

Chapter 8

Land Use

Land use analysis is a means of broadly classifying how land is used. Each type of use has its own characteristics that can determine compatibility, location, and preference to other land uses in the City. The land use plan brings together consideration for both the physical development as well as the social characteristics of the City. Land use mapping and related information is used to analyze the current pattern of development and serves as the framework for formulating how land will be used in the future.

To arrive at an optimum plan that will be both effective and implemented, the plan must account for past development activity as well as current market factors and conditions that shape where and how land will be developed. This chapter discusses uses of land in the City of Rhinelander. The existing land use types are defined, current land uses are analyzed, and existing and potential land use conflicts are identified.

Previous Plans and Studies

City of Rhinelander Comprehensive Plan, 2016

The 2016 Comprehensive Plan includes a Land Use Chapter, and identified the following land use issues facing the City at the time:

- **Annexation** - The majority of annexation in recent years has been for commercial and industrial type development. This type of development has required sewer & water, as well as fire services. This type of growth is expected to continue to occur around transportation routes into the City. There has been limited annexation for residential for a variety of reasons. Some recent annexation is the result of failed water systems and the need to connect to municipal water and sewer. There is interest in working with the surrounding communities to develop boundary agreements to better establish growth patterns and better provide public services.
- **Revitalization & Redevelopment** – Several neighborhoods that are beginning to show signs of age and disrepair, and the traditional commercial areas have also seen some decline. The City has used tax incremental financing to promote development and revitalization in some areas, but the program has limitations.
- **Residential Growth** - As a result of the tax rates in the surrounding towns and other lifestyle factors, residential development is occurring in the towns at a greater rate than in the City. This is a long-term issue that needs to be addressed.

Oneida County Comprehensive Plan, 2025

The Oneida County Comprehensive Plan is primarily a policy plan. The overall goal of the Plan is to add county-level perspective and planning direction that compliments and strengthens local planning efforts, as well as provide guidance to the communities within Oneida County. The Plan describes existing and future land uses and regulatory tools for land use.

Regional Comprehensive Plan, 2025

The RCP's Land Use chapter looks in detail at the land uses through the ten-county region and identifies the following issues and trends related to land use:

- **Dispersed Land Use Patterns.** As the Region continues to age, a dispersed population will impact the ability of residents to access services. There are also concerns about continuing to fund infrastructure as a result.
- **Contamination and Blight.** Older neighborhoods in the Region may have sites contaminated by former industry and structures that have fallen into disrepair. There is an opportunity to rehabilitate these properties to save infrastructure costs compared to new construction.
- **Environmental Features.** Development pressures can fragment woodlands and other wildlife habitat, increase runoff into waterways, impact aesthetics, and contribute to erosion if not designed properly.
- **Land Use Demand.** Work-from-home may increase the number of people living in certain areas, and decrease demand for commercial space, influencing land use patterns and infrastructure needs.
- **Renewable Energy.** While renewable energy provides environmental and economic opportunities, large scale solar and wind power is approved at the State level, with few tools for municipal and county government to manage its location, screening, and other impacts.
- **Comprehensive Plans.** While many communities and counties have adopted comprehensive plans, they are frequently not being updated as required by Wis. Stats. 66.1001.

City of Rhinelander Riverfront Redevelopment Plan, 2009

The 2009 Riverfront Redevelopment Plan explored new ways to utilize the City's riverfront. As part of the planning process, a series of stakeholder interviews and focus group sessions were conducted to acquire input. The plan also includes an assessment of existing conditions along the waterfront and in the downtown area in general. Together, stakeholder input and the assessment of existing conditions were used to develop a redevelopment plan, plan phasing, and a set of five implementation recommendations. The five implementation recommendations are to: Submit the plan to agencies for funding review, create a redevelopment authority, establish a Downtown Tax Incremental Finance (TIF) District, continue support for Downtown Rhinelander Inc. (DRI), and conduct a convention center feasibility study.

Existing Land Use Inventory

A land use planning process requires that all of the existing land uses in the community and surrounding area be inventoried. The overall form and arrangement of Rhinelander is determined by its pattern of residential, commercial, industrial and other activities. The location and density of various uses and the way in which they are grouped, directly affects the quality of life in the City.

Existing land use patterns are needed to understand how to develop a desired future land use pattern.

Table 20 provides a breakdown of land use within the City. **Map 7** depicts existing land use throughout the City and surrounding area, while **Map 7A** depicts existing land use in the Downtown area. Both Table 20 and the Existing Land Use Maps (Map 7 and Map 7A) are based off of 2024 aerial imagery.

Woodlands, Transportation, and Residential, are the most common land uses throughout the City, with the Rhinelander-Oneida County Airport and the City's road network being responsible for most transportation uses within the City. Most of the current woodlands within the City are areas with limited development potential (i.e. located in areas with floodplains, wetlands, or have soils that limit development) or are part of the Heal Creek Recreational Area.

Commercial activity is mostly found within the Downtown area and along major transportation corridors. There is a central business district (CBD) in the heart of the City, bounded approximately by the Wisconsin River, Pelham St. and Frederick Street. The CBD is mainly surrounded by residential uses, except to the west with industrial uses along the Rhinelander Flowage. Major transportation corridors such as Lincoln St, N Stevens St, and State Highway 17 have commercial activity located along them as well.

