Table 7](#). The average household size was 2.06 persons per household, slightly lower than in the peer communities, the county, and the state. In 42 percent of households the householder lived alone and 17 percent of households had a householder age 65 or older living alone.

**Table 7: Number of Housing Units by Type & Tenure, 2015**

Area	Antigo	Marinette	Merrill	Rhinelander	Shawano	Waupaca	Langlade County	Wisconsin
Population	<b>8,001</b>	10,863	9,419	7,583	9,181	6,006	19,551	5,742,117
Total Housing Units	<b>4,017</b>	5,513	4,562	4,023	4,329	2,936	12,406	2,641,627
Total Occupied Housing Units	<b>3,776</b>	5,513	4,055	3,216	4,000	2,545	8,713	2,299,107
Owner Occupied Units	<b>2,168</b>	2,898	2,382	1,994	2,181	1,232	6,534	1,547,197
Renter Occupied Units	<b>1,608</b>	2,129	1,673	1,222	1,819	1,313	2,179	751,910
Average Household Size	<b>2.06</b>	2.11	2.25	2.25	2.19	2.18	2.21	2.43
% Householder Living Alone	<b>42%</b>	45%	30%	39%	38%	42%	31%	29%
% Householder 65 years or older	<b>17%</b>	20%	15%	18%	16%	21%	14%	11%

Source: U.S. Census ACS 2011-2015 5-year estimates

While the City of Antigo has a low owner-occupancy relative to Langlade County and the surrounding townships, it is well balanced in

comparison to peer communities, see [Table 8](#). Of the comparison cities, Rhinelander has the highest

owner-occupancy rate at 62 percent and Waupaca has the lowest at 48 percent.

National housing trends show an increase in demand for rental housing across the United States.

Surveys and research into this trend yield a number of potential factors including a lingering reluctance to purchase houses after the housing crisis and the demands of debt affecting households' ability to purchase a home.

**Table 8: Municipal Housing Comparison, 2015**

City	Population	Total Housing Units	Owner-Occupied Rate	Rental Occupancy Rate
<b>Antigo</b>	<b>8,001</b>	<b>4,017</b>	<b>57%</b>	<b>43%</b>
Marinette	10,863	5,513	58%	42%
Merrill	9,419	4,562	59%	41%
Rhinelanders	7,583	4,023	62%	38%
Shawano	9,181	4,329	55%	45%
Waupaca	6,006	2,936	48%	52%

*Source: U.S. Census ACS 2011-2015 5-year estimates*

Changes in Housing Stock

The City experienced a decrease in the number of housing units by five percent from 2010 to 2015 to 4,017 housing units, see **Table 9**. The percentage of renter occupied units increased over the same period. The number of duplexes and large multi-family units (10+ units) increased by 67 percent and 19.7 percent respectively, while the number of medium multi-family units (3-9 units) decreased by

nine percent. Overall, multifamily units increased much faster than the number of single family homes. Significant changes in multifamily development have occurred since the data presented in this plan. Among recent multifamily development projects include Pebble Ridge (50 Units), Cutlass (25 Units), SC Remington (16 Units) and Prosser Place (88 Units).

**Table 9: Changes in Housing Stock, 2000-2015**

	2000	2010	2015	Change 2010-2015	
				#	%
Total Housing Units	3,938	4,223	4,017	-206	-5%
Occupied Housing Units (Households)	3,630	3,732	3,776	44	1%
Vacancy %	8%	12%	6%		-23%
Owner Occupied Housing Units	2,418	2,548	2,168	-380	-15%
Renter Occupied Housing Units	1,212	1,184	1,608	424	36%
Owner Occupied Housing Units as percent of Total	67%	68%	57%		-14%
Number of Homes for Seasonal/Rec Use	20	43	41	-2	-5%
Number of Homes	2,666	2,867	2,502	-365	-13%
Detached*	2,628	2,845	2,482	-363	-13%
Attached**	38	22	20	-2	-9%
Number of Duplexes	369	263	438	175	67%
Multi Family Units 3-9 units	377	483	440	-43	-9%
Multi Family Units 10+	428	498	596	98	20%

Source: U.S. Census 2000-2010, U.S. Census ACS 2011-2015 5-year estimates

\*This is a 1-unit structure from any other house

\*\*In row houses (sometimes called townhouses, double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

Housing Age

The age of a community’s housing stock typically reflects several important factors including size, offered amenities and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1940s, for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units. However, many of the older housing units in the City have been renovated in recent years and recent trends in housing show greater interest in smaller houses and lots. Older construction methods and materials are also often desirable for their long-lasting quality and high character.

The age of the housing stock in the City of Antigo is displayed in Table 10. Almost half of the housing stock in Antigo was built before 1950. Only about 17

percent of all housing in Antigo was built since 1990.

Despite the best data available from the U.S. Census Bureau, as seen in Table 10 below, there were in fact more than nine new housing units built in the City after 2010.



**Newer single-family home in Antigo, 2017**

**Table 10: Age of Community Housing Stock, 2015**

	Year Built									
	Total Units	2010 or later	2000 to 2009	1990 to 1999	1980 to 1989	1970 to 1979	1960 to 1969	1950 to 1959	1940 to 1949	1939 or earlier
<b>Antigo</b>	<b>4,017</b>	<b>9</b>	<b>283</b>	<b>395</b>	<b>289</b>	<b>483</b>	<b>197</b>	<b>483</b>	<b>398</b>	<b>1,480</b>
<b>% of Total</b>	<b>100%</b>	<b>&lt;1%</b>	<b>7%</b>	<b>10%</b>	<b>7%</b>	<b>12%</b>	<b>5%</b>	<b>12%</b>	<b>10%</b>	<b>37%</b>
Marinette	5,513	1%	4%	10%	8%	13%	7%	12%	8%	37%
Merrill	4,562	1%	7%	9%	5%	12%	8%	16%	10%	33%
Rhineland	4,023	1%	9%	4%	11%	13%	14%	17%	9%	22%
Shawano	4,329	1%	12%	8%	7%	20%	9%	11%	13%	21%
Waupaca	2,936	5%	16%	16%	12%	8%	12%	9%	2%	21%

Source: U.S. Census ACS 2011-2015 5-year estimates

Physical Housing Stock

Some physical characteristic of housing in Antigo are displayed in Table 11. The median number of rooms in a house in Antigo is 5.0, in Langlade County is 5.2, both of which are lower than the state which has a median of 5.5 rooms. Single family

homes make up a lower percentage of the housing stock in Antigo than in Langlade County or Wisconsin. Antigo also has a relatively high percentage of housing units in buildings with ten or more units.

**Table 11: Physical Housing Stock, 2015**

	Median Rooms	1 Unit, Detached or Attached	In buildings with 10 or more units
<b>Antigo</b>	<b>5.0</b>	<b>62%</b>	<b>15%</b>
Marinette	5.4	69%	9%
Merrill	5.4	64%	14%
Rhineland	5.0	65%	11%
Shawano	5.2	64%	12%
Waupaca	4.9	58%	22%
Langlade County	5.2	79%	5%
Wisconsin	5.5	67%	10%

Source: U.S. Census ACS 2011-2015 5-year estimates

### Housing Values

Median home value estimates how much the property (house and lot) would sell for if it were for sale, and only includes owner-occupied, single-family houses on less than ten acres and without a business or medical office on the property. Antigo's median home value in 2015 was lower than that of Langlade County and significantly lower than that of Wisconsin, see Table 12. The median home value in Antigo was also lower than all of the peer communities except Marinette. The median home value throughout the State in 2015 was \$165,800.

Higher homes values throughout Langlade County (median value \$109,700 in 2015) may be attributable to lot sizes often being greater than ten acres as compared to the City.

**Table 12: Median Home Value, 2015**

	Median Value
<b>Antigo</b>	<b>\$81,200</b>
Marinette	\$77,700
Merrill	\$85,200
Rhineland	\$86,700
Shawano	\$106,900
Waupaca	\$106,400

Source: U.S. Census ACS 2011-2015 5-year estimates

The range of housing values in Antigo and Langlade County are further broken down in [Table 13](#). Almost 70 percent of the housing units in Antigo are valued below \$100,000, while only 45 percent of the housing units in Langlade County are valued below \$100,000. While Antigo has a significantly higher percentage of lower value housing units than the County, the Cities of Marinette, Merrill and Rhineland all have similarly higher percentages of housing units under \$100,000. Antigo does have the lowest percentage of housing units valued above \$200,000, at just four percent.

**Table 13: Range of Housing Values, 2015**

Number of Houses per Housing Value Category	Antigo	Marinette	Merrill	Rhineland	Shawano	Waupaca	Lanlade County
Less than \$49,999	<b>167</b>	478	243	304	150	97	557
%	<b>8%</b>	17%	10%	15%	7%	8%	9%
\$50,000 to \$99,999	<b>1,348</b>	1,533	1,388	948	863	456	2,400
%	<b>62%</b>	53%	58%	48%	40%	37%	37%
\$100,000 to \$149,999	<b>410</b>	391	431	448	696	355	1,374
%	<b>19%</b>	14%	18%	23%	32%	29%	21%
\$150,000 to \$199,999	<b>168</b>	320	185	151	272	151	1,005
%	<b>8%</b>	11%	8%	8%	13%	12%	15%
\$200,000 or more	<b>75</b>	176	135	143	200	199	1,198
%	<b>4%</b>	6%	6%	7%	9%	16%	18%

Source: U.S. Census ACS 2011-2015 5-year estimates

### Housing Affordability

Rent and mortgage payments, maintenance expenses, lot sizes, and required or desired amenities are a few of the factors which influence housing affordability. Available housing options are further refined by household size and income. Affordability is particularly an issue for the elderly, disabled, and low-income residents of a community.

Median monthly costs for homeowners, with and without a mortgage, and for renters are shown on **Table 14**. Housing costs include mortgage or rent payments, taxes and insurance, as well as utilities and maintenance costs. Costs for homeowners are

lower in Antigo than in the County or the State. Costs for renters in Antigo are also slightly lower than in Lanlade County and significantly lower than in the State overall.

The percent of a community paying more than 30 percent of their household income on housing is a common measure of housing affordability. The more money spent on housing, the less disposable income is available to spend on education, food, retail, and recreation. In Antigo, 21 percent of homeowners with a mortgage, 19 percent of homeowners without a mortgage, and 54 percent of renters spend more than 30 percent of their income on housing costs, see **Table 14**.

**Table 14: Housing Affordability, 2015**

			Antigo	Marinette	Merrill	Rhineland	Shawano	Waupaca	Langlade County	Wisconsin
Median Selected Monthly Owner Costs	With mortgage	Median Costs 30%+*	\$844	\$936	\$966	\$960	\$1,094	\$992	\$1,019	\$1,402
			21%	23%	23%	29%	27%	22%	30%	29%
Median Selected Monthly Renter costs	Without Mortgage	Median Costs 30%+*	\$397	\$405	\$429	\$399	\$431	\$484	\$415	\$532
			19%	21%	11%	21%	15%	18%	16%	15%
Median Selected Monthly Renter costs	Median Gross Rent		\$573	\$648	\$609	\$757	\$618	\$696	\$597	\$776
	30+*		54%	46%	38%	51%	24%	33%	51%	45%

Source: U.S. Census ACS 2011-2015 5-year estimates

\*Percent paying over 30% of Household Income on Housing

## Livability

Livability is often defined as the sum of the factors that add up to a community’s quality of life—including the built and natural environments, economic prosperity, social stability and equity, educational opportunity, and cultural, entertainment and recreation possibilities. The Partnership for Sustainable Communities, a joint effort of the Department of Housing and Urban Development, the Department of Transportation and the Environmental Protection Agency, has established six livability principles. The six principles are 1) provide more transportation choices, 2) promote equitable, affordable housing, 3) enhance economic competitiveness, 4) support existing communities, 5) coordinate and leverage federal policies and investment, and 6) value communities and neighborhoods.

### Location of Housing

One aspect of a livable community is that housing is situated in close proximity to the locations people frequent on a regular basis such as jobs, stores and medical facilities.



**Grocery Stores, such as the Lakeside Market in Antigo, are a common staple to livable communities, 2017**

### Preservation and Rehabilitation of Older Housing Stock

Older housing is often located in traditional neighborhoods and has great character that adds to the identity of the community. Preserving and rehabilitating older housing units is important to the character of the community and the diversity of housing options.

### Diversity of Housing Options

Having a diversity of housing options available in a community provides many benefits. Housing of different sizes and styles accommodates the diverse households within the community. Different sizes and styles also provide a variety of housing costs, allowing housing to be affordable to everyone.

### Higher Density Housing

Housing in higher density neighborhoods allows for a larger percentage of people to locate near desirable amenities like schools, parks, and shopping areas. Dense housing also minimizes the costs to the municipality to provide services to the community.



## Special Housing

### Low-Income Housing

The Antigo Housing Authority (AHA), established in 1967, is a multi-jurisdictional housing and community development agency that serves the City of Antigo as well as Langlade County. The Housing Authority manages numerous properties throughout the city, providing 164 units for elderly/disabled persons, 46 affordable units and 40 subsidized family units. The AHA also administers the Section 8 Housing Choice Voucher Program which provides financial assistance to low-income families renting housing in the public market; 149 vouchers are active in Langlade County, most of which are in Antigo. On average, about 138 vouchers are funded annually. Newcap, a nonprofit organization located in Oconto, provides some low-income housing services to counties throughout northern Wisconsin including Langlade County.

### Senior Housing

Antigo is the center of Langlade County for population, jobs and housing opportunities. As such, most of Langlade County's senior housing opportunities are centered in and around this area as well. There are many different senior and special

needs housing programs and facilities in and around the City. These facilities provide a variety of services and amenities to residents to assist them with social and health needs during senior years. A range of care levels are available from the different facilities including independent retirement homes and assisted living facilities.

As [Table 15](#) shows, about 18 percent of the population is over the age of 65. 17 percent of the population is made up of seniors living alone. These figures are fairly consistent with Antigo's peer communities throughout northern Wisconsin. These are individuals who may need additional care or services to thrive or may in the future choose to move to an assisted living facility.

A few local organizations have assisted living options for seniors, including Aspirus Langlade Hospital, Rosalia Gardens, and Care Partners. The Aging and Disability Resource Center, the Wisconsin Department of Health and Family Services and the United Way of Langlade County all maintain a list of these housing options throughout the county. As the number of elderly persons increases in the coming years, there will most likely be an increased need for these types of housing options. This trend will be seen throughout Langlade County, the State of Wisconsin and the United States.

**Table 15: Senior Population, 2010**

	Antigo		Marinette		Merrill		Rhineland		Shawano		Waupaca	
	#	%	#	%	#	%	#	%	#	%	#	%
Total Population	<b>8,234</b>	<b>100%</b>	10,968	100%	9,661	100%	7,798	100%	9,305	100%	6,069	100%
Persons age 65 and Over	<b>1,571</b>	<b>19%</b>	1,964	18%	1,876	19%	968	12%	1,843	20%	1,221	20%
Seniors Living Alone	<b>618</b>	<b>17%</b>	848	18%	727	18%	607	17%	674	18%	561	20%
<i>Male</i>	<b>151</b>	<b>4%</b>	183	4%	159	4%	131	4%	138	4%	144	5%
<i>Female</i>	<b>467</b>	<b>13%</b>	665	14%	568	14%	476	13%	536	14%	417	15%

Source: U.S. Census, 2010

\*Data not available from the 2011-2015 ACS as the number of sample cases is too small



**Care Partners provides assisted living for seniors in Antigo, 2017**

## Assistance Programs

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

### Local Programs

#### Antigo Housing Authority (AHA)

Founded in 1967, the Antigo Housing Authority offers affordable housing opportunities in the City and throughout Langlade County. The AHA offers more than 330 apartments in 12 locations to singles, families, the elderly and the disabled population. The AHA also provides multi-family property management services and hosts a Section 8 Housing Choice Voucher Program.

### Regional Programs

#### Newcap, Inc.

Founded in 1965 and based in Shawano, Newcap operates 29 community action programs on behalf of ten counties across northeastern Wisconsin, including Langlade. Newcap manages affordable rental properties throughout their region that fall within certain thresholds below county median income guidelines.

### State Programs

#### Wisconsin Department of Administration

The Wisconsin Community Development Block Grant (CDBG) program, administered by the

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

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

CDBG is administered out of designated “housing regions” throughout the state. Available Langlade County CDBG housing grants would be administered out of the Northwoods Housing Region, administered by B&G Associates LLC in Bear Creek.

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

### Federal Programs

#### USDA-RD:

A variety of loan programs are available to provide assistance in financing homes for low-income households including the Homeownership Direct Loan Program of the Rural Health Service, the Mutual Self-Help Housing Loan program, the Very-Low-Income Housing Repair Program, the Rural Rental Assistance Program and Rural Housing Preservation Grants. These funds are provided

through approved lender organizations. Local approved leaders who can provide resources from these programs to qualified individuals include CoVantage Credit Union.

Department of Housing and Urban Development (HUD):  
Self-Help Homeownership Opportunity Program finances land acquisition and site development associated with self-help housing for low-income families. Loans are made to the nonprofit sponsors (including the Housing Assistance Council and Habitat for Humanity International) of development projects and are interest-free. Portions of the loans are forgiven if promised units of housing are completed within a given period. These forgiven “grant conversion” funds may be used to subsidize future development projects.

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

## Housing Issues

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During the planning process a variety of issues were identified. Issues from the previous planning effort were also reviewed as part of this update.

- ***Percentage of Ownership to Rentals:*** Homeownership is generally more common in rural America than it is the urbanized centers, especially in the Midwest. Langlade County is considered one of the rural counties of Wisconsin and has a 75 percent homeownership rate, compared to 67 percent for the state and 64 percent for the nation as a whole. However, in the City of Antigo, the homeownership rate is at 57 percent. As only one of two incorporated communities in the County, it is not unexpected that rental units are concentrated in the City.
- ***Increase of Multi-Family Housing Complexes:*** Over the last few years there has been substantial growth in the number of multi-family units

that have been added to the local housing market. Depending on market conditions, any given community’s vacancy rate should be between four and seven percent.

- ***Aging Housing Stock and Programs to Renovate as Needed:*** As the housing stock ages it is important that homes be maintained. This is especially problematic for those with low and fixed incomes. In the city, 37 percent of all the housing units were built before 1940 compared to 24 percent for the County and 20 percent of the State. Of the 1,608 rentals in Antigo, 29 percent were built before 1940, more than any other decade since this period.

