



# TOWN OF NEWBOLD COMPREHENSIVE PLAN 2021

*Prepared with the assistance of the North Central Wisconsin Regional Planning Commission*



TOWN OF NEWBOLD

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Prepared with the Assistance of the:

NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

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# Chapter 1

## Background and Demographics

### BACKGROUND

#### Introduction

The Town of Newbold Comprehensive Plan documents existing conditions in the Town as well as issues and concerns on a number of topics including future development, land use, transportation, housing, and economic development. Additionally, this plan presents policies and actions to address those concerns and take future action. This plan is intended to guide Town decision makers on a variety of issues over the next twenty years, by providing a vision for future planning and community decisions.

The Town of Newbold covers an area of about 59,500-acres (93-sq. miles) in central Oneida County. The Town includes all of Townships 39N and 38N, a part of Township 37N (all in Range 8 East), and a part of Township 38N in Range 7 East. The Town is located adjacent to the City of Rhinelander and is bordered on the west by the Towns of Cassian, Lake Tomahawk, and Woodruff. It is bordered on the east by the Towns of Pine Lake and Sugar Camp. The Town of Crescent is located beyond the southern boundary and the Town of St. Germain in Vilas County is located beyond the northern boundary. Newbold is one of 20 Towns in Oneida County.

#### The Planning Process

In the fall of 2019, the Town of Newbold initiated a process to update its comprehensive plan. The state comprehensive planning law (66.1001) requires that a comprehensive plan be updated every ten years. The Town engaged the North Central Wisconsin Regional Planning Commission (NCWRPC) to facilitate the plan update process and prepare an updated comprehensive plan that meets the state criteria and serve as a local guide to a community physical, social, and economic development. The members of the Town of Newbold Plan Commission facilitated discussion, monitored development, and provided input on the plan. They met several times throughout the plan process to analyze and discuss information that was gathered and presented by the NCWRPC before recommending adoption of the plan to the Town Board. A public hearing was held on the final draft plan, and the plan was adopted by the Town, see Appendix for adoption documentation.

#### Previous Plan

This plan is an update to the previous Town of Newbold Comprehensive Plan which was adopted by the Town Board in 2008. That plan was also developed with the assistance of the NCWRPC, using unadopted planning work from 1999 and the Newbold Public Advisory Committee or NEWPAC. The NEWPAC was a ten member committee established by the Town Board to oversee the planning process at that time. As part of that effort, NEWPAC formulated a mission statement which was

reaffirmed by the Town of Newbold Plan Commission and carried over into this plan update, as follows:

### **VISION STATEMENT TOWN OF NEWBOLD, WISCONSIN**

A place of abundant natural beauty featuring the pristine Wisconsin River, bountiful lakes and streams, mixed forests, extensive wetlands, wild rice beds, and home to a wide variety of wildlife including many rare and endangered species...this is the Town of Newbold in the 21<sup>st</sup> Century. As a result of the proactive cooperation of its residents, the unique Northwoods character of Newbold will be well preserved with diverse forest areas, high water quality, a variety of wildlife and the protection of environmentally sensitive areas.

A dedicated community spirit will result in the conservation and preservation of the forest, and the implementation of shoreland management standards and water use, which will allow Newbold to maintain its "Northwoods" atmosphere. Revised land use and land division policies will lead to a system of planned and orderly development. Consequently, the Town will establish itself as an area, which takes pride in its natural beauty, aesthetic recreational experiences, and appealing commercial and residential uses.

By proactively directing growth and development, the Town of Newbold will preserve its strongest asset, the integrity of its forests and waters, providing its residents and guests with the opportunity to enjoy the "Northwoods" experience.

#### **Public Participation**

Public participation is an important part of the planning process. Allowing and encouraging public involvement in the planning process provides the citizens of the Town an opportunity to express their views, ideas, and present issues that they would like to address regarding the future development of the Town. Local officials should use this input as a guide for future policies and decisions. The Town of Newbold posted all Plan Commission meetings inviting the public and held a public hearing to collect public input.

#### **Town History**

The Town of Newbold was created in 1898 and included 3 full Townships. In 1907 all of Township 37 east of the Wisconsin River was attached to the newly formed Town of Pine Lake. In 1920 parts of 3 sections east of the Wisconsin River were reattached to Newbold. There has been a post office at the little settlement of McNaughton in Twp. 38 since 1890. The first meeting of the Newbold Town Board was held in 1899 at the McNaughton School. At this meeting a \$400 levy was made to build a bridge across the Wisconsin River to provide access to that part of Newbold that was located east of the River. The next year at a special meeting the Town resolved to bond for \$1,000 to build a Town Hall to be located in Twp. 38 close to the McNaughton settlement. The first meeting in the Town Hall was held on October 6, 1900.

The 1900 census enumerated 44 households in Newbold with a total population of 258 individuals. Also in 1900 the Town authorized the director of the school board to apply for a \$2,400 loan from

the state trust fund to build 3 more schools, in addition to the McNaughton School. The Town operated these 4 schools: McNaughton, Newhaus, Fetke and McLaughlin, with some variation until the 1940s. In 1954 the Town built a modern school. In 1968 the Town became a part of the Rhinelander School District. Township 39 is, however, now attached to the Eagle River school system.

After the logging era agriculture had limited success in Newbold, and today there are few active farms. Resorts have been an important part of the Town's economy for many years, but more recently private lakefront homes have become more common. Many of these homes have been converted to year-round residences. This change has contributed to a significant source of population growth. See Appendix for a more detailed narrative history of the Town of Newbold.



## ISSUES & OPPORTUNITIES

During the planning process for this plan update, the Town Plan Commission identified and discussed a number of issues/opportunities currently facing the Town, as follows:

- Changing demographics or aging of the Town population.
- Newbold Outdoor Recreation Area (NORA) opened.
- Newbold formed an Invasive Species Committee which developed an Invasive Species Action Plan in 2018.
- Challenge to Newbold Land Division Ordinance upheld in court is headed to the Supreme Court with statewide implications. See Appendix for details on this case.
- The boom in the short term rental market.
- The growth in ATV use and expansion of the ATV recreational draw in the area including opening of all Town roads to ATV use and designation of 200 miles of ATV corridor within the Northern Highlands State Forest.
- The potential to work with surrounding communities to develop a regional bike corridor system as a potential amenity/draw like in other areas such as the Heart of Vilas Bike Trail System.

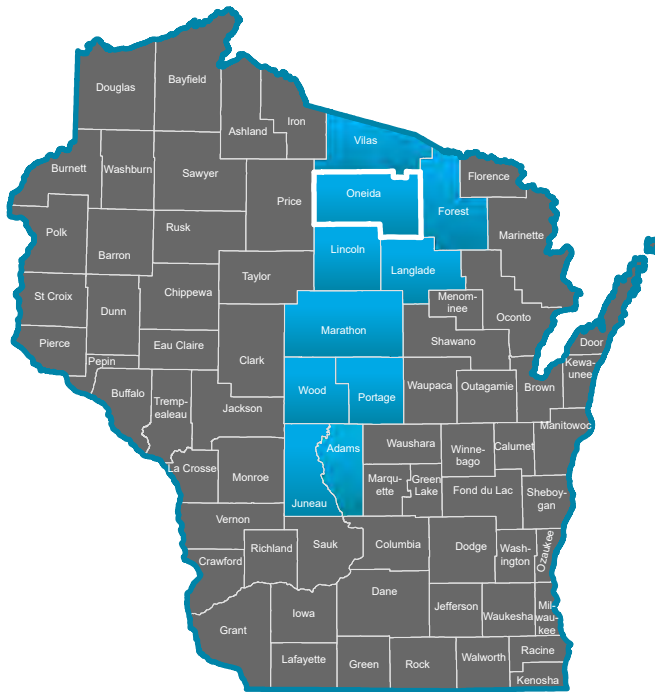
- Connectivity: high speed internet service is lacking and/or unreliable in many parts of the Town and dead spots in cell service still exist. This has implications for daily activities in an increasingly tech-based world as well as for emergency services.
- Long term trends in changing weather patterns. Impacts infrastructure, etc.
- Drinking water quality with PFOS in surrounding area, high iron concentrations, and other issues.

## DEMOGRAPHICS

This section describes the existing demographics of the Town of Newbold and identifies the major socio-economic trends impacting the Town. A variety of demographic information is examined in this chapter, including total population, age distribution, household composition, educational attainment, income levels, poverty, and resident employment data. Map 1 illustrates the planning area for the Town of Newbold. The Towns of Crescent, Pelican, and Pine Lake as well as Oneida County and the State of Wisconsin are listed for comparison.

The data in this chapter, as well as the chapter on housing, mainly utilizes data from the U.S. Census and the American Community Survey (ACS), as well as the Wisconsin Department of Administration (WDOA). The U.S. Census and the American Community Survey are both produced by the U.S. Census Bureau. The Census is a count of the American population conducted every ten years and the American Community Survey is an estimate of the population released on a yearly basis. Data is analyzed for the years 2000 and 2010 from the U.S. Census Bureau for this comprehensive plan, while 2017 data is provided to give a sense of current trends.

The American Community Survey evolved from the long-form of the Census that a random subset of the population used to receive with the Census. In 2010, the U.S. Census Bureau started releasing American Community Survey data for all populations, including the Town of Newbold. The Census is a perfect count of the population, regardless of size, but small populations, such as Newbold, are often difficult to survey. This can produce data that is not always accurate or consistent. Figure 1 summarizes the local context for the Town of Newbold.



The Town of Newbold is part of Oneida County, located in northern Wisconsin. Surrounding municipalities include: Vilas County (north), Sugar Camp (east), Rhinelander and Crescent (south), & Woodruff, Lake Tomahawk, and Cassian (west).

Newbold is a place of abundant natural beauty featuring the pristine Wisconsin River, bountiful lakes and streams, mixed forests, extensive wetlands, wild rice beds, and home to a wide variety of wildlife including many rare and endangered species.



**Woodlands:**  
Acres: 42,881  
% of Town Area: 72%

**American Legion State Forest:**  
Acres: 20,235



**Population:**  
Total: 2,699  
Median Age: 49.1



**Water Resources:**  
Named Lakes: 137  
Acres: 9,235  
% of Town Area: 15.5%

**Major Waterbodies:**  
Wisconsin River  
Rainbow Flowage  
Two Sisters Lake



**Household Income:**  
Median Income: \$58,973  
Per Capita Income: \$31,609



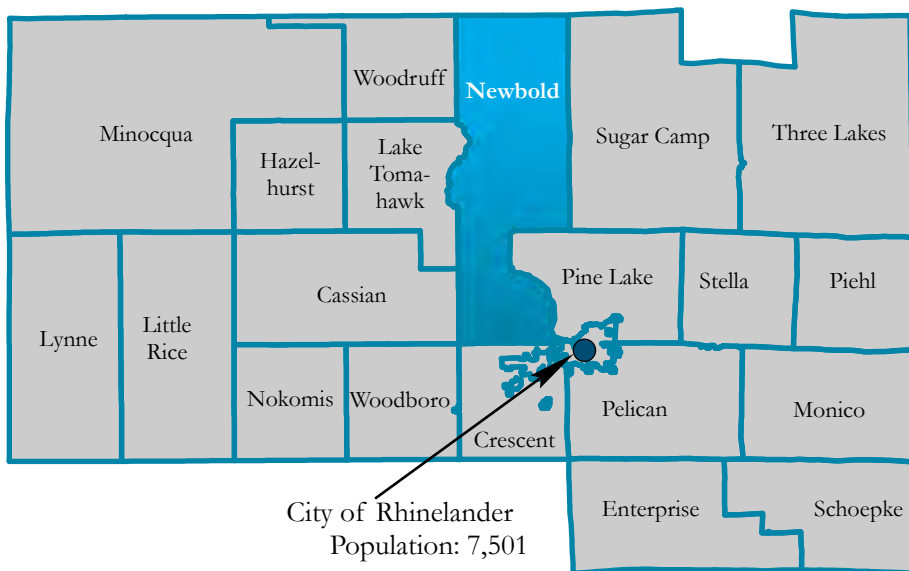
**Housing Units:**  
Total: 2,294  
Occupied: 1,069  
Seasonal: 1,192



**Employment Data:**  
Employed: 1,231  
Unemployment: 3.4%  
Jobs within Town: 362



**Major Roadways:**  
STH 47      CTH J  
CTH D      CTH O



City of Rhinelander  
Population: 7,501

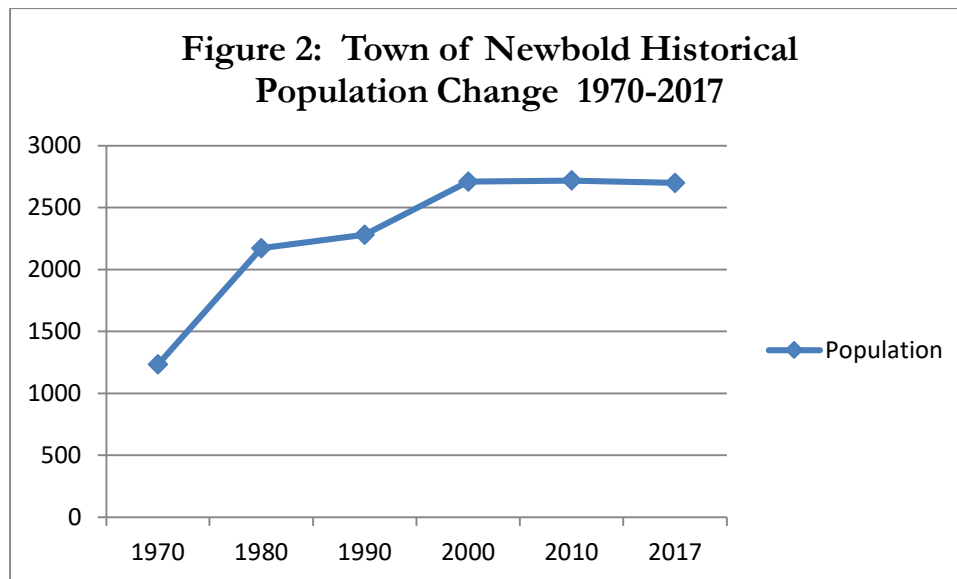


## Population and Households

### Historical Trends

As shown in Figure 2, over the past 47 years, the population of the Town of Newbold has increased by 119 percent or 1,465 people, from 1970 to 2017. A majority of this growth occurred from 1970 to 1980. During this time, the population increased by 937 people, for a rate increase of 76 percent. The growth rate was still significant, but slowed some from 1980 to 1990 and from 1990 to 2000. The population increased 5 percent from 1980 to 1990 for a total of 110 residents. There were 429 additional people by 2000, for an increase of 19 percent.

Since 2000, the rate has slowed substantially and the population has dropped slightly from 2000 to 2017. From 2000 to 2010 there were only 9 new residents, for an increase of 0.3 percent. There was a loss of 20 people from 2010 to 2017.



*Source: U.S. Census and American Community Survey*

Minor Civil Division	2000	2010	2017	2000-2017 % Change	2000-2017 Net Change
T. Newbold	2,710	2,719	2,699	-0.4%	-11
T. Crescent	2,071	2,033	2,132	2.9%	61
T. Pelican	2,902	2,764	2,728	-6.0%	-174
T. Pine Lake	2,720	2,740	2,711	-0.3%	-9
Oneida County	36,776	35,998	35,352	-3.9%	-1,424
Wisconsin	5,363,675	5,686,986	5,763,217	7.4%	399,542

*Source: U.S. Census and American Community Survey*

Table 1 indicated that the Town of Newbold's population has decreased somewhat from 2000, for a decrease of 0.4 percent or 11 residents. This decrease is consistent with that of surrounding towns, with the greatest population decrease in the Town of Pelican, which has lost 174 residents since 2000,

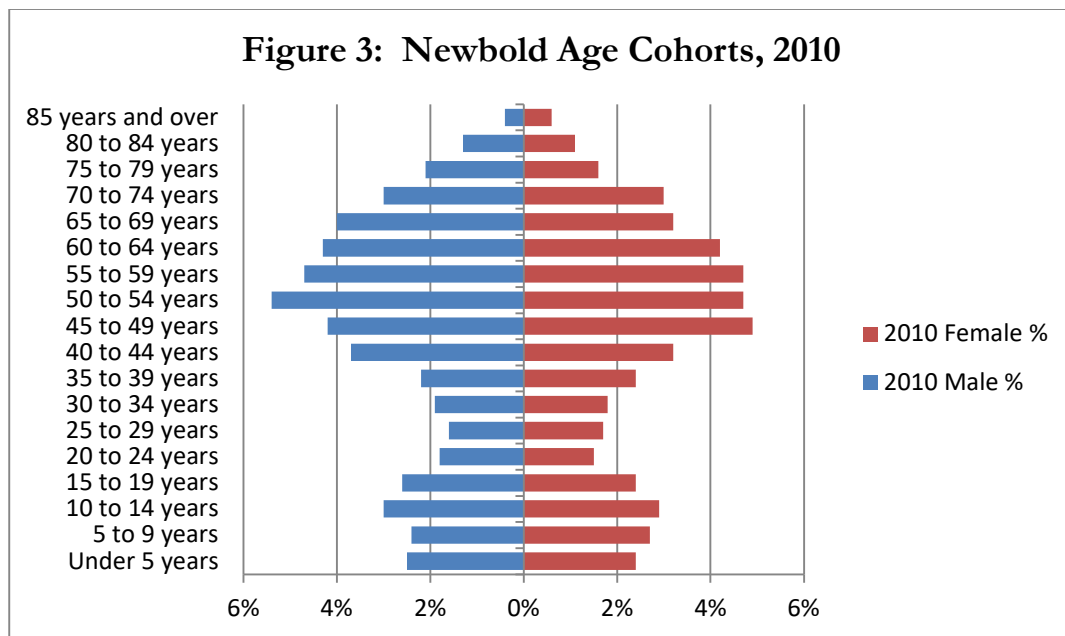
for a six percent decrease. The Town of Crescent has experienced some growth in the past several years at a rate increase of 2.9 percent since 2000.