Land Use Category	Acres	Percent of Total
Commercial	548	9.1%
Governmental	576	9.6%
Industrial	428	7.1%
Mobile Home Park	69	1.2%
Open Lands	101	1.7%
Outdoor Recreation	409	6.8%
Quarry	62	1.0%
Residential	1,042	17.4%
Transportation	1,191	19.9%
Utility	21	0.4%
Water	140	2.3%
Woodlands	1,406	23.5%
Total	5,993	100.0%

Source: NCVRPC GIS

Adjacent to the City is the 1.5-mile radial planning area, which encompasses the City's whole extraterritorial area. Considerable forested lands as well as scattered low-density residential uses and some businesses are in this area. There is also residential activity concentrated along water frontage within this area as well. Much of the future growth of the City will occur in this zone as a result of development pressure for City services.

This existing land use information provides the foundation for understanding where future land uses may go. Reviewing what land use patterns have occurred, in addition to reviewing the **Natural Resources Map** in this plan, will provide some guidance for what land uses are possible on undeveloped lands.

Land Use Trends

Land Supply

As shown in the Existing Land Use Map and in Table 20, the City contains nearly 1,000 acres of undeveloped land (woodlands and open lands). However, much of these undeveloped lands are located in wetland and/or floodplain areas, making them unsuitable for development.

Land Demand

Based on the population projections discussed in Chapter 1, **Table 21** summarizes the projected land demand based on the current acres of each land use per person:

Wisconsin DOA Projections project a declining demand for land within the City over the next several decades. The County's projected need for an additional 907 housing units by 2040, and Rhinelander's status as one of the most suitable and desirable locations within the County for residential development, make the DOA's projected decrease in demand for land within the City unlikely.

NCWRPC Projections indicate that, with continued population growth through 2050, an average of 76 acres of developable land are needed per decade between 2020 and 2050, for a total demand of 228 acres by 2050.

Though the DOA's population projections are considered the official state projections, the City being one of the few communities within Oneida County to provide water and sewer infrastructure means that land demand for future development will likely exceed the DOA projections. Additionally, since the City provides most of the services geared towards elderly residents within Oneida County, many residents may move into the City as they advance in age. Therefore, the NCWRPC projections predict an alternative scenario that could result from these factors.

Table 21: Land Use Demand in Acres				
Projection	Category	2020-2030	2030-2040	2040-2050
WI DOA	Projected new residents	-275	-534	-639
	Residential (0.13 acres/person)	-36	-71	-85
	Commercial (0.07 acres/person)	-18	-35	-42
	Industrial (0.05 acres/person)	-14	-27	-33
	Total	-69	-133	-159
NCWRPC	Projected new residents	295	305	316
	Residential (0.13 acres/person)	39	40	42
	Commercial (0.07 acres/person)	19	20	21
	Industrial (0.05 acres/person)	15	16	16
	Total	73	76	79

Source: Wisconsin DOA & NCWRPC

As previously mentioned, there is a projected need for an additional 907 housing units in Oneida County by 2040. The City of Rhinelander is well suited for accommodating much of this development, as it is one of the only communities within the County that provides municipal water and sewer infrastructure. The City of Rhinelander is also home to many services and amenities that are becoming increasingly important for residents, making it an even more attractive location for future development. Additionally, shrinking household sizes means that demand for housing can continue even if there is not a population increase, since more housing units are needed to house the same number of people when household sizes decrease. Therefore, it is more likely that future land demands will more closely follow the NCWRPC projections than the WI DOA projections over the next several decades.

It is also important to note that while the City has an abundant supply of undeveloped land, most of this undeveloped land is located within wetland or floodplain areas, limiting the development potential of these lands. Limited land available within the current City boundary that is suited for development could lead to an increased need for annexation for the City to meet the land demands required for future development.

Residential

Residential demand is measured by examining population projections from the Wisconsin DOA and the NCWRPC. Population projections range from a DOA projected decrease of 1,448 residents between 2020 and 2050 and an NCWRPC projected increase of 915 residents between 2020 and 2050. Table 21 shows projected residential land demand based on these population projections and the current 0.13-acre average acres of residential land per capita, resulting in a projected need for 121 total acres of residential land between 2020 and 2050 based on NCWRPC projections.

Commercial and Industrial

Commercial and industrial development is subject to market forces and difficult to predict. Based on existing density and DOA projections, there is a projected decrease in demand for both commercial and industrial development for each decade between 2020 and 2050. In contrast, the NCWRPC projections project a need for 107 additional acres of commercial (60 acres) and industrial (47 acres) lands by 2050. Should economic development efforts reverse the projected decrease in demand by DOA, and if trends continue to follow the NCWRPC projections more closely, then more land may be needed for these types of development.

It is also important to note that the City's industrial park is currently at capacity, which could result in the City needing to create a new industrial park in order to accommodate future commercial and industrial development. Another option to fulfill commercial and industrial land demand is redevelopment and infill development. There are currently underutilized properties, such as vacant lands, brownfields, and functionally obsolete buildings within the City that offer potential redevelopment and infill development opportunities within the City.

Land Values

Table 22 displays the assessed land values in the City of Rhinelander. It is important to note that tax-exempt lands are not included in values for Table 22. In 2025, the total assessed value of land and improvements within the City of Rhinelander was \$583,455,200. The assessed value per acre in the City was valued at about \$229,978 per acre. Properties classified as "Commercial" have the highest value per acre within the City. It should be noted that there were no lands within the City that were assessed as agricultural, undeveloped, forest, agricultural forest, or "other" in 2025. Over 2,525 acres of land within the City were not assessed in 2025 due to their tax-exempt status.