## Housing Goal, Objectives & Policies

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**Housing Goal:** *The City of Antigo has decent, safe, affordable housing options that meet the needs of all community members.*

1. **Improve the condition of the existing housing stock.**
  - a. Ensure timely and consistent enforcement of property maintenance codes.
  - b. Explore additional program development for home improvements, such as a revolving loan fund, for exterior repairs and code enforcement.
  - c. Work with Langlade County and area housing agencies to pursue and administer funds for housing programs.
  - d. Develop and enforce a removal process/policy for dilapidated housing.
2. **Ensure a diversity of housing types and support programs.**
  - a. Develop a housing plan to inventory supply of affordable housing and identify programming to ensure proper upkeep.
  - b. Encourage development of housing units for residents in all stages of life, including singles, young families, and seniors.
  - c. Provide support for an aging population to successfully age in their homes.

- d. *Encourage builders to design universal homes that include friendly design features in renovations and new construction.*
  - e. *Utilize the planning unit development (PUD) ordinance to allow for greater flexibility in residential development (Secs. 14-651-14-680).*
3. **Locate new residential development in appropriate areas.**
- a. *Discourage development in natural, sensitive areas.*
  - b. *Guide new housing to locations where the extension of service provision will be easiest to deliver.*
  - c. *Utilize the Future Land Use map when siting new residential developments.*

# CHAPTER FOUR

## Utilities & Community Facilities

Utilities and community facilities, provided by either public or private entities, are critical for community development. Utilities include things such as electrical service, natural gas, telephone, water, sewer, storm water and cable. Community facilities include local government buildings, libraries, educational facilities, and maintenance and storage facilities, as well as services like police, fire protection and emergency medical services. Utilities and community facilities play an important role in the livability of a community.

### Previous Plans & Studies Related to Utilities & Community Facilities

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#### State Trails Network Plan, 2003

This 2003 document clarifies a WDNR role and strategy in the provision of all types of trails. The plan identifies a series of potential trail corridors that would link existing trails, public lands, natural features, and communities. This statewide network of interconnected trails would be owned and maintained by municipalities, private entities, and partnerships of the two. Preserving transportation corridors, such as old rail lines, is specifically discussed as a very important strategy in the creation of recreational and alternative transportation corridors.

- *Segment 56-Argonne to Shawano (Wolf River State Trail):* The part of this segment from Crandon to White Lake was abandoned in 2001. Argonne is on the Dresser to Michigan corridor in the north, and Shawano links to the Mountain Bay Trail to the south of the corridor. The Crandon to Tomahawk corridor and the White Lake to Antigo corridor link the Langlade County to Michigan corridor to form a loop. An old abandoned corridor east of White Lake in the future

could link this corridor to the Nicolet State Trail or connect it to road routes. In Langlade County this segment follows the Wolf River for about seven miles and continues south through the Northwest portion of the Menominee Indian Reservation, terminating at Shawano and its connection to the Mountain Bay Trail.)

- *Segment 70-Antigo to White Lake:* This abandoned rail grade links these two communities via an off-road connector. At Antigo, it connects Langlade County to the Michigan corridor and at White Lake it connects Crandon to the White Lake rail segment about to be abandoned. The corridor runs through the Antigo flats to the Wolf River at White Lake.

#### Langlade County All Hazard Mitigation Plan, 2013

This document examines general conditions, including an inventory of utilities, community facilities and emergency services throughout the county. Risk assessment is at the heart of the All-Hazards Mitigation program. In order to mitigate the risks, it's necessary to assess their relative importance. The report looks at a series of mostly weather-related disasters; how they have affected the County in the past, how future instances are likely to affect the County and how local government should respond to such occurrences. The report concludes with suggested mitigation measures that might be taken by local governments to reduce the risk from the identified hazards. Counties and incorporated municipalities are required to adopt such plans with updates every five years. The Langlade County program includes the City of Antigo. This plan was last updated in 2013.

City of Antigo Community Outdoor Recreation Plan, 2012-2016

This plan inventories and analyzes the outdoor recreation amenities within the City and assists with the management of the parks facilities, community recreation programs, the municipal cemeteries and the urban forestry program. The municipal park system includes 17 parks, seven ballfields, a campground, three trails and three cemeteries, as well as over 250 acres of land (including the old dump, which is home to the Single Track Trail). The City has plans to continue to expand to meet the recreation needs of the community by prioritizing ten parks, chosen through public comments, throughout the planning period.

## Utilities

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### Water Supply and Management

#### Water Service

The public water utility system consists of supply, storage, treatment and distribution facilities. Water is supplied into the system through four high-capacity municipal wells transmitted to the water treatment plant, located at First Avenue and Fulton Street. Three water storage tanks are located within the City and have a combined capacity of 850,000 gallons. Over 63 miles of water mains, ranging in size from four to 16 inches in diameter, distribute water through the entire City. The City's water production managed under contract by Infrastructure Alternatives.

#### Wastewater Service

The City of Antigo Wastewater Treatment Plant is located along Koszarek Road in the southern portion of the City. The entire City is currently served by the sanitary sewer collection system. Most of the system is comprised of eight inch diameter clay pipes, while some newer subdivision areas have sewers made of PVC plastic. The sanitary sewer system also includes four lift stations. The City's wastewater treatment system is also managed under contract by Infrastructure Alternatives.

### Storm Water Management

All of Antigo is served by the city's stormwater sewer system which collects stormwater from streets and carries it, untreated, into local waterways, such as Springbrook Creek or Antigo Lake. Stormwater management practices are put in place to do two things: 1) reduce the rate and/or volume of water and 2) remove pollutants from runoff. Reducing the rate and/or volume of water helps to prevent flooding when large volumes of water enter the storm sewer system at one time. Removing pollutants is essential to protect natural waters, because runoff water picks up pollutants from streets and yards and carries them into waterways.

### Solid Waste and Recycling

The City of Antigo contracts with a private companies for waste management. Waste and recycling pickup services are available to residents and commercial customers.

The City of Antigo owns and operates a Demolition Waste Facility in the Town of Rolling. This facility accepts construction and demolition waste, furniture, appliances, tree trimmings and brush, tires and ashes. Accepted items are charged a per-item or weight based fee.

### Energy and Telecommunications

#### Electric and Natural Gas

Wisconsin Public Service Corporation (WPS) provides electrical power to the City of Antigo. Natural gas is provided by the City Gas Company of Antigo.

#### Telecommunications

Telephone and high speed internet service to the City of Antigo are available to residents through private companies. Wireless telephone coverage in the area is delivered by most of the national providers, such as Verizon and Cellcom.

### Fiber Optic Cable

A fiber optic network connects the Parks Department, the Street Department and City Hall.

### Recreation

The City of Antigo owns and maintains 17 parks, three trails, seven ball fields and a campground. The school district maintains several others. There are several local gems such as the Al Remington Little League Ball Field and Peaceful Valley Park. The facilities include a wading pool, ice rinks, sports fields, a single track bicycle trail, and playgrounds, many of which are connected by the City's pedestrian and bicycle trails.

### City Parks



**Peaceful Valley Park in Antigo**

**Source: Sarah Repp, 2018**

- **Antigo Lake RV Park & Campground:** This campground offers 13 padded RV sites and can accommodate RVs up to 45 feet in length. Additionally there are seven tent sites and seven overflow sites on the east edge of the campground. There are restrooms with showers, water, sewer, and electric hookups, WiFi, bikes and firewood.
- **Cherry Street Park:** This neighborhood park is 0.34 acres. It is heavily utilized by neighborhood children year round. The large open green space is conducive for a number of activities and has some playground equipment. The park is in close proximity to the School District owned Jaycee Park.

**City Parks West & East:** The six acre City Park West is home to the newly renovated bandstand (2015). The bandstand is utilized for weddings, Music in the Park and those reserving the shelter for various events. The shelter facility and restrooms are separate facilities, and have updated electrical systems. There are picnic tables and grills located throughout the park. Both parks were planted with a variety of trees with the majority being maple creating a shaded and picturesque park. A backstop located in the south west section of the park is used by the old T-ball league in the summer months. It is also utilized by those reserving the shelter for various events. City Park East is also home to the City of Antigo Wading Pool (free admission, adult supervision required). The wading pool is not staffed.

- **Dog Park:** An anonymous donation of \$30,000.00 accelerated the construction of the new 17 acre Dog Park. In addition, many pet owners in the community showed a strong and organized interest in the park. The Dog Park is located off of Century Avenue (the new Hwy 64 bypass). This area was formerly a landfill and has since been capped. The park features a separate small dog area (approximately two acres), various access gates to enter and exit the park, and various trails and open spaces are maintained throughout the year.
- **Hudson Park:** Hudson Street Park is located along the Springbrook Trail and in close proximity to three ball fields and the Antigo Lake RV Campground. A floating fishing pier, benches, playground equipment, landscaping and the Hudson Street Bridge create a scenic park backdrop.
- **Kingsbury Park:** This mini park offers green space complete with benches, trees and paved paths in the middle of downtown.
- **Lake Park:** This nine acre park is home to Lake Park Ball Diamond and the only softball field in the City with lights. There are restrooms, a shelter facility and concessions stand. The Springbrook Trail winds along to the south of the park, and this area is complete with a

kiddie park and additional playground equipment, grills and picnic tables.

- **Mendlik Park:** This one acre park has two full size fenced in courts with four basketball hoops. A single basketball hoop and half court pad is located just outside the fence. The court was resurfaced in the fall of 2016. There is also a large area of open green space for various games and activities with playground equipment to the north of the courts.
- **North Clermont Park:** This neighborhood park located across the street from the North Clermont Ball Diamond and adjacent to a group of apartment complexes. The variety of playground equipment and basketball hoop make this park a great place to enjoy.
- **Peaceful Valley:** This park features a large community built playground in a whimsical theme with castle towers, railroad cars and ships, which was built in the fall of 2008 by Leathers and Associates. There is a separate tot area with sand box. In the winter, there is a large hockey rink and warming house, which was built with donations. In the summer months, the park is home to the Farmers' Market located under the Heinzen Pavilion.



**Inside the Heinzen Pavillion**  
**Source: Sarah Repp, 2018**

- **Railway Activity Park:** This three acre park has a sled hill for winter recreation, and the Optimist Skate-Park.
- **Remington Detention Pond:** Urban Fishing Pond regulated by the WDNR. Designed for youth and qualifying disabled fisherman. Stocked by Trout Unlimited, Northwoods Sportsman's Club and the WDNR.
- **Robin's Roost Park:** This tiny park is located off of Hwy 45. It is a well maintained green space nestled near local shopping and restaurant. Just to the east are the Springbrook Trail Head and the Hudson Street Park.
- **Saratoga Park:** This neighborhood park has one softball field (Saratoga South) and one baseball/softball field (Saratoga North). There is a restroom facility complete with shelter, a full size soccer field, playground equipment and accessible parking within close proximity to the ball fields.



- *Single Track Trail:* This 147-acre park contains a two mile bicycle trail loop at the old landfill site. The trail was built through collaboration with Antigo Bike and Ski Club Members, the Langlade Area Mountain Bike Association (LAMBA) and the City of Antigo. The area offers varied terrain with numerous technical components, and the ability to expand with additional trails and loops in the future.
- *Third Ward Park:* This neighborhood park features playground equipment and a large open green space.

#### City Trails

- *Springbrook Trail & Trail Head:* This 2.5 mile trail was completed in 2010 with an accompanying 1,800 foot boardwalk. The trail winds through four park areas and has a wood chipped loop through a wilderness area within City limits. There are plans in place to expand the trail once funding is secured. The 18-hole disc golf course is located just off rough sections of the trail. A 2018-2022 TAP Grant application to add three miles has been submitted.

#### City Baseball Diamonds

Recreational softball and baseball leagues are popular activities in the City of Antigo. There are a number of bar leagues, church leagues and youth baseball and softball programs. There are a minimum of two tournaments during the summer season that bring a number of visitors to the community. The fields are also utilized by the Unified School District of Antigo for their varsity, junior varsity and freshman softball and baseball programs. In addition to the high level of usage from leagues and the schools the fields also see use from groups hosting events that are renting shelters.

- *Al Remington Little League Ball Diamond*
- *Antigo Lake Park Ball Diamond*
- *Kretz Park Ball Diamond*
- *North Clermont Ball Diamond*
- *Saratoga North Ball Diamond*
- *Saratoga South Ball Diamond*
- *Senior League Ball Diamond*

#### County and State Park Facilities

There are several State and County park facilities in close proximity to the City of Antigo. State facilities include Rib Mountain State Park, located near Wausau, provides hiking opportunities in summer and skiing and snowboarding in winter. Council Grounds State Park, located near Merrill, includes camping, hiking trails, swimming, and other amenities. The Wolf River State Trail runs from White Lake in Langlade County to Crandon in Forest County and is adjacent to the many recreational amenities of the Nicolet National Forest. The Ice Age National Scenic Trail also crosses through Langlade County, skirting the southeast corner of Antigo. In addition to walking and bicycling, the trail is open to ATVs year round and snowmobiles in the winter.

A web portal ([alcinfo.com](http://alcinfo.com)) has access to Recreation and Tourism related websites and information for Antigo and Langlade County. A full listing of County recreation facilities can be found through that site. In addition to established parks, Langlade County forest land is open to recreational activities including hunting, fishing, hiking and camping. County recreation facilities near the City include the Mills Recreation Area located just west of the City and the Langlade County Bow and Gun Range located just south of the County.

The County Fairgrounds are located within the City of Antigo. This 55-acre facility includes modern buildings, a half mile lighted clay race oval, a covered grandstand, and a livestock pavilion. In addition to hosting the annual Langlade County Fair, the fairgrounds are available for festivals and events.

Other County parks outside of Antigo include the Gartzke Flowage in Bryant, Hunting River Wayside in Deerbrook, Military Park in Lily, the Moccasin Lake and Otter Lake Waysides in Elcho, Phlox Pond, Post Lake Dam Wayside in Post Lake, Sawyer Lake Wayside in Langlade, Summit Lake Wayside, Townline Lake Wayside in Deerbrook, Veterans Memorial Park in Deerbrook and the Wolf River Wayside in Pearson.

## Community Facilities

The Antigo City Hall is located at 700 Edison Street in the central portion of the City, see the **Utilities & Community Facilities Map**. It consists of administrative offices (Mayor, Director of Administrative Services, Clerk-Treasurer/Finance Director, Parks/Recreation/Cemeteries Director, Surveyor/Project Manager, Building Inspector/Zoning Administrator and Information Services), council chambers, and a conference room. The building was constructed in 1994 and also houses the Antigo Fire Department.



**Antigo City Hall, 2017**

### Public Safety

#### Police

The City of Antigo Police Department is located at 849 Clermont Street, in a facility shared with the Langlade County Sheriff's Office. The department serves the incorporated area of the City. The department has a public safety director, captain, fifteen sworn officers, three civilian support staff and four school crossing guards.

#### Special Response Team (SRT)

The SRT is made up of both officers from the Antigo Police Department and Deputies from the Langlade Sheriff's Department to cooperatively respond to high risk situations such as an active

shooter. A Tactical Emergency Medical Support Team (TEMS) is made up of three members of the Antigo Fire Department, and trains with the SRT to rapidly treat injuries sustained by the SRT during deployment situations.

#### Fire/EMS

The City of Antigo Fire Department is located at 700 Edison Street and has about 30 staff members including 14 full-time firefighters, a Chief, three lieutenants, paid-on-call employees, and a secretarial position. The department provides fire suppression, inspection, investigation, public education, ice rescue, confined space and extrication services. Suppression and inspection services are provided within the corporate limits of the city, while the remainder of the services are provided across Langlade County.

The Fire Department provides emergency medical services at the paramedic level. The department provides advanced life support (ALS) to the City of Antigo as well as the surrounding townships of Antigo, Ackley, Neva, Peck, Polar, Price, Rolling, Summit, Upham and Vilas. Mutual aid contracts are in place with Elcho EMS, Troutland Rescue and Pickerel Rescue.

#### E-911 Dispatch Service

The Langlade County Sheriff's Department Communications Center provides 911 Dispatch for all Police, Fire, and Emergency Medical Services (EMS) agencies in Langlade County.

#### Streets Department

The City of Antigo Streets Department is made up of 21 employees as of 2018. The streets department is responsible for repairs to the storm and sanitary sewer repairs, water system maintenance, street maintenance and repair and ice and snow removal during the winter months.

## Post Office

The City of Antigo's post office is located at 501 Clermont Street.



**United States Post Office in Antigo, 2017**

## Health Care

### Hospitals

The primary hospital for Langlade County is Aspirus Langlade Hospital, located in Antigo. Aspirus Langlade Hospital is a Catholic hospital, founded by the Religious Hospitallers of St. Joseph, and is sponsored by Catholic Health Partners, Inc. The Corporate Members of Aspirus Langlade Hospital are Aspirus, Inc. and the Religious Hospitallers of St. Joseph Health Corporation. The hospital provides a variety of in-patient and out-patient services, including 24-hour emergency physician services, critical care physicians, internal medicine specialists and general surgeons. The hospital also offers complete rehabilitation services, including speech, occupational, and physical therapies and cardiopulmonary rehabilitation. The Hospital hosts the Volm Cancer Center, providing cutting edge cancer treatment options to the region, and the Aspirus Health & Performance Center provides physical therapy and medically-based fitness services.



**Aspirus Langlade Hospital, 2017**

### North Central Health Care (NCHC)

Langlade County contracts with NCHC to provide outpatient, day hospital, community support and inpatient services for mental/emotional problems; vocational, life skill training, early intervention, housing and care management services for the developmentally disabled; and assessment, individual and outpatient group counseling, intensive programming, day hospital, referral for residential and inpatient treatment, and education for alcohol and other drug problems. Services for detoxification and for persons suffering from problems with gambling addiction are also offered. The NCHC main campus is located in Wausau, with satellite campuses serving Langlade and Lincoln Counties. The Langlade County office is located at 1225 Langlade Road in Antigo.

### Senior Center

Langlade County hosts a Senior Center in Antigo, located on 1225 Langlade Road.

### Education

#### Library

The Antigo Public Library serves all of Langlade County and is a member of the V-Cat consortium of libraries which allows library card holders access to the libraries of many other communities in north central Wisconsin. In addition to its catalogue and circulation of books, the library offers other amenities and services to the community including

computer and internet access, public meeting rooms and local genealogical records.