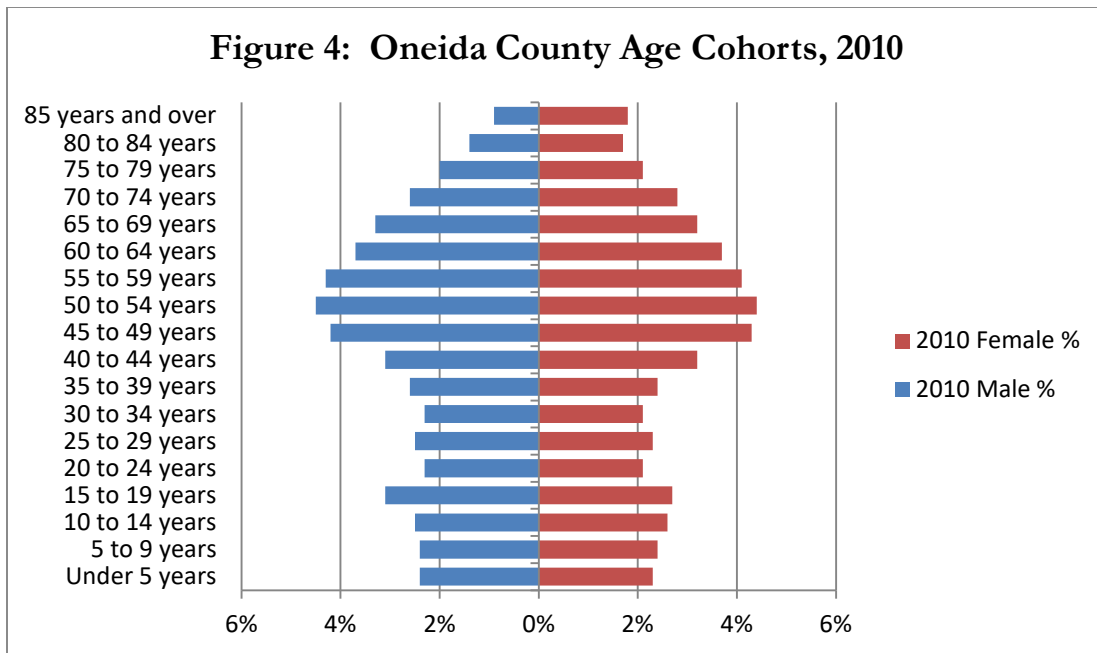
The Town of Newbold has had a lower rate of population decrease than that of the county since 2000. Oneida County has 1,424, or 3.9 percent, fewer residents than it did in 2000. This is 3.5 percent more than the Town of Newbold. The State of Wisconsin has had steady population increase since 2000.

*Population Distribution*

Figure 3 illustrates the Town’s population distribution by age and gender as percentages in 2010. The median age in the Town in 2010 was 49.1 years, up from 42.8 in 2000. The County’s median age was 48.0 in 2010. Both the Town and the County had a significantly higher median age than the State which was at 38.5 in 2010.

The 50 to 54 year age range was the largest age group for men. The most sizeable group of women where in the 45-49 year age range. The County’s population pyramid is displayed in Figure 4. Both the Town and the County have highly constrictive population pyramids with far greater numbers in the higher verses lower age ranges. This is indicative of aging populations with slow population growth.





Population distribution is important to the planning process. Two age groups are of particular note, those 17 years of age and younger and those 65 years of age or older. These are often referred to as dependent populations, but each have different needs. For example, the younger group requires schools and child care and the older group requires increased levels of medical care.

From 2000 to 2010, the population of 17 and younger group in Newbold declined from 22.7 percent of the population to 19.3 percent of the population. In short, this was a net loss of 91 people from this age cohort. In Oneida County, this group declined from 22.3 percent to 18.4 percent of the population. In 2010, those ages 17 and under comprised 23.6 percent of the population.

From 2000 to 2010, the population of those in the 65 and older group increased from 14.4 percent in 2000 to 20.4 percent in 2010. In Oneida County the 65 and older group increased significantly during this time period as well up from 18.7 percent in 2000 to 21.7 percent in 2010. Due to longer life expectancy and the size of the Baby Boomer generation, the 65 and older age group is expected to continue to increase in size. The trend is occurring at the state and national levels and to an even greater degree within the rural Wisconsin counties. This population trend whereby older age categories increase significantly while younger age categories decline will impact the future labor supply, school system, and health care industry at the national, state, and local levels.

**Population Forecasts**

Population projections are completed by the Wisconsin Department of Administration’s Demographic Services Center and are recognized as Wisconsin’s official population projections. The WDOA projections are based on the historical population trends of individual communities, however more recent years carry a greater weight in the WDOA’s projected populations. Population projections are not a statement of what will happen, but an inference of what might happen if past patterns and probable future trends hold true.

Minor Civil Division	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection	% Change 2015-2040
T. Newbold	2,720	2,845	2,995	3,095	3,100	3,025	11.2%
T. Crescent	2,030	2,120	2,220	2,285	2,280	2,215	9.1%
T. Pelican	2,795	2,960	3,145	3,280	3,310	3,260	16.6%
T. Pine Lake	2,735	2,855	2,980	3,070	3,060	2,970	8.6%
Oneida County	36,208	37,265	38,905	39,985	39,745	38,500	6.3%
Wisconsin	5,783,015	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	12.3%

*Source: WDOA Population Projections 2013*

Table 2 illustrates that from 2015 to 2040, the Town of Newbold is expected to increase by 305, or 11.2 percent. The rate of projected increase is slightly less than the projected growth for the state, which is expected to grow at a rate of 12.3 percent. However, the projection is nearly double that of Oneida County, which is expected to grow at a rate of 6.3 percent.

**Household Forecasts**

Like population, household projections were completed in 5-year increments between 2015 and 2040. Like the population projections, the WDOA household projections are recognized as Wisconsin’s official predictor of household trends and are based on historical household trends in individual communities. Table 3 includes household projections completed by the WDOA.

Minor Civil Division	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection	% Change 2015-2040
T. Newbold	1,200	1,264	1,337	1,388	1,403	1,382	15.2%
T. Crescent	873	918	966	999	1,005	986	12.9%
T. Pelican	1,220	1,301	1,389	1,455	1,480	1,471	20.6%
T. Pine Lake	1,156	1,216	1,275	1,319	1,326	1,299	12.4%
Oneida County	16,225	16,986	17,796	18,344	18,346	17,892	10.3%
Wisconsin	2,371,815	2,491,982	2,600,538	2,697,884	2,764,498	2,790,322	17.6%

*Source: WDOA Household Projections 2013*

The number of households is expected to grow at a rate of 15.2 percent from 2015 to 2040 as shown in Table 3. This is consistent with the projected rate of household growth in the surrounding communities. The expected rate of household growth is 2.4 percent lower than that of the state and 4.9 percent greater than that of the county.

### Education and Income Levels

Table 4 compares levels of education attainment for the Town of Newbold residents to surrounding towns, the county, and the state. In 2017, 91.9 percent of town residents had a high school education or higher. This was 0.4 percent less than the county average, but 0.2 percent higher than the percent of state high school graduates. There were 28.6 percent bachelor's degree recipients in the town in 2017. This was 0.4 percent less than the state as a whole, but 1.1 percent more than the county. The town's distribution with regard to educational attainment was consistent with that of the surrounding communities.

<b>Educational Attainment</b>	<b>T. Newbold</b>	<b>T. Crescent</b>	<b>T. Pelican Lake</b>	<b>T. Pine Lake</b>	<b>Oneida County</b>	<b>Wisconsin</b>
Less than 9 <sup>th</sup> grade	2.2%	0.2%	1.0%	1.0%	2.1%	2.8%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	5.8%	6.7%	2.7%	7.2%	5.6%	5.5%
High school graduate	32.5%	26.1%	36.4%	34.8%	32.6%	31.3%
Some college, no degree	18.5%	24.5%	21.5%	17.2%	22.1%	20.9%
Associates degree	12.3%	12.5%	13.4%	10.5%	10.1%	10.5%
Bachelor's degree	17.8%	20.3%	14.7%	18.0%	17.9%	19.2%
Graduate or professional degree	10.8%	9.8%	10.4%	11.3%	9.6%	9.9%
High school graduate or higher	<b>91.9%</b>	<b>93.1%</b>	<b>96.3%</b>	<b>91.8%</b>	<b>92.3%</b>	<b>91.7%</b>
Bachelor's degree or higher	<b>28.6%</b>	<b>30.1%</b>	<b>25.1%</b>	<b>29.3%</b>	<b>27.5%</b>	<b>29.0%</b>

*Source: American Community Survey, 2017*

As shown in Table 5, median household income for the Town of Newbold was \$58,973 in 2017. This figure is higher than both the county and the state overall. Likewise, the Town had a higher median per capita income than the county and the state.

	<b>T. Newbold</b>	<b>T. Crescent</b>	<b>T. Pelican</b>	<b>T. Pine Lake</b>	<b>Oneida County</b>	<b>Wisconsin</b>
<b>Median Household Income</b>	\$58,973	\$64,485	\$61,289	\$63,210	\$52,945	\$56,759
<b>Median Per Capita Income</b>	\$31,609	\$34,638	\$28,522	\$35,186	\$30,550	\$30,557

*Source: American Community Survey, 2017*

**Employment Characteristics**

Table 6 illustrates the breakdown, by occupation of the employed population in 2017, age 16 and over. In 2017, the Town’s largest employment sector was in management, business, science and the arts, which was consistent with the surrounding communities, the county, and the state. The second greatest concentration of workers were in sales and office positions in the Town of Newbold, the county, and the state. This was true in a majority of the surrounding communities as well, with the Town of Crescent being an exception. In Crescent, the second largest grouping was in service positions.

	<b>T. Newbold</b>	<b>T. Crescent</b>	<b>T. Pelican</b>	<b>T. Pine Lake</b>	<b>Oneida County</b>	<b>Wisconsin</b>
<b>Management, business, science, arts</b>	36.1%	38.4%	36.9%	31.0%	31.7%	35.5%
<b>Service</b>	16.0%	22.3%	15.0%	15.6%	19.0%	16.8%
<b>Sales and office</b>	23.4%	20.1%	23.0%	23.0%	24.3%	22.5%
<b>Natural resources, construction, maintenance</b>	13.4%	5.2%	14.9%	13.9%	10.9%	8.5%
<b>Production, transportation, and material moving</b>	11.0%	13.9%	10.2%	16.5%	14.0%	16.6%

*Source: American Community Survey, 2017*

# Chapter 2

## Natural, Agricultural, and 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.

Natural, agricultural and cultural resources play an important role in the livability of a community.

### PREVIOUS NATURAL, AGRICULTURAL, & CULTURAL RESOURCE PLANS AND STUDIES

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

#### **Oneida County Land and Water Resource Management Plan, 2020-2029**

This Plan provides a framework for local/state/federal conservation program implementation efforts. Implementation of this plan will help protect and improve the valuable water and soil natural resources in Oneida County. Some of the plan's recommendations include protecting shoreland areas, reducing nonpoint source pollution, replace failing septic systems, and reduce wildlife conflicts. A copy is available in the Oneida County Land Conservation Department.

#### **Oneida County Outdoor Recreation Plan 2019-2023**

Creation of this plan is in process. The primary purpose of this recreation plan is to provide continued direction in meeting the current and future recreation needs of the County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs. Adoption of this plan and its subsequent acceptance by the Wisconsin Department of Natural Resources (WDNR) allows for continued eligibility for financial assistance from the Land and Water Conservation Fund (LAWCON), the Stewardship Fund, and many other federal and state funding programs. A copy is available in the Oneida County Forestry Department.

#### **Oneida County Farmland Preservation Plan, 2015**

The Oneida County Farmland Preservation Plan is required under Chapter 91 of Wisconsin Statutes. The Plan's purpose is to guide and manage farmland preservation and agricultural production capacity

from 2015 to 2024. The plan functions as the primary policy document setting forth directions for how the County intends to preserve agricultural production capacity, farmland, soil and water resources, and rural character.

Farmland Preservation Areas - Parcels that meet the Farmland Preservation Plan (FPP) mapping criteria. Landowners in this area may apply for farmland preservation income tax credits. No non-agricultural development is planned in the next fifteen years for those areas identified.

*Criteria for Farmland Preservation Areas:*

- Lands depicted on the Soils Map as farmlands.
- Lands depicted on the Land Use Map as agriculture, cranberry bog, open lands, or woodlands.
- Lands depicted on the Future Land Use Map that allow agriculture or forestry to occur

*Lands are excluded if they are any of the following:*

- Local, county, state, and federal lands
- “Planned Out” lands on the FPP Map
- Parcels less than 5 acres
- Tax exempt land

The Town of Newbold has very little land used for agricultural purposes or designated as preserved farmland.

### **Oneida County Forest Comprehensive Land Use Plan 2006-2020**

The mission of the County Forest is to manage, conserve and protect the natural resources within the county forest on a sustainable basis for present and future generations. The Plan contains information about forest resource planning, outdoor recreation planning, silvicultural practices, aesthetic management zones, trails and access control, biological communities, and wildlife species that exist within the county forest. A copy is available in the Oneida County Forestry Department.

### **USGS Protecting Wisconsin’s Groundwater through Comprehensive Planning**

In a joint effort by the Wisconsin Department of Natural Resources (DNR), the University of Wisconsin System, and the United States Geological Survey, a website was made available with data and information on geology, general hydrology, and groundwater quantity and quality. The website was developed to aid government officials in their comprehensive plans, including this plan.

The most recent data available for Oneida County was public in 2007. The Oneida County report can be accessed here: <https://wi.water.usgs.gov/gwcomp/index.html>

## **NATURAL RESOURCES**

The environmental features and assets that are examined in this plan include water, wetlands, floodplains, soils, and woodlands. 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.

The Town lies in the mid-latitude continental climatic zone. The summers have warm but not excessively hot days and cool nights. Winters are long, cold and snowy with an annual seasonal snowfall of 53-inches. Snow covers the ground and ice covers the lakes from December to April. Mean annual precipitation is over 30-inches. The growing season generally extends from late May to early September, for an average frost-free growing season of 124-days. Prevailing winds come out of the northwest from late fall through spring, and from the southwest during the remainder of the year. Map 2 details natural resources within the Town of Newbold.

### Surface Water

The Town of Newbold contains an abundance of surface water features. The 137 lakes, numerous streams and the Wisconsin River create more than 9,000-acres of surface water in the Town; approximately 15% of Newbold's total acreage. The Water Features of the Town of Newbold are shown on Map 2. The Wisconsin River is the most prominent surface water feature in the Town of Newbold. It flows north to south through the entire Town.

The Rainbow Flowage, located in the northern area of the Town is a unique feature in Newbold because the flow is regulated by the operation of headwaters storage reservoirs on the Wisconsin River by the Wisconsin Valley Improvement Company (WVIC). The regulation of the Wisconsin River and the associated Rainbow Flowage provides flood control, low flow augmentation, water quality improvement, conservation of natural resources, and water-based recreation. The Rainbow Flowage was established in 1935 and now covers more than 2,000-acres of area with a maximum depth of 26 feet.



Rainbow Reservoir

Table 7 presents an inventory of the lake resources with the Town of Newbold. The Town contains 12.2 percent of the lakes in Oneida County. Most of the lakes are between 1.1 and 5 acres in size. This is in contrast to Oneida County as a whole where the majority of lakes are under an acre.

**Table 7: Lake Inventory**

Lake Size (Acres)	Oneida County		Town of Newbold		
	Number of Lakes	% of Total Lakes	Number of Lakes	% of Total Lakes	% of Total Lakes in Oneida County
Less than 1.0	402	35.7%	21	15.3%	1.9%
1.0 - 1.5	229	20.3%	43	31.4%	3.8%
5.1 - 10.0	95	8.4%	14	10.2%	1.2%
10.1 - 15.0	45	4.0%	12	8.8%	1.1%
15.1 - 20.0	38	3.4%	6	4.4%	0.5%
20.1 - 50.0	131	11.6%	19	13.8%	1.7%
50.1 – 100.0	53	4.7%	10	7.3%	0.9%
Greater than 100.1	134	11.9%	12	8.8%	1.1%
<b>Total</b>	<b>1127</b>	<b>100.0%</b>	<b>137</b>	<b>100.0%</b>	<b>12.2%</b>

*Source: 2008 Town of Newbold Comprehensive Plan*

### Outstanding and Exceptional Water Resources

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

The Town of Newbold contains one high-quality resource water; Two Sisters Lake is classified an Outstanding Resource Water. In addition, the section of the Wisconsin River that winds through the Town of Newbold is considered an Exceptional Resource Water.

### Impaired Waters

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

Three water bodies in Town are listed as not meeting the standards set under the U.S. Clean Water Act, Section 303(d). The impaired waters in the Town of Newbold are Pickerel Lake, Bass Lake, and North Nokomis Lake.

### Watersheds

The Town is located within two watersheds of the Upper Wisconsin River Northern Sub-basin; these watersheds are the Rhinelander Flowage and the Sugar Camp Creek. The Rhinelander Flowage Watershed is 76,609 acres in size and contains 100 miles of streams and rivers, 6,029 acres of lakes

and 20,592 acres of wetlands. The watershed is dominated by forests (53%) and wetlands (26%) and is ranked high for nonpoint sources affecting lakes.

The Sugar Creek Camp Watershed is located in Oneida and Vilas Counties. It is a sizeable watershed at 120,316 acres in size. It includes 124 miles of streams and rivers, 11,669 acres of lakes, and 30,139 acres of wetlands. It is primarily forest land (53%), wetlands (25%), and open water (13%) and is ranked medium for nonpoint source issues affecting lakes.

### **Wetlands**

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

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

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of this function over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The WDNR has promulgated minimum standards for managing wetlands. Wetlands and other natural features are displayed on Map 2.

### **Floodplains**

Floodplains are formally designated areas that experience flooding during a 100-year storm event. The floodplain consists of a “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.