Table 22: Assessed Land Value (per acre), 2025		
Land Classification	Total Value of Land and Improvements	Total Value per Acre
Residential	\$238,537,200	\$217,445.03
Commercial	\$308,316,000	\$261,506.36
Manufacturing	\$36,602,000	\$140,237.55
Agriculture	\$0	\$0.00
Undeveloped	\$0	\$0.00
Forest	\$0	\$0.00
Agricultural Forest	\$0	\$0.00
Other	\$0	\$0.00
Total	\$583,455,200	\$229,978.40

Source: WI Department of Revenue

Opportunities for Infill & Redevelopment

There are numerous infill and redevelopment opportunities within the City of Rhinelander. Pockets of vacant land, brownfields, and functionally obsolete buildings exist throughout the City where new industrial, commercial, and residential development could occur. There are also scattered vacant and underutilized buildings that once were industrial type uses throughout the City. Additionally, the City has an aging housing stock, as many of the City's residential areas are showing their age and could be revitalized.

There are also numerous previously contaminated sites within the City that could be redeveloped, provided proper remediation of these sites occurs. According to the WI DNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS), there were 455 previously contaminated sites within the City as of Spring 2026. Of these sites, 11 have an open status and need remediation. The remaining 444 contaminated sites have been remediated to DNR standards and have either already been redeveloped or are ready for redevelopment. Several agencies such as the WI DNR, WEDC, and EPA all offer funding and assistance programs for cleaning up brownfields and contaminated sites. The DNR maintains a list of brownfield resources here: <https://dnr.wisconsin.gov/topic/Brownfields/Financial.html>.

Existing and Potential Land Use Conflicts

Annexation

The majority of annexation in recent years has been for commercial and industrial type development. This type of development has required sewer & water, as well as fire services. This type of growth is expected to continue to occur around transportation routes into the City. There has been limited annexation for residential for a variety of reasons. Some recent annexation is the result of failed water systems and the need to connect to municipal water and sewer.

There is interest in working with the surrounding communities to develop boundary agreements to better establish growth patterns and better provide public services.

Revitalization & Redevelopment

Several neighborhoods that are beginning to show signs of age and disrepair, and the traditional commercial areas have also seen some decline. The City has used tax incremental financing to promote development and revitalization in some areas, but the program has limitations.

Residential Growth

As a result of the tax rates in the surrounding towns and other lifestyle factors, residential development is occurring in the towns at a greater rate than in the City. This is a long-term issue that needs to be addressed.

Future Land Use Plan

The previous portions of this comprehensive plan have presented a discussion on population trends, environmental conditions, transportation and infrastructure considerations, housing and economic conditions and trends, and existing land use patterns and goals, that are needed when considering growth expectations for the City of Rhinelander. The **Future Land Use Map** (Map 8) takes into consideration all of these factors and illustrates graphically how the City of Rhinelander is planned to grow for the next 20 years. It is important to note that the future land use plan map is not a zoning map, rather it is a depiction of the desired growth patterns for several years into the future. The City's zoning ordinance and zoning map are the actual documents that set standards for each of the land uses, including setbacks, height limitations, minimum lot sizes, etc. It is also important to note that the future land use plan is dynamic and can be amended as market trends or the local economy change. The Wisconsin Comprehensive Planning Law, Ch. 66.1001, requires that the comprehensive plan be updated no less than once every ten years, and the zoning ordinance must be consistent with the comprehensive plan. The future land use plan map often shows some areas to be used for purposes other than what the current use may be. That map is a blueprint for development and can be changed. It is dynamic. The following paragraphs, along with information presented throughout this plan, help explain the reasoning behind the future land use plan categories.

Agriculture

Areas of agricultural uses; such as for crop farming, raising livestock, or Christmas tree farms.

Commercial

Commercial development includes retail sales, personal and professional services, office, and related types of development. This also includes some areas recommended for mixed use development, where commercial is the dominant use, but residential is a common second floor type. The following zoning districts are considered to be consistent with the intent of this land use district: B-1 Neighborhood Business, B-2 Central Business, B-3 General Business, and C-B Community Building.

Forestry

Forested lands are included in this category if they are wooded, and are not part of outdoor recreation, or other land uses. Wooded steep slopes are part of this category too.

Industrial

Industrial development includes manufacturing, processing, and assembly facilities, and also includes mining operations. The following zoning districts are considered to be consistent with the intent of this land use district: I-1 Light Industrial, I-2 General Industrial.

Governmental/Public/Institutional

Governmental buildings (e.g. City Hall, Fire Department, City Garage), cemeteries, non-profit hospitals and clinics, and utility facilities (e.g. telecommunication towers, electrical substations, sewer, and water). The following zoning districts are considered to be consistent with the intent of this land use district: INT Institutional.

Open Lands

Grasslands fall under this category.

Preservation / Open Space

Wetlands, State Natural Areas, and other outdoor recreation properties that are not actively developed fill this category. The following zoning districts are considered to be consistent with the intent of this land use district: C-R Conservation and Recreation.

Transportation

All transportation facilities are included in this category (e.g. roads, railroad, airport).

Water

All surface waters are identified here.

Residential

Typical single-family residential development, typically consisting of smaller lot sizes served by municipal sewer and water. This also includes areas of higher-density, such as duplexes, and individual condos or apartment buildings that are nestled into mainly single-family neighborhoods.

2025 Wisconsin Act 173 requires residential densities to be mapped; see Map 8: Future Land Use. Residential land use categories and densities found on this map are as follows:

Neighborhood Residential

This future land use category has a maximum density of 6.22 dwelling units per acre. It is suitable for single-family housing, and two-family residences such as duplexes and two-flats as permitted under the R-1 Single Family Residential and the R-2 Single- and Two-Family Residential Zoning Districts.