### Schools

The City of Antigo and the surrounding area is served by the Unified School District of Antigo. The district includes six elementary schools, one middle school, one high school, the Antigo Independently Motivated Student (AIMS) Academy and the Clara R. McKenna Aquatic Center. In 2017, the district had an enrollment of 2,362 students. Enrollment by school was as follows in 2017:

- *Antigo High School:* 753
- *Antigo Middle School:* 489
- *Crestwood Elementary School:* 124
- *East Elementary School:* 142
- *North Elementary School:* 166
- *Pleasant View Elementary School:* 112
- *Spring Valley Elementary School:* 120
- *West Elementary School:* 227
- *AIMS Academy:* 73

There are also two parochial schools located in the City of Antigo: All Saints Catholic School, a 4K through 8<sup>th</sup> grade school located on 419 6<sup>th</sup> Avenue, and Peace Lutheran School, a Pre-K through 8<sup>th</sup> grade institution located on 300 Lincoln Street.



**Antigo Middle School, 2017**

Northcentral Technical College (NTC) has a campus in Antigo which offers over 100 program

options, and over half of the courses for many other NTC programs can be completed in Antigo. These include one- and two-year programs and certificates in business, technical, health and industrial fields. Detailed information on NTC's Wood Technology Center is included in the **Chapter Six: Economic Development**.

Approximately 40 miles from Antigo is the University of Wisconsin – Marathon County (UW-MC), located in the City of Wausau, which offers lower level (freshman/sophomore) college classes, leading to a baccalaureate degree. Associate Degrees are offered in Arts & Sciences, and Bachelor's Degrees (through collaborative degree programs with UW Oshkosh and UW Stevens Point) are offered in Business Administration, General Studies, and Nursing. Enrollment averages around 1,100 students. UW Stevens Point is 60 miles away and St. Norbert's College and UW Green Bay are approximately 80 miles from Antigo.

### Utilities & Community Facilities Issues

During the planning process a variety of issues were identified. Issues from the previous planning effort were also reviewed as part of this update.

- ***Reduction of lead service lines:*** *The City received a grant from the Wisconsin DNR's Safe Drinking Water Loan Program with principle forgiveness. It is available to private residential property owners at locations already updated within the City R.O.W. and the City will contact eligible owners.*
- ***Siting of new wells / new water tower:*** *Over time the City will need to locate a new water tower and municipal well. The City needs to plan and budget for these projects, as illustrated in **Chapter Ten: Implementation**.*

## Utilities & Community Facilities Goal, Objectives & Policies

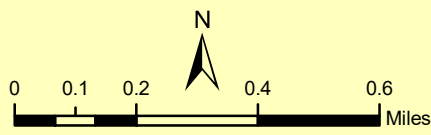
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Utilities and Community Facilities Goal: *The City of Antigo has adequate utility infrastructure and community facilities to meet existing and future market demand for residential, commercial, and industrial uses.*

1. **Maintain provision of services at a high level.**
  - a. Perform annual budget evaluations on public service funding.
  - b. Continue to find methods of cost sharing, such as equipment sharing, with surrounding communities to increase the efficiency by which services are provided.
  - c. Maintain high quality sewer and water services within the City.
  - d. Ensure adequate fire and emergency service provision throughout the City.

2. **Plan utility and service extensions for future development.**
  - a. Determine the most suitable locations for future development and analyze extension capabilities.
  - b. Explore developing an official map to site locations for infrastructure additions.
  - c. Continue to use the Capital Improvements Plan (CIP) to establish goals, identify specific improvements, and attain funding.
  - d. Explore adopting policies that transfer user fees to the development of new projects.
3. **Support and maintain existing community facilities.**
  - a. Maintain the City Hall as a seat of local government and a community meeting hall.
  - b. Ensure the local park system is well maintained and meets the recreation needs of residents.
  - c. Collaborate with the Langlade County park system.
  - d. Explore expansion of local trails into a city-wide system to link existing parks and local community attractions.

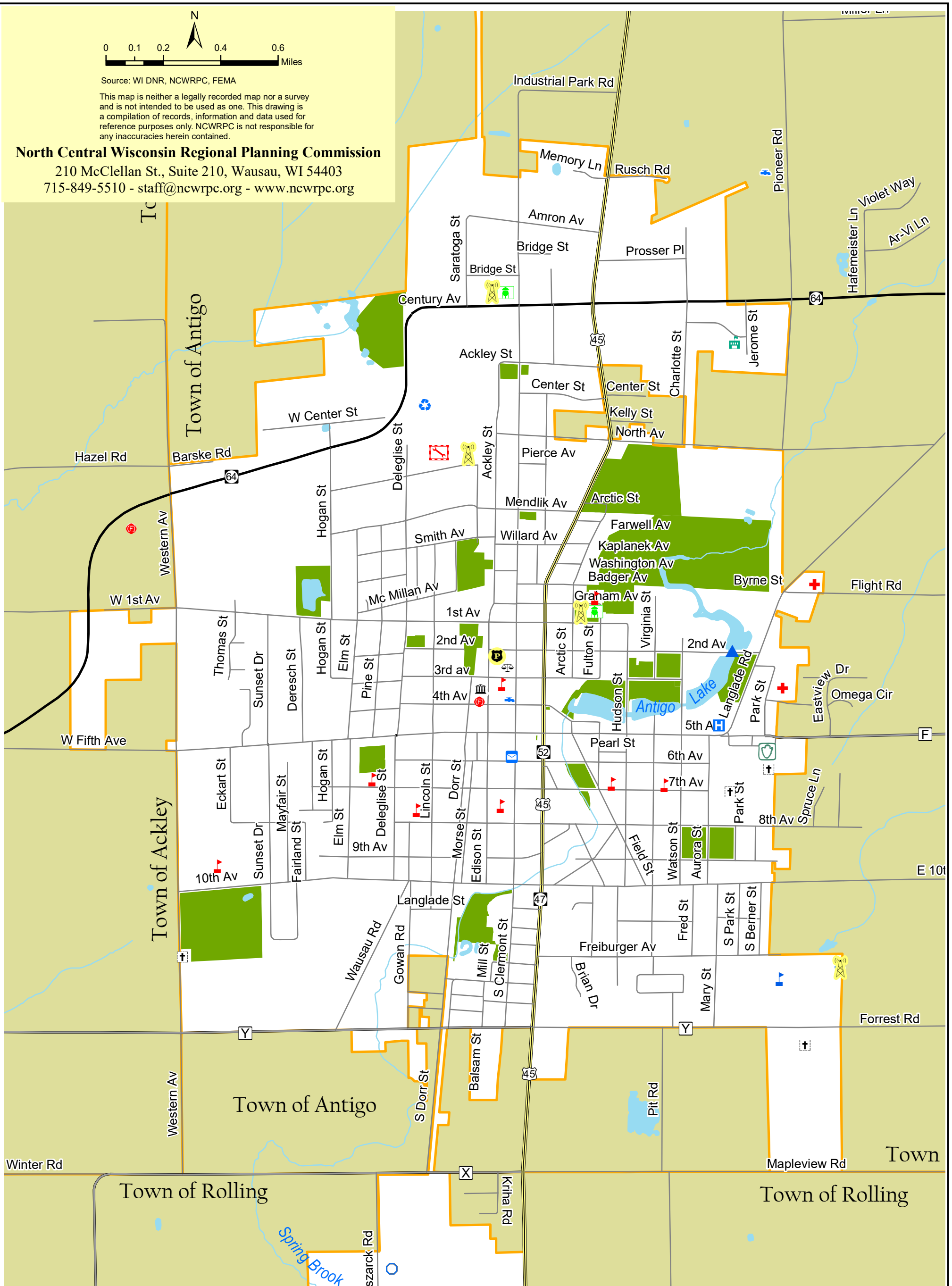




Source: WI DNR, NCWRPC, FEMA

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

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- |                       |                      |                 |                  |                             |
|-----------------------|----------------------|-----------------|------------------|-----------------------------|
| Minor Civil Divisions | Communication Towers | Health Services | Recycling Center | Parks                       |
| US Highways           | Cemetery             | Hospital        | School           | High Capacity Well          |
| State Highways        | City Hall            | Park Shop       | Streets Dept     | Waste Water Treatment Plant |
| County Highways       | Court House          | Police/Sheriff  | Tech College     | Water Access                |
| Local Roads           | Fire Station         | Post Office     | Transfer Site    | Water                       |
|                       | Ranger Station       | Water Tower     |                  |                             |

**City of Antigo  
 Utilities and  
 Community  
 Facilities**  
 Map 3





# CHAPTER FIVE

## Transportation

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

Transportation is a crucial component of livability and provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of development. The existing network needs to be coordinated to maximize efficiency for the overall system. The connection between home, work, school, shopping and recreation is an important part of any transportation system. A range of transportation alternatives should be supported including walkability wherever possible.

Transportation planning in the City of Antigo is coordinated between the city's Public Works Department, the Langlade County Highway Department and the Wisconsin Department of Transportation (WisDOT). The City maintains local roads as well as U.S. Highway 45 while State Highway 64 is maintained by Langlade County. The City of Antigo hosts a system of about 2.5 miles of bicycle/pedestrian trails, and hopes to expand upon this system under the 2018-2022 TAP Grant Application process with WisDOT.

### Previous Plans & Studies Related to Transportation

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#### Antigo City Wide Signed and Designated Bike Route

Antigo created a city-wide bike route system of both off-road trails as well as on-road routes that enable bicyclists to access the entire City. Emphasis

has been given to connecting the park system, community facilities, businesses and schools to the bicyclist route.

#### Regional Livability Plan

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission, addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies three major transportation issues.

- ***Modes of Transportation to Work:*** The region's workforce is extremely dependent on the automobile. In 2012, over 80 percent of the region's workforce drove alone to work on a daily basis. Another ten percent carpooled, leaving less than ten percent for the non-automobile methods such as walking, biking, and using transit. The average commute time in the north sub-region, which includes Langlade County, was 19.1 minutes.
- ***Age of Drivers in the Region:*** The region is seeing a change in the number of licensed drivers by age groups. Between 2004 and 2013, the region saw a 20 percent decrease in the number of drivers aged 17 to 19. During the same years, the region also had a 20 percent increase in drivers over age 65. These changes mean communities will have a need for multimodal options for the younger ages and options to increase safety as drivers age.
- ***Transportation Maintenance Cost:*** It is expensive to maintain the transportation infrastructure in the region. The current reliance on fuel tax and registration fees is inadequate, unstable, and may soon be outmoded. The inability to fund improvements and

maintenance on transportation infrastructure will impact the ability to transport goods and provide safe, reliable, and efficient roads.

### Regional Bicycle and Pedestrian Plan

This 2018 plan is a region-wide effort to improve bicycling and walking across the communities. The plan assesses existing conditions related to bicycling and walking, identifying other potential trail and route user groups, identifying routes and describing policies and programs to assist local governments in improving bicycling and walking to promote connectivity between communities and destinations throughout north central Wisconsin.

### Connections 2030

This is Wisconsin's latest long-range, statewide, multimodal transportation plan. It identifies a series of system-level priority corridors that are critical to Wisconsin's travel patterns and the state economy.

## Inventory & Trends

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### Road Network

The system of connected roads and highways form the physical network for the community. Not only is the road network important for transportation, but within the right of way is where various public infrastructure is located.

### Functional Classification

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

The functional classifications are generally defined as:

- **Principal Arterials** serve corridor movements having trip length and travel density characteristics of an interstate or interregional nature. These routes generally serve all urban areas with populations greater than 5,000 or connect major centers of activity. They carry the highest traffic volumes and are designed to accommodate longer trips.
- **Minor Arterials**, like principal arterials, minor arterials also serve cities, large communities, and other major traffic generators providing intra-community continuity and service for trips of moderate length, with more emphasis on land access than principal arterials.
- **Collectors** provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. The collector system distributes trips from the arterials through the area to the local streets. The collectors also distribute traffic from the local streets and channel it onto the arterial system.
- **Local Streets** comprise all facilities not on one of the higher systems. They serve primarily to provide direct access to abutting land and access to higher order systems. Local streets offer the lowest level of mobility, and high volume through-traffic movement on these streets is usually discouraged.

### Jurisdiction

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

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

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

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

#### Major Road Facilities

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

- *US 45/WI 47/Superior St* is a north-south principal arterial which serves as a central street for Antigo. US 45 had average daily traffic counts between 11,000 and 14,500 at different points in the City in 2015.
- *STH 64* is an east-west, County-maintained highway across central Wisconsin which passes through the northern part of the City. Traffic counts were 5,100 west of US 45 and 8,300 east of US 45.
- *5<sup>th</sup> Ave/CTH F* is an east-west, City-maintained minor arterial which runs through the center of the City and is Antigo's main street downtown. Traffic counts in 2015 were 4,800 west of US 45 and 5,200 east of US 45.
- *CTH Y/Forrest Ave* is an east-west, County-maintained minor arterial located along the City's southern edge. Traffic counts were 1,200 west of US 45 and 880 east of US 45.

#### Road Maintenance

The Pavement Surface Evaluation and Rating (PASER) system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison, is the rating system used most by Wisconsin communities for the state required Wisconsin Information System for Local Roads (WISLR). PASER rates road surfaces on a scale of one to ten. This scale is broken down as follows:

- "1" and "2" = very poor condition
- "3" = poor condition
- "4" and "5" = fair condition
- "6" and "7" = good condition
- "8" = very good condition
- "9" and "10" = excellent condition

In addition to its use in WISLR, the rating system gives communities a detailed assessment of the appropriate maintenance method for each road segment under their jurisdiction. This assessment can be incorporated into the community's pavement management plans.

The City has sixty miles of roads. As municipal aid and local transportation funding from the state has decreased, the repair of roads has become a larger challenge to the City as repaving is a major expense. While some maintenance could be deferred, years of delays means that roads can no longer be repaired but need to be rebuilt.

Table 16 displays WISLR road assessments completed for 2009 through 2017 by road surface condition, rated on a scale of one to ten, with ten being best. The vast majority of roads in the City are paved with asphalt. The majority of the road miles within the City were in Fair or better condition in 2017. However, a little over six percent of road miles were rated as poor or very poor that same year. The City continues searching for grant funding to aid with this endeavor.

**Table 16: Summary of Pavement Conditions (miles), 2009-2017**

Surface Condition Rating - WISLR Data						
Rating	2009	2011	2013	2015	2017	2009-2017 Change
Excellent	4.5	5.2	8.1	4.9	4.0	-11%
Very Good	5.5	4.9	5.3	6.4	7.2	2%
Good	29.3	28.4	26.2	27.2	28.8	-1%
Fair	12.4	11.9	12.3	12.8	12.0	-3%
Poor	3.6	3.4	4.3	5.3	4.4	2%
Very Poor	2.2	2.3	1.8	1.6	1.7	-2%

*Source: WisDOT (WISLR), 2009-2017*

Several street improvement plans are in the works for the next several years. The Clermont Street Reconstruction project began in 2017. The project will reconstruct the street from the northern City limits to Bridge Street. The projection construction cost is estimated to be \$275,000 and the City received \$100,000 from the Transportation Economic Assistance program at WisDOT.

In 2018, construction will start on the Gowan Road redesign project from 10<sup>th</sup> Avenue South to Springbrook Creek. The overall anticipated project costs are \$1,025,000. \$385,000 in funds has already been secured from the WisDOT Local Road Improvement Program Municipal Discretionary Project Grant. An application from a Community Development Block Grant under the Public Improvement Fund has been written to secure additional funding. Additionally, Field Street will also be redesigned from 7<sup>th</sup> Avenue to 8th Avenue in 2018. The project is expected to cost \$520,000. The

City of Antigo has secured \$500,000 in CDBG Funds for this project

In 2019, the 8<sup>th</sup> Avenue Bridge over Springbrook Creek is scheduled to be replaced. The bridge is being replaced by the WisDOT Bridge Replacement Program, with a 20 percent local match from the City.

#### Connectivity

Providing a strong connected network of roads and pedestrian facilities can help distribute traffic, reduce travel distances and times, improve routing for transit and reduce walking distances. Good connectivity also provides better routing opportunities for emergency and delivery (solid waste, recycling, snow plow, mail) vehicles. They can also reduce speeding and increase safety. All of these effects can play a positive role in reducing congestion and traffic on the street network.

Connectivity is achieved by providing connections within individual developments, between developments and by having a planned collector road network to compliment the arterial highway network. Well connected road networks typically have shorter road lengths with more intersections, minimize the use of dead-end streets, strategically use but minimize cul-de-sacs, create bicycle and pedestrian connections, and offer multiple options in route choice. An official map is a tool used to preserve road and other corridors for future growth.

### Other Transportation Modes

#### Pedestrian

The City of Antigo has made great strides in retrofitting its community for walkability by aggressively improving and installing sidewalks in recent years. In 2009, the City Council unanimously approved a resolution declaring its intent to levy special assessments upon property owners for the installation or repair of sidewalks scattered throughout the community. The City created a map that divided the City into five segments and inspects all the sidewalks on a five year rotating basis for uneven joints and broken sections, although some sidewalks have been replaced due to complaints. The property owner is assessed at 75 percent of the costs of the installation or repair of sidewalks while the City pays 25 percent.

The City of Antigo has also heard from residents outside of the City of Antigo who would like paths from the towns to connect to the City. The City is open to working with other local units in the effort to achieve these linkages.

#### Bicycle

Antigo is a bicycle friendly community, with a designated City Bike Route and facilities for bicycling located throughout the City. The City Bike Route connects community facilities, businesses, schools, and parks through paths and on-street routes. It is well designated and signed for ease of use.

There is also a single track bicycle trail at the landfill site off of Dump Road. The area offers varied terrain with numerous technical components, and the ability to expand with additional trails and loops in the future. The trail is currently a two mile loop with plans for expansion. The trail was built thorough a collaboration of the Antigo Bike and Ski Club members, Langlade Area Mountain Bike Association and the City of Antigo. Volunteer efforts maintain the trail.

The NCWRPC has a Regional Bike Plan. This plan includes linkages between Antigo and Langlade County communities and communities in surrounding Counties. The majority of the bike trails in this plan operate on County highways; however there are a few exceptions such as Jack Lake Mountain Bike Area and the Wolf River Mountain Bike Area.

#### Transit

Intra-community transportation services include public taxi options and transit service for specific populations, as well as added service to Aspirus Langlade Hospital in 2017. Menominee Regional Public Transit offers a Red Robin bus service through the City of Antigo, and provides stops at multi-family housing units. The Menominee Regional Public Transit also provides ADA Para-Transit Service which pick-ups and discharges passengers at the curb in front of their origin and destination. North Central Caravans LLC also provides non-emergency medical transport.

The nearest intercity bus access is available in downtown Wausau or in Wittenberg, both provided by Jefferson Lines and Lamers Bus Lines to Minneapolis, Green Bay, Madison and Milwaukee.