### **Woodlands and Forests**

Forest cover provides many diverse and vital functions; forested lands provide for recreational opportunities, scenic beauty, economic commodity (timber products), and wildlife habitat as well as protection of sensitive environmental areas. Tree cover is essential, especially for erosion control and to reduce effluent and nutrient flows into surface waterbodies and stream courses.

The vegetation of the Newbold area during the pre-settlement periods of Wisconsin was classified as a northern forest with predominately coniferous species including both the white and red pine. This type of pine forest was extremely limited in the State, with Oneida and Vilas Counties containing the most extensive block. During the Euro-American settlement period, mid 1800's to early 1900's, much of the forest areas in Wisconsin were cut over. The early logging concentrated on the white pine and

to some extent the red pine. This practice, in addition to purposeful or unintentional fires, almost eliminated the white pine seed from the northern forest area. Efforts to replant over 500,000-acres of forestlands in Wisconsin from 1956 to 1968 met with mixed success; the red pine was the most widely planted. However, it was generally inappropriate for many site conditions. From 1968 to 1982 nearly every tree species increased in overall volume throughout the state. (Source: Wisconsin Biodiversity as a Management Issue, Wisconsin Department of Natural Resources, May 1995).

Today, much of the forestlands in Newbold are included in the boundaries of the Northern Highlands-American Legion (NH-AL) State Forest. Predominate cover types of the NH-AL State Forest in the Newbold area include aspen, red pine, jack pine, and white pine. The aspen species is a reflection of the logging industry and the burns that took place within the forested areas because it is generally a first growth "pioneer" species. Other types of vegetation in the Newbold part of the NH-AL State Forest include low and upland brush and grass.

Woodland and forest areas within the Town of Newbold cover about 42,600-acres of land; almost 72% of the existing land use within the Town. Of these 42,600-acres of woodland and forests, approximately 22,500-acres are located in the northern part of the Town and are managed by the WDNR as part of the Northern Highlands-American Legion (NH-AL) State Forest.

The WDNR, as manager of the NH-AL State Forest, maintains a Forest Master Plan to ensure a balance between the natural environment of the forest and the demands of the users. The NH-AL provides numerous benefits including recreational opportunities for both local residents and visitors alike. Most notable in the latest update of the Master Plan is the designation of over 200 miles of ATV corridor throughout the forest.

More than 3,600-acres of woodlands and forestlands in the Town are currently being maintained through the Managed Forest Law program. This tax assessment program is available to landowners willing to manage their forest plot according to sound forestry practices as specified in a management plan.

The vast coverage of forested land in Newbold provides both recreational and economic benefits to the area. The forested areas provide both passive and active recreational opportunities such as hiking, hunting, and camping for local residents and visitors. Effective management and commercial logging of the forested lands provides economic benefits to local economy.

### **Terrestrial Invasive Species**

The Town of Newbold Terrestrial Invasive Species Committee was created in 2018. They conducted a survey of the Town roads, identifying and inventorying invasive plants. Finally, they developed an action plan to monitor and control these invasive species. Aquatic invasive species are being addressed by the Town Lakes Committee.

The action plan outlined three objectives. The first is education and outreach training for landowners, vacationers, and road crews. It also involves public presentations, reports, and volunteer opportunities. The second objective relates to managing and controlling the invasive plant species. This committee works with landowners to aid in identification and control. The third objective aims at restoration of the affected sites.

## Wildlife

The wildlife in the area is representative of the northern-forested areas. The mammals include the timber wolf, black bear, white-tailed deer, coyote, porcupine, bobcat, beaver, red fox, otter, raccoon, skunk, squirrel, mink, and other small animals. Common game birds include the ruffed grouse, turkey and mourning dove. Newbold is also a migration path for woodcock, geese and ducks such as wood ducks, mallards, black ducks, and blue-winged teal, plus swans and cranes. Also found through portions of the Town are loons, herons, bald eagles, osprey, owls, woodpeckers, songbirds, and several species of hawks. The relative location of these wildlife species depends on the forest types in a given area as well as the local harvesting practices.

The 2008 Town of Newbold Comprehensive Plan included a description of several significant wildlife habitat features identified by the WDNR Northern Region Wildlife Biologist:

- The Rainbow Flowage – More than 90% of the shoreline is owned by the WDNR. The Wisconsin Valley Improvement Corp. (WVIC) dam on CTY Hwy “D” manages the water level of the Flowage. Bald eagles and ospreys nest near the flowage. The southeast shoreline has significant wetland habitat.
- The Wisconsin River - The upper reaches of the river offers significant wildlife habitat features including wild-river shoreline, bottomland hardwood forests, and large wild rice beds in the Rhinelander Flowage.
- The Rainbow Flowage Sedge Meadow - This is a regionally significant natural area located just east of the Rainbow Flowage. This area is a huge complex of sedge meadow, bog, shrubcarr and jack pine forest with nesting sites for bald eagles and osprey.
- The Big Swamp - This large wetland area located south of North Nokomis Lake in Twp. 39 has extensive acreage of open bog, conifer swamp, and jack pine uplands. Patterned bog may exist in the northeast corner of the wetland.
- McCabe and Mudhen Lakes - These two undeveloped lakes in Sect. 35 of Twp. 38 provide significant waterfowl habitat.

The Wildlife Biologist also noted that further protecting these significant habitat features would enhance wildlife use in these areas. Human population growth with attendant housing development and increased recreation pressure will have a negative impact on these habitat features.

Grey wolves are currently found in Newbold and many bald eagle and osprey nests are recorded as being located in Town.

## AGRICULTURAL RESOURCES

The Oneida County Land and Water Resource Management Plan was adopted in late 2019. It states that Oneida County has a small amount of agricultural land, at just over two percent. Most of this agricultural land is in the Towns of Cassian, Crescent, Hazelhurst, Nokomis, Schoepke, Stella, Sugar Camp, and Three Lakes. Therefore, there is very little agricultural land located within the Town of Newbold.

One notable exception to this is a large cranberry farm in the northeastern section of the Town of Newbold. This cranberry farm covers more than 600 acres and has been in operation for many years.

From 2002 to 2012 there was a significant increase in berry production throughout the county. Oneida County projects that cranberry production will further increase in all locations that demonstrate potential for new beds. With much of the county having a high water table, many places throughout the county are suitable for new bogs, including area within the Town of Newbold.

## CULTURAL RESOURCES

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 Native Americans or other cultural groups. The Town of Newbold does not have a Historic Preservation Commission.

The National Register of Historic Places lists the Little St. Germain Creek Site within the Town of Newbold as a site worthy of preservation. The address is undisclosed and access to the location is restricted. The State Historical Society (SHS) of Wisconsin was contacted to determine if there are any significant historic and cultural sites within the Town of Newbold. The SHS did provide a list of Newbold historic properties that are recorded in the Wisconsin Inventory of Historic Places.

In Township 37 North:

- 2 historically significant structures

In Township 38 North:

- 2 historically significant archeological sites
- 4 historically significant structures/sets of structures

In Township 39 North:

- 12 historically significant archeological sites
- 4 historically significant structures including 2 dams, 1 lodge, and 1 house



Newbold Cemetery

# Chapter 3

## Housing

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

Housing is a crucial component of livability and understanding dynamics in the market likely to affect housing development in the future 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, and 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 environmental sustainability.

### PREVIOUS PLANS AND STUDIES

#### **Wisconsin State Consolidated Housing Plan**

The Consolidated Housing Plan is required by the U.S. Department of Housing and Urban Development (HUD) in the application process required of the states in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants and Housing Opportunities for Persons with AIDS (HOPWA)

“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, 2015**

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

- Aging Population
- Smaller household sizes
- Lack of Housing Options
- Increase in Housing Costs related to incomes

#### **Oneida County Comprehensive Plan, 2013**

The Oneida County Comprehensive Plan closely examines the state of housing throughout Oneida County, examining housing issues and qualities such as age of housing units, housing value, housing

types, seasonal housing, and general housing characteristics. The identified goals in the Oneida County Comprehensive Plan as pertains to housing are as follows:

- Encourage adequate supply of affordable housing for all individuals of all income levels consistent with the rural character of the county.
- Encourage residential development in suitable areas
- Encourage the use, maintenance and renovation of existing housing as a source of affordable housing

## HOUSING INVENTORY AND TRENDS

### Housing Type and Tenure

In 2017, the Town of Newbold had approximately 1,069 occupied housing units, 93.7 percent of which were owner occupied, see Table 8. The Town of Newbold had a slightly higher percentage of owner-occupied homes than the surrounding Towns of Crescent, Pelican, or Pine Lake. There are 10.0 percent more homes that are owner-occupied than in Oneida County as a whole and 26.7 percent more than the entire State. The average household size was 2.52, slightly higher than the county, state, and most of the surrounding communities. In 22.7 percent of households the householder lived alone and 48.1% percent of households had an individual age 60 or older.

	<b>T. Newbold</b>	<b>T. Crescent</b>	<b>T. Pelican</b>	<b>T. Pine Lake</b>	<b>Oneida County</b>	<b>Wisconsin</b>
<b>Total occupied housing units</b>	1,069	874	1,053	1,177	14,994	2,328,754
<b>Owner occupied units</b>	1,002	784	977	1,050	12,547	1,559,308
<b>Renter occupied units</b>	67	90	76	127	2,447	769,446
<b>Average household size</b>	2.52	2.44	2.58	2.29	2.32	2.41
<b>% owner occupied</b>	93.7%	89.7%	92.8%	89.2%	83.7%	67.0%
<b>% householder living alone</b>	22.7%	23.0%	20.8%	27.4%	29.7%	29.0%
<b>% with individuals 60 or over</b>	48.1%	45.9%	43.9%	48.3%	50.4%	36.9%

*Source: American Community Survey, 2017*

### Seasonal Housing

Of the 2,294 housing units in the Town in 2017, 1,069 units were occupied, while the remaining 1,225 units were vacant. Seasonal housing units account for 1,192, or 97.3 percent, of the vacant units within the Town of Newbold. This is consistent with the surrounding area as well, as this is a region that abounds with outdoor recreational opportunities and contains locations that are desirable for second home ownership. Seasonal housing units account for over 52.0 percent of all housing units within the



Town, as shown in Table 9. This compares to 45.6 percent of housing units in Oneida County being classified as seasonal, and 7.1 percent for the state. The percentage of seasonal homes in Newbold is higher than the percentages for the surrounding Towns of Crescent, Pelican and Pine Lake.

	<b>Total Housing Units</b>	<b>Seasonal Housing Units</b>	<b>% Seasonal Housing Units</b>
T. Newbold	2,294	1,192	52.0%
T. Crescent	1,277	374	29.3%
T. Pelican	1,795	655	36.5%
T. Pine Lake	1,801	529	29.4%
Oneida County	30,723	14,024	45.6%
Wisconsin	2,668,692	190,794	7.1%

*Source: American Community Survey, 2017*

### Changes in Housing Stock

Table 10 illustrates the changes in housing stock from 1980 to 2010. In 1980, there were 1,774-housing units in the Town of Newbold, 734 occupied, 45 vacant, and 682 seasonal properties. In 1990, there were 2,006-housing units in the Town, 870 occupied, 24 vacant, and 1,112 seasonal. By 2000, there were 2,074 housing units, 1,176 being occupied units, 71 vacant, and 889 seasonal homes.

	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Net Change 2000-2010</b>	<b>% Change 2000-2010</b>
<b>Total housing units</b>	1,774	2,006	2,074	2,327	253	12.2%
<b>Occupied housing Units (households)</b>	734	870	1,114	1,176	62	5.6%
<b>Vacant, not seasonal</b>	45	24	71	78	191	9.9%
<b>Owner-occupied housing units</b>	644	763	1,006	1,050	44	4.4%
<b>Renter-occupied housing units</b>	90	107	108	126	18	16.7%
<b>Owner-occupied housing units as a percent of total</b>	36.3%	38.0%	48.5%	45.1%	--	--
<b>Number of seasonal homes</b>	682	1,112	889	1,073	184	20.7%

*Source: U.S. Census, & 2008 Town of Newbold Comprehensive Plan*

From 2000 to 2010, all categories of housing increased. In 2010, the total number of units increased to 2,327, an increase of 253 total units, or 12.2 percent. The number of renter-occupied units increased at a higher rate than owner-occupied units at 16.7 percent and 5.6 percent respectively. The number

of seasonal units increased at a higher proportion than the number of overall units, at 20.7 percent from 2000-2010. The number of non-seasonal vacant units increased at a rate of 9.9 percent.

### 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 1940’s for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the later part of the previous century and the first decade of the millennium are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Oneida County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

**Table 11: Year Structure Built, 2017**

	1939 or earlier	1940-1949	1950-1959	1960-1969	1970-1979	1980-1989	1990-1999	2000-2009	2010 or later
T. Newbold	45	69	173	257	583	413	368	323	63
T. Crescent	75	36	87	97	230	206	290	217	39
T. Pelican	158	145	163	254	322	245	195	296	17
T. Pine Lake	54	82	207	234	430	204	279	274	37
Oneida County	2,700	1,525	2,363	3,275	6,198	4,968	4,695	4,408	591
Wisconsin	522,925	151,579	297,380	261,254	393,850	265,382	371,125	344,660	60,537

*Source: American Community Survey, 2017*

Table 11 indicates the age of the housing stock in the Town of Newbold area that is based on the year the structures were built as reported in the 2013-2017 American Community Survey. About 5.0 percent of Newbold's housing units were built before 1950. From 1950 to 1969 approximately 215 homes per decade were constructed. From 1970 to 1999, a majority of the homes in the Town, 59.5 percent, were constructed. This is consistent with the surrounding communities which also had substantial amounts of construction during that time period. Construction continued at a steady pace from 2000 through 2009. However, there has been a marked decrease in the number of new homes constructed since 2010.

### Housing Values

Median home value estimates how much the property (house and lot) would sell for if it were for sale, and only includes single-family houses on less than ten acres without a business or medical office on the property. Table 12 indicates that the median home value for the Town was \$173,300 in 2010, up from \$122,600 in 2000. This change of 41.4 percent was sizeable and was consistent with that of the surrounding communities during the same time period. Oneida County on whole was at \$172,800 in 2010, up from \$106,200 in 2000. The county values were slightly less than those of the Town. The Town of Newbold also had values higher than the state both in 2000 and 2010.

**Table 12: Median Home Value**

	2000	2010	Net Change	% Change
T. Newbold	\$122,600	\$173,300	\$50,700	41.4%
T. Crescent	\$119,100	\$180,700	\$61,600	51.7%
T. Pelican	\$101,900	\$152,300	\$50,400	49.5%
T. Pine Lake	\$114,400	\$164,700	\$50,300	44.0%
Oneida County	\$106,200	\$172,800	\$66,600	62.7%
Wisconsin	\$112,200	\$169,000	\$56,800	50.6%

Source: U.S. Census & American Community Survey

The range of housing values in the Town of Newbold and surrounding entities are further broken down in Table 13. A majority of homes in the Town are centered in the \$100,000 to \$199,999 range. However, there are a sizeable number of homes in each of the housing value categories listed. The Towns of Pelican and Pine Lake have a greater number of homes in the middle and lower housing value categories. However, the Town of Newbold mirrors that of the entire county and has a notable number in the upper as well as lower value ranges.

**Table 13: Range of Housing Values**

Number of houses per housing value category	T. Newbold	T. Crescent	T. Pelican	T. Pine Lake	Oneida County	Wisconsin
< \$100,000	140	108	231	243	2,713	285,840
\$100,000-\$199,999	508	307	537	376	5,445	698,328
\$200,000-\$299,999	252	137	205	193	2,706	354,131
\$300,000-\$399,999	122	65	64	117	1,111	129,701
\$400,000 or more	145	105	52	98	1,619	112,608

Source: American Community Survey

### 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.

**Table 14: Housing Costs, 2017**

	Owners:	Renters:	Average:
T. Newbold	\$992	\$983	\$991
T. Crescent	\$798	\$708	\$747
T. Pelican	\$924	\$911	\$920
T. Pine Lake	\$841	\$658	\$823
Oneida County	\$869	\$747	\$828
Wisconsin	\$1,062	\$813	\$928

Source: American Community Survey, 2017

Median monthly costs for homeowners and renters are shown on Table 14. The monthly housing cost of \$992 for homeowners in the Town of Newbold is slightly lower than the state, but higher than the Oneida County average. In addition, owners and renters pay more in housing costs than in the surrounding communities or the county.

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. Table 15 details the percentage of people spending over 30 percent of their income on housing in Newbold and the greater area. In 2017, 24.9 percent of people spent over 30 percent of their household income on housing costs in the Town of Newbold. Those paying 30 percent or more on housing expenses in the Town of Newbold was a far greater number than in surrounding communities, however it was less than both the county and the state at 26.1 percent and 28.6 percent respectively.

	<b>Less than 20%</b>	<b>20% - 29%</b>	<b>30% or More</b>
<b>T. Newbold</b>	53.4%	19.7%	24.9%
<b>T. Crescent</b>	61.9%	16.6%	19.5%
<b>T. Pelican</b>	65.8%	21.7%	21.5%
<b>T. Pine Lake</b>	63.1%	15.9%	19.2%
<b>Oneida County</b>	51.0%	20.6%	26.1%
<b>Wisconsin</b>	45.9%	23.2%	28.6%

*Source: American Community Survey, 2017*

### Senior and Special Needs Housing

In Oneida County, housing for seniors and populations with special needs is primarily provided in urbanized areas. Rhinelander is the municipality nearest to the Town of Newbold that provides housing for these specialized populations.

The City of Rhinelander contains two nursing homes, one senior living facility, and one senior assisted living facility. As the number of elderly persons increases in the coming years, there will most likely be increased need for these types of housing options. This trend will continue to be seen throughout Oneida County, the State of Wisconsin, and the Nation as a whole.

### Short-term Rental

A provision in the 2017 state budget limited municipal ability to place restrictions on vacation rentals. Hailed as a “right-to-rent” victory by some, the new state law essentially revokes much of the local control that communities had to regulate short-term rentals. Under the new rules, municipalities can still prohibit rentals lasting 6 days or fewer, but not those 7 days or longer.