Multi-Family Residential

This future land use category has a maximum density of 6.22 dwelling units per acre. It is intended to accommodate a range of housing types including single-, two-, and multi-family residences (e.g. townhouses, apartment buildings, multiplexes, and mobile home communities permitted under the R-3 Mixed Residential Zoning District.

** - Note that, per State Statute, 100-year floodplains, wetlands, and lands owned by local, state, or federal government that are not intended for development do not count towards net density for any residential areas mapped in the Future Land Use Map.

Projected Residential Land Demand

Wisconsin Act 173 also requires comprehensive plans to project residential land demand in five-year increments. Because the State's official population projections are only available in ten-year increments (as shown earlier in Table 21), and Act 173 requires five-year increments, the five-year demand is calculated by dividing each decade in two as indicated below in **Table 23**. Note that the DOA projection reflects the "low" range of acreage demand and the NCWRPC projection reflects the "high" range of demand, with actual demand likely falling somewhere between the two.

Table 23: Act 173 Residential Demand Projections						
Projection and Residential Land Use	2025-2030	2030-2035	2035-2040	2040-2045	2045-2050	Total 2025-2050
DOA Projected Land Demand	-18	-35	-35	-42	-42	-174
NCWRPC Projected Land Demand	20	20	20	21	21	102

Source: DOA & NCWRPC

Land Use Programs and Tools

A number of different programs directly and indirectly affect land use within the City. The principal land use programs utilized by the City include the Rhinelander Zoning Ordinance, the City's Subdivision Ordinance, and extraterritorial zoning. See the Implementation Chapter for more on these ordinances.

Comprehensive Planning Programming

Wisconsin's comprehensive planning law was established in state statutes in 1999. The comprehensive plan is intended to be a local government's guide to community physical, social, and economic development. Comprehensive plans are not meant to serve as land use regulations in themselves; instead, they provide a rational basis for local land use decisions with a twenty-year vision for future planning and community decisions.

The Wisconsin Comprehensive Planning Law does not mandate how a local community should grow, but it requires public participation at the local level in deciding a vision for the community's future. The uniqueness of individual comprehensive plans reflects community-specific and locally driven planning processes.

While a local government may choose to include additional elements, a comprehensive plan must include at least all of the nine elements below as defined by the Comprehensive Planning Law (s. 66.1001).

- Issues and Opportunities (Demographics)
- Agricultural, Natural and Cultural Resources
- Housing
- Utilities and Community Facilities
- Transportation
- Economic Development
- Land Use
- Intergovernmental Cooperation
- Implementation

Goals & Objectives

Goals

1. Maintain Rhinelander as a strong, diverse center for the region.
2. Manage growth to ensure development and redevelopment occurs in a planned coordinated manner.
3. Revitalize Central Business Districts.
4. Enhance and maintain Rhinelander's neighborhoods.
5. Provide a cost-effective system of public services & utilities.
6. Develop and maintain a comprehensive park system, including pedestrian and bicycle facilities throughout the City.
7. Strive for a safe, clean, and visually attractive community.

Objectives

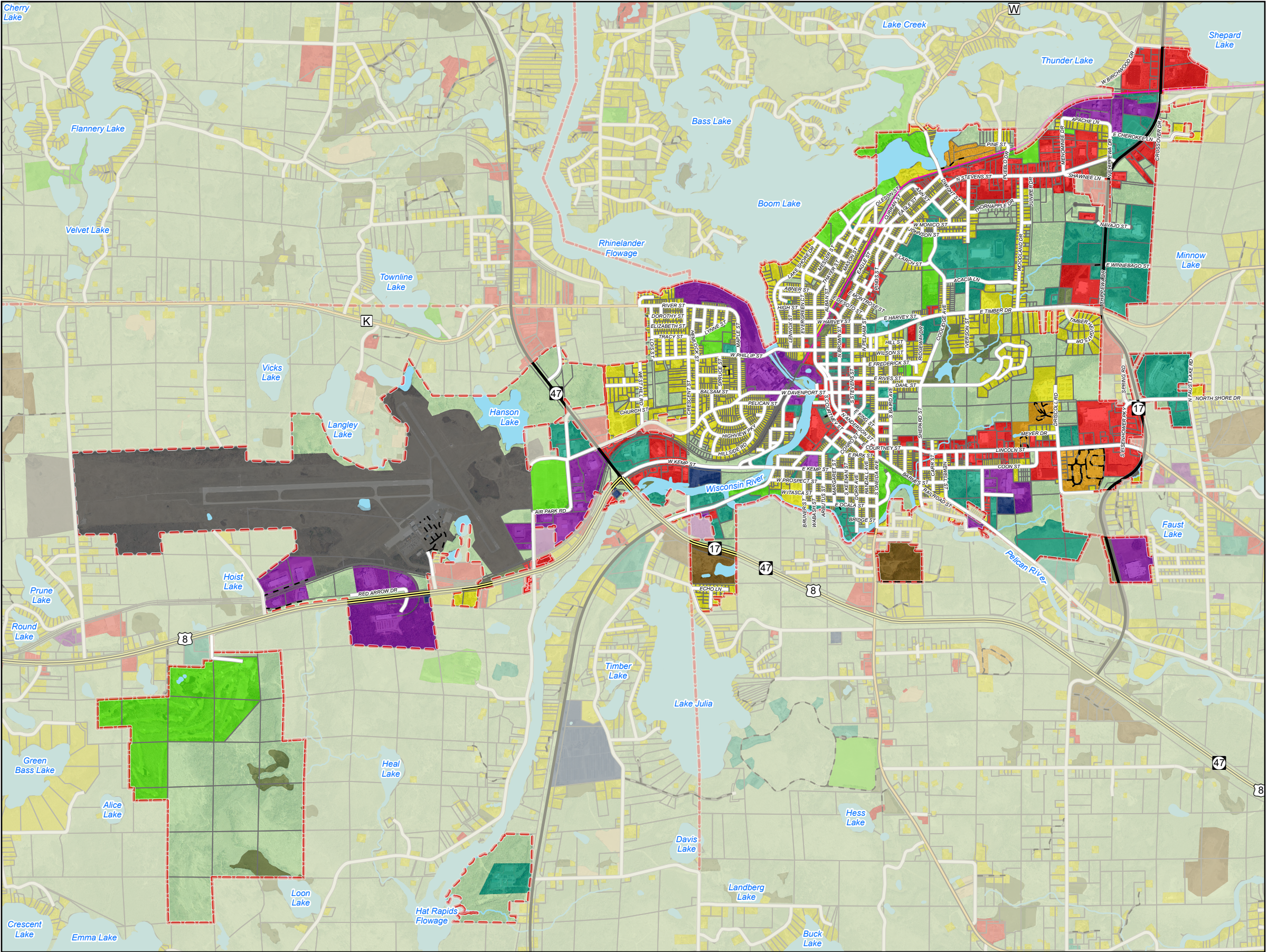
1. Encourage development to be located within the City where it can be served with a full range of municipal services including sanitary sewer, water and storm water in an efficient and economical manner.
2. Utilize existing public facilities to serve new development whenever possible.
3. Encourage pedestrian-oriented neighborhood designs as new developments are platted and existing neighborhoods are revitalized.
4. Efforts should be made to minimize the impacts of new development and infill on the natural environment or existing properties.