#### Rail

The City of Antigo is not served by freight rail service or passenger service. The nearest rail services are 18 miles away in the City of Merrill.

### Airports

The City of Antigo is served by the Langlade County Airport, which is located one mile from the City limits in the Town of Antigo. The airport has two runways and a variety of hangers and associated facilities. The Airport is also home to significant development of the unmanned aerial system industry, otherwise known as “drones.”

Nearby airport with air passenger service include the Central Wisconsin Airport (CWA) in Mosinee and the Rhinelander/Oneida County Airport (RHI) in Rhinelander. Both of these non-hub airports are located approximately 50 miles from Antigo, and provide limited passenger service. CWA also provides commercial flights.

### Transportation Programs and Aids

#### Highway Safety Improvements Program (HSIP):

The Highway Safety Improvement Program (HSIP) is staffed by WisDOT and funds highway safety projects at sites that have experienced a high crash history. Emphasis is on low-cost options that can be implemented quickly. The overall objective of HSIP is to develop and implement, on a continuing basis, stand-alone safety projects designed to reduce the number and severity of crashes on all streets and highways (state and local). The federal funding ratio for HSIP funds is usually 90%, requiring a 10% match of state and/or local funds. Applications can be found on the WisDOT website and submitted to the regional coordinators.

Local Bridge Improvement Assistance: The Local Bridge Improvement Assistance Program helps rehabilitate and replace, on a cost-shared basis, the most seriously deficient existing local bridges on Wisconsin's local highway systems. Counties, cities, villages and towns are eligible for rehabilitation funding on bridges with sufficiency ratings of 80 or less, and replacement funding on bridges with sufficiency ratings less than 50. The eligibility list, including recommendations for optimal work, is available on the WisDOT Local Project Tools webpage.

Local Roads Improvement Program: Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating County highways, town roads, and City and village streets. LRIP is a reimbursement program, which pays up to 50% of total eligible costs with local governments providing the balance. Only work on existing County trunk highways, City and village streets and town roads under the authority of the local unit of government are eligible for funding. Maintenance, new roads or improvements to alleys or parking lots are not reimbursable through the program. Eligible projects include reconstruction, pavement replacement, reconditioning, resurfacing, and rehabilitation or replacement of an existing bridge.

#### Surface Transportation Program-Rural:

The Surface Transportation Program - Rural (STP-R) allocates federal funds to complete a variety of improvements to rural highways (primarily County highways). The objective of the STP-R is to improve federal-aid-eligible highways outside of urban areas. Projects must meet federal and state requirements. Communities are eligible for funding on roads classified as major collectors or higher. Questions on the application process should be directed to the appropriate WisDOT regional contact person.

#### Surface Transportation Program-Urban:

The Surface Transportation Program - Urban (STP-U) allocated federal funds to complete a variety of improvements to federal-aid-eligible roads and streets in urban areas. The objective of the STP-U is to improve federal-aid-eligible highways within urban areas. Projects must meet federal and state requirements. Communities are eligible for funding on roads functionally classified as collector or higher. Questions on the application process should be directed to the appropriate WisDOT regional contact person.

#### Transportation Economic Assistance (TEA):

The Transportation Economic Assistance (TEA) program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help

attract employers to Wisconsin, or encourage business and industry to remain and expand in the state.

Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must begin within three years, have the local government's endorsement, and benefit the public. The program is designed to implement an improvement more quickly than normal state programming processes allow. The 50% local match can come from any combination of local, federal, or private funds or in-kind services. Applications are first come, first serve, and funded when all eligibility information is complete and satisfactory.

Transportation Alternatives Program (TAP): The Transportation Alternatives Program (TAP) is a legislative program that was authorized in Fixing America's Surface Transportation Act (or "FAST Act"), the federal transportation act that was signed into law on December 4, 2015. With certain exceptions, projects that met eligibility criteria for the Safe Routes to School Program, Transportation Enhancements, and/or the Bicycle & Pedestrian Facilities Program are eligible TAP projects. All TAP projects require sponsors to pay 20% of approved projects costs. TAP projects are capped.

The solicitation for TAP applications will be posted on Friday, October 30, 2017 and awards announced in summer of 2018. The TAP award cycle will run from State Fiscal Years 2018 to 2022. Construction projects must have a total projected expense of \$300,000 or more, and non-construction projects like planning must have a total projected expense of \$50,000 or more.

State Infrastructure Bank Program (SIB): In order to stretch limited funds, Congress authorized some innovative uses of federal transportation funds. Funds were authorized to create state "banks" to complement traditional transportation grant programs and provide states with flexibility to offer many types of financial assistance. The State Infrastructure Bank (SIB) Program, similar to a private bank, offers a range of loans and credit

options to help finance eligible surface transportation projects. SIBs offer states the ability to undertake transportation projects that would otherwise go unfunded or experience substantial delays.

The Wisconsin Department of Transportation (WisDOT) applied for federal seed money to create a revolving loan program. Communities can borrow the money to provide needed transportation infrastructure improvements to help preserve, promote and encourage economic development and/or promote transportation efficiency, safety and mobility. The Wisconsin SIB program is a revolving loan program providing capital for transportation projects from loan repayments and interest earned from funds remaining in the bank. SIBs can be used in conjunction with other programs to better facilitate the timing of economic development projects. SIB projects include the following:

- *improve an interchange for a new industrial park or commercial development*
- *enhance a road leading up to a contaminated (brownfields) property*
- *provide for better access to facilitate increased auto or truck traffic near commercial or industrial sites*
- *repair or reconstruct a bridge linking downtown businesses with a major state highway(s)*
- *provide signal lights, turn lanes and pedestrian walkways at a busy highway intersection*
- *construct or widen a road linking an intermodal facility (i.e. airport, harbor, railroad)*
- *widen a highway to improve safety and truck movements for a warehousing/distribution center*
- *construct parking facilities, bicycle lanes and pedestrian walk-ways to better facilitate customer traffic on or near retail centers and tourist attractions.*

Eligibility includes a county, city, village, town or combination thereof, government entities (e.g., Amtrak), a private non-profit organization (sponsored by an eligible community) and Transit Commissions. Funds are available on a "first come, first served" basis. To date, there have been eight

SIB loans to local communities and a County government. Funds were used to provide enhancements to a downtown business district and the construction of multiple functional pedestrian, bicycle and snowmobile bridge for a tourist-oriented community in northern Wisconsin. This program is managed by the WisDOT Division of Transportation Investment Management.

Community Block Grant Funding Section 108: This loan guarantee program offers state and local governments the ability to transform a small portion of their Community Development Block Grant (CDBG) funds into federally guaranteed loans large enough to pursue physical and economic revitalization projects capable of revitalizing entire neighborhoods, including the construction, reconstruction, or installation of public facilities, such as street, and other site improvements. Such public investment is often needed to inspire private economic activity, providing the initial resources or simply the confidence that private firms and individuals may need to invest in distressed areas.

Loans typically range from \$500,000 to \$140 million, depending on the scale of the project or program. Under Section 108, project costs can be spread over time with flexible repayment terms, and borrowers can take advantage of lower interest rates than could be obtained from private financing sources.

## Transportation Issues

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- *Sidewalk Assessments*: In the 1990's, the City Council took a bold step to create a walkable community by pledging to start levying assessments on property owners for sidewalks in disrepair or for properties lacking sidewalks. While the City Council and many in the community recognized the benefits of improved sidewalks in terms of improved safety, health, and social justice, the action has met some resistance.



**Downtown Antigo, 2017**

While the City does pay 25 percent of the cost to repair or build, sidewalks are expensive and can easily cost thousands of dollars to install. Sidewalks are also in the right-of-way and are one of the few pieces of public infrastructure that property owners are expected to fund directly. The cost is not necessarily tied to a property owner's ability as property taxes are tied to the value of their house or business, but the cost is determined by the length of sidewalk that needs to run through the property. Furthermore, many property owners do not want to pay for sidewalks because they do not use sidewalks themselves nor do they want to be responsible for clearing them from debris in the warmer months or shoveling them in the colder months.

However, though not consistently enforced in previous years, the requirement that property owners install and maintain a sidewalk has been an ordinance for decades in the City. While many other communities have pledged their support for walkability only to retreat when objections from property owners surfaced, Antigo is on a path that will establish itself as one of the few walkable communities in the area. This unique factor likely



will be an asset to retaining and attracting a young workforce as well as families. It will also likely play a role increasing community resiliency and is essential to the viability of the downtown business district revitalization.

- **U.S. Highway 45:** The City is encouraging the State to schedule the reconstruction of USH 45 which runs from north to south. Due to reduced funding by the state for repair and maintenance, the repaving schedule for many roads has been delayed for years. The City would like to see the street reconstructed not only due to the current state of the road, but because several streetscape improvements are needed.
- **Reconstruction of Fifth Avenue:** The City would like to completely reconstruct Fifth Avenue, which serves as the city's main street. The project is estimated to cost five million dollars. Because this project is essential to the health of the downtown corridor, it is a priority for the City. The City is actively seeking to find the funds necessary to complete this project.
- **Expansion of Saratoga Industrial Park Roadway:** Two businesses in the industrial park are looking to expand. As a result, the City is considering extending the industrial park roadway to alleviate truck traffic from other City roads, increasing safety and reducing congestion.



Antigo's Downtown, Fifth Avenue, 2017

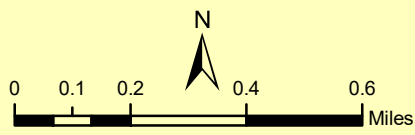
### Transportation Goal, Objectives & Policies

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**Transportation Goal:** *The City of Antigo has a safe and efficient transportation network that facilitates the movement of people and goods throughout the community.*

1. **Improve the safety and efficiency of all modes of transportation.**
  - a. Continue a program of road maintenance.
  - b. Utilize the CIP for street reconstruction projects.
  - c. Incorporate design elements into the reconstruction of downtown streets, to increase safety and visibility and to further the economic development of downtown by creating a sense of place.
  - d. Within the downtown, prioritize walkability over traffic movement to encourage more foot traffic.
  - e. Work closely with WisDOT to ensure facilities under their jurisdiction meet the needs and desires of the City.

2. **Create an environment that is safe and conducive to walking and bicycling throughout the entire City.**
  - a. *Increase connectivity within the City through the installation of sidewalks and trails in existing and new developments.*
  - b. *Continue to implement the city's sidewalk policy plan.*
  - c. *Provide walking paths through subdivisions to main destination sites such as schools, playgrounds, etc.*
  - d. *Develop a comprehensive system of trails that connects points of interest within the City but also to points and trail systems outside the City.*
  - e. *Develop and install signage to mark local bicycle routes.*
3. **Design and improve the transportation system to facilitate the interaction of various land use activities while protecting those activities from the adverse effects associated with the transportation system (noise, air pollution, congestion, speeding, etc.).**
  - a. *Remove truck traffic from the downtown area to minimize pedestrian and vehicle conflicts and to reduce congestion.*
  - b. *Utilize truck routes to minimize the negative impacts of truck traffic on residential areas.*
  - c. *Implement traffic calming measures in residential areas where cut-through traffic and speeding impact neighborhood safety and livability.*

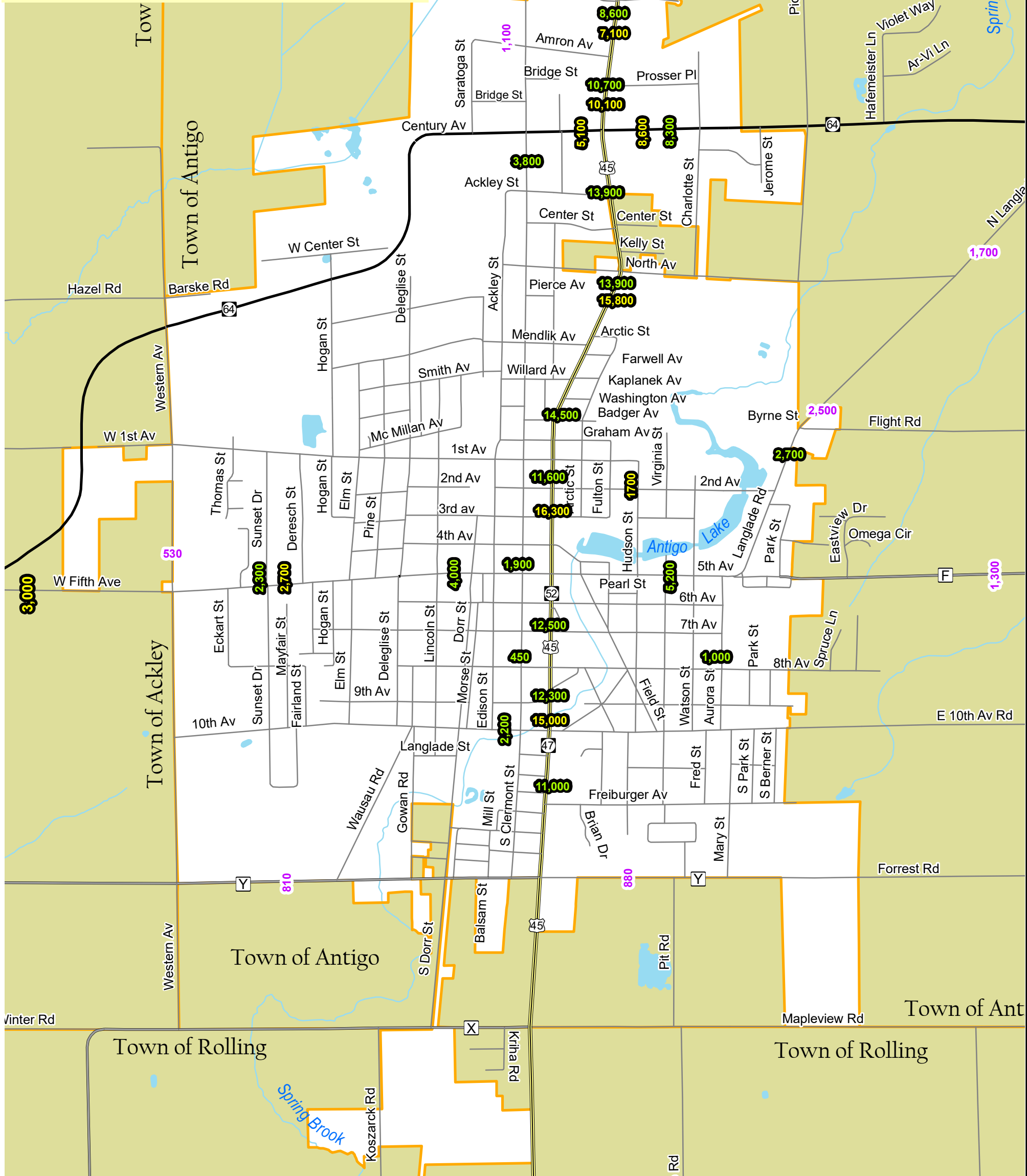


Source: WI DNR, NCWRPC, FEMA

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

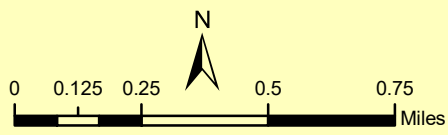
**North Central Wisconsin Regional Planning Commission**

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- Minor Civil Divisions
- US Highways
- State Highways
- County Highways
- Local Roads
- Water
- Average Daily Traffic Count, 2015
- Average Daily Traffic Count, 2012
- Average Daily Traffic Count, 2009

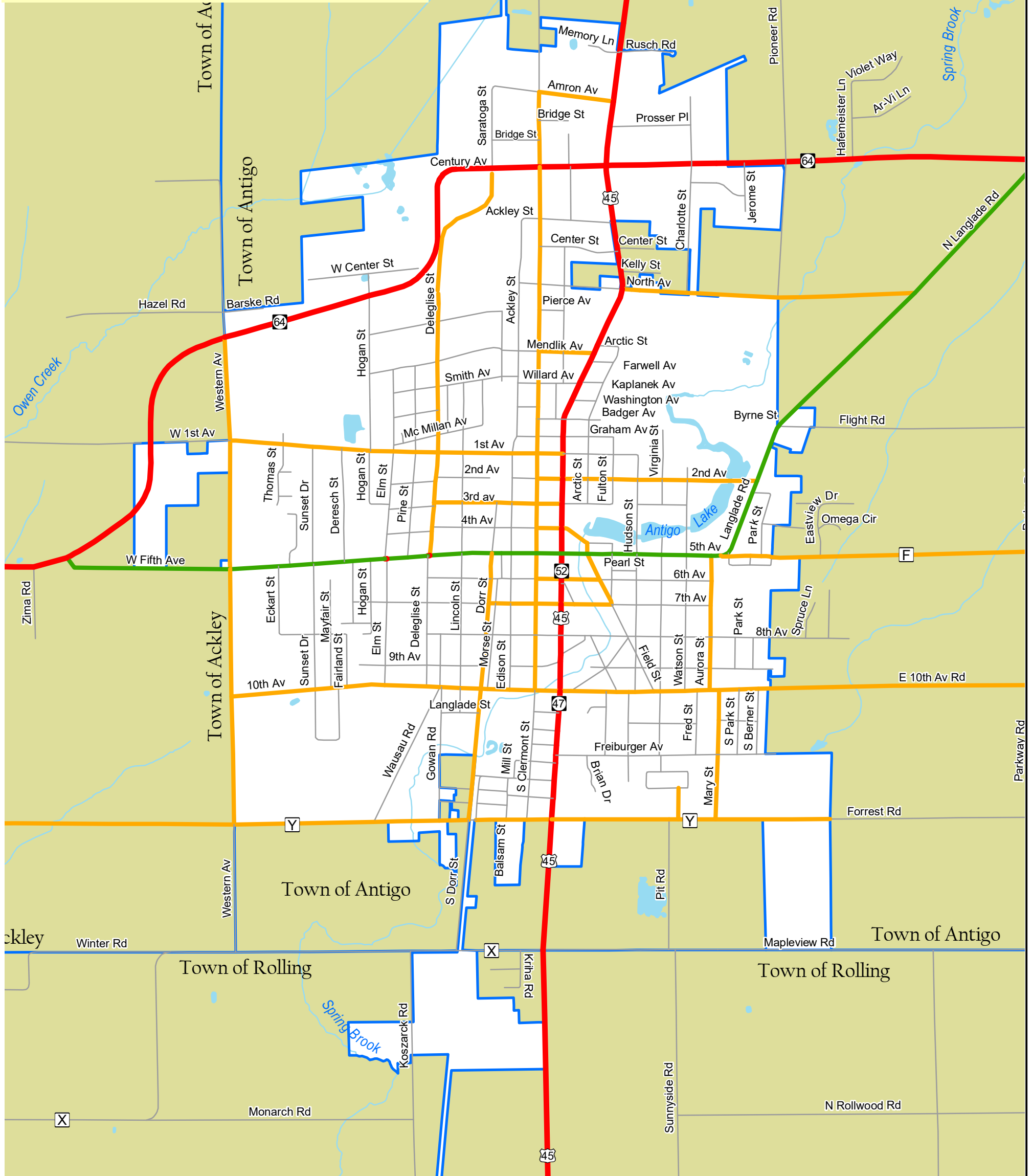




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**Legend**

- Functional Class**
- Principal Arterial
- Minor Arterial
- Collector
- Other Roads
- Minor Civil Divisions
- Water

**City of Antigo**  
**Functional**  
**Class**



# CHAPTER SIX

## Economic Development

The economic development chapter provides an overview of the local economy and identifies goals, objectives and policies to improve the local economy. Enhancing economic competitiveness is one of the principles of livability. A community can improve economic competitiveness through reliable and timely access to employment centers, educational opportunities, services and other basic needs by workers, as well as expanded business access to markets.