One power that was granted to local governments was the ability to limit the total number of days within a year that a dwelling may be rented. Under the new law, communities have to allow for at least 180 rentable days. Though local governments can’t specify when during the year a dwelling can be rented, they can require that the total allowable rental days within the year run consecutively.

In addition to these limits, the new law cemented the ability of local governments to require local permits. As before, owners and operators who rent a dwelling unit for more than 10 days a year must still acquire a Tourist Rooming House permit from the Department of Agriculture, Trade and Consumer Protection (DATCP), unless the local government acts an "agent" for the state, meaning the local permit suffices.

Oneida County worked with the Towns to develop an ordinance in response to the change in state law. The ordinance is part of the county zoning code and requires an administrative review permit. Rentals of 6 days or less are prohibited in the following County zoning districts: Forestry #'s 1B and 1C, Single Family #02, Manufacturing/Industrial #08 and Rural Residential #15. Towns may have their own room tax requirements in addition to the County permit.

Many towns, including Newbold, have expressed concerns regarding enforcement of the new ordinance, but implementation of the ordinance is still being brought up to speed. Towns will have to work with the County to address issues related to these new regulations and the boom in short-term rentals. Some of the issues involved include: enforcement of permit requirements, nuisance/noise control, water quality - septic overload, and impacts on adjacent real estate sales/values.

# Chapter 4

## Transportation

Transportation is necessary for the effective movement of people and goods within the community. It is also essential to connect those within the Town with connections outside of the Town. Transportation is also critical to development and land use. This chapter provides an inventory of the existing transportation facilities and services within the Town of Newbold.

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

### PREVIOUS PLANS AND STUDIES

#### **Regional Livability Plan, 2015**

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 10 percent carpooled, leaving less than 10 percent for the non-automobile methods such as walking, biking, and using transit. The average commute time in Oneida County, was 19.2 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 age 17 and age 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.

### **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.

### **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.

### **State Trails Network Plan**

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail. One potential trail runs through Newbold, DNR Segment 15 - Ashland to Rhinelander. This trail runs along an abandoned rail corridor near the route of State Highway 47.

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

In 2002, this plan was created to guide the development of bicycle and pedestrian facilities in Oneida County. The vision of this plan is to increase the mobility of people within the County by making walking and bicycling viable and attractive transportation choices. The proposed Rhinelander-Woodruff Trail runs through the southern section of the Town roughly paralleling the route of STH 47 to McNaughton, where the route splits and part of the path follows Town roads around the east and north sides of Two Sisters Lake. On-road routes are also designated for CTH "D", "E", and "J" in the area of the Rainbow Flowage.

## **ROAD NETWORK**

### **Functional Classification**

A functionally classified road system is one in which streets and highways are grouped into classes according to the character of the services 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 collect traffic from the local streets and channel it into 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, identified 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.

The Newbold road system is composed of three levels of governmental jurisdiction. These include the Town system encompassing the local roads, the County system of trunk highways and the State highway system. Map 3 illustrates existing road patterns as well as the jurisdictional layout. Specifically, County Trunk Highways "D", "E", "J" and "O" are classified as "State Forest Roads" and are maintained through the State Forest Road Fund. Local roads are the largest component in terms of mileage. State Highway 47 is the most significant, for its greatest functional role and the amount of traffic carried.

As previously noted, these functional classifications are generally equated with the jurisdictional divisions. In the more developed larger urban communities, this relationship may not be as rigid, whereas the local community constructs and maintains all classes of the roadway system. However, in the typical rural transportation system the jurisdictional and the functional classifications maintain a closer relationship. The greatest emphasis of traffic in rural areas is generally on non-local efficient movement, whereas local access is secondary due to relatively low population densities.

### Minor Arterial Roads

Based on the qualifications of the roadway classifications, the Town of Newbold has the service of two minor arterials, State Highway 47 and 70. Highway 70 provides large volumes of traffic in the northern most portion of the Town in an east-west direction. This highway provides linkage between Eagle River, St. Germain, Woodruff and Minocqua. State Highway 70 had an average annual daily traffic (AADT) volume of 5,400 in 2018.



State Highway 47 is a north-south route of high traffic volume, entering or leaving the Rhinelander area through the Town of Newbold. In 2018, traffic volumes on STH 47 ranged from 7,400 AADT near Rhinelander to 3,800 near McNaughton.

### **Major Collector Roads**

The major collectors of the Town, which are designed to link arterials with the local roadways include 5 County Trunk Highways, CTH "D", "J", "O", "K" and "E". Highways "D", "J", "O", and "E" provide access to and from Hwy 70 in the north. The most heavily travelled collector road is CTH J, which had between 1,300 and 1,600 AADT in 2009. In 2009, traffic volumes were between 330 and 480 AADT on CTH D. CTH O had 790 AADT and CTH E had 530 AADT in 2009.

State Highway 47 in the central and southern parts of the Town is intersected by CTH K to provide an east-west across the southern part of the Town. In 2018, CTH K had 3,200 AADT. Two Town roads, Spider Lake Road and Black Lake Road, are also considered to be major collector roads. In 2009, Spider Lake Road had 200 AADT and Black Lake Road ranged from 430 to 690 AADT.

### **Minor Collector Roads**

A number of Town roads are considered minor collectors connecting to major collectors as well as local roads. These include a loop made up of Forest Lane, Velvet Lake Road, Flannery Lake Road, Vets Memorial Drive, Mildred Lake Road, and Northwestern Drive in the southern part of the Town. In 2009, Forest Lane had 540 AADT and Northwestern Drive had 250 AADT. Gypsy Lake Road in the central and northern part of the Town is also considered to be a minor collector road and had 130 AADT in 2009.

### **Local Roads**

The Town of Newbold local road network consists of approximately 110-miles of local roads, of which about 30 miles are unpaved. As part of the Wisconsin Information System for Local Roads (WISLR) the Wis. DOT requires all local units of government to submit road condition rating data every 2 years. The Pavement Surface Evaluation and Rating (PASER) program and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. Towns can use this information to develop better road budgets and monitor roads in need of repair.



Black Lake Road Bridge

## Road Maintenance

The Town of Newbold uses the Pavement Surface Evaluation Rating (PASER) system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison. The PASER system is the rating system used by most Wisconsin communities. The PASER system rates road surfaces on a scale of 1 to 10. 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

Table 16 shows a summary of pavement conditions in the Town of Newbold. Roads exhibiting a surface condition rating at or below “fair” must be examined to determine what type of reconstruction or strengthening is necessary. The roads that display a surface rating of “good” or better will only require minimal preventative maintenance to promote safe travel conditions. An aggregate 33.34 miles of roads in the Town, 29.5 percent, are in need of improvement.

As shown, 54.9 percent of roadways in the Town are sealcoat or gravel roads. Asphalt or concrete roads account for 40.1 percent of the total. Unimproved surfaces comprise only 5.0 percent of Town roadways.

<b>Surface Type</b>	<b>Miles</b>
Unimproved	5.67
Sealcoat or gravel road	62.05
Asphalt or concrete	45.35
<b>Surface Condition Rating</b>	<b>Miles</b>
Very poor	0.03
Poor	7.01
Fair	26.30
Good	45.61
Very good	6.94
Excellent	27.10
Total	112.99

*Source: WisDOT 2019*

## OTHER TRANSPORTATION MODES

### Bicycle and Pedestrian

All roads are technically available for bicycle travel, but some roadways, such as State Highway 47 and County Highway K, are not recommended. Several town roads, primarily in the McNaughton area are designated as bicycle routes. Ole Lake Road, which leads to the Newbold Outdoor Recreation Area was recently added to the list. The Newbold Town Trail is an 8-mile, semi-paved trail consisting

of packed gravel and level roadways. This trail runs north from Larsen Drive near Rhinelander to McNaughton.

### **Airport**

The Rhinelander/Oneida County Airport (RHI) in Rhinelander is the closest public airport to Newbold. RHI has one concrete runway that is 6,799 feet long, and one asphalt runway that is 5,201 feet long. The airport had just over 25,000 enplanements in 2010 and is classified by WisDOT as a “commercial” airport.

Delta Connection now provides two daily flights between the Rhinelander-Oneida County Airport and the Minneapolis-St. Paul International Airport, and a third flight from Minneapolis-St. Paul in the evening in route to Ford Airport in Iron Mountain Michigan.

### **Rail**

Canadian National Railroad provides rail service to Rhinelander and the Oneida County Industrial Park.

### **Public Transportation**

Northwoods Transit Connections provides public transportation in Oneida and Vilas Counties with on-demand service 5 days per week from 8:00am - 5:00pm. The Oneida County Department on Aging coordinates volunteer driver-escort service to residents of Oneida County, which includes Newbold. Escort drivers provide transportation to elderly and disabled residents of Oneida County that qualify as a priority trip purpose such as medical appointments.

Scheduled intercity bus service is no longer available in the area since Greyhound discontinued service to Rhinelander. Private charter/tour bus companies are based in surrounding cities.

### **ATV/UTV**

All-terrain and utility terrain vehicles are becoming increasingly popular for both recreation and transportation in Wisconsin. The Northern Highlands-American Legion State Forest, part of which lies within the Town of Newbold has been planning the designation of over 200 miles of ATV corridor. And, the Town of Newbold has opened all Town roads to ATV use subject to certain limitations and applicable state regulations.

### **Snowmobile**

Snowmobiling is a highly used mode of transportation in the Town on Newbold for recreational and practical purposes. In addition to club managed off-road snowmobile routes, the Town has designated Bridge Road, Flowage Road, and part of Pinewood Drive off County J as snowmobile routes when the Oneida County Snowmobile Trail System is declared to be open. In addition, pursuant to state statutes, a snowmobile may be operated on the shoulders of all Town roads highways from a residence within the Town to the nearest snowmobile route or trail.

# Chapter 5

## Utilities and 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, and cable communications. 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. See Utilities & Community Facilities Map (#4).

Utilities and community facilities play an important role in the livability of a community.

### PREVIOUS PLANS AND STUDIES

#### **Oneida County All Hazard Mitigation Plan, 2016**

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 and 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, and the Oneida County program includes the Town of Newbold.

### WATER SUPPLY AND WASTE WATER

The Town of Newbold does not have a municipally owned public water supply system. Therefore, private wells provide the water supply for the Town residents. Due to the corrosive nature of the area's water supply, lead and copper from piping can be a concern. According to the WDNR Drinking & Groundwater Department, the geology of Oneida County leads to highly corrosive water that affects the plumbing pipes that the water passes through. By the water traveling through copper and lead pipes, the water takes on additional copper and lead. These additional levels of copper and lead may reach high levels in a few areas that might cause ingestion problems for some people. The nearest public water supply is provided by the City of Rhinelanders that shares the Town's southern border.

The Town of Newbold currently does not have any public sewer system accommodations. Households, businesses, and public facilities all have individual septic systems. The Town does not have any established sanitary districts. The nearest public sewer system is the City of Rhinelanders's.

## **SOLID WASTE AND RECYCLING**

Refuse collection for the Town of Newbold residents is currently provided by private collectors through individual contracts with the resident. The private haulers collect trash as well as recyclables. One problem with these types of services can be maintaining regular pick-up during seasonal road weight limits. Some operators utilize smaller trucks which allow them to continue service when roads are restricted. Oneida County no longer operates a sanitary landfill, but instead has a transfer station located at the former landfill site on CTH K. Construction materials are still accepted at the landfill and there is recycling drop-off and a hazardous waste depot there all operated by the County. There is another recycling drop-off site on CTH J in Woodruff.

## **TOWN OPERATIONS**

### **Administrative Facilities/Services**

Newbold's administrative facilities are housed in the Town Hall located near the intersection of Hwy 47 and the southern part of Apperson Drive. The building is 10,812 square feet and was constructed in two phases beginning in 1971 and expanded in 1984. The building was renovated in 2008.

The administrative staff for Newbold consists primarily of the seven elected officials. There are four full-time individuals that compose the Road Crew that reports directly to the Town Chairperson. Other part-time staff is employed by the Town and paid on an hourly basis to conduct functions such as placing fire numbers on properties, scheduling the use of the Town Hall and maintenance work for the buildings and vehicles. Newbold also benefits from the work by many volunteers, including approximately 35 volunteer firefighters. Fifteen of the 35 volunteers are also the First Responders for Newbold.

The Town Board consists of a Chairperson and four (4) Supervisors. Other Town Officers include the Clerk and Treasurer. The Town's Assessor is a contractual employee. The Town also has a Plan Commission, consisting of seven (7) members, appointed by the Town Chair. The Plan Commission reviews all zoning and land division applications within the town and makes recommendations to the Town Board. Notices and agenda for all the Town Board and Plan Commission meetings are placed on a bulletin board in each of the three (3) Townships and are also posted on the Town website for informational purposes.

Newbold owns and operates a Town Cemetery. A three-person Town Cemetery Committee manages and maintains the Cemetery. The Town also has a Terrestrial Invasive Species Committee and a Town Lakes Committee. At this time there are no other standing committees; ad hoc temporary committees have been established in the past to deal with specific tasks such as new infrastructure or facilities.

### **Public Buildings**

The Town of Newbold's public buildings includes two fire stations, a Town hall which includes the former main fire station, and a Town shop. Both the Town Hall and Town Shop are aging facilities in need of improvements to keep pace with Town needs and maintain service life. A new main fire hall adjacent to the Town hall was completed in 2005. The nearest public libraries for the Town of Newbold's residents are in the City of Rhinelander, the City of Eagle River, and the Town of

Minocqua. The average distance to these library resources varies depending on where the resident lives.

### **Town Road Maintenance, Personnel, Equipment, and Gravel Pit**

Newbold has approximately 110-miles of Town Roads. To maintain and operate this equipment the Town has four full-time, one part-time, and one reserve call employee.

Equipment owned by the Town for maintaining the road system includes 4-single axle plow/dump trucks with plows, sanders and scrapers; a tandem axle truck with plow; a grader; an end loader; a loader back-hoe, a tractor with boom mower; a 4-wheel drive pick-up truck and a brush chipper.

The availability of gravel is very important for the Town's road construction, improvement and maintenance needs. Newbold owns a 75-acre parcel west of Black Lake Rd. in Twp. 38 that contains an active gravel pit. Reclamation plans for the gravel pit site have been developed and are implemented as the gravel pit is expanded.

## **PUBLIC SAFETY**

### **Police Protection**

The police protection services for Newbold are provided by the Oneida County Sheriff Department that is based out of the City of Rhinelander and the Town of Woodruff. The Sheriff responds to all accidents that result in damage or injury (including recreational or domestic, besides motor vehicles), structural fires, and miscellaneous public threats or disturbances. However, the increase in population, traffic volumes, and accidents of all kinds may lead to additional calls.

In some rural communities, relying upon a County Sheriff for protection can present problems because the time of each Sheriff must be divided over greater distances. However, the Oneida County Sheriff Department has state of the art equipment that assists in their provision of services for Newbold. The Sheriff Department has instituted "Enhanced 911" or E-911 throughout the County. Upon receiving a call, E-911 allows the dispatcher to see the address that the phone is billed to, the Township of the call, as well as the appropriate link for fire and first responder services for the call.

### **Fire and Rescue Services**

Thirty-five volunteer firefighters staff Newbold's fire and rescue service. Included in the volunteers are a Department Chief, three Assistant Chiefs, a Captain, and two Lieutenants. The Town has two fire stations. The main fire station is located adjacent to the Town Hall off Hwy. 47 near Apperson Drive and was completed in 2005. The auxiliary station was constructed in 1998, and is located in the central portion of the Town at the corner of Ranch and Black Lake Roads.

The Town of Newbold also has a contractual agreement with St. Germain Fire Department for service to the northern portion of the Town. St. Germain constructed a new fire station facility adjacent to Hwy. 155 and has adequate service capacity.

The fire equipment that Newbold owns includes: 2-engine trucks, 3-tankers, 3-rescue squads, 1-equipment van, 1-boat, 1-(6X6) all-terrain vehicle, 2-snowmobiles, and 2- Hurst Jaws of Life. Newbold has Automatic Mutual Aid or other cooperative agreements with Crescent, Pine Lake, Lake Tomahawk, Rhinelander and Cassian to provide additional assistance with fire and rescue services.

Newbold is also part of Oneida County's Mutual Aid Agreement for fire protection and Emergency Medical Services (EMS).

The Insurance Service Office (ISO) uses a “Grading Schedule” for Municipal Fire Protection to evaluate the adequacy of the fire protection rural municipalities. This grading system provides a guideline that many municipalities follow when planning for improvements in their existing fire protection services. The grading schedule is based upon several factors; fire department equipment, alarm systems, water supply system, fire prevention programs, building construction, and distance of potential hazard areas from a fire station. The rating is on a scale of 1 to 10, with 1 representing the best protection and 10 representing an almost unprotected community. The ISO rating for Newbold's fire protection is a 9 within 5-miles of either fire station.

### **Emergency Medical Services (First Responders)**

Emergency medical service for the Town is provided by Newbold First Responders. The staffing is provided by 15 volunteers which includes

- 1 EMS Captain (EMT),
- 8 Emergency Medical Technicians (EMT), and
- 7 first responders.

The First Responders utilize two rescue squad vehicles. In addition, the First Responders have four automatic electronic defibrillators available for use. Newbold residents must be transported to medical facilities in Rhinelander, Minocqua, Woodruff, or Eagle River, when appropriate, because Newbold does not have a hospital or medical center. As previously mentioned, the Newbold First Responders are a member of the Oneida County EMS Mutual Aid Agreement. An immediate need of the First Responder Services is the shortage of personnel able to respond to daytime calls.



Main Fire Hall, Hwy. 47



Auxiliary Fire Hall, Twp. 38

## ENERGY AND TELECOMMUNICATIONS

The communication and power facilities for the Town of Newbold include telephone service, postal service, electric power, natural gas, and cable services. All of the utilities for the Town of Newbold are provided out of Rhinelander. Wisconsin Public Service Corporation provides both the electrical power and natural gas to Newbold.