Policies

- A. Ensure that the City's utility system has adequate capacity to accommodate projected future growth and plan for an orderly extension of utilities.
- B. Plan and implement a comprehensive network of sidewalk and bicycle routes and consider pedestrian and bicycle accessibility when selecting sites for new public facilities such as schools, parks, libraries, and community centers.
- C. Discourage incompatible land uses (e.g. high traffic generators, noisy or unaesthetic uses) from locating next to residential neighborhoods.
- D. Encourage collaboration between the City and neighboring jurisdictions regarding development policies.
- E. Discourage low density, unsewered urban development in the identified growth areas adjacent to the City.
- F. Upgrade signage, landscaping, site design, and related development standards for commercial, office and industrial development.
- G. Encourage infill development on underutilized or deteriorating properties.
- H. Plan and coordinate public improvements with private developments, and do not allow private development that is not adequately supported by public facilities and services.

- I. Utilize the City's official mapping authority within the City limits and the extraterritorial planning area to identify a road system that serves the long-term transportation needs of the community, including pedestrian and bicycle routes throughout the planning area.
- J. Require stormwater retention on new impervious surfaces consistent with accepted best management practices.
- K. Review all the community costs and benefits of a proposed development prior to approval.
- L. Encourage awareness and adherence to city property maintenance ordinance.
- M. Revise the zoning and subdivision regulations to implement the comprehensive plan.

DRAFT

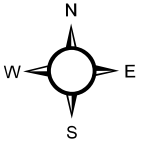
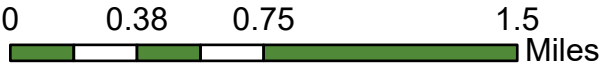


Map Features

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Railroad
- Railroad (Out of Service)
- Parcels

Existing Land Use 2024

- Agriculture
- Commercial
- Governmental / Institutional
- Industrial
- Mobile Home Park
- Open Lands
- Outdoor Recreation
- Quarry
- Residential
- Transportation
- Utility
- Woodlands
- Water