Antigo is home to several large national and regional companies, which provide employment opportunities for residents as well as people living throughout the region. The City contains a variety of industrial, commercial and retail businesses that serve local and regional customers and serves as a regional commercial center.

### Previous Plans & Studies Related to Economic Development

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#### Comprehensive Economic Development Strategy (CEDS)

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

Key components from this regional level plan include an inventory of the physical geography of

the region and its resident population. Labor, income, and employment data are reviewed as well as an in-depth analysis of the economic status of the region.

#### Regional Livability Plan

The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission, addresses issues of livability in the areas of housing, transportation, economic development, and land use. The RLP identifies three economic development issues:

- ***Available Labor Force and Employment:*** *Businesses need a workforce with the proper education to meet the demands of the changing job market. High labor needs combined with an older workforce preparing for retirement will result in a labor force shortage and inability to meet the workforce needs of area businesses. The future availability of a quality labor force is a major concern for the business community.*
- ***Living Wage:*** *Over the past 10 years, the region's cost of living (i.e. home prices and rent) have increased faster than per capita and household incomes. Consequently, many working adults must seek public assistance and/or hold multiple jobs in order to meet the basic needs of their families. Occupations paying a living wage provide families resources for savings, investments, education, and the purchasing of goods which improves the local economy and increases the quality of life of the region's population.*
- ***Broadband:*** *High-speed broadband connections are crucial for government services, healthcare, education, library systems, private businesses, and residents. Improving the region's telecommunication network can*

*assist existing businesses, attract new businesses, and allow residents to access education opportunities.*

## **Inventory & Trends**

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The community of Antigo has a vibrant, diversified economy and the City works in partnership with the Langlade County Economic Development Corporation (LCEDC) as well as the Antigo/Langlade County Chamber of Commerce and Visitors Center to create and pursue economic development opportunities. The City has a progressive lease-to-purchase program, a façade improvement grant program for downtown businesses, an entrepreneur grant program, industrial revenue bonds, a public improvement fund, the Economic Development Revolving Loan Fund (EDRLF) and an industrial park.

The historical economy was based on lumber, like many other Wisconsin communities. As an example, Kretz Lumber started from a small sawmill in 1929 and grew to be a global supplier of wood, mainly kiln-dried hardwood and rip-to-width solutions for lumber. The area also boasted rich soils helping to generate a prosperous farming community. Dairy farming and row crops, especially corn and potatoes continue to be important crops.

There are a number of major businesses in the area. Wagner Oil Company is a three-generation business that over seven and one-half decades has become the largest Shell fuel distributor in Wisconsin.

Volm Companies, an agribusiness, was founded in 1954, and has expanded from an Antigo-based grocery store to one of the largest manufacturers of computerized weighing equipment in North America.



**Volm Industries is a prominent packaging industry in Antigo**

CoVantage Credit Union was established in 1953 in Antigo. This member-owned and operated financial institution, had 1.2 billion dollars in assets with over 86,000 members in 2015. Community-minded, the credit union made the conscious choice to invest in Antigo's downtown by building a new main office on Sixth Avenue, this despite numerous other locations in Wisconsin, including Wausau and Stevens Point. The Antigo branch was very recently expanded to increase the building's footprint by 50 percent. It is projected that the expansion will result in 100 new jobs over the next decade, bringing the total employment of CoVantage in Antigo to 300 positions.



**CoVantage Credit Union**  
**Source: CoVantage Credit Union, 2018**



Antigo is home to Sartori Foods, Wisconsin's leading producer of Italian cheese. The Antigo Cheese Company was purchased by Sartori Foods in 2006 and the Sartori Reserve line is produced here today.



**Sartori in Antigo, 2017**

The City's industrial park was created through a tax increment finance district in 1999. The 620 acre industrial park has water and sewer utilities, as well as natural gas and electricity installed, and access to highways 45, 52 and 64. Business and industry locating in the Antigo industrial park have enjoyed wireless broadband along with close proximity to markets and raw materials, affordable land and buildings, access to diverse lot sizes from ¼ to zero acres, as well as suppliers and services.



**Antigo's Industrial Park, 2017**

A new “green design” Aspirus Langlade Hospital opened in 2012. The old hospital was built in 1933 and founded by the Religious Hospitallers of St. Joseph who work in partnership with Aspirus today. The new hospital has 23 private rooms with baths, in addition to two emergency rooms and two surgery departments. The Hospital also hosts the Volm Cancer Center, providing cutting edge cancer treatment options to the region, and the Aspirus Health & Performance Center providing physical therapy and medically-based fitness services.

The City has a strong relationship with the Langlade County Economic Development Corporation. LCEDC provides assistance to existing businesses, and is active in recruitment of new businesses to Langlade County. Resources provided by LCEDC include some tax credits, lease-to-purchase opportunities, low-interest gap financing and other programs.

### Economic Sectors

In 2015, there were 3,600 persons employed in the eleven basic economic sectors of the City. This is a decrease of over six percent since 2000, see [Table 17](#).

Between 2000 and 2015, six of the sectors grew, while five lost employment within the City. The six sectors which grew were Natural Resources and Mining, Information, Financial Activities, Professional & Business Services, Education & Health Services and Leisure & Hospitality. It should also be noted that the number of employees in certain sectors, particularly those workers engaged in Natural Resources and Mining, which includes agriculture, forestry, and fishing, may be understated in this data set due to federal laws that exempt many agricultural and domestic workers, proprietors and the unincorporated self-employed from report on the Quarterly Census of Employment and Wages (QCEW), a program managed by the U.S. Bureau of Labor Statistics reporting on employment and wages for over 95 percent of jobs across the nation.

**Table 17: City Employment by Sector, 2000-2015**

Sector	2000	2010	2015	2000-2015% Change
Natural Resources & Mining	161	63	204	27%
Construction	214	173	212	-1%
Manufacturing	769	938	558	-27%
Trade, Transportation & Utilities	976	843	706	-28%
Information	45	23	114	153%
Financial Activities	114	146	162	42%
Professional & Business Services	128	99	154	20%
Education & Health Services	723	814	743	3%
Leisure & Hospitality	393	298	481	22%
Other Services	202	214	131	-35%
Public Administration	140	177	135	-4%
<b>Total</b>	<b>3,865</b>	<b>3,788</b>	<b>3,600</b>	<b>-7%</b>

Source: U.S. Census 2000 & 2010, U.S. Census ACS 2011-2015 five-year estimates

## Labor Force Analysis

### Labor Force

Labor force is defined as the number of persons, sixteen and over, employed or looking for employment. Overall, the City's labor force has fluctuated from 4,098 in 2000 to 4,175 in 2010 to 3,958 in 2015. That represents an overall decrease of three percent. In the same period, the number of employed persons also decreased, from 3,865 in 2000 to 3,788 in 2010 to 3,600 in 2015 (a seven percent decrease).

### Labor Force Participation Rate

The labor force participation rate is the number of persons actively seeking employment as a percentage of the total working age population. People not participating in the labor force may not seek employment due to a variety of reasons

including retirement, disability, choice to be a homemaker, or simply are not looking for work.

In 2000, 61 percent of the population over 16 in Antigo was in the labor force. By 2010, that rate increased to 64 percent. The national participation rate in 2010 was 65 percent, and the state rate was 69 percent. In 2015, the labor force participation rate was 61 percent.

### Unemployment

Unemployment is defined as the difference between the total civilian labor force and total persons employed. Stay-at-home parents, retirees, or persons not searching for employment are not considered unemployed because they are not considered to be part of the "labor force". In 2000, the City had six percent unemployment. In 2010 the unemployment rate in Antigo was nine percent, and had only fallen by 0.3 percentage points by 2015, according to the ACS.

**Table 18: City Labor Force, 2000-2015**

	2000	2010	2015	2000-2015 % Change
Population 16 Years and Over	6,745	6,579	6,532	-3%
Labor Force	4,098	4,175	3,958	-3%
Participation Rate	61%	64%	61%	*
Employed	3,865	3,788	3,600	-7%
Unemployed	233	387	358	54%
Unemployment Rate	6%	9%	9%	58%

Source: U.S. Census 2000 & 2010, U.S. Census ACS 2011-2015 five-year estimates

\*Indicates decrease of less than 1%

For greater understanding of labor force conditions, the City of Antigo was again compared to five other peer communities and their labor forces. Table 19

shows that Antigo has a slightly lower participation rate than the other communities, and a high unemployment rate.

**Table 19: Labor Force Comparison, 2015**

	Population 16 Years and Over	Labor Force	Participation Rate	Employed	Unemployed	Unemployment Rate
<b>Antigo</b>	<b>6,532</b>	<b>3,958</b>	<b>61%</b>	<b>3,600</b>	<b>358</b>	<b>9%</b>
<i>Marinette</i>	8,813	5,604	64%	5,253	351	6%
<i>Merrill</i>	7,530	4,994	66%	4,646	348	7%
<i>Rhineland</i>	6,123	3,838	63%	3,479	347	9%
<i>Shawano</i>	7,316	4,527	62%	4,362	165	4%
<i>Waupaca</i>	4,838	2,969	61%	2,796	173	6%

Source: U.S. Census ACS 2011-2015 five-year estimates

In the past two years, unemployment rates have dramatically fallen across the country. The nation is now considered to be at full employment. According to the Wisconsin Department of Workforce Development (DWD), in 2016 unemployment in Langlade County had fallen to five percent.

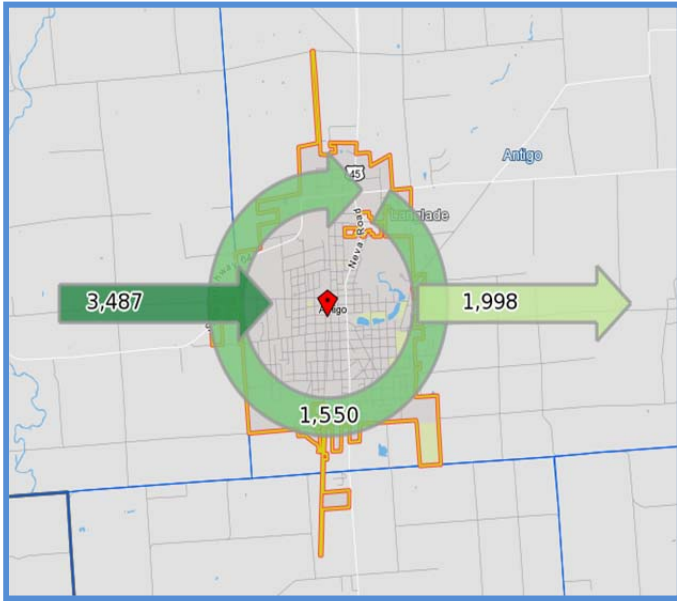
#### Worker Demographics

According to the U.S. Census Bureau, there were 5,037 primary jobs in the City of Antigo in 2015. However, unlike the Antigo labor force, which are residents of the City of Antigo, these primary jobs are worked by both Antigo residents and in-commuters to the City.

The workers who held these jobs were a relatively diverse group of people. Of all people working in Antigo in 2015, 21 percent were under 30 years of age, 50 percent were between 30 and 54 years of age, and 29 percent were 55 years or older. Only 2 percent of those working in the City identified their race as something other than White, and 99% of workers identified as Not Hispanic or Latino. The educational attainment of workers in Antigo was spread with seven percent at less than a high school degree; 31 percent with a high school degree, no college; 28 percent had some college or an Associate degree; and 13 percent had a Bachelor's degree or advanced degree.

## Work Commute

The mean commute time to work for resident of Antigo was 14.9 minutes in 2000 and 18.7 minutes in 2015. These are shorter times than for resident of Langlade County which had a mean commute to work of 20.3 minutes in 2000 and 21.9 minutes in 2015.



**City of Antigo Worker Inflow and Outflow**  
Source: U.S. Census LEHD, 2015

Only 31 percent of jobs in Antigo are worked by Antigo residents. The other 69 percent of workers commute from a large variety of places.

Wausau residents, which comprise one percent of the workers of Antigo jobs, are the largest group after the City of Antigo. An additional one percent of workers come from the Village of Weston, Merrill, the Village of White Lake, and the Village of Wittenberg each. Sixty-five percent of Antigo workers come from Langlade County while seven percent come from Marathon County and five percent come from Shawano County. Three percent and two percent come from Oneida and Lincoln Counties respectively. 56 percent of workers drove less than ten miles to their jobs while over 15 percent drove more than 50 miles for their job.

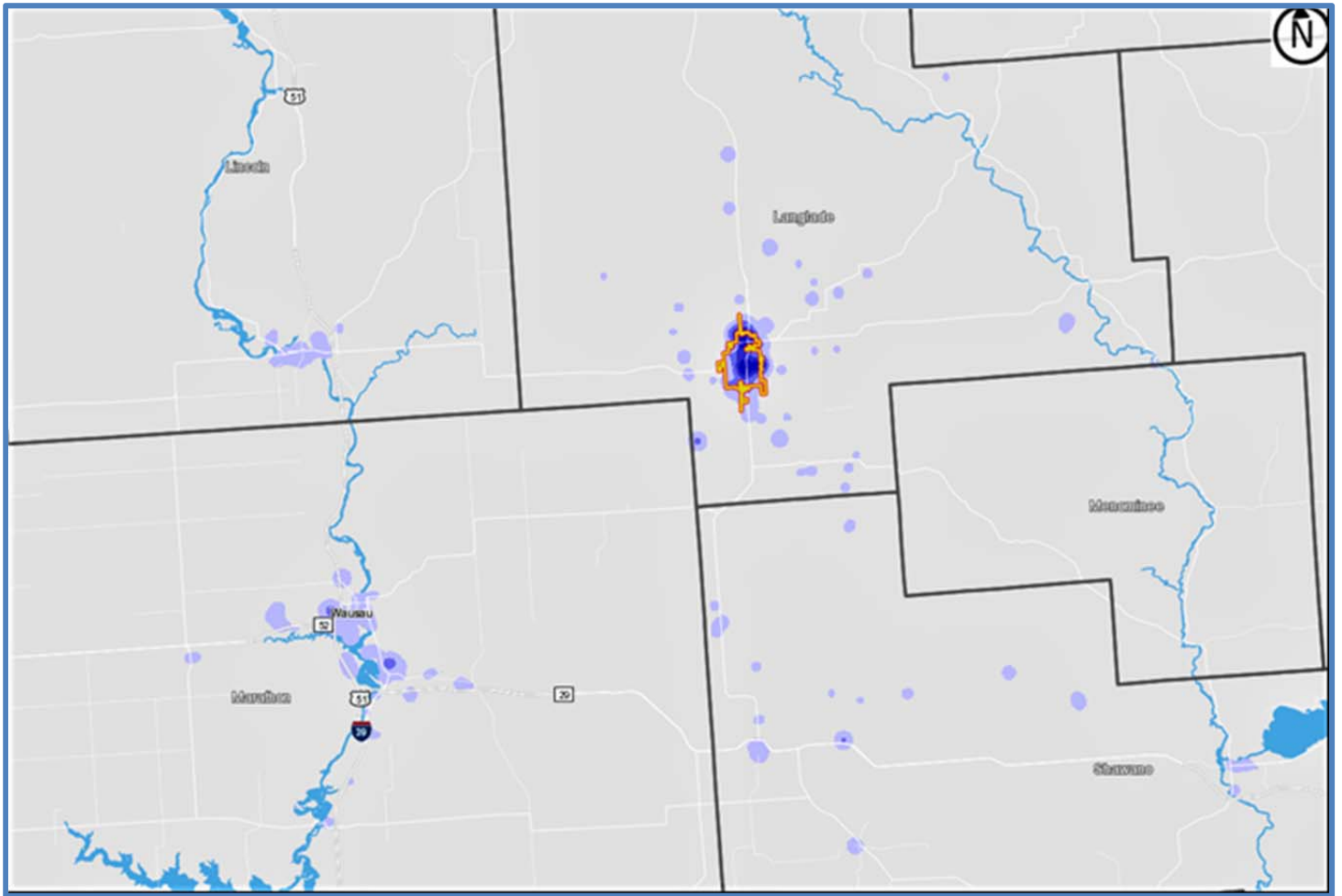
The City of Wausau was the largest destination for those Antigo working residents leaving the City. However, only five percent of the labor force commuted there. Over 52 percent of Antigo working residents worked in the county, while 10 percent of workers commuted to Marathon County. Over four percent traveled to Shawano County while three percent each went to Brown and Outagamie Counties.

At \$2.35 per gallon of gas (national year average in 2017) and 25 miles to the gallon, this is an expense of \$9.40 per round trip at 50 miles. This is an expense of \$2,444 per year, plus wear and tear on a vehicle, and well over 400 hours in driving time (which is about eight work weeks). The median earnings for a full-time year round worker are \$36,408. As unemployment rates drop and employers struggle to find workers, targeting these out-commuters should be one of the first strategies.

## Employment Projections

Using data from EMSI, an economic data and modeling company, Table 19 shows employment projections for the year 2025 and percent change from employment in 2010. The four largest employment industries from 2010 (Mining, Quarrying, and Oil and Gas Extraction; Retail Trade; Manufacturing; and Health Care and Social Assistance) are projected to remain the largest in 2025.