The predominant basic local telephone service is provided by either Frontier Communications or Spectrum Cable. Approximately 47.1 percent of residents within the Town of Newbold have access to Frontier DSL and approximately 64.7 percent of residents have access to Spectrum cable services. Dish Satellite Television and DirecTV services are available to all residents with a clear view of the southern sky. Viasat satellite internet is available to those with a clear view of the southern sky. In addition there are four mobile/wireless providers that provide service in Newbold.

Connectivity for Newbold residents overall in terms of both broadband internet access and cellular service is lacking or subject to reliability issues in some areas. Some improvement has been seen, but in today's increasingly on-line world these services are vital to the community. One example is provided by the Town's emergency medical services which rely on the internet to transmit EKG readouts from the field to the hospital. If they are responding in a cellular deadspot, with no internet connectivity and the phones are down, they basically have no way to communicate, which is not very good in an emergency situation.

Postal service is provided to residents at a number of separate postal stations including Rhinelander (54501), Lake Tomahawk (54539), St. Germain (54558), and Eagle River (54521).

## EDUCATION, RECREATION & CULTURE

### Educational Facilities

The educational facilities for the Town of Newbold are provided by two school districts; Rhinelander School District and Northland Pines School District. The Town is divided by school district boundaries that begin just south of the Bass Lake area in Twp. 39, then north following CTH D east across the remaining portion of the Town. The part of the Town north of CTH D is served by the Northland Pines School District, while the part south of CTH D is served by the Rhinelander School District.

The Rhinelander School District includes four elementary schools, a middle school, and a high school. All schools are located in Rhinelander, with the exception of the Northwoods Community Elementary School (NCES), formally the Cassian-Woodboro School, located in Harshaw. The Northland Pines School District includes three elementary schools, a middle school, a high school, charter schools at each grade level, and alternative education options. Children within the Town of Newbold that are part of the Northland Pines School District attend St. Germain Elementary for grades K-5. Then they attend Northland Pines Middle and Northland Pines High School which are both located in Eagle River for grades 6-12.

Nicolet College is the closest option for post-graduate education. Nicolet College is a public two-year technical college located in Rhinelander. They also offer online classes and programs throughout the



Nicolet College District which includes the Town of Newbold. In 2017-2018, there were 1,849 total students enrolled. The Nicolet College District covers approximately 4,000 square miles and has a population of about 92,000 people.

### Library Services

The Town of Newbold is by contractual agreement a member of the Rhinelander District Library. The Town pays an annual assessment to the District so that residents are members of the Library. The District Library is part of the Wisconsin Valley Library System. District Library members can access a number of services from their home computer and share library materials with twenty other system libraries.

### Parks and Recreation

#### Town of Newbold

##### Park System

Town Hall Park is a four acre park area adjacent to the Town Hall/Fire Station on STH 47. This park is maintained as a recreational area, picnic area and community center. During 2007 playground equipment was acquired from the abandoned Newbold Grade School and installed in an area adjacent to the Town Hall. In addition, the Town Hall Park has a two-section picnic shelter/cooking shelter facility with the picnic tables. This Park is the location of the annual Firemen's picnic sponsored by the Newbold Volunteer Fire Department.

Newbold Memorial Park is a two acre parcel located at the intersection of Black Lake Road and Rapids Road adjacent to the wooden bridge. It has a water supply, a picnic area and canoe launching facilities.

Newbold Outdoor Recreation Area or NORA is a relatively new facility that has been developed over the last few years. Key features include: 18-hole disc golf course, 1.4 miles of walking and snowshoe trails, bench lookouts, bird watching/wildlife observation, and three Monarch Butterfly habitat areas.



Young's Landing on Two Sisters Lake

#### Public Access

- Two Sisters Lake Beach/Boating Landing in Twp. 38. – this recreational area provides a public boat landing and swimming beach with parking space available.
- Fredrich’s Landing on Bridge Road in Twp. 38 – constructed in 2005, this recreational area provides a fishing pier, and boat/canoe launching facilities for access to the upper reaches of the Wis. River.
- Public Waterfront Access Areas – the Town maintains a number of waterfront access areas. These facilities range from canoe access, to areas equipped with a boat- launching ramp, fishing piers and beach areas.

#### **Oneida County Facilities**

##### Park System

- Townline Park – the location of this 21-acre park is off of CTH K on Townline Lake. The park area is divided into two parts. One part is on the south shore of Townline Lake. This area includes a beach area, restrooms and changing facilities, as well as a parking lot. The other part of the park is on the eastern shore of the lake and includes a boat launching facility, picnic shelters, grills and tables, restroom facilities, and a parking area.

#### Public Access

- Snowmobile Trails – Both the State and private clubs provide funding for snowmobile trails that are maintained as part of Oneida County's Snowmobile Trail Council. These trails cross the Town of Newbold in the northernmost portion along STH 70, CTH O, and CTH J. These trails wind around the Rainbow Flowage and Wisconsin River to then cross the Town in the southernmost Township.
- Public Waterfront Access Areas – Townline Lake, Tom Doyle Lake, Flannery Lake and the Wisconsin River off CTH O.

#### **Wisconsin Valley Improvement Company (WVIC)**

##### Park System

- WVIC maintains one active park in Newbold in an area adjacent to the Rainbow Dam on CTH D. This park includes boat launching facilities (both above and below the dam), picnic facilities, and a parking area.

#### Public Access

- Wisconsin River & Rainbow Flowage Access – The WVIC maintains numerous public access points for canoes, boats, and fishing areas. The portion of the Wisconsin River above and below the Rainbow Flowage is heavily used for canoe day trips.

#### **Wisconsin Department of Natural Resources (WDNR) and Northern Highland –American Legion State Forest (NHAL)**

##### Park System

- The WDNR and NHAL do not provide active park facilities in Newbold.

Public Access:

- The WDNR maintain several boat and/or canoe launching facilities in the Town.
- Northern Highland-American Legion State Forest (NHAL) – this State owned and managed working forest provides a variety of recreational opportunities for Newbold residents and the general public. The NHAL Forest encompasses more than 290,000 acres in Vilas, Oneida and Iron Counties. Approximately 23,000-acres of NHAL forest are located in Newbold. The only NHAL improved sites in the Town are boat or canoe launching access areas in the Northern part of the Town.

**Quasi-Public Lands**

- Fort Wilderness Camp – located off Spider Lake Road this is a Christian Youth/Adult Education Camp, which provides services for people of all ages. Summer camps are available for families and/or children. Retreats are held year-round and the camp management allows public access for cross-country skiing.
- Camp Birchrock – This is a Campfire Boys/Girls youth camp Located off CTH K.
- Towering Pines Youth Camp -- located adjacent to CTH D in Twp. 39 is a boy's youth camp.
- Managed Forest Lands -- Approximately 1,300-aces of privately owned land, included in the WDNR Forest Crop and Managed Forest programs, are available for public use for fishing, hunting, hiking, etc.

This inventory of the existing park and public lands within the Town of Newbold demonstrates that the community offers an abundance of recreational opportunities with the variety of public lands, natural resource areas, and specialized recreational use areas (e.g., boating access).

However, opportunities for recreational activities in many geographic areas of the Town are limited and consideration of new sites and future expansion is a goal of this plan.

# Chapter 6

## Economic Development

The condition of the local economy directly influences local growth and development, and therefore must be considered when planning for a community's future. Employment patterns and economic trends generally occur on a regional scale. Oftentimes residents of one community work in another. Similarly changes in a major industry can impact jobs and growth far beyond the community where the business is physically located.

It is therefore important to understand a local community's economy in light of its regional context. The core of the Town of Newbold is located approximately eight miles from the Rhinelander city center. Additionally, much of the residential development in the Town of Newbold has materialized as an extension of the City of Rhinelander. Portions of the Town would be considered a bedroom community to the City of Rhinelander. Therefore, it is important to consider Newbold in its greater context which includes Rhinelander and Oneida County as a whole.

The following section provides a brief overview of the economies of Rhinelander and Oneida County in terms of the economic environment, key economic sectors, the regional labor force and employment projections. A more specific description of Newbold includes employment trends and major local employers or industries. Potential economic development opportunities and/or issues regarding the local economy are also identified.

### PREVIOUS PLANS AND STUDIES

#### **Oneida County Comprehensive Plan, 2013**

The plan covers economic development in both the inventory and plan recommendation sections. The inventory information is a brief overview of labor force, commuting patterns, economic base, environmentally contaminated sites, and economic development programs. Goals, objectives, policies, and recommendations are provided in the plan recommendation section. Some of the recommendations relate to site availability, desired economic focus, reuse of environmentally contaminated sites and design standards.

#### **North Central Wisconsin Regional CEDS, 2013**

Oneida County is one of ten counties included in the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, Economic Development Administration (EDA). The North Central Wisconsin Regional Planning Commission (NCWPRC) is the agency that is responsible for maintaining that federal designation. As part of maintaining that designation, the NCWPRC annually prepares a Comprehensive Economic Development Strategy (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 findings from this regional level plan involve an inventory of the physical geography of the Region and its resident population. Labor, income, and employment data are covered with analysis of the economic status of the Region. Construction, wholesale trade, retail, transportation, and manufacturing all have grown rapidly since 1980. Finance, insurance, real estate, and services have lagged behind national averages.

### **Regional Livability Plan, 2015**

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, and allow residents to access education opportunities.

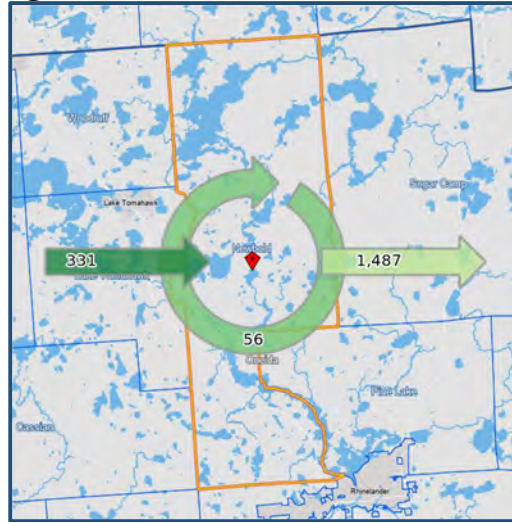
## **ECONOMIC SECTORS**

In 2017, there were 1,231 persons employed in the eleven basic economic sectors in the Town. That is a decrease of over 12 percent since 2010 (see Table 17).

Between 2010 and 2017 the fastest growing sectors were other services, leisure and hospitality, manufacturing, and public administration. The most decline was seen in the financial activities sector and the natural resources and mining sector from 2010 to 2017. In terms of total employment, the trade, transportation, and utilities industry is the largest segment of the economy, followed by education and health services.

Figure 5 shows worker inflow and outflow. The figure indicates that only 56 residents both worked and lived in the Town in 2017. There were 331 workers that lived outside of Newbold, but traveled there for work. There were 1,487 residents that lived in Newbold but traveled outside of the town for work.

**Figure 5: Worker Inflow/Outflow, 2017**



Source: LEHD, U.S. Census

**Table 17: Employment by Sector  
Town of Newbold**

	2000	2010	2017	% Change 2010-2017
Natural resources and mining	53	59	39	-33.9%
Construction	154	128	103	-19.5%
Manufacturing	185	162	201	24.1%
Trade, transportation, utilities	245	386	273	-29.3%
Information	32	16	14	-12.5%
Financial activities	66	50	21	-58.0%
Professional and business services	63	117	67	-42.7%
Education and health services	316	267	232	-13.1%
Leisure and hospitality	86	112	141	25.9%
Other services	52	25	56	124.0%
Public administration	92	79	84	6.3%
<b>Total</b>	<b>1,344</b>	<b>1,401</b>	<b>1,231</b>	<b>-12.1%</b>

Source: U.S. Census & American Community Survey

## LABOR FORCE ANALYSIS

### Labor Force

Table 18 provides labor force data for Newbold, Rhinelander, and Oneida County. Labor force is defined as the number of persons, sixteen and over, employed or seeking employment. From 2010 to 2017, the Newbold labor force decreased 10.4 percent, from 1,458 to 1,307. This was a greater percentage decrease when compared to the City of Rhinelander and Oneida County which had decreases of 2.0 percent and 7.2 percent respectively. From 2010 to 2017, the number of employed workers dropped 12.1 percent in the Town of Newbold. This percentage decrease was greater than the decrease experienced by Rhinelander and Oneida County at 1.1 percent and 5.5 percent respectively.

### 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 2017, the unemployment rate was higher in Newbold at 5.8 percent than in Rhinelander (2.8%) and Oneida County (3.9%). In decades prior this was not the case. In both 2000 and 2010, Newbold had a lower rate of unemployment than the City of Rhinelander and Oneida County as a whole.

### Workforce Participation

Workforce participation is a measure expressed in terms of a percentage of persons actively seeking employment divided by 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, 63.1 percent of the population over 16 in Newbold was in the labor force. By 2010 the rate had decreased to 60.0 percent, by 2017 the rate had decreased even more to 57.7 percent. The Newbold 2.3 percent decrease from 2010 and 2017 was less than the City of Rhinelander’s 3.8 percent increase, but not as high as the 3.5 percent decrease seen in Oneida County during that same time period.

## EDUCATION AND 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 are critical to maintaining that productivity.

The level of educational attainment is an important indicator of the skills of the labor force. Formal education and job training reflect a community’s ability to provide a labor force for certain types of industry. As identified in Chapter 1 Background and Demographics, 91.9 percent of Town of Newbold residents are high school graduates or higher and 28.6 percent hold a bachelor’s degree or higher.

**Table 18: Labor Force  
Town of Newbold**

	<b>2000</b>	<b>2010</b>	<b>2017</b>	<b>% Change 2010-2017</b>
<b>Population 16 years and over</b>	2,195	2,430	2,267	-6.7%
<b>Labor force</b>	1,384	1,458	1,307	-10.4%
<b>Employed</b>	1,344	1,401	1,231	-12.1%
<b>Unemployed</b>	38	57	76	33.3%
<b>Unemployment rate</b>	2.7%	3.9%	5.8%	48.7%
<b>Participation rate</b>	63.1%	60.0%	57.7%	-3.8%
<b>City of Rhinelander</b>				
	<b>2000</b>	<b>2010</b>	<b>2017</b>	<b>% Change 2010-2017</b>
<b>Population 16 years and over</b>	6,176	6,604	6,081	-7.9%
<b>Labor force</b>	3,754	3,960	3,880	-2.0%
<b>Employed</b>	3,416	3,798	3,756	-1.1%
<b>Unemployed</b>	338	162	108	-33.3%
<b>Unemployment rate</b>	9.0%	4.1%	2.8%	-31.7%
<b>Participation rate</b>	60.8%	60.0%	63.8%	6.3%
<b>Oneida County</b>				
	<b>2000</b>	<b>2010</b>	<b>2017</b>	<b>% Change 2010-2017</b>
<b>Population 16 years and over</b>	29,592	30,529	30,032	-1.6%
<b>Labor force</b>	18,327	18,886	17,528	-7.2%
<b>Employed</b>	17,199	17,802	16,826	-5.5%
<b>Unemployed</b>	1,112	1,034	686	-33.7
<b>Unemployment rate</b>	6.1%	5.5%	3.9%	-29.1%
<b>Participation rate</b>	61.9%	61.9%	58.4%	-5.7%

*Source: U.S. Census & American Community Survey*



## OCCUPATIONS

Table 19 identifies the numeric and percentage breakdown for the five main occupational categories for the Town of Newbold, City of Rhineland, and Oneida County. Management and business workers are the largest component of the labor force in Newbold, Rhineland, and Oneida County. Sales and office workers are the next largest group in all locations. Service employees account for the third largest category in Newbold, Rhineland, and Oneida County, to the greatest degree proportionately in Rhineland.

	<b>Newbold</b>	<b>Rhineland</b>	<b>Oneida County</b>
<b>Management/Business/Science</b>	445 (36.1%)	1,034 (27.5%)	5,326 (31.7%)
<b>Service</b>	197 (16.0%)	890 (23.7%)	3,205 (19.0%)
<b>Sales/Office</b>	288 (23.4%)	940 (25.0%)	4,097 (24.3%)
<b>Natural Resources/Construction</b>	165 (13.4%)	408 (10.9%)	1,834 (10.9%)
<b>Production/Transportation</b>	136 (11.0%)	484 (12.9%)	2,364 (14.0%)

*Source: American Community Survey*

## REDEVELOPMENT OPPORTUNITIES

The Town of Newbold is a place of abundant natural beauty and includes water resources, mixed forests, and extensive wetlands. Outdoor recreation, agricultural, forestry, and residential properties far outweigh the number of commercial and industrial properties. Many Newbold residents commute outside of the town for work. In 2017, there were a total of 387 jobs within the Town of Newbold.

The Town of Newbold attracts people to enjoy the broad range of recreational and outdoor resources offered. At present, there is limited potential for employment opportunities within the Town. Tourism and recreation based industries have the greatest potential for job growth within Newbold.

At present, there are no opportunities for brownfield and remediation services within the Town of Newbold. The WisDNR Internet database known as the Bureau of Remediation and Redevelopment Tracking System (BRRTS) lists three sites within the Town that were open at one time but have since closed, as the cleanup has been successfully completed.

## ECONOMIC DEVELOPMENT PROGRAMS

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

### **Local:**

Tax Increment Financing: In 2004, the WI State Legislature enacted changes to the state's Tax Increment Financing statutes. One significant change involved allowing townships to establish tax increment districts for specified economic development projects. Tax Increment Financing has been

employed by numerous communities throughout the state to promote redevelopment in blighted areas and finance new industrial development.

**County:**

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

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

**Regional:**

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

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

**State:**

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

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

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

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

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

**Federal:**

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

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

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

# Chapter 7

## Land Use

The Town of Newbold comprises an area of approximately 59,500 acres (93 sq. miles) and is located in central Oneida County. It is bordered by the Town of St. Germain to the north, the Towns of Sugar Camp and Pine Lake to the east, the Town of Crescent to the south, and the Towns of Cassian, Lake Tomahawk, and Woodruff to the west. The City of Rhinelander is directly adjacent to the southeast corner of the Town of Newbold.