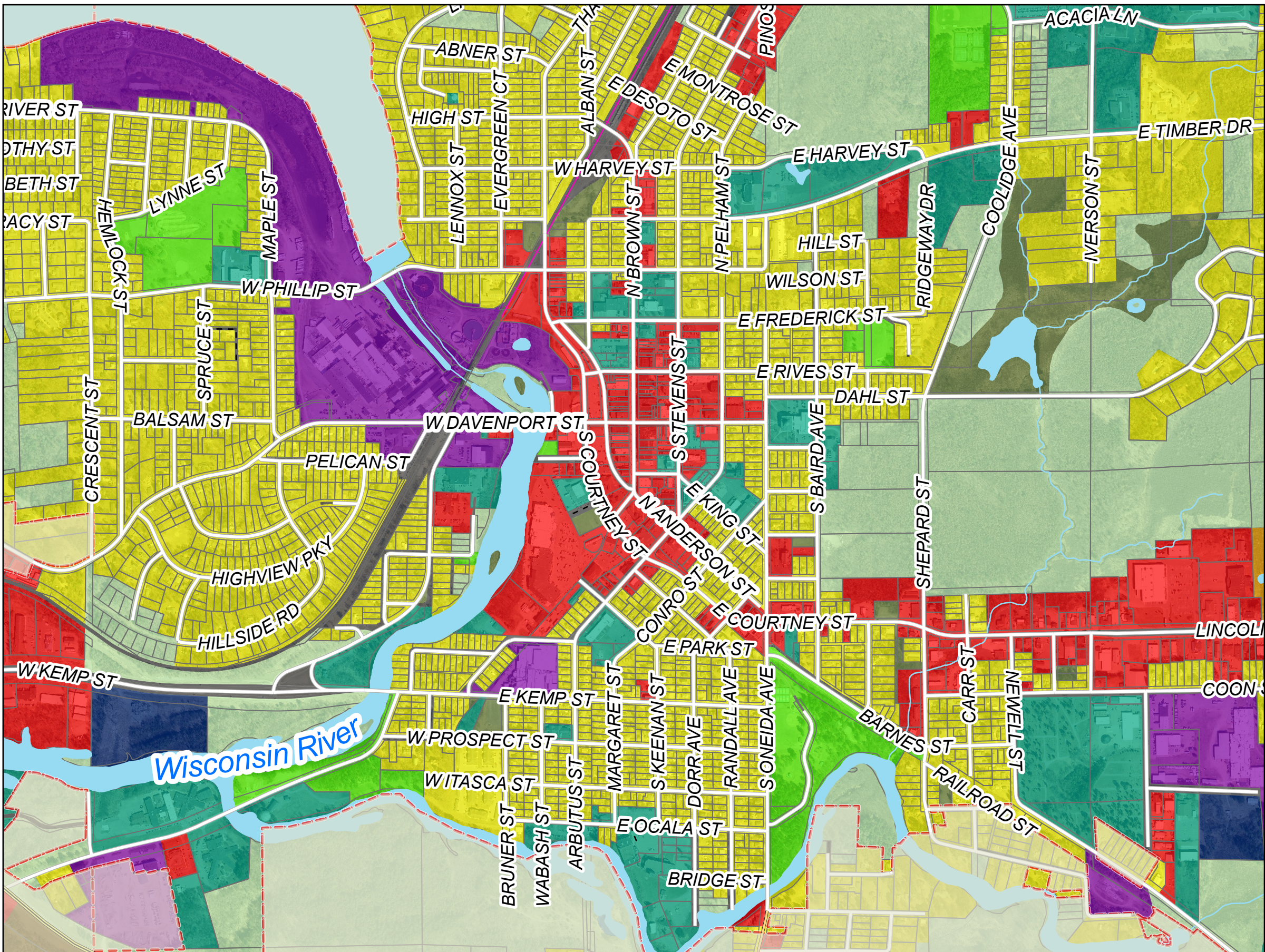


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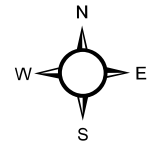
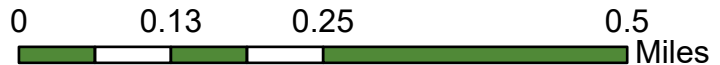


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Existing Land Use 2024

- Commercial
- Governmental / Institutional
- Industrial
- Mobile Home Park
- Open Lands
- Outdoor Recreation
- Quarry
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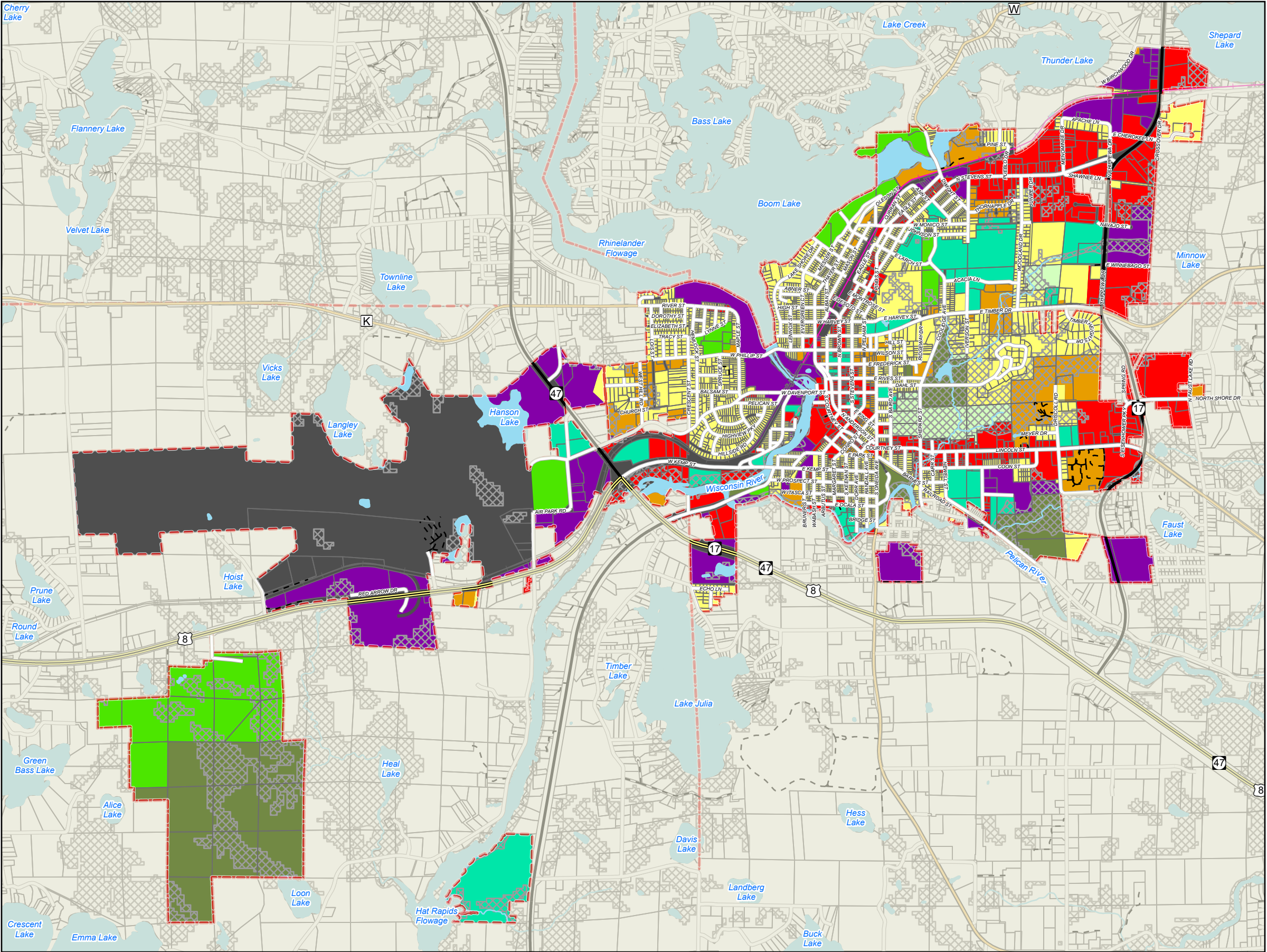