Five industries are projected to experience more than 30 percent growth in employment between that time frame: Finance and Insurance; Administrative and Support and Waste Management and Remediation Services; Retail Trade; Professional, Scientific, and Technical Services; and Transportation and Warehousing. Five industries are projected to experience more than a ten percent decrease in employment: Utilities; Arts, Entertainment, and Recreation; Other Services; Information; and Construction. It is important to note that this data is for the 54409 zip code, which includes all of the City of Antigo, but also portions of the Towns of Ackley, Antigo, and Rolling.



**A significant number of Antigo residents commute to other parts of Langlade County and employment centers in surrounding counties, particularly the Wausau Area and Merrill: U.S. Census LEHD, 2015**

**Table 20: Employment Projections by Sector, 2010-2025**

<b>Sector</b>	<b>2010</b>	<b>2025</b>	<b>% Change</b>
Crop & Animal Production	345	320	-7%
Mining, Quarrying, and Oil & Gas Extraction	21	<10	ID
Utilities*	32	12	-64%
Construction	261	223	-14%
Manufacturing	1,311	1,190	-9%
Wholesale Trade	193	196	2%
Retail Trade	1,144	1,677	47%
Transportation & Warehousing	341	446	31%
Information	70	51	-27%
Finance & Insurance	223	377	69%
Real Estate & Rental & Leasing	38	45	18%
Professional, Scientific & Technical Services	134	182	36%
Management of Companies & Enterprises	23	24	5%
Administrative & Support & Waste Management & Remediation Services	88	138	57%
Educational Services*	<10	77	ID
Health Care & Social Assistance	983	1,001	2%
Arts, Entertainment & Recreation	69	38	-46%
Accommodation & Food Services	581	527	-9%
Other Services (except Public Administration)	536	338	-37%
Government*	853	819	-4%
Unclassified Industry	<10	0	ID
<b>Total:</b>	<b>7,252</b>	<b>7,681</b>	<b>6%</b>

Source: EMSI. ID=Insufficient Data

\*Note that in the EMSI data set, all governmental workers, such as public school teachers or a public works water utility worker, are categorized as government sector employee.



**Karl's Transport is a prominent transportation and warehousing industry in Antigo**  
**Source: Karl's Transport, 2018**

Note that the projections are largely based on national, state, and regional trends. Therefore the projections displayed on the table do not necessarily factor in local developments. They show what could happen if there are no major disruptions to the economy—such as widespread adoption of automation, major mergers or another real estate bubble burst. They serve as a tool to understand which industries are likely to grow and which industries are likely in decline based on the trends that are observed today.

Education & Training

In addition to participation, worker productivity has often been cited as an important reason for the strength of Wisconsin's economy. Both education and training is critical to maintaining that productivity.

The level of educational attainment is an important indicator of the skills of the labor force. Formal education and job training reflect a community's ability to provide a labor force for certain types of industry. Educational attainment in the City and County are very similar, but are both slightly lower than the state in terms of population with a high school degree or higher, and significantly lower in terms of population with a bachelor's degree or higher.

Partnerships between local businesses, governments, and educational institutions are very useful in developing the regional economy. Institutions such as UW-Stevens Point, the nearest

four-year university, UW-Marathon County, and Northcentral Technical College, which has a satellite campus in Antigo, often direct their programs to the training needs of local workers and businesses.

The Wood Technology Center of Excellence, a campus of the Northcentral Technical College, is located in Antigo. This one-of-a kind, 27,000 square foot facility is dedicated to preparing students for careers in the forest products and woodworking industry. The Center offers the only Wood Science Associate Degree program in the United States, as well as a Technical Diploma program and a Computer Numerical Control (CNC) Router Certificate Program.



**The Wood Technology Center of Excellence offers a one-of-a-kind educational experience out of NTC Antigo**  
**Source: Google Maps, 2011**

In 2017, the Unified Antigo School District received a Fab Lab grant from the Wisconsin Economic Development Corporation and \$15,000 from the City of Antigo. A fab lab, or fabrication laboratory, is a small-scale workshop for digital fabrication. These fab labs are equipped with an array of flexible computer-controlled tools that can be utilized at different scales and various materials, with the aim to make “almost anything.” Not only does the fab lab present an opportunity create inventors and entrepreneurs, but the experience and skills gained here will be valued by local employers.

The district opened the Fab Lab in the fall of 2017 with \$25,000 from the state, \$15,000 from the City

and an anonymous matching donation of \$25,000. The lab will benefit students of all ages in Antigo. The elementary art classes will work within the lab and engineering courses in the high school will be expanded. Additionally, the lab will be used to support existing programs and will include access to the public.



**Antigo High School, 2017**

## Economic Development Issues

During the planning process a variety of issues were identified. Issues from the previous planning effort were also reviewed as part of this update.

- *TIDs:* The City has five open Tax Incremental Districts (TIDs) in accordance with Section 66.1105 of the Wisconsin Statutes. The districts had \$6,120,383 in unreimbursed project costs in 2016. The intent of the City is to recover the net unreimbursed project cost of TID No. 3,4,5,6 and 7 from future TID surplus funds, if any, prior to termination of the respective districts.

In 2015, TID #3 was designated as a “severely distressed” TID. This TID was created in 1999 as an industrial TIF district. TID #3 was scheduled for termination in 2022 but would have had a deficit of over 1.5 million dollars which was used for infrastructure expenses in the industrial park. This is a result of too few businesses moving into the park; however several

businesses within the park have recently begun planning expansions. Currently the tax increment from TID #6 is used to pay the debt for TID #3. The TID will close in 2039. Construction on a 16 unit multifamily housing development with attached garages will commence in 2018, with an additional 24 units anticipated by the City as occupancy rates demand.

- *Downtown Business District:* The City of Antigo recognizes that the downtown business district is important to its financial health and cultural history. For years, the Antigo downtown district was vibrant with businesses and picturesque buildings, spanning several streets. However, in recent years the area has begun to deteriorate and the community is struggling to reinvigorate it.

The City currently offers a façade grant program to provide financial assistance to property owners or tenants looking to improve or restore the original historic features of the physical external appearance exclusively in the front and rear of commercial businesses to ultimately enhance Downtown Antigo. The \$80,000 Grant fund was made available through Tax Incremental Financing District #4. The City also partnered with the CoVantage Credit Union and the Langlade County Economic Development Corporation to offer a \$75,000 Downtown Antigo Entrepreneur Grant to encourage entrepreneurs to open their business in the downtown business district. As discussed in the previous chapter, the City plans to reconstruct Fifth Avenue for beautification, safety, and other alternative transportation concerns. However, the City is struggling to allocate funds for the project or find alternative grant funding for this multi-million dollar project.

The United States Department of Agriculture does provide a guide for funding resources for downtown revitalization programs at: <https://www.nal.usda.gov/ric/guide-to-funding-resources>. The successful downtown redevelopment strategies often have a multiple funding sources, including municipal funding, grant funding, and private funding. Other alternative funding routes the City could



pursue is old-fashioned fundraising, crowdfunding, historic preservation tax credits, fee-generating projects (such as parking meters), selling naming rights, energy audits (contact Chippewa Falls for more information), or volunteers for cleanup events.

- ***Business Incubators:*** As the City struggles to fill downtown retail space and attract businesses into the industrial park, Antigo would like to see a business incubator in the area. While attracting an expansion from a national, state, or regional corporation would be considered fortunate for the City, a business that starts and headquartered in a community would have a number of benefits. In economic recessions businesses are more likely to close a branch or location, but less likely to do so in the community that they are headquartered. These businesses usually feel a sense of community responsibility and wish to give back to the community which increases community resiliency and resources. Currently there are no business incubators in Langlade County.
- ***Labor Force Declines:*** As the City ages and the population declines over the next thirty years, the number of working aged adults, ages 20 through 64, is projected to decline. These age projections are not available on the municipal level, however at the County level the number of working aged adults is expected to decline 16 percent from 2010 to 2035, a net decrease of 1,859 people.

As unemployment rates continue to decrease, community and business leaders will need to be creative and innovative to retain workers in the area, to attract workers, and to tap into populations that are not or struggle to stay in the workforce. Common practices such as community marketing and recruitment efforts will be likely strategies. Other strategies may need to be more unconventional. This may include marketing jobs to Antigo residents who commute long distances to other communities. It may start with more progressive family policies that will encourage new parents, especially mothers, to stay in the workplace.

## Economic Development Programs

### County Programs

#### Langlade County Economic Development Corporation (LCEDC)

LCEDC's goal is to stimulate development of the local economy, provide support to existing and prospective employers, serve as a professional resource to local units of government and promote tourism opportunities within Langlade County. A variety of economic development programs will be managed, including revolving loan funds.

### Regional Programs

#### North Central Wisconsin Development Corporation (NCWDC)

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

### State Programs

#### Wisconsin DOA Programs

The State 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 Economic Development Corporation

WEDC provides a variety of economic development programs to both business and communities. These range from loans, grants and tax credit programs.

#### Wisconsin Small Business Development Center (SBDC)

The UW SBDC is partially funded by the Small Business Administration and provides a variety of

programs and training seminars to assist in the creation of small business in Wisconsin.

#### Transportation Economic Assistance (TEA)

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

#### Other State Programs

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

#### Federal Programs

##### US Department 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.

##### US 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 percent 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.

### Economic Development Goal, Objectives & Policies

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**Economic Development Goal:** *The City of Antigo has a diverse economy that fosters opportunities where people and businesses can grow and be successful.*

1. **Stimulate community and economic growth and development by supporting business expansion and retention in competitive sectors.**
  - a. *Continue to develop Antigo's industrial and commercial areas.*
  - b. *As necessary, expand the industrial park usage to provide adequate land for new developments.*
  - c. *Develop a tourism marketing strategy that emphasizes the natural resources and outdoor activities Antigo has to offer.*
  - d.
  - e. *Investigate the development of a business incubator site to allow new entrepreneurs to locate in the City and develop their businesses.*
  - f. *Continue to work with the Antigo School District, NTC and areas businesses to link educational opportunities with post-graduation employment.*
  
2. **Revitalize the older and industrial areas in Antigo.**
  - a. *Create a long-range plan for the downtown area to assist in economic development, strategic historical building preservation, demolition as warranted and downtown redevelopment.*
  - b. *Encourage the continuation of a downtown organization that focuses on the health and vitality of the downtown area.*

- c. Encourage streetscaping and pedestrian improvement that make downtown a walkable, pedestrian friendly area.*
  - d. Create and maintain a list of under-utilized commercial and industrial properties that could benefit from revitalization.*
  - e. Rehabilitate brownfields within the City.*
- 3. Cultivate a professional lifestyle environment that attracts and retains professionals and businesses, including excellent public infrastructure and municipal services and a high quality of life.**
- a. Continue to improve high-speed communications infrastructure.*
  - b. Improve information centers for people who visit Antigo on weekends.*
  - c. Maintain and enhance existing major traffic arterials for easy movement of people and goods.*



# CHAPTER SEVEN

## Land Use

The City of Antigo is located in southern Langlade County. The City has a diversity of land uses and is surrounded mainly by agricultural uses and some scattered woodlands. Both the natural landscape and existing land use patterns influence future land use and development.

Land Use is a crucial component of livability and quality of life in the community. Overall, the area has population and housing densities well below the state average, which in turn places more reliance on automobiles to get to and from work, shopping and other activities. As such, land use and the transportation are critical to a thriving community.

### Previous Plans & Studies Related to Land Use

#### Comprehensive Plan 2004

In 2004, the City adopted a comprehensive plan for the community. A variety of reasons lead to the development of that plan including a concern for the community's future, to prevent land use conflicts, and to promote economic development. That comprehensive plan serves as the foundation of this update effort.

#### Regional Livability Plan

The 2015 Regional Livability Plan (RLP), prepared by the North Central Wisconsin Regional Planning Commission, addresses issues of livability in the areas of housing, transportation, economic development, and land use in the ten county region. Land use strategies were developed for promoting efficient development patterns and keeping governmental costs (and taxes) down, such as multi-modal transportation connections, traditional neighborhood designs as an alternative

to subdivisions, new urbanism concepts with mixed-uses, services within walking distance, transit-oriented development and clustered housing concepts which allow opportunities for trails or open space.

#### Langlade County & Town Comprehensive Plans

Langlade County and both the towns of Antigo and Rolling have comprehensive plans. Generally these plans promote protection of farmlands in the rural areas surrounding the City of Antigo. The Town of Ackley does not have a comprehensive plan.

### Inventory & Trends

#### Existing Land

The general land use pattern in the City is dominated by residential uses with commercial and industrial uses along the major highway corridors, including Highways 45/47/52 and 64. Scattered throughout the City are numerous parks and other open spaces. Traditionally, commercial development was concentrated in the original downtown area; however, much of that type of development has moved to the northern edge of the community along Highway 64 and the southern edge along Highway 45. Surrounding the City are agricultural uses, open lands and woodlands. **Table 21** presents the breakdown of land-use types within the City in 2015.

**Table 21: Existing Land Use, 2015**

Land Cover Category	Acres	% Land Area
Residential *	1,260	30%
Government/ Institutional	308	8%
Commercial	405	10%
Industrial	239	6%
Open Land	242	6%
Agriculture	582	14%
Outdoor Recreation	239	6%
Woodlands	465	12%
Transportation	303	8%
Water	46	1%
<b>Total Land Area</b>	<b>4,089</b>	<b>100%</b>

*Source: NCWRPC, 2015*  
*\*Includes Multi-family*

Over 30 percent of the city’s land area is used for residential uses. Agriculture is actually the second largest use, followed by woodlands and commercial uses. Those agricultural uses will likely be potential development areas in the future.

Land Supply

There is ample vacant land in the City. The City also has potential to expand in any direction since there is no adjoining incorporated city or village; however, there are some areas more likely for future expansion to occur.

Redevelopment of existing land is also an area for potential growth. Several of the downtown buildings are in need of upgrades to maximize their potential as well as some other older buildings within the City.



**Highway 64, 2017**

Opportunities for Redevelopment

As indicated in the previous section, the City has a number of sites it is focusing on for redevelopment. In addition, several of the commercial buildings within the City are vacant, dilapidated, or in need of revitalization to draw in new tenants and new customers. As a result of these factors, the city’s emphasis is more on infill and redevelopment, than development of new areas. An example of redevelopment is the Co-Vantage Credit Union headquarters in the downtown.

Land Demand

An estimate of land needed for future residential development is based on projected new dwelling units to 2030 WDOA household projections and the average density of dwelling units per acre in the community. Future acres needed for residential development were estimated by multiplying the projected number of households in 2030 by the average density. Similarly, the estimated land needed for new non-residential development was based on projected changes in local employment provided by EMSI and an estimated average density of employees per acre in the area. See Table 22 for estimated land demands, listed cumulatively and by five-year period. Overall there is sufficient land for future development in the area.

## Land Values

Table 23 indicates the change in land values between 2015 and 2017 in the City of Antigo for the three highest categories of land use. Residential land values have decreased following the “great recession” and over the last two years that trend has continued. Meanwhile commercial land values have increased nearly six percent; however, industrial (manufacturing) land values have declined nearly two percent over the same period. Average land costs per acre based on information provided by the Wisconsin Department of Revenue (DOR) indicate commercial land is the most valuable at \$54,240 per acre, followed by residential at \$20,265 and industrial at only \$3,300.

**Table 22: Estimated Land Demand in Acres**

Category	Projected Total Acreage			Total
	2020	2025	2030	
Residential	150	200	60	410
Commercial	50	50	50	150
Industrial	0	0	0	0
<b>Totals</b>	<b>200</b>	<b>250</b>	<b>110</b>	<b>560</b>

Source: WDOA, EMSI & NCWRPC

**Table 23: Equalized Real Estate Land Values**

Category	2015	2017	\$ Change	% Change
Residential	\$27,296,900	\$25,532,700	-\$1,764,200	-6%
Commercial	\$20,740,900	\$21,966,800	\$1,225,900	6%
Industrial	\$802,300	\$789,000	-\$13,300	-2%

Source: WI DOR, Statements of Merged Equalized Values, 2015 & 2017

## Land Use Conflicts

Any plan should seek to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers, and public information and education components. In order to attain that outcome, it is important to identify the existing or potential conflicts between land uses in the City. There may be some degree of undesirability between many land use combinations, such as a residential development in close proximity to a particular industrial or commercial development that might conflict with sight, sound, odor or other undesirable characteristics.

## Future Land Use

The Future Land Use Map represents the anticipated future pattern of land uses in the City of Antigo and the surrounding area. The map includes distinct land use categories to guide where new residential and non-residential development should

be encouraged to locate or where development should be discouraged.

## Land Use Descriptions

- **Single Family Residential:** Higher density residential.
- **Two-Family Residential:** Two-family duplexes and townhomes.
- **Multi-Family Residential:** Two and three family dwellings, townhouses, multi-family apartments and condominiums and other types of housing.
- **Commercial:** Retail and service oriented uses, includes moderate scaled commercial offices and low-traffic volume services.
- **Light Industrial:** Attractive, light industries that do not create appreciable nuisances or hazards.
- **Heavy Industrial:** Bulk storage, heavy manufacturing, mineral extraction, waste disposal, freight terminals, salvage operations and junk yards.
- **Government & Institutional:** Schools, churches, libraries, government buildings.

- *Mixed Use:* Development that incorporates residential, commercial and other uses in close proximity.
- *Park & Conservancy:* Park, floodplains, and other open space areas.
- *Transportation:* Highways, road right-of-ways, railroads, and airports.

corridor is characterized by older, strip type development with lots of signs and minimal landscaping.

## Land Use Goals, Objectives & Policies

The following goals, objectives and policies are intended to provide a guide for the future development of the City.

**Goal 1:** *Manage growth in a manner that is sustainable, predictable and assures a high quality of life.*

- *Objective 1:* Diversify the local economy to create a more regional employment and market base.
- *Objective 2:* Manage the location and intensity of development in order to minimize development-related costs for the City (e.g., public safety services, paved roads, etc.).
- *Objective 3:* Continue to monitor potential major road improvements and identify areas where those improvements could create demand for new development.

*Policy 1:* Strive to ensure orderly and cost-efficient growth.

*Policy 2:* Strive to maintain and encourage new, high-quality development that fosters a diverse economic base.

**Goal 2:** *Guide the character, location and compatibility of growth.*

- *Objective 1:* Review and update the zoning and subdivision regulations as needed to ensure they support the community vision expressed by the future land use map.
- *Objective 2:* Identify areas where limited residential, commercial or industrial development provides opportunities for new growth.
- *Objective 3:* Enhance the aesthetic character along Business 45/47/52 and HWY 64.
- *Objective 4:* Encourage redevelopment of older commercial areas and the revitalization of older housing stock as well as infill development in various areas of the City.