Generally, the basic soils are weathered sedimentary deposits and outwash materials over granite bedrock with drained moranic soils more prominent in the northern sections of the Town. Woodlands and forestry are the major land uses in the Town. Seasonal residences, especially waterfront properties held for recreational use, are prominent.

Land use is a crucial component of livability and provides a basis for the formulation of policy to coordinate a sustainable pattern of development. This chapter establishes Newbold's vision and fundamental land use philosophy, including directing development to the most suitable locations, and maintaining the environmental, social, physical, and economic health and vitality of the Town. In the "Town Vision Statement", planned and orderly development is considered a high priority in conjunction with forest preservation and shoreland management. Therefore, it is the goal of this chapter to focus on the organization of the Town's physical environment into logical, functional, and visually pleasing patterns that are consistent with the Town's values including retaining the "northwoods character" that defines Newbold.

### PREVIOUS PLANS AND STUDIES

#### **Oneida County Comprehensive Plan, 2013**

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 Livability Plan, 2015**

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. Land use strategies are 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.

## EXISTING LAND USE

The Town of Newbold is characterized by the presence of significant water features as well as woodlands. Map 5 displays existing land use within the Town of Newbold. The areas near the City of Rhinelander and the shoreline areas on various waterbodies hold the majority of the Town's development with both seasonal and permanent single-family residential housing and some interspersed summer camp and resort oriented uses. Commercial uses are mainly settled along the STH 47 corridor and the County Highways. There are some areas of agricultural use in the center of Town, east of McNaughton, and a 600 acre cranberry marsh is located in the northeastern part of the Town.

A general description of the existing land use categories shown in Map 5 follows:

- *Agriculture* - Areas of past or current farming activity including, but not limited to, farm operations and storage, croplands, pasture, and farm related residential.
- *Cranberry Bog* - A subset of agriculture that highlights cranberry infrastructure.
- *Open Lands* - Areas in an undeveloped/unoccupied natural state with varying degrees of vegetation.
- *Woodlands* - Areas dominated by trees, woody cover, or forest with little of no development.
- *Residential* - Generalized areas of residential development, encompassing a variety of densities and styles.
- *Commercial* - Areas of business activity/development.
- *Outdoor Recreation* - Areas, such as summer camps and resorts, which provide an outdoor and educational experience to short-term residents, including: educational and recreational camps, recreational businesses, and resorts.
- *Government/Institutional* - Areas of government facilities and services, such as the Town Hall, and institutional facilities, such as a church.
- *Transportation* - Outlines location of transportation infrastructure including roads and airports.
- *Utility* - Areas of utility infrastructure that may not fit well into other categories including electrical, natural gas, or telephone substations.
- *Industrial* - Areas of intensive business operation often with above average levels of heavy vehicle and machinery activity, noise, vibration, dust, etc.
- *Quarry* - Areas of sand, gravel or other non-metallic mineral extraction.
- *Water* - Areas of surface water (streams/rivers, ponds/lakes)

Table 20 displays the existing land cover in the Town of Newbold. Over 72 percent of the Town’s land is woodlands. This has changed very little over the past few decades. Water covers over 15 percent of the Town. Residential is the Town’s third largest use, encompassing 7.3 of the Town’s land.

**Table 20: Existing Land Use, 2019**

Land Use Type	Acres	Percent
Agriculture	640	1.1%
Commercial	235	0.4%
Cranberry Bog	599	1.0%
Government/Institutional	84	0.1%
Industrial	0	0.0%
Open Lands	101	0.2%
Outdoor Recreation	608	1.0%
Quarry	10	0.0%
Residential	4,360	7.3%
Transportation	760	1.3%
Utility	1	0.0%
Water	9,235	15.5%
Woodlands	42,881	72.1%
Total	59,513	100.0%

## Zoning

Under Wisconsin Statutes, Counties and local units of government are authorized to adopt zoning ordinances. Zoning is a method for implementing or carrying out a comprehensive plan by predetermining a logical pattern of land use development.

A zoning ordinance consists of map and a written text. A zoning map arranges the community into districts or zones; e.g., agriculture, residential, commercial, industrial, etc. Within each of these districts or zones, the text of the ordinance specifies the permitted land uses, the size of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The goal of a zoning ordinance is to ensure a reasonable development pattern by keeping similar and related land uses together and separating dissimilar, unrelated and incompatible uses; particularly in relationship to transportation facilities, utilities and public services and facilities.

A county may promulgate a zoning ordinance as described above for the unincorporated areas within that county, that is, outside the corporate boundaries of cities and villages. However, it is only effective if the respective town adopts it for application to its jurisdiction, which the Town of Newbold has done, see Town Zoning Map in Appendix. In the absence of a County zoning ordinance, Towns can adopt their own zoning ordinances, but if there is a County ordinance in place and a Town wants to adopt zoning, it must adopt the County ordinance, or have the County approve a separate ordinance for that Town. The County must first approve any ordinance, ordinance revision, or amendment to a Town zoning ordinance before it may become effective. For specific zoning language as it pertains

to permitted uses, conditional uses, setback requirements consult the Oneida County Zoning Ordinance.

### **Shoreland Zoning**

Counties are mandated to promulgate and adopt a zoning ordinance that regulates land use in shoreland/wetland and floodplain areas for the entire area of the County outside of villages and cities, which Oneida County has also done. The shoreland/wetland and floodplain area is that area that lies within 1,000 feet of a lake, within 300 feet of a navigable stream, or to the landward side of a floodplain whichever distance is greater.

Under current law, a Town may not regulate matters in the shoreland area that are regulated by the County, so Newbold must rely on the Oneida County Zoning and Shoreland Protection Ordinance for land use control. This arrangement has some obvious benefits like full-time, professional administration and enforcement. However, drawbacks include zoning districts and permitted uses that may not match the Town's goals such as the uses allowed in a "Recreational" and/or "Farming" zoning district. Additionally, the Town is somewhat restricted in its ability to modify these regulations to implement its land use plan, and must instead petition the County to make such changes for them. In the event of an amendment to the County Zoning Ordinance, affecting a Town, the Town does not have an opportunity to "veto" the proposed change to the Ordinance. This becomes difficult from the perspective that the regulations apply to all Towns in the County that also may have opinions on how the Ordinance should be changed, if at all.

### **Land Division**

The Town of Newbold has its own Land Division Ordinance that is more restrictive than County regulations. This Town Ordinance includes a Waterbody Classification System that calls for different frontage widths and lot sizes depending on the classification of the waterbody.

The County should view this Town Comprehensive Plan as a formal statement of Newbold policies regarding land use and development and utilize this Plan as a guide when reviewing subdivision plats, certified survey maps, rezoning requests, and other land use proposals.

The Town of Newbold was recently involved in a lawsuit regarding the application of its sub-division ordinance. In *Anderson v. Town of Newbold*, the Wisconsin Court of Appeals upheld a circuit court decision upholding the Town's denial of an on-water land division, concluding that the statutory limit on a town's zoning authority in the shoreland area did not limit its subdivision control authority.

### **Opportunities for Redevelopment**

There are limited opportunities for redevelopment within the Town of Newbold. Opportunities most likely would be in the form of commercial and seasonal and recreation uses. These would include small scale and/or infill projects.

### **Land Use Development Patterns**

The land use development patterns in Newbold have been influenced by several key factors:

1. The location of WDNR and NH-AL State Forest lands;
2. The location of Wisconsin Valley Improvement Company lands;
3. Lands enrolled in Forest Management Programs;
4. Privately owned lands, adjacent area lakes and the Wisconsin River;
5. The southern part of the Town's proximity to the City of Rhinelander;

6. The location and function of CTH K, STH 47, and STH 70.

These key factors and their associated influence on the Town of Newbold land use and development pattern will now be discussed.

**1. Publicly Owned Lands (WDNR and NH-AL State Forest Lands)**

As previously stated, forest and woodlands are the predominant land use feature in Newbold, comprising approximately 42,881 acres , a little over 72% of the area of the Town. Of this total, approximately 22,500 acres or about 52%, are currently owned and managed by the WDNR and are included in the boundaries of the NH-AL State Forest.

Lands owned and managed by the WDNR are designated for forestry, ecological, and recreational purposes. Intensive residential or commercial development on these lands will not occur. This State ownership has produced a land use pattern that is less fragmented, with more contiguous forests in the northern half of the Town. State ownership of lands in the northern half of the Town provides long term insurance against major development pressure in this region.

Existing residential developments adjacent to some of the waterways within the northern half of the Town are the result of privately owned properties that were developed before NH-AL State Forest was established.

**2. Wisconsin Valley Improvement Company (WVIC) Lands**

Wisconsin Valley Improvement Company's mission is to operate the Wisconsin River System to maintain a uniform flow and a reasonable balance among the benefits the water resource provides. They recognize that the Wisconsin River is an important natural resource and accept a stewardship role on behalf of beneficiaries including water conservation, flood control, low flow augmentation, hydroelectric generation, water quality, wildlife, and recreation.

To achieve this objective, in 1935 WVIC built a dam across the Wis. River in Twp. 39, the northern part of Newbold. Construction of this dam resulted in the flooding of the upper reaches of the Wis. River and the creation of a 2,035-acre lake now known as the Rainbow Flowage.

Prior to May 2004, the Wisconsin Valley Improvement Company (WVIC) owned and managed approximately 3,800 acres of non-flooded lands in Newbold. In May 2004 the WVIC sold approximately 1,500 acres of these non-flooded lands to the WDNR. In Dec. 2007 the WVIC sold their remaining 2,300 acres of non-flooded lands to the WDNR. Except for some small parcels of land used for parks, public landings, and maintenance requirements, WVIC no longer owns or manages any land in the Town.

The historical impact of WVIC previously owned lands in Newbold has been significant. Similar to those lands owned by the WDNR and the NH-AL Forest; the WVIC previously owned woodlands and forestlands were never developed. The forestry use associated with these WVIC lands resulted in the preservation of "large blocks" of contiguous forest, essential for the preservation and protection of wildlife habitat and numerous endangered wildlife species.



### 3. Lands enrolled in WDNR Forest Management Programs

Some of the 42,881 acres of woodlands and forest in Newbold are privately owned properties enrolled in WDNR Forest Management Programs. The current Forest Management Programs administered by the WDNR are the Forest Crop Law and Managed Forest Law. Table 20 shows that at present there are 3,845 acres of woodlands or forests in the Town included in these programs.

	<b>Parcels</b>	<b>Acreage</b>
<b>Private Forest Cropland</b>	4	62.60
<b>Managed Forest Land</b>	130	3,782.56
<b>Total</b>	134	3,845.16

*Source: WI DOR 2019*

With respect to future land use, these lands have less protection from future development pressure than WDNR owned lands. Lands enrolled under the Forest Management Programs can be removed from the programs after payment of a withdrawal penalty or after the contractual time expires. These lands can then be developed as per current zoning regulations.

The potential transition of these lands into other land use types (e.g., residential developments) will be a likely land use trend during the planning period.

### 4. Privately Owned Property Adjacent to Lakes, Streams and the Wisconsin River

The desire of property owners to establish seasonal or permanent residences along waterbodies is as evident in the Town of Newbold as anywhere in Oneida or Vilas County. Major residential developments have occurred on a majority of the larger lakes and the southern reaches of the Wisconsin River. Two major trends are likely to continue throughout the planning period as they relate to this factor.

- Conversion of seasonal to permanent residences will increase as the baby boomer generation migrates northward for retirement settings, and;
- Waterfront development pressure will increase, as less pristine undeveloped frontage on lakes and the Wis. River is available.

Large privately owned parcels of land adjacent to lakes, streams and the Wisconsin River will face most of the development pressure for subdivisions.

### 5. Township 37 Proximity to the City of Rhinelander

Newbold's land use pattern reveals more intense residential development throughout the southern Township. Since the City of Rhinelander provides regional employment opportunities, this part of the Town provides a "suburban community" housing opportunity for residents who work in the City and reside in the Town.

Due to the likely increase in development pressure to infill interior lands in Twp. 37, potential border and service issues may well surface during the planning period. Resolution of permitted densities within the border region of Newbold could have long standing implications on the feasibility of future services such as public sewer, water and stormwater management.

**6. Location and Function of CTH K, STH 47, and STH 70**

State Highway 47 will continue to function as the major arterial within the Town and more importantly serves as Newbold's "Main Street." Commercial activity is primarily focused at the intersection of CTH K and STH 47. Several tavern/restaurant type establishments occur along the northern parts STH 47. An often-overlooked commercial area of the Town is located along the southern side of STH 70, across the highway from the Town of St. Germain. Current development in this area includes a large hotel complex, amusement park and other small commercial establishments. Additional commercial development is feasible.

Since a majority of commercial land use is associated with high traffic areas, the Town should anticipate commercial development pressure along both the County and State highways. The appearance of future commercial development should be addressed by the Town to ensure compatibility with the desire to maintain Newbold’s Northwoods/Recreational Character.

**Land Supply and Trends**

The proportion of residential, commercial, and agricultural land has stayed fairly steady over the past few decades. There is an abundance of available land in the Town for residential and commercial development. The priority will be balancing development with the preservation of the natural amenities abundant in the area.

**Land Values**

Table 21 indicates the change in land values between 2014 and 2019 in the Town of Newbold for the three main categories of land use. Residential land values have been flat following the “market correction”, increasing only 1.1 percent over the last five years. Commercial land values have had a significant increase in value over the past five years at 14.2 percent. There is no industrial land in the Town.

One factor that further influences property values in the Town of Newbold is that a relatively high number of homeowners own seasonal or second homes. Areas with a high number of seasonal properties typically see exaggerated effects in the boom and bust years. It is clear that residential land values have not adequately recovered after the Great Recession.

**Table 21: Equalized Real Estate Values, Town of Newbold**

Category	2014	2019	# Change	% Change
Residential	\$68,078	\$68,836	758	1.1%
Commercial	\$76,570	\$87,456	10,886	14.2%
Industrial	0	0	0	0

*Source: WI DOR 2014, 2019*

## FUTURE LAND USE

### Future Land Use Projections

At present, there is no industrial land in the Town of Newbold, and that is not expected to change in upcoming decades. The Demographic Services Center produces population estimates for Wisconsin counties and municipalities. Based on their calculations, household growth will be between 4 and 6 percent in the next decade, after which point it is expected to level off. The Wisconsin Realtors Association reports that home sales have remained strong in Oneida County in the past few years, with the average sale price of \$183,750 in 2019 being higher than any in the previous decade.

The percentage of residential land has remained relatively stable in the past few decades, down somewhat from 8.0 percent in 2007 to 7.3 percent in 2019. Taking into account the growing number of aging baby boomers that are looking for retirement locations coupled with the fact that the Town of Newbold is a desirable retirement location, it is reasonable to expect a slight upturn in the demand for residential land in the upcoming decade. However, it is also reasonable to expect this to level after the next decade.

	2025	2030	2035	2040	2045	2050
<b>Residential</b>	4,621	4,805	4,853	4,805	4,757	4,709
<b>Commercial</b>	240	245	250	248	246	242
<b>Industrial</b>	0	0	0	0	0	0
<b>Agricultural</b>	640	640	635	635	630	625

*Source: NCWRPC*

Agricultural demand is generally on the decline. Agricultural lands accounted for 1.9 percent of land in the Town of Newbold in 2007 and only 1.1 percent in 2019. This is a drop of 0.8 percent over the course of 12 years and is significant. However 600 of the 640 existing acres include the cranberry farm that is still in successful operation. Therefore, agriculture is expected to remain fairly stable with only slight decline. Commercial land is down somewhat to 235 acres in 2019 from 270 acres in 2007. With the strong tourist base in Oneida County coupled with a large number of baby boomers, it is reasonable to expect some increase in the number of commercial property, although slight. However, as the demand for residential land levels off, the demand for commercial land will likely follow suit. Based on land projections developed by the NCWRPC, the need for land in various use categories would be more than adequately met by available land in the Town.

### Future Land Use Classification Definitions

The Future Land Use Map (Map 6) graphically represents the planned distribution and intensity of land use throughout the Town of Newbold. The map includes seven land use classifications that are grouped in terms of density and intensity. The term density typically applies to the capacity of residential land (dwelling units per acre). For commercial, industrial, and other nonresidential uses the term intensity describes the degree to which a property is or can be developed. In the case of Newbold it would also indicate areas that are not developable.

The following future land use classifications and associated definitions generalize land use into categories. Each land use classification identifies what the Town believes is the desired future use of the land within the respective boundaries. Each classification specifies the character, location, and

density of future land use. The Future Land Use Classifications are not zoning districts and do not have the authority of zoning. However, the Future Land Use Plan map and classifications will be used as a guide when reviewing subdivision applications, future zoning, and environmental protection strategies.

Each future land use classification has a distinct purpose and an area designation as shown on the Future Land Use Plan map. A general description of each future land use classification follows:

### **Residential – Single Family (Medium-Density)**

Identifies areas recommended for residential development typically consisting of smaller lot sizes. This classification targets existing residential neighborhoods that primarily serve a bedroom function to the services and opportunities offered by the City of Rhinelander. Continued in-fill of vacant lands within this classification would be encouraged and managed at densities that would not preclude the feasibility of public water or sewer infrastructure systems. Clustered residential development would also be encouraged. On-water (lakes, rivers, streams) property would be specifically regulated by the ability of the waterway to accommodate future development.

### **Residential – Single Family (Low-Density)**

Identifies areas that are recommended for less dense residential development, consisting of larger lot sizes than the medium density residential category. The objective of this classification is to maintain high quality single-family residences in existing or clustered environments. Densities will be higher than the Residential – Country Living classification but will stay in character with existing developments within the classification. Densities should be managed to allow adequate space for the replacement of private on-site sewage treatment systems while minimizing an impact on aesthetics and water quality. On-water (lakes, rivers, streams) properties may be allowed to develop at a higher residential density but would be specifically regulated by the waterways ability to accommodate the development.