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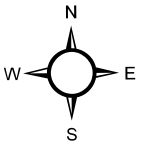
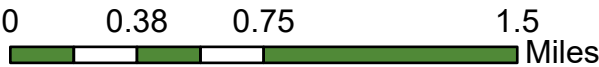


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- Parcels

Future Land Use

- Neighborhood Residential
- Multi-Family Residential
- Commercial
- Industrial
- Governmental
- Recreation
- Forestry
- Preservation / Open Space
- Transportation
- Limited Development Potential
- Water

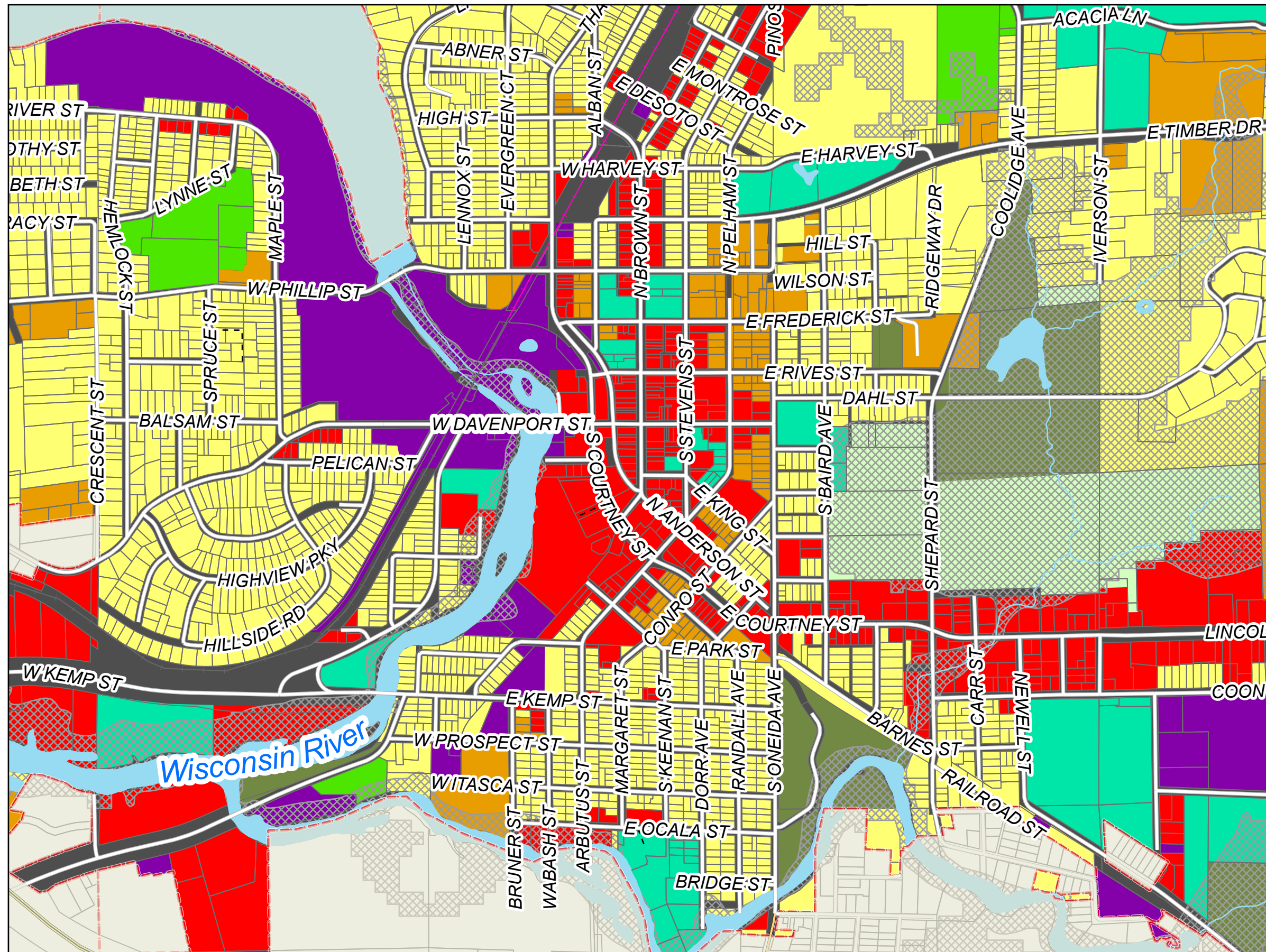


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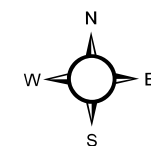
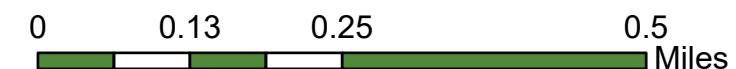
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 -  Minor Civil Division
 -  Parcels
- ### Future Land Use
-  Neighborhood Residential
 -  Multi-Family Residential
 -  Commercial
 -  Industrial
 -  Governmental
 -  Recreation
 -  Forestry
 -  Preservation / Open Space
 -  Transportation
 -  Limited Development Potential
 -  Water