**Residential is a dominant land use type in Antigo, 2017**

## Land Use Issues

During the planning process a variety of planning issues were identified. Issues from the previous planning effort were also reviewed as part of this update.

- Development is severely limited by wetlands and floodplains in a large area surrounding the City.
- A significant number of homes are built in the floodplains.
- A significant number of lots assessed as unbuildable due to floodplain and wetlands.
- Several of the commercial buildings within the City are vacant, dilapidated, or in need of revitalization to draw in new tenants and new customers, particularly in the downtown.
- *Highway 45/47/52 Appearance:* This highway corridor is the primary north south route through the City and functions as a gateway from both directions. The



- *Objective 5:* Coordinate planning efforts with Langlade County and surrounding communities.

*Policy 1:* Strive to maintain and consistently enforce its various development related codes and ordinances.

*Policy 2:* The City of Antigo supports coordination of development along common boundaries in the area.

**Goal 3: *Establish a cost effective and efficient growth pattern.***

- *Objective 1:* Ensure new development participates in the provision of adequate public improvements (roads, sewers, etc.) as appropriate for the individual development project.

*Policy 1:* Strive to coordinate the provision of public infrastructure in conjunction with new development.

**Goal 4: *Enhance resource conservation and ensure compatibility between development and the environment while encouraging a healthy community.***

- *Objective 1:* Ensure new development does not negatively impact sensitive lands such as wetlands and floodplains.
- *Objective 2:* Support development of a trail system through the City that will connect to other trail networks.

*Policy 1:* Strive to ensure that development occurs in an environmentally sensitive manner.

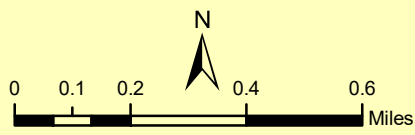
*Policy 2:* Support preservation of natural features to enhance community character and quality of life.

**Goal 5: *Encourage high quality development in the City of Antigo.***

- *Objective 1:* Provide for a variety of housing options for all segments of the population.
- *Objective 2:* Consider zoning regulations that provide for mixed-use (residential/commercial) development.

*Policy 1:* Encourage high-quality, attractive development and redevelopment.

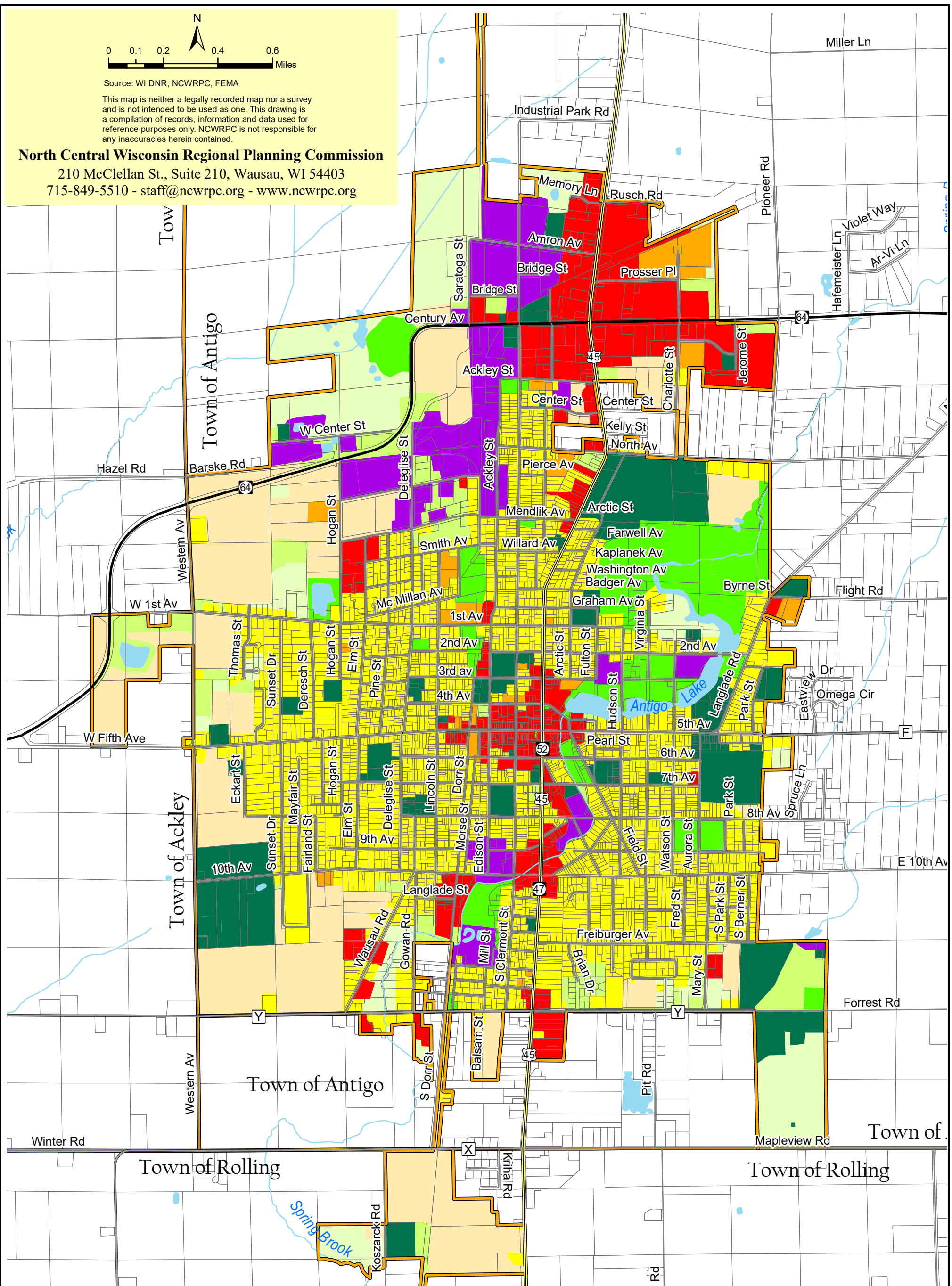




Source: WI DNR, NCRWPC, FEMA

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

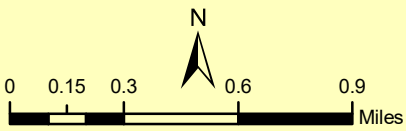
**North Central Wisconsin Regional Planning Commission**  
 210 McClellan St., Suite 210, Wausau, WI 54403  
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org



- |                       |                              |                    |
|-----------------------|------------------------------|--------------------|
| US Highways           | Agriculture                  | Outdoor Recreation |
| State Highways        | Commercial                   | Residential        |
| County Highways       | Governmental / Institutional | Transportation     |
| Local Roads           | Industrial                   | Woodlands          |
| Minor Civil Divisions | Multi-Family                 | Water              |
| Parcels               | Open Lands                   |                    |

City of Antigo  
 Existing  
 Land Use  
 Map 6

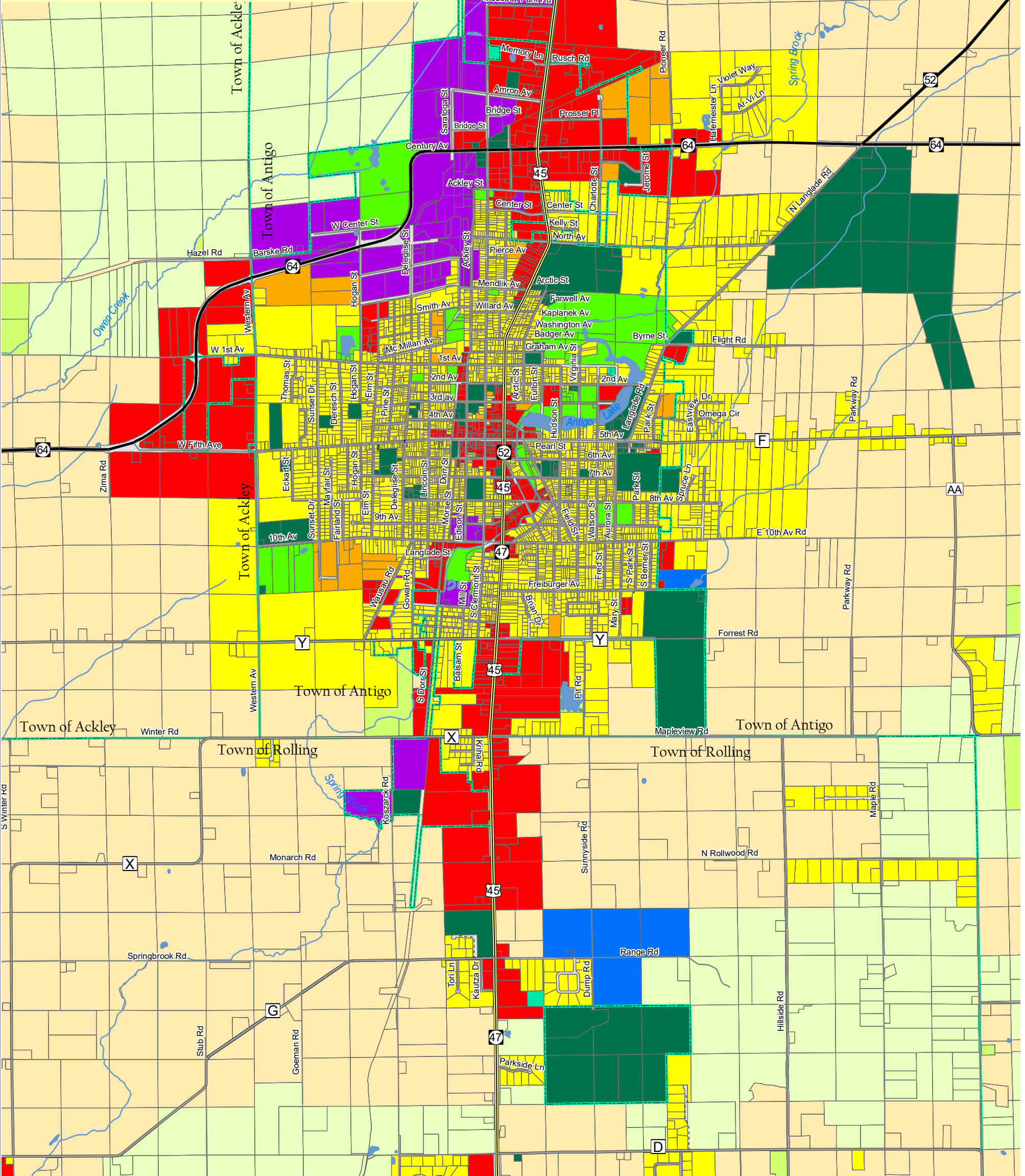




Source: WI DNR, NCWRPC, FEMA

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- |                       |                              |                    |                |
|-----------------------|------------------------------|--------------------|----------------|
| US Highways           | Agriculture                  | Multi-Family       | Residential    |
| State Highways        | Commercial                   | Open Lands         | Transportation |
| County Highways       | Governmental / Institutional | Outdoor Recreation | Utility        |
| Local Roads           | Industrial                   | Quarry             | Woodlands      |
| Private Roads         |                              |                    | Water          |
| Minor Civil Divisions |                              |                    |                |
| Parcels               |                              |                    |                |

**City of Antigo**  
**Future**  
**Land Use**  
**Map 7**



# CHAPTER EIGHT

## Intergovernmental Cooperation

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.

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.

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. Intergovernmental cooperation makes sense for many reasons including trust, cost savings, consistency, and ability to address regional issues. Cooperation can lead to positive experiences and results that build trust between jurisdictions. It can save money by increasing efficiency and avoiding unnecessary duplication. It can lead to consistency of goals, objectives, plans, policies, and actions of neighboring communities. Finally, by communicating and coordinating their actions and working with regional and state jurisdictions, local communities are able to address and resolve issues that 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. However, residents can appreciate their benefits such as cost savings, provision of needed services, a healthy environment and a strong economy.

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

- *Local government financial condition*
- *Opportunity to reduce costs by working together*
- *Elimination of duplication of services*
- *Population settlement patterns and population mobility*
- *Economic and environmental interdependence.*

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

The City of Antigo cooperates with neighboring municipalities, the County and the State on a variety of matters ranging from delivery of services to coordination of planning along common boundaries. The City recognizes that cooperation with its neighbors can improve the quality and cost-effectiveness of services, foster coordinated development and enhance its overall quality of life.

## Inventory & Trends

### Intergovernmental Relationships

Currently the City of Antigo has numerous relationships and several general agreements in place. The following is a summary of existing and potential cooperative efforts.

#### Surrounding Communities

The City of Antigo maintains working relationships with the Towns of Ackley, Antigo, and Rolling, which surround the City. The City works with all three on land use and development concerns along mutual boundaries. One issue the City would like to address with the towns is the issue of portions of Antigo to which the City is not wholly connected.

Additionally, the Town of Rolling is the home of the Antigo City Landfill. This property is owned and operated by the City of Antigo. The Town of Rolling also contains City of Antigo Waste Water Treatment Facility and a stormwater drainage ditch.

#### Town of Antigo

The City of Antigo is bordered on the north and on the east by the Town of Antigo. From the Town of Antigo, County Highways Y and F enter the City of Antigo from the east. State Highway 64 enters the City from the east, and U.S. Highway 45 / STH 47 enters the City of Antigo from the north. The town is currently updating its Comprehensive Plan.

#### Town of Ackley

The Town of Ackley lies along the western border of the City of Antigo. From the Town of Ackley, County Highway Y and State Highway 64 intersect Antigo from the west. The town does not have a Comprehensive Plan.

#### Town of Rolling

City annexations have extended into the Towns of Rolling and Antigo. The Town of Rolling lies to the south of the City of Antigo. Highway 45/47 runs through the Town of Rolling and into the City of

Antigo from the south. The Town has a dated Comprehensive Plan.

#### Langlade County

The City is the largest incorporated entity within the County, with approximately half of the County's total population. Antigo also serves as the County Seat. The City enjoys a good working relationship with the County. The County Comprehensive Plan was adopted in 2009.

The County Highway Department maintains and plows U.S. Highway 64 while the City manages State Highway 45. The County Sheriff manages the 911-dispatch center for police, fire and ambulance/EMS response in a joint effort (as well as joint operation of a public safety building). The Antigo Public Library is jointly funded by the City and County.



**Antigo Public Library, 2017**

#### School Districts

The Unified School District of Antigo serves most of Langlade County, as well as portions of Shawano and Marathon Counties. Most of the School District's facilities are located within the City of Antigo.

The City is within the Northcentral Technical College service area and is home to an NTC campus. There is no four year institution in Antigo or Langlade County. The nearest campuses are in



Green Bay and Stevens Point. The UW-MC, located in the City of Wausau, offers two-year associate's degrees and guaranteed transfer programs to four-year UW system colleges.

#### North Central Wisconsin Regional Planning Commission

The NCWRPC was formed under §60.0309 Wis. Statutes as a voluntary association of governments serving a ten county area. NCWRPC provides both regional and local planning assistance. 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 very active working with Langlade County, the City and towns within the County.

#### State & Federal

The WDNR and WisDOT are the primary agencies the City works with regarding development activities. Many of the goals and objectives of this plan will require continued cooperation and coordination with these agencies.

The WDNR takes a lead role in environmental protection and sustainable management of woodlands, wetlands, and other natural areas. WisDOT 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 and recycling grants. There are also a number of mandates passed down from the State that the City must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads (WISLR).

As further described in **Chapter Three: Housing** and **Chapter Six: Economic Development**, WDOA, WEDC and WHEDA are the primary statewide agencies that work with the City in regards to housing and economic development issues.

In Wisconsin, many federal programs are administered by the State, so the City would be dealing with the responsible State agency with regard to federal programs and regulations. The United States Department of Agriculture (USDA) will open an office in Antigo in 2018.

### **Intergovernmental Cooperation Goal, Objective & Policies**

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**Intergovernmental Cooperation Goal:** *The City of Antigo will continue to strengthen and expand its cooperative activities with all levels of government to improve the provision of public services and facilities.*

- I. **Continue to coordinate development and planning activities with surrounding communities.**
  - a. *Communicate with surrounding communities when proposed development is on a boundary or could have impacts on the adjacent community.*
  - b. *Inform adjacent towns of annexation petitions received by Antigo and invite their participation in land use and public facilities planning activities that affect their community borders.*
  - c. *Work with surrounding communities in preservation of natural resources.*
  - d. *Continue to work with the County, towns and WisDOT to coordinate timing of road maintenance and improvements with surrounding communities.*
  - e. *Work with other units of government to advocate for state and federal legislation that would be beneficial to Antigo.*



# CHAPTER NINE

## Implementation

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

This plan, having been prepared as a single unit, is consistent in its parts and there is no inconsistency between them. The tools and techniques recommended to implement the comprehensive plan are as follows:

### Decision Making

The adopted plan should be used as a guide by the City of Antigo when making land use and development decisions. The plan contains a variety of goals, objectives and policies which together comprise the framework for decision making by local officials. For purposes of this plan, goals, objectives and policies are defined as follows:

- **Goal:** A goal is a statement that describes a desired future condition. The statement is broad in scope and describes general concepts or things the community hopes to accomplish.
- **Objective:** An objective is a statement that describes a specific course of action to achieve a goal or address an issue.
- **Policy:** A policy is a general course of action or rule of conduct to be followed to achieve community goals and objectives.

Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives and policies outlined in this plan.

Although this plan is intended to guide the future of the City, it is impossible to predict exact future condition. As such, the goals, objectives and policies in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events.

### Citizen Participation/Education

The City should encourage citizen awareness of the city's comprehensive plan by making it available on the city's website and displaying the plan, or parts of the plan, at the City Hall, Library or other community gathering places.

### Tools for Implementation

#### Zoning

Zoning is the major implementation tool to achieve the proposed land uses. A zoning ordinance 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. The City has its own Zoning Ordinance. A careful review of the Zoning Ordinance should take place after the Comprehensive Plan is adopted, especially the Zoning Map.

#### Land Division

The City of Antigo also has its own subdivision ordinance. The purpose of this ordinance is to regulate and control the division of land within the limits of the City in order to promote the public health, safety, prosperity, aesthetics and general welfare of the community; to lessen congestion in the streets and highways; and to further the orderly

layout and appropriate use of land. A review of the Subdivision Ordinance should take place after the Comprehensive Plan is adopted.

#### Official Map

Cities may adopt official maps by ordinance or resolution. These maps may show existing and planned streets, parks, and other facilities. No building permits may be issued to construct or enlarge any building within the limits of these mapped areas without prior approval of the Plan Commission or Antigo City Council.