### **Rural Residential – Country Living**

Identifies areas of less dense residential development than the low-density Single Family classification, consisting of larger lot sizes than other residential categories. This classification is designed to provide for low-density single-family residences located in natural settings. On-water (lakes, rivers, streams) residential developments would be specifically regulated by the waterways ability to accommodate development.

This land use category permits commercial farm operations, the raising of livestock and poultry as well as hobby farms and tree farms. In fact, these agricultural uses are preferred above all others in this classification. Multi-family housing, elderly housing developments, and businesses could be established in this category but only with appropriate zoning permits.

### **Agriculture**

This land use classification is specifically targeted to allow for the continuation of existing commercial farm operations that are enrolled in the State of Wis. Farmland Preservation Program. This classification acknowledges the need for and use of agricultural type structures such as machine storage sheds and maintenance facilities to accommodate the farming operation.

## **Forestry**

This land use classification is designed to achieve the goal of maintaining forest integrity. The primary intent of the classification is to encourage the continuation of large tracts of forested areas that are managed to produce forest products in concert with maintaining a diversity of vegetative and biological communities. These lands are also maintained to provide recreational opportunities such as hunting, fishing, hiking, skiing, camping, snowmobiling, all-terrain-vehicles (ATVs) and/or bird watching.

The forests in the northern half of the Town are included in the Northern Highland- American Legion State Forest. Much of the forestland in the southern half of the Town is in private ownership where the primary intent of this classification is to allow for continued or potential enrollment into forest management programs.

## **Educational and/or Recreational Business**

Identifies areas, such as summer camps and resorts, which provide an outdoor and educational experience to short-term residents. This classification is designed to accommodate educational and recreational camps, recreational businesses, resorts, and low-density single-family residential uses. Building and infrastructure support facilities such as administration, maintenance buildings, group meeting quarters, animal barns, parking and wastewater systems would be permitted.

## **Community and Highway Business**

Identifies areas recommended for commercial development, as well as existing commercial establishments located throughout the Town. This classification would allow for the in-fill of existing vacant commercial properties. Commercial uses would be mixed between highway (tourist dependent) and community service.

## **Potential Land Use Conflicts**

The most notable conflict within the Town of Newbold is the delicate balance of maintaining and preserving the abundance of natural resources with existing and potential development. The Town's "Vision Statement" appropriately addresses the need to proactively address growth and development allowing visitors and residents to enjoy the wealth of natural resources, while simultaneously protecting those resources. This is an ongoing challenge, but the Town has made and will continue to make this a priority.

## **Land and Resource Protection Programs**

Forest preservation and protection of natural resources are high priorities within the Town of Newbold. This includes preserving wilderness areas, water quality, environmentally sensitive areas, and threatened and endangered species. The area of the Town of Newbold is approximately 59,500 acres, of which about 42,800 acres (about 72%) consist of woodlands and forests. An additional 9,200 acres (about 15%) of the Town is covered by lakes, streams and the Wisconsin River. Hence, more than 87% of the Town's acreage is identifiable as natural areas for preservation and protection.

## **Forest Crop Law (FCL) and Managed Forest Law (MFL)**

The Forest Crop Law is no longer open to new participants except through the purchase of land currently under this law. The length of the original contracts was for either a 25 or 50 year period.

Forest Crop contracts cannot be renewed, however conversion into the Managed Forest Law program is possible. Participants must follow a written management schedule, including mandatory activities of cutting mature timber, and thinning plantations and natural stands. A ten percent yield tax is applied. Public access for fishing and hunting activities must be permitted on Forest Crop land.

The purpose of the Managed Forest Law (MFL) is to encourage sustainable forestry on private woodlands in Wisconsin. The law incorporates timber harvesting, wildlife management, water quality, and recreation to maintain a healthy and productive forest. To be eligible for the MFL program, a landowner must have a minimum of 20 acres, 80 percent of which must be productive forest land. Landowners designate the land “open” or “closed” and commit to a 25 or 50 year sustainable forest management plan. Lands designated as open may be used by the public for hunting, fishing, hiking, sightseeing, and cross country skiing.

The plan sets a schedule for specific forestry practices, and in return participants make a payment in lieu of traditional property taxes. Lands enrolled or renewed as of January 1, 2017, are not eligible if they contain a building or an improvement associated with a building. Mandatory practices during the MFL entry period include harvesting timber, thinning plantation and natural stands, pine release, pre and post-harvest treatments, and controlling soil erosion.

The benefits of these programs to Newbold include:

- Protection against over timber harvesting;
- Long-term investment in area forestry;
- Encouraged woodland expansion;
- Preservation and management of wildlife habitat;
- Preservation of the Town's “northwoods character” and;
- FC and MFL-open lands are available for recreational use by public.

The benefits to the individual property owner include:

- A lower payment in lieu of property taxes;
- Protection against annual increases in property taxes, and;
- Private land forestry technical assistance.

Further participation in these programs by private landowners is a vital component to ensure the preservation of the Town's natural “northwoods character”. It would be beneficial for the Town of Newbold to continue informing private landowners of the forestry management and preservation programs as well as other available resource protection programs, and to encourage private landowners to continue to participate in such programs.

### **Wisconsin Department of Natural Resources (WDNR) and Northern Highland-American Legion State Forest (NH-AL) Lands**

The WDNR and NH-AL State Forest manage approximately 22,500 acres of land in the Town of Newbold. These lands represent about 38% of the total Town acreage. The NH-AL State Forest is the dominant land use feature north and east of Two Sisters Lake in Twp. 38 and includes in its boundaries all of the lands in Twp. 39.

### **State of Wisconsin Board of Commissioners of Public Lands (BCPL)**

The State BCPL has title to 181.48 acres of land in Newbold. A majority of these BCPL lands, 141.48 acres, are in Twp. 39 and are flooded or flowed by the Rainbow Flowage. The remaining BCPL owned 40 acre parcel is in Sect. 33 of Twp. 38 adjacent to the headwaters of the Frederick Flowage. This 40 acre parcel of BCPL land is currently for sale and is almost all lowland bog or submerged by the Frederick Flowage.

### **Conservation Easements**

Wis. Statutes provide a method for individual property owners to transfer their land into a Conservation Easement to protect the land from any future development. In Dec. 2007 eighteen contiguous parcels of land, consisting of approximately 600 acres located the southeastern part of Township 38 (Sections 26, 27, 34, and 35), were deeded to the Northwoods Land Trust (NWLTT) through a Conservation Easement. This property contains two lakes that are considered to be unique wildlife habitats, McCabe Lake and Mudhen Lake, and will be protected from any future development of the shoreline.

### **Impact of Public and Private Resource Protection Programs**

The Town of Newbold benefits from significant public and private participation in land and resource protection programs. State owned land, forestry management programs, and a conservation easement currently impact more than 26,900 acres, approximately 45%, of the available land in the Town.

The 22,500 acres of State woodlands and forestlands are not likely to be developed in the foreseeable future. In addition to these State lands, over 3,800 acres of woodlands and forestlands are currently enrolled in WDNR Forest Crop (FC) or Managed Forest lands (MFL) programs. The addition of approximately 600 acres of land protected from future development by a Conservation Easement is also significant. As a result of the associated deed restrictions, the continued and expanded participation in these programs assist in the preservation of natural resources. This provides a means to enhance and retain the “northwoods character” of the Town.

Woodlands, forests, waterbodies, and other natural amenities are among the Town of Newbold’s most notable assets. Public and private resource protection programs safeguard these resources for future generations.

# Chapter 8

## Intergovernmental Cooperation

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

Wisconsin Statute s.66.30, entitled “Intergovernmental Cooperation”, does enable local governments to jointly do together whatever one can do alone. Unfortunately, there is little public policy in Wisconsin law that encourages, let alone requires, horizontal governmental relationships. The result is that towns, villages, cities, and counties often act more as adversaries than as partners.

Statewide, Wisconsin has over 2,500 units of government and special purpose districts. Having so many governmental units allows for local representation, but also adds more players to the decision making process. In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate

### INTERGOVERNMENTAL RELATIONSHIPS

#### Joint Service Agreements

The Town of Newbold currently has a contract with the Town of St. Germain to provide fire and rescue services in the northern section of the Town (Township 39). In addition, there are mutual aid agreements with the fire departments in the Towns of Crescent, Woodruff, Lake Tomahawk, Cassian, and Pine Lake and with the City of Rhinelander.

#### Cooperative Practices

**Oneida County:** The County provides several services to the Town including: law enforcement through the Sheriff's Department, 911 dispatch services, permit access, maintenance and improvement of the County Highways, planning and permitting oversight regarding shoreland, wetland, and floodplain regulation, private sewage system regulation, and animal waste and manure management. The County also provides oversight on compliance with County soil and water conservation policy for the Farmland Preservation Program.

**School Districts:** The Town of Newbold is served by two school districts, Rhinelander School District and Northland Pines School District. The Town is divided by school district boundaries that begin just south of the Bass Lake area in Twp. 39, then north following CTH D east across the remaining portion of the Town. The part of the Town north of CTH D is served by the Northland Pines School District, while the part south of CTH D is served by the Rhinelander School District.



**Regional Agencies:** The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §66.0309 Wis. Statutes as a voluntary association of governments serving a ten county area. Oneida County is a member of the NCWRPC, which includes all of its local units of government.

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.

**State and Federal Agencies:** The Town has little direct contact with State or Federal agencies. However, state agencies regulate certain activities such as access onto State roads, shoreland, floodplain and wetland zoning oversight, navigable waters protection, compliance with water quality standards, farmland preservation tax credits and managed forest tax credit programs.

# Chapter 9

## Implementation

### GOALS, OBJECTIVES AND POLICES

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 Town. 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.

Goals, objective and policies comprise the framework for decision making by Town officials. For purposes of this plan, goals, objectives and policies are defined as:

- **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.

The following goals, objectives and polices should be used as a guide by the Town of Newbold when making land use and development decisions:

#### GOAL 1 - PRESERVE FOREST INTEGRITY

##### Supporting Objectives:

- a. Direct growth away from environmentally sensitive areas.
- b. Support the acquisition of development rights and conservation easements.
- c. Provide an incentive in the development of forest management plans and encourage people with forestlands to use the Managed Forest Lands programs.
- d. Support the acquisition of forestland by the WDNR.
- e. Evaluate the feasibility of 'cluster development' that can reduce further forest fragmentation.
- f. Maintain sufficient wildlife habitat to ensure a diversity of self-sustaining biological communities.

##### Policies to achieve the Objectives:

1. Develop housing density standards for forested areas.
2. Protect wildlife habitat and natural settings.

3. Encourage conservation easements and other tools to protect environmentally sensitive or unique resources.

## **GOAL 2 - PROTECT AND UP-GRADE THE QUALITY OF BOTH SURFACE AND GROUNDWATER**

### **Supporting Objectives:**

- a. Encourage tighter controls on the application of pesticides, herbicides, and fertilizers.
- b. Encourage and provide assistance in the development and maintenance of lake and waterway associations.
- c. Encourage regulations to ensure that the shoreline between all surface waters and adjacent land uses will have a natural vegetated buffer.

### **Policies to achieve the Objectives:**

1. Limit further alteration to existing wetlands and maintain a natural vegetative buffer between wetlands and any future intensive land uses.
2. Develop an erosion control ordinance including management of construction sites.
3. Maintain and utilize a waterway classification system to manage waterway development.
4. Enforce existing regulations of septic systems to protect groundwater quality.

## **GOAL 3 - DEVELOP AN APPROPRIATE MIX AND BALANCE OF LAND USES TO PROVIDE FOR THE PRESENT AND FUTURE SOCIAL, PHYSICAL AND ECONOMIC NEEDS OF THE TOWN.**

### **Supporting Objectives:**

- a. Guide future development within or adjacent existing development.
- b. Review, and if appropriate, pursue changes to the existing Oneida County Comprehensive Zoning Ordinance that promotes Newbold's Land Use Vision.
- c. Utilize natural and man-made indigenous buffers to minimize land use conflicts.
- d. Encourage non-polluting industry, business and/or agricultural uses.
- e. Work with Oneida County on the development and implementation of confined animal feeding operation regulations.

### **Policies to achieve the Objectives:**

1. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
2. Discourage the development of land uses that are incompatible with existing residential areas or at inappropriate density levels, especially on waterfronts.

## **GOAL 4 - ENHANCE RECREATION OPPORTUNITIES WHILE MINIMIZING USER CONFLICT**

### **Supporting Objectives:**

- a. Reduce impacts associated with the use of motorized recreational vehicles.
- b. Maintain existing and provide additional skiing, biking, hiking, equestrian, all-terrain-vehicle and snowmobile trail opportunities.
- c. Provide park facilities that offer active recreation opportunities.
- d. Pursue state and federal funding programs that can aid in the purchase or development of parklands.
- e. Work with Oneida County on the permitting and regulation of short-term rentals to minimize conflicts with neighboring properties and impacts on water quality.

**Policies to achieve the Objectives:**

- 1. Maintain existing and provide additional public access to waterways.
- 2. Pursue the development of wilderness campsites.

**GOAL 5 - MAINTAIN HIGH QUALITY TOWN PUBLIC SERVICES**

**Supporting Objectives:**

- a. Provide and maintain a safe and reliable Town road-network.
- b. Monitor current service agreements.
- c. Monitor and evaluate the need for a paid fire department and/or first responder staff.
- d. Consider the development of impact fees to support service infrastructure costs.
- e. Consider the development of an official map to reserve adequate Town road right-of-way to provide proper road linkage.
- f. Work with Oneida County, City of Rhinelander and surrounding towns to ensure adequate high-speed internet throughout the Town.

**Policies to achieve the Objectives:**

- 1. Establish a maximum number of miles of roads that will be accepted for maintenance based on existing tax base and projected growth of the Town.
- 2. Periodically review existing shared service agreements, and explore additional agreements.

**GOAL 6 - PROMOTE A POSITIVE/PRO-ACTIVE VOLUNTEER COMMUNITY**

**Supporting Objectives:**

- a. Develop and provide educational materials and conduct local workshops on topics pertinent to goals.
- b. Make use of the talents of our citizenry in the implementation of community projects.
- c. Continue relationships and communication between governments to encourage discussion and action on land use and service issues.

**Policies to achieve the Objectives:**

1. Continue and maintain the Town web site to inform residents regarding Town business and issues.
2. Maintain and/or expand use of Town bulletin boards for posting of Official Town Business Notices.

## **GOAL 7 - MAINTAIN THE ABILITY AND RIGHT TO GUIDE TOWN DESTINY**

### **Supporting Objectives:**

- a. Utilize the Town's village powers to adopt ordinances that promote the Newbold Vision and protects the health, safety, and welfare of residents.
- b. Maintain a "Newbold specific" basic code of ordinances.
- c. Support the Wisconsin Towns Association and be pro-active relative to local, district and State meetings.

### **Policies to achieve the Objectives:**

1. Initiate discussion with City of Rhinelander to execute a boundary agreement to avoid annexation disputes.
2. Undertake a comprehensive revision of this Comprehensive Plan as needed, including public input.

## **GOAL 8 - PROVIDE A VARIETY OF HOUSING OPPORTUNITIES FITTING WITH THE NORTHWOODS CHARACTER OF NEWBOLD AND SERVICE CAPABILITIES OF THE TOWN**

### **Supporting Objectives:**

- a. Direct new development to areas currently served by public utilities, Town roads, parks, education facilities and other key services.
- b. Consider standards for new construction.

### **Policies to achieve the Objectives:**

1. Develop a Town Ordinance to regulate the density of multi-family developments.
2. Maintain the Newbold Land Division Ordinance fitting with the Land Use Vision.
3. Evaluate the concept of conservation design guidelines (clustering of home sites) as a design alternative for areas appropriate to residential development.

## **PLAN REVIEW AND UPDATE**

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

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

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

## **PLAN AMENDMENT PROCEDURE**

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

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

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

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

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

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

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

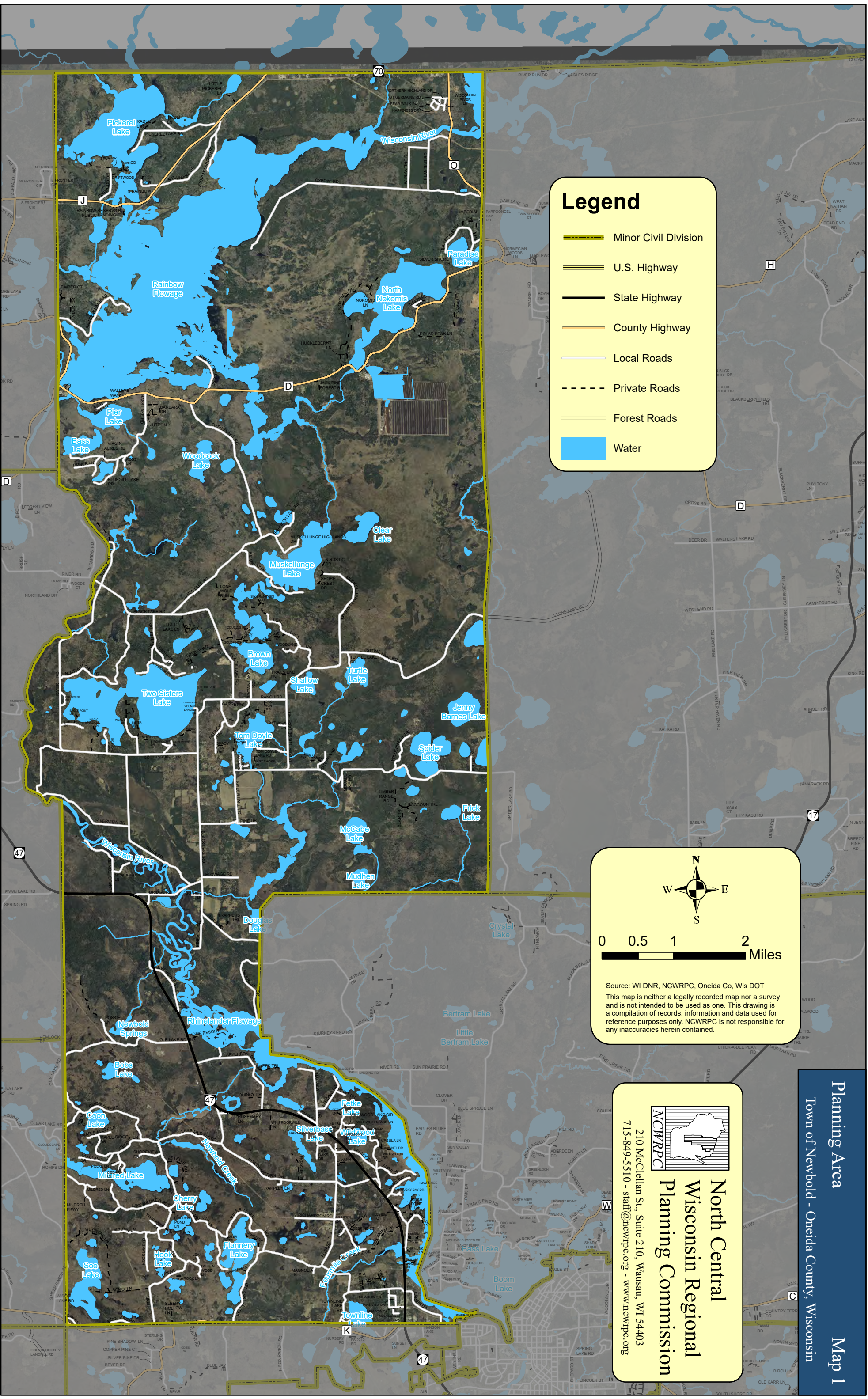
## **PLAN CONSISTENCY BETWEEN CHAPTERS**

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



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### Legend

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Water

0 0.5 1 2 Miles

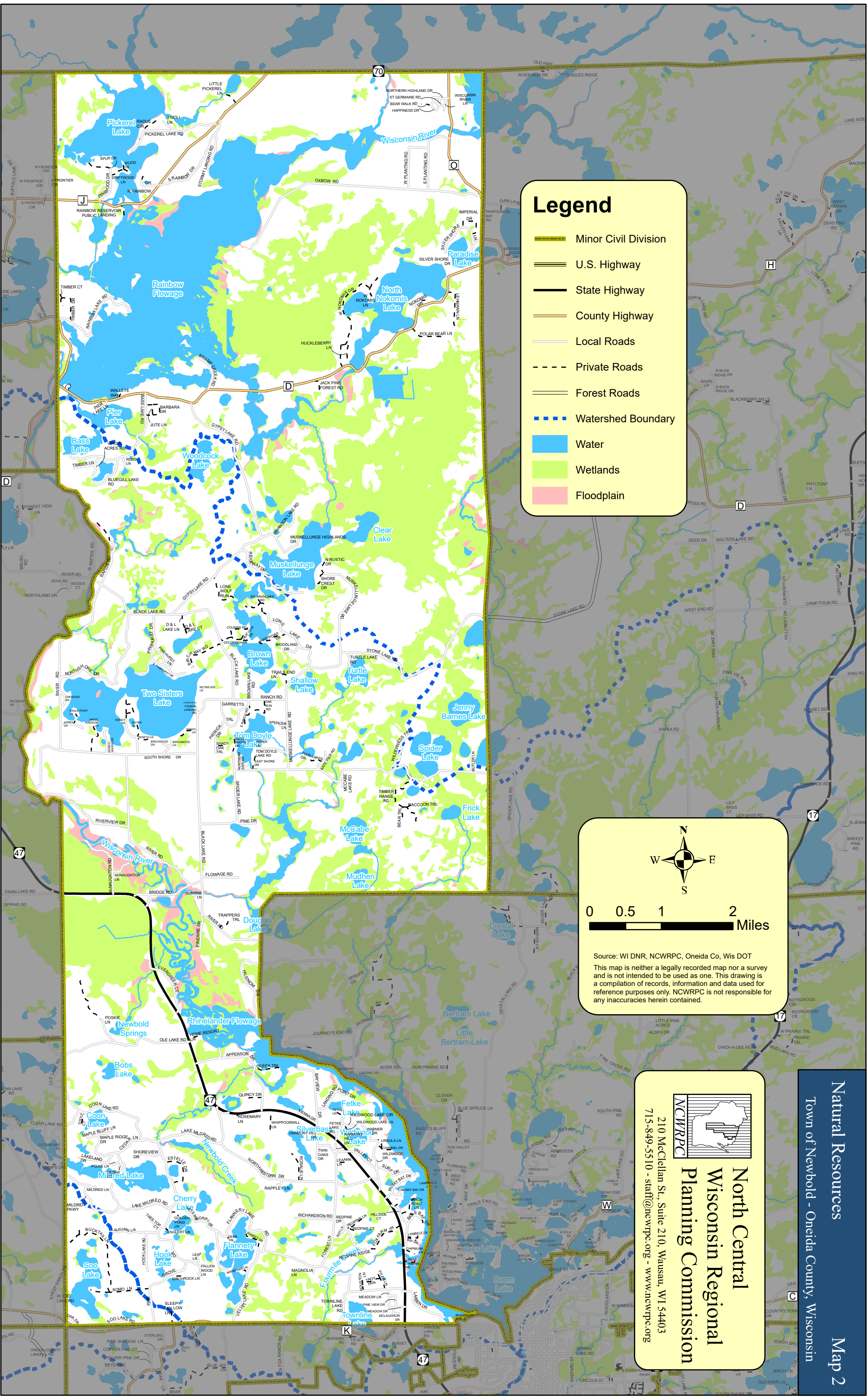
Source: WI DNR, NCWRPC, Oneida Co, Wis DOT  
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**NCWRPC**

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 715-849-5510 - [staff@ncwrpc.org](mailto:staff@ncwrpc.org) - [www.ncwrpc.org](http://www.ncwrpc.org)

## North Central Wisconsin Regional Planning Commission

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### Legend

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Watershed Boundary
- Water
- Wetlands
- Floodplain

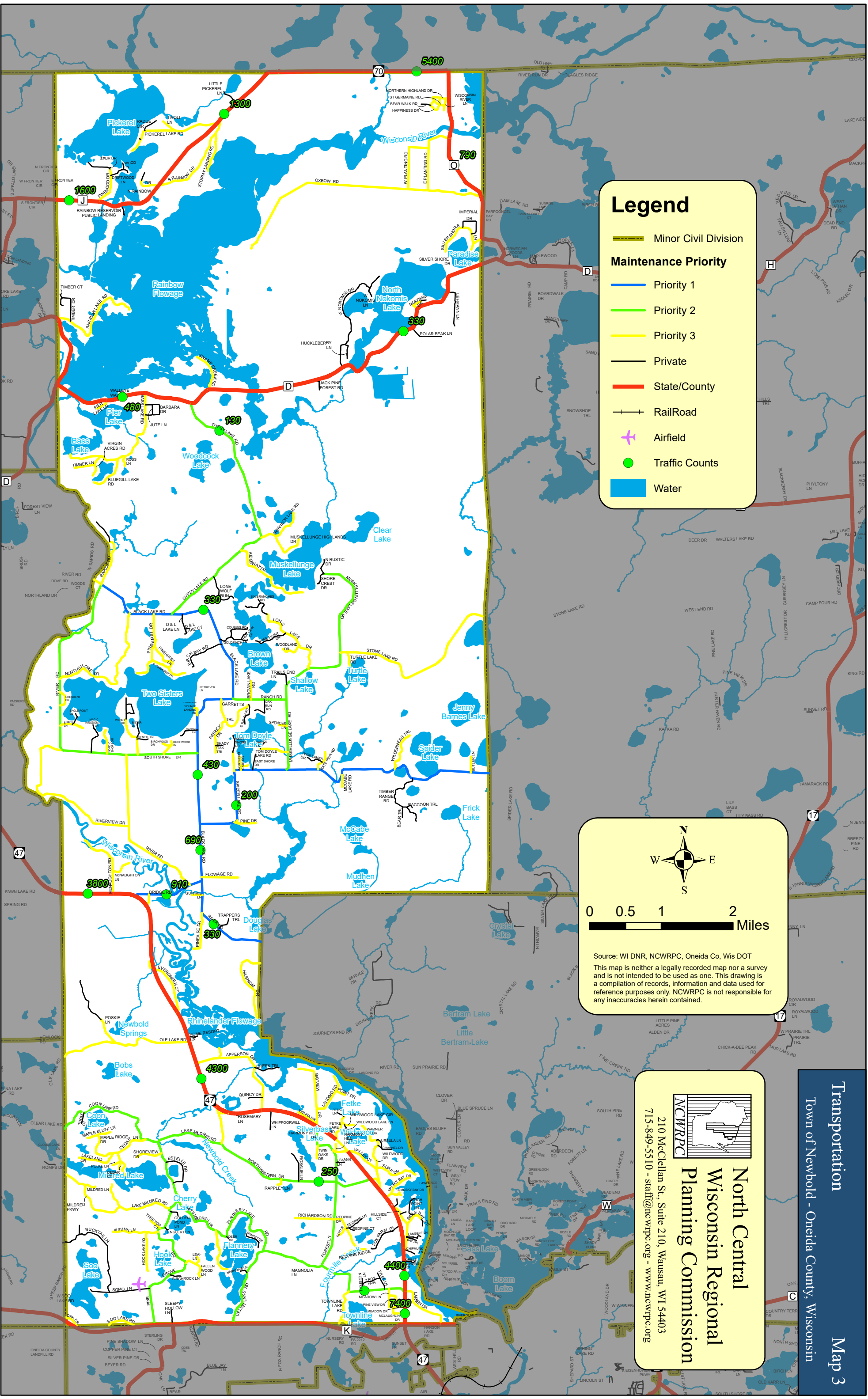
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### Legend

- Minor Civil Division
- Maintenance Priority**
- Priority 1
- Priority 2
- Priority 3
- Private
- State/County
- Rail Road
- + Airfield
- Traffic Counts
- Water

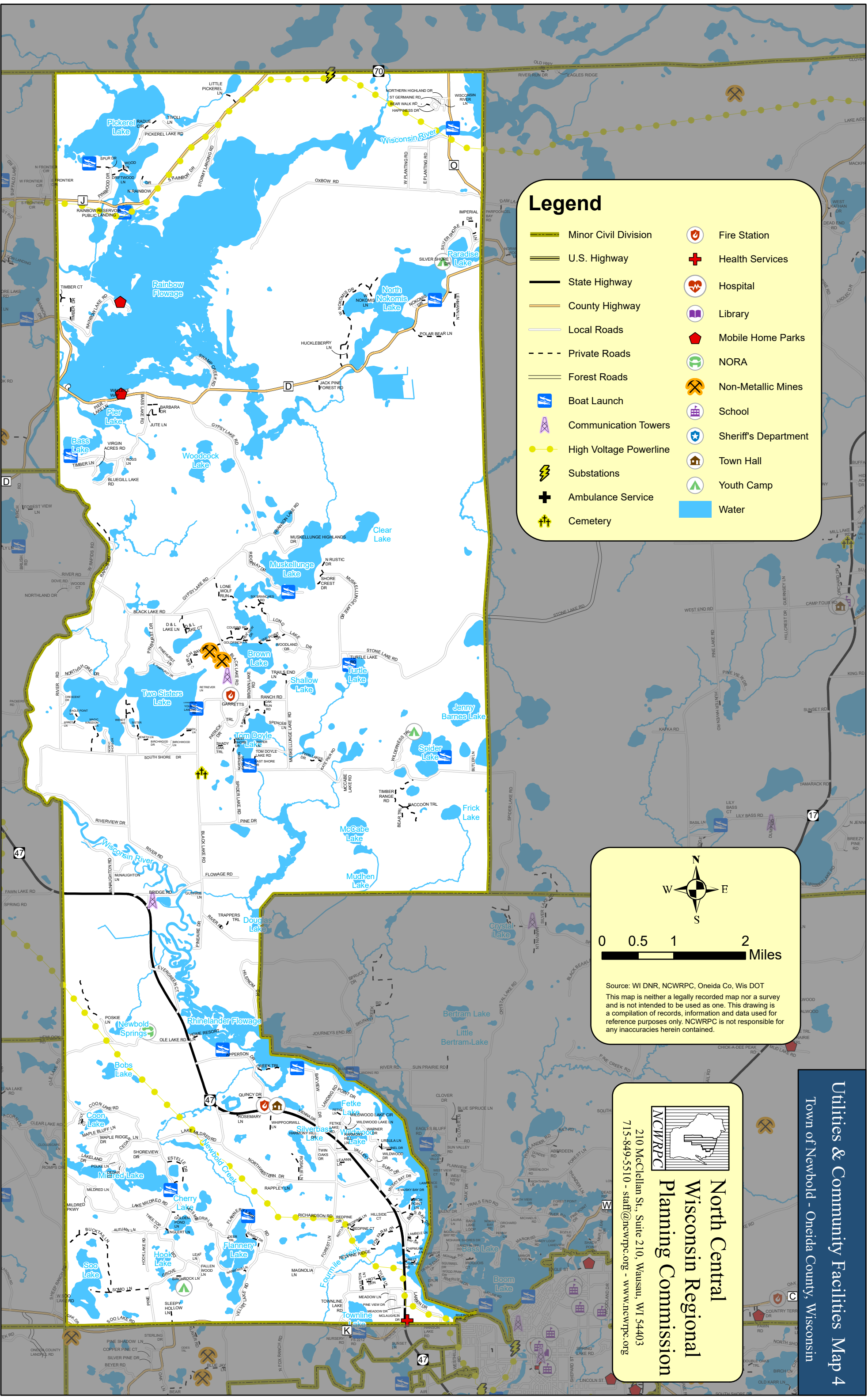
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### Legend

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Boat Launch
- Communication Towers
- High Voltage Powerline
- Substations
- Ambulance Service
- Cemetery
- Fire Station
- Health Services
- Hospital
- Library
- Mobile Home Parks
- NORA
- Non-Metallic Mines
- School
- Sheriff's Department
- Town Hall
- Youth Camp
- Water



0 0.5 1 2 Miles

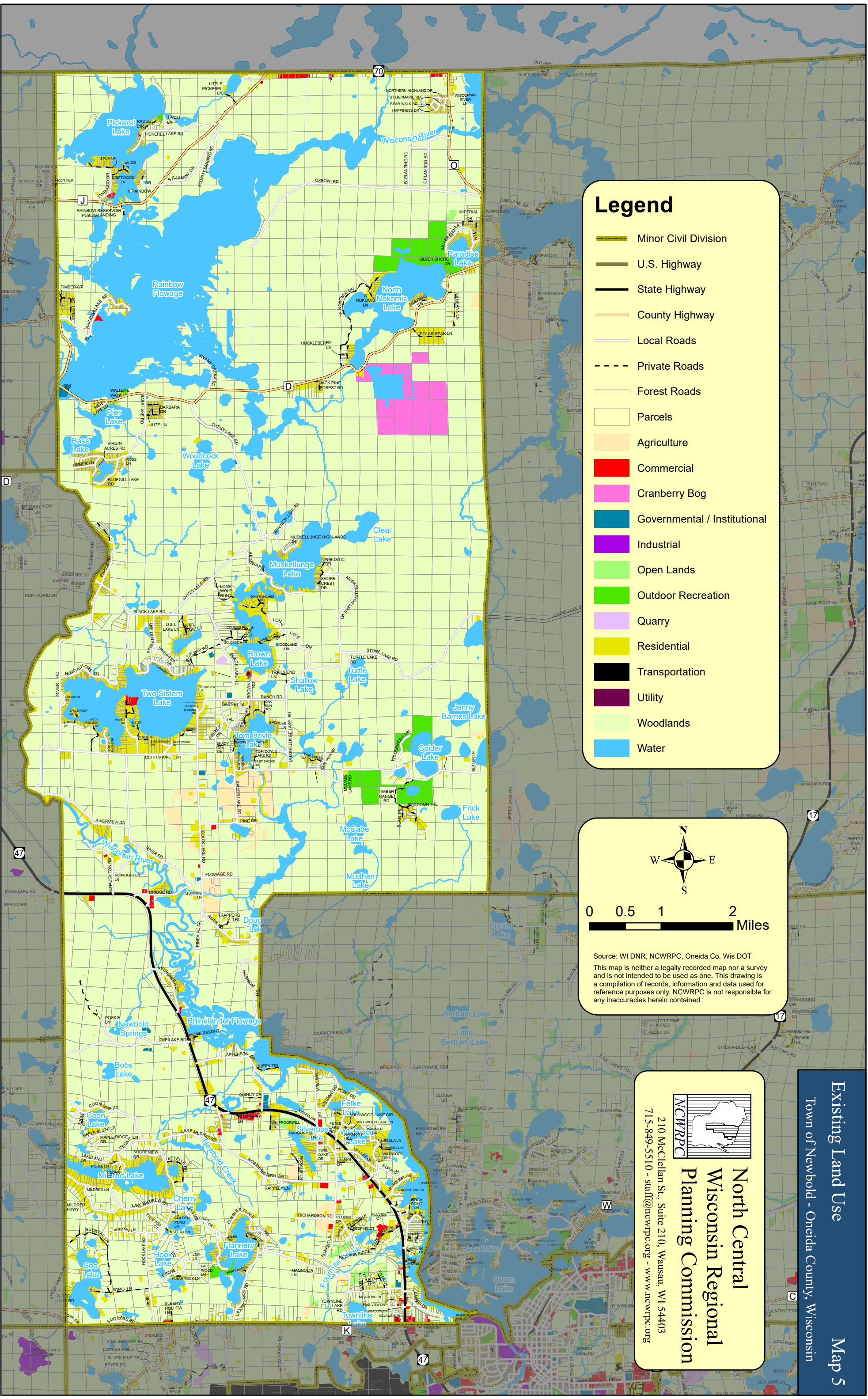
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