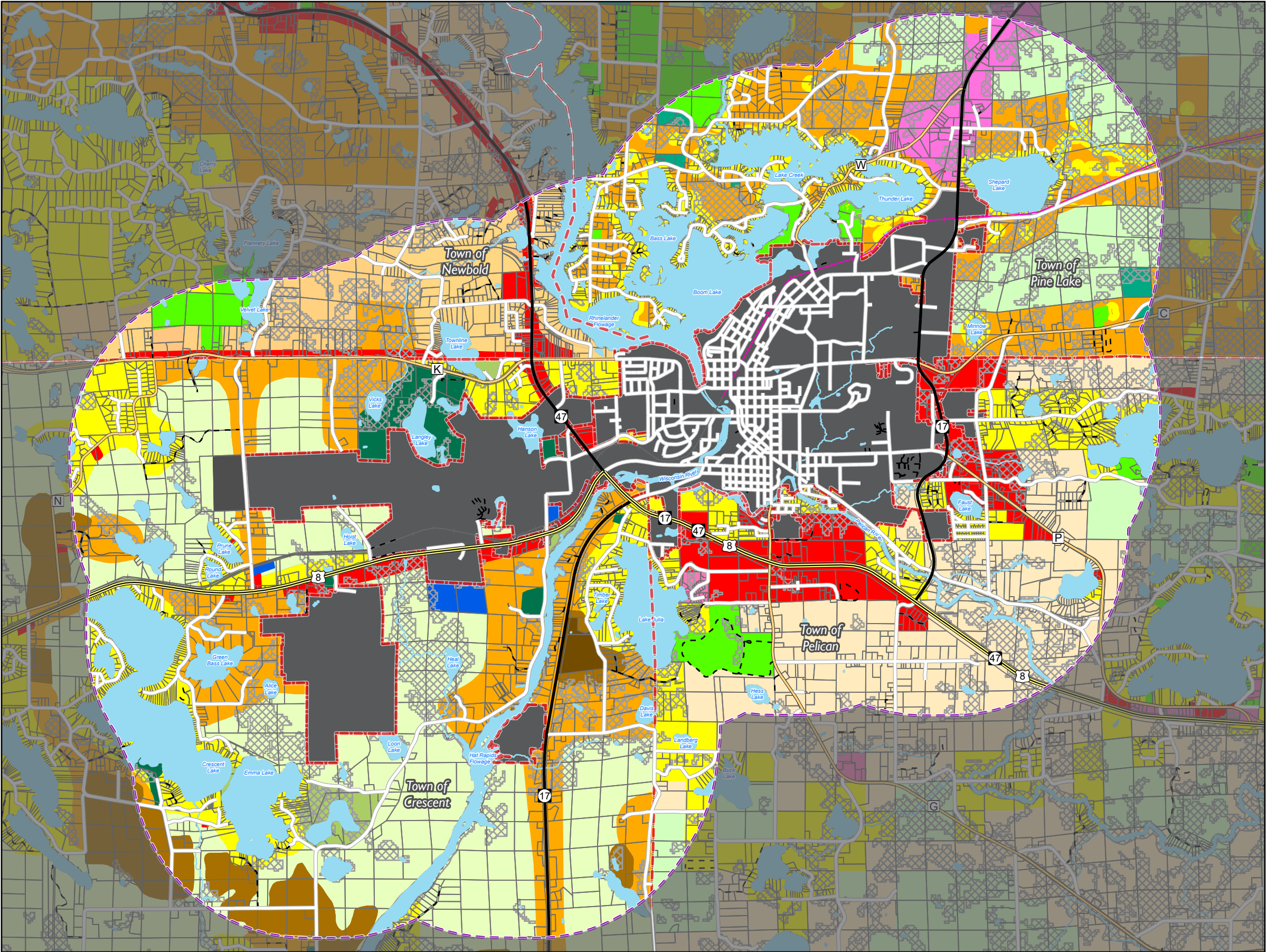
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Wisconsin Regional
Planning Commission

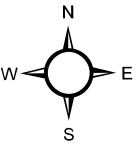
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Map Features

- U.S. Highway
 - State Highway
 - County Highway
 - Local Roads
 - Private Roads
 - Forest Roads
 - Railroad
 - Railroad (Out of Service)
 - Minor Civil Division
 - Extra Territorial Zone Boundary
 - Parcels
 - Limited Development Potential
- ETZ Future Land Use*
- Agriculture
 - Commercial
 - Governmental
 - Industrial
 - Transportation
 - Outdoor Recreation
 - Preservation / Open Space
 - Residential
 - Mixed Use
 - Rural Residential
 - Solar Farm
 - Woodlands
 - Water

* Each town developed their own plan. As such, each used a variety of different land use categories. The Future Land Uses in this map have been generalized. See individual plans for detailed future land use.



Source: WisDOT, WI DNR, NCWRPC, Oneida Co
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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