#### Capital Improvement Plan (CIP)

This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned expenses. A CIP consists of a list of proposed projects according to a schedule of priorities over a period, usually five years. It identifies needed public improvements, estimates their costs and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- *Public buildings (i.e., fire and police stations)*
- *Park and trail acquisition and development*
- *Roads and highways (maintenance and new construction/paving)*
- *Utility system construction/expansion, treatment plants, water towers, wells, etc.*
- *Community development projects*
- *Fire and police protection equipment*

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.



**Antigo Fire Station, 2017**

The preparation of a CIP is normally a joint responsibility between the local elected officials, various committees and commissions, staff, and citizens. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

#### Annual Operating Budget

The City prepares a budget each year, which is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of City residents, priorities set by the City Council, and the related work plans identified by each department. The budget and the services provided by that budget are instrumental in achieving the goals and objectives of the comprehensive plan.

#### Other Tools

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

## Plan Amendments

Periodic amendments can be made to this plan. Amendments are generally defined as minor changes, such as slight changes to the text or maps. Frequent changes to accommodate specific development proposals should be avoided. The Comprehensive Planning Law requires that the same process used to adopt the plan will also be used to amend the plan.

Criteria to consider when reviewing plan changes are as follows:

- *The change is consistent with the overall goals and objectives of the Comprehensive Plan.*
- *The change does not create an adverse impact on public facilities and services that cannot be mitigated.*
- *Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.*
- *The change allows a more viable transition to the planned uses on adjacent properties than the current land use.*
- *The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.*
- *There is a change in City actions or neighborhood characteristics that would justify a change.*
- *The change corrects an error made in the original plan.*
- *There is a community or regional need identified in the comprehensive plan for the proposed land use or service.*
- *The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.*

## Plan Review and Update

Periodic updating of the plan is necessary for continued refinement to insure that the plan reflects the desires of the city's citizens. An

essential characteristic of any planning process is that it be ongoing and flexible. The City should re-examine the plan, at least every five years, and determine if more complete review is required to bring it into line with changed conditions or altered priorities within the City. State law requires that a Comprehensive Plan be updated every ten years.

## Action Plan

Table 24 provides a detailed list of major actions to complete in order to implement the immediate short-, mid-, and long-term priorities described in each of the planning elements. It also identifies the parties that will play key roles in implementing these actions.

Table 24 is also intended to be used by City officials in setting priorities for capital budgeting and project assignments. It is expected that this table will be reviewed annually and revised, as necessary, to respond to changing priorities, financial limitations, and other unforeseen events. It should be noted that many of the actions require considerable cooperation with other parties, including the citizens of the City of Antigo, committees, neighboring townships, and other local, County and State agencies.

Priority ranking is defined as follows:

- *Short-term* = 1-4 years
- *Mid-term* = 5-9 years
- *Long-term* = 10 or more years
- *Ongoing* = Current activities that should continue indefinitely

The following parties are identified as the chief responsible actors for the implementation plan. All committee recommendations are referred to City Council for final consideration.

- ADRC (Aging & Disability Resource Center)
- AILPRD (Antigo Inland Lake Protection & Rehabilitation District)
- Antigo Housing Authority

- Broadband Utility Commission
- City Plan Commission
- Economic Development Committee
- Finance, Personnel & Legislative Committee
- Hotel/Motel Room Tax Commission
- Joint Library Board
- Llanglade County Economic Development Corporation (LCEDC)
- Police & Fire Commission
- PRC (Parks, Cemeteries & Recreation Commission)
- Public Works Committee

**Table 24: Implementation Plan Actions**

Planning Element	Objectives	Actions	Priority	Projected Committee
Natural & Cultural Resources	Monitor groundwater quality and volume	<i>Evaluate water quality levels and capacity on a periodic basis.</i>	Ongoing	Public Works Committee
		<i>Report instances of possible groundwater contamination to the WDNR.</i>	Ongoing	Public Works Committee
		<i>Enhance monitoring efforts in areas thought to contain possible contamination hazards.</i>	Ongoing	Public Works Committee
	Maintain good water quality in existing lake basins and stream corridors	<i>Set policies to limit uncontrolled runoff, overuse of fertilizers, and other waterway contaminants to surface water.</i>	Short-Term	Public Works Committee
		<i>Monitor water quality reports from the state &amp; Implement Antigo Lake Plan.</i>	Ongoing	AILPRD & PRC
		<i>Discourage development in areas that will affect surface water resources through increased runoff, loss of vegetation, or improper landscaping.</i>	Ongoing	City Plan Commission
	Protect wetlands and floodplains from the encroachment of development	<i>Establish local guidelines for development located near wetland areas including type and use.</i>	Ongoing	City Plan Commission
		<i>Communicate and work with the WDNR regarding wetland protection and regulations.</i>	Ongoing	City Plan Commission/Public Works Committee
		<i>Evaluate existing land use and development within the floodway</i>	Mid-Term	City Plan Commission
	Strategically preserve historically significant buildings and sites	<i>Work with the County Historical Society to identify historic resources.</i>	Long-Term	Historic Preservation Committee
		<i>Ensure that any known cemeteries, human burials, or archaeological sites are protected from encroachment by development activities.</i>	Ongoing	Public Works

Planning Element	Objectives	Actions	Priority	Responsible Party
Housing	Improve the condition of the existing housing stock	<i>Ensure timely and consistent enforcement of property maintenance codes.</i>	Ongoing	Finance, Personnel & Legislative Committee
		<i>Explore additional program development for home improvements, such as a revolving loan fund, for exterior repairs and code enforcement.</i>	Short-Term	Finance, Personnel & Legislative Committee/City Plan Commission
		<i>Work with Langlade County and area housing agencies to pursue and administer funds for housing programs.</i>	Long-Term	Antigo Housing Authority
		<i>Develop and enforce a removal process/policy for dilapidated housing.</i>	Short-Term	Finance, Personnel & Legislative Committee
	Ensure a diversity of housing types and support programs Locate new residential development in appropriate areas	<i>Develop a housing plan to inventory supply of affordable housing and identify programming to ensure proper upkeep.</i>	Mid-Term	City Plan Commission
		<i>Encourage development of housing units for residents in all stages of life, including singles, young families, and seniors.</i>	Ongoing	City Plan Commission
		<i>Work with Langlade County to provide support for an aging population to successfully age in their homes.</i>	Ongoing	ADRC/City Plan Commission
		<i>Encourage builders to design universal homes that include friendly design features in renovations and new construction.</i>	Long-Term	City Plan Commission
		<i>Discourage development in natural, sensitive areas.</i>	Ongoing	City Plan Commission

Planning Element	Objectives	Actions	Priority	Responsible Party
		<i>Guide new housing to locations where the extension of utilities will be easiest to deliver.</i>	Ongoing	City Plan Commission
		<i>Utilize the Future Land Use plan when siting new residential developments.</i>	Ongoing	City Plan Commission
<b>Utilities &amp; Community Facilities</b>	Maintain provision of services at a high level	<i>Perform annual budget evaluations on public utility funding.</i>	Ongoing	Finance, Personnel & Legislative Committee
		<i>Continue to find methods of cost sharing, such as equipment sharing, with surrounding communities to increase the efficiency by which services are provided.</i>	Ongoing	Public Works Committee
		<i>Maintain high quality sewer and water services within the City.</i>	Ongoing	Public Works Committee
		<i>Ensure adequate fire and emergency services exist throughout the City.</i>	Ongoing	Police and Fire Commission/Public Works
	Plan utility and service extension for future development	<i>Determine the most suitable locations for future development and analyze extension capabilities.</i>	Short-Term	Public Works Committee/City Plan Commission
		<i>Explore developing an official map of site locations for infrastructure additions.</i>	Short-Term	Public Works Committee
		<i>Continue to use the Capital Improvements Plan (CIP) to establish goals, identify specific improvements, and attain funding.</i>	Ongoing	All City Committees
		<i>Evaluate policies to transfer user fees to the development of new projects.</i>	Mid-Term	Finance, Personnel & Legislative Committee



Support and maintain existing community facilities	<i>Maintain the City Hall as a seat of local government and a community meeting hall.</i>	Ongoing	City Council
	<i>Ensure the local park system is well maintained and meets the recreation needs of residents.</i>	Ongoing	PRC
	<i>Collaborate with the Langlade County park system.</i>	Ongoing	PRC
	<i>Explore expansion of local trails into a city-wide system to link existing parks and local community attractions.</i>	Long-Term	PRC

Planning Element	Objectives	Actions	Priority	Responsible Party
Transportation	Improve the safety and efficiency of all modes of transportation	<i>Continue a program of road maintenance and evaluations using PASER ratings.</i>	Ongoing	Public Works Committee
		<i>Continue to use the Street CIP to establish goals, identify special improvements, obtain matching grant funds; search for new funding mechanisms.</i>	Short-Term	Public Works Committee
		<i>Incorporate design elements into the reconstruction of downtown streets, to increase safety and visibility and to further the economic development of downtown by creating a sense of place.</i>	Mid-Term	City Plan Commission/Finance, Personnel & Legislative Committee
		<i>Within the downtown, prioritize walkability to encourage more foot traffic.</i>	Short-Term	City Plan Commission
		<i>Work closely with WisDOT to ensure facilities under their jurisdiction meet the needs and desires of the City.</i>	Ongoing	City Plan Commission
	Create an environment that is safe and conducive to walking and bicycling throughout the entire city	<i>Increase connectivity within the City through the installation of sidewalks and trails in existing and new developments.</i>	Ongoing	Public Works Committee/PRC
		<i>Prioritize safety through the City's sidewalk maintenance policy plan.</i>	Ongoing	Public Works Committee
		<i>Provide recreational trails through subdivision to main destination sites such as schools, playgrounds, etc.</i>	Mid-Term	Public Works Committee/PRC
		<i>Develop a comprehensive system of trails that connect points of interest within the City but also to points and trail systems outside the City.</i>	Long-Term	PRC
		<i>Develop and install signage to mark local bicycle routes.</i>	Ongoing	PRC

	Design and improve the transportation system to facilitate the interaction of various land use activities while protection those activities from the adverse effects associate with the transportation system (noise, air pollution, congestion, speeding, etc.).	<i>Evaluate truck traffic movement within the downtown area to minimize pedestrian and vehicle conflicts and to reduce congestion.</i>	Mid-Term	Public Works Committee
		<i>Utilize truck routes to minimize the negative impacts of truck traffic on downtown and residential areas to minimize pedestrian &amp; vehicle conflicts.</i>	Long-Term	Public Works Committee
		<i>Implement traffic calming measures in residential areas where cut-through traffic and speeding impact neighborhood safety and livability.</i>	Mid-Term	Public Works Committee

Planning Element	Objectives	Actions	Priority	Responsible Party
Economic Development	Stimulate community and economic growth and development by supporting business expansion and retention in competitive sectors	<i>Continue to develop Antigo's industrial and commercial areas.</i>	Ongoing	City Plan Commission/Economic Development Committee
		<i>Monitor the depletion of industrial park parcels to assure adequate land for new developments, or expand as necessary.</i>	Ongoing	City Plan Commission
		<i>Develop a tourism marketing strategy that emphasizes the natural resources and outdoor activities Antigo has to offer.</i>	Short-Term	LCEDC/Economic Development Committee
		<i>Identify funds, such as grants and TIF that will allow the City to develop underutilized property.</i>	Ongoing	Finance, Personnel & Legislative Committee
		<i>Investigate the development of a business incubator site to allow new entrepreneurs to locate in the City and develop their businesses.</i>	Short-Term	Economic Development Committee/LCEDC
		<i>Continue to work with the Antigo School District, NTC and area businesses to link educational opportunities with post-graduation employment.</i>	Ongoing	Economic Development Committee/LCEDC/Finance, Personnel & Legislative Committee

	Revitalize the older and industrial areas in Antigo	<i>Update the long-range plan for the downtown area to assist in economic development, strategic historic building preservation or demolition, and downtown redevelopment.</i>	Short-Term	City Plan Commission
		<i>Encourage the establishment of a downtown organization that focuses on the health and vitality of the downtown area.</i>	Ongoing	Economic Development Committee
		<i>Create and maintain a list of identified under-utilized commercial and industrial properties that could benefit from revitalization.</i>	Short-Term	City Plan Commission
		<i>Rehabilitate brownfields within the City.</i>	Ongoing	City Plan Commission/Public Works Committee
	Cultivate a professional lifestyle environment that attracts and retains professionals and businesses, including excellent public infrastructure and municipal services and a high quality of life	<i>Continue to improve high-speed communications infrastructure.</i>	Ongoing	Broadband Utility Commission
		<i>Improve information/visitor centers for people who visit Antigo on weekends.</i>	Short-Term	Economic Development Committee
		<i>Maintain and enhance existing major traffic arterials for easy movement of people and goods.</i>	Ongoing	Public Works Committee

Planning Element	Objectives	Actions	Priority	Responsible Party
Land Use	Strive to ensure orderly and cost-efficient growth	<i>Manage the location and intensity of development in order to minimize development-related costs for the City (e.g., public safety services, paved roads, etc.).</i>	Ongoing	City Plan Commission
	Strive to maintain and encourage new, high-quality development that fosters a diverse economic base	<i>Diversify the local economy to create a more regional employment and market base.</i>	Ongoing	Economic Development Committee
		<i>Continue to monitor potential major road improvements and identify areas where those improvements could create demand for new development.</i>	Ongoing	Public Works Committee
	Strive to maintain and consistently enforce its various development related codes and ordinance	<i>Review and update the zoning and subdivision regulations as needed to ensure they support the community vision expressed by the future land use map.</i>	Short-Term	City Plan Commission
		<i>Enhance the aesthetic character along HWY 45 and HWY 64.</i>	Mid-Term	Economic Development Committee
	The City of Antigo supports coordination of development along common boundaries in the area	<i>Identify areas where limited impact and investment provides opportunities for new development.</i>	Short-Term	City Plan Commission
		<i>Encourage redevelopment of older commercial areas and the revitalization of older housing stock as well as infill development in various areas of the City.</i>	Short-Term	City Plan Commission
	Strive to coordinate the provision of public infrastructure in conjunction with new development	<i>Ensure new development participates in the provision of adequate public improvements (roads, sewers, etc.) as appropriate for the individual development project.</i>	Ongoing	Public Works Committee/City Plan Commission
	Ensure that development occurs in an environmentally sensitive manner	<i>Ensure new development does not negatively impact sensitive lands such as wetlands and floodplains.</i>	Ongoing	City Plan Commission/Public Works Committee

	Ensure that development occurs in an environmentally sensitive manner (continued from previous page)	Support development of a trail system through the City areas that will connect to other trail networks.	Mid-Term	PRC
		Support preservation of natural features to enhance community character and quality of life.	Ongoing	AILPRD/PRC
	Encourage high-quality, attractive development and redevelopment	Provide for a variety of housing options for all segments of the population.	Long-Term	City Plan Commission
		Consider zoning regulations that provide for mixed-use (residential/commercial) development.	Mid-Term	PRC/Public Works Committee

Planning Element	Objectives	Actions	Priority	Responsible Party
Intergovernmental Cooperation	Continue to coordinate development and planning activities with surrounding communities	Ensure new development does not negatively impact sensitive lands such as wetlands and floodplains.	Ongoing	City Plan Commission
		Inform adjacent towns of annexation petitions received by Antigo and invite their participation in City land use and public facilities planning activities that affect their community borders.	Ongoing	Finance, Personnel & Legislative Committee
		Work with surrounding communities in preservation of natural resources.	Ongoing	City Plan Commission/Finance, Personnel & Legislative Committee
		Continue to work with the County and WisDOT to coordinate timing of road maintenance and improvements with surrounding communities.	Ongoing	Public Works Committee
		Work with other units of government to advocate for state and federal legislation that would be beneficial to Antigo.	Ongoing	Finance, Personnel & Legislative Committee

*Attachment A*  
*Public Participation Plan*





## **City of Antigo Public Participation Plan (PPP)**

The City recognizes the importance of public participation in the planning process. As such, a goal during the comprehensive planning process will be to inform and involve the public in the planning process.

### **I. Plan Development:**

Throughout the plan process, the Plan Commission will provide oversight for the update of the Comprehensive Plan. The Plan Commission will also recommend adoption of the Public Participation Plan to the Common Council.

The public participation plan will incorporate the following:

1. All meetings for the planning process will be posted and open to the public.
2. Plan related materials will be available at the City Hall for review by the public.
3. The draft plan and maps will be available on a website for review by the public.
4. A public hearing will be held to solicit comment from the public.
5. The Comprehensive Plan will be distributed as outlined in state statute.

The Plan Commission will review and recommend adoption of the Comprehensive Plan to the Common Council.

### **II. Implementation, Evaluation & Update:**

The Comprehensive Plan will be used as a general guideline for development in the City. The plan will support the existing zoning and other regulations that the community has in place.

As with all plans, it is critical for the Comprehensive Plan to be maintained and updated on a regular basis to keep it current as things change.

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Any planning process is subject to change, and this public participation plan is no different. Over the planning period the process may vary from that presented.



*Attachment B*  
*Adoption Ordinance*



ORDINANCE NO.: 1303B

**STATE OF WISCONSIN**

**City of Antigo, Langlade County**

An Ordinance to Adopt the Comprehensive Plan of the City of Antigo, Wisconsin.  
The City council of the City of Antigo, Wisconsin, do ordain as follows:

**SECTION I – TITLE/PURPOSE**

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

**SECTION II – AUTHORITY**

The City council of the City of Antigo has authority to appoint a City plan commission under ss. 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the City of Antigo must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the City council to adopt this ordinance.

**SECTION III – ADOPTION OF ORDINANCE**

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

**SECTION IV – PUBLIC PARTICIPATION**

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

**SECTION V – CITY PLAN COMMISSION RECOMMENDATION**

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

**SECTION VI – PUBLIC HEARING**

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

**SECTION VII – ADOPTION OF CITY COMPREHENSIVE PLAN**

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

**SECTION VIII – SEVERABILITY**

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

**SECTION IX – EFFECTIVE DATE**

This ordinance is effective on publication or posting.

The City clerk shall properly post or publish this ordinance as required under s. 61.50, Wis. stats.

ADOPTED:                     August 8                    , 2018.

APPROVED:                     August 8                    , 2018.

  
\_\_\_\_\_  
Bill Brandt, Mayor

ATTEST:

Kaye M. Matucheski  
Kaye Matucheski, City Clerk

8/14/18 - Copies to Mark & Roger



City of Antigo  
Comprehensive Plan  
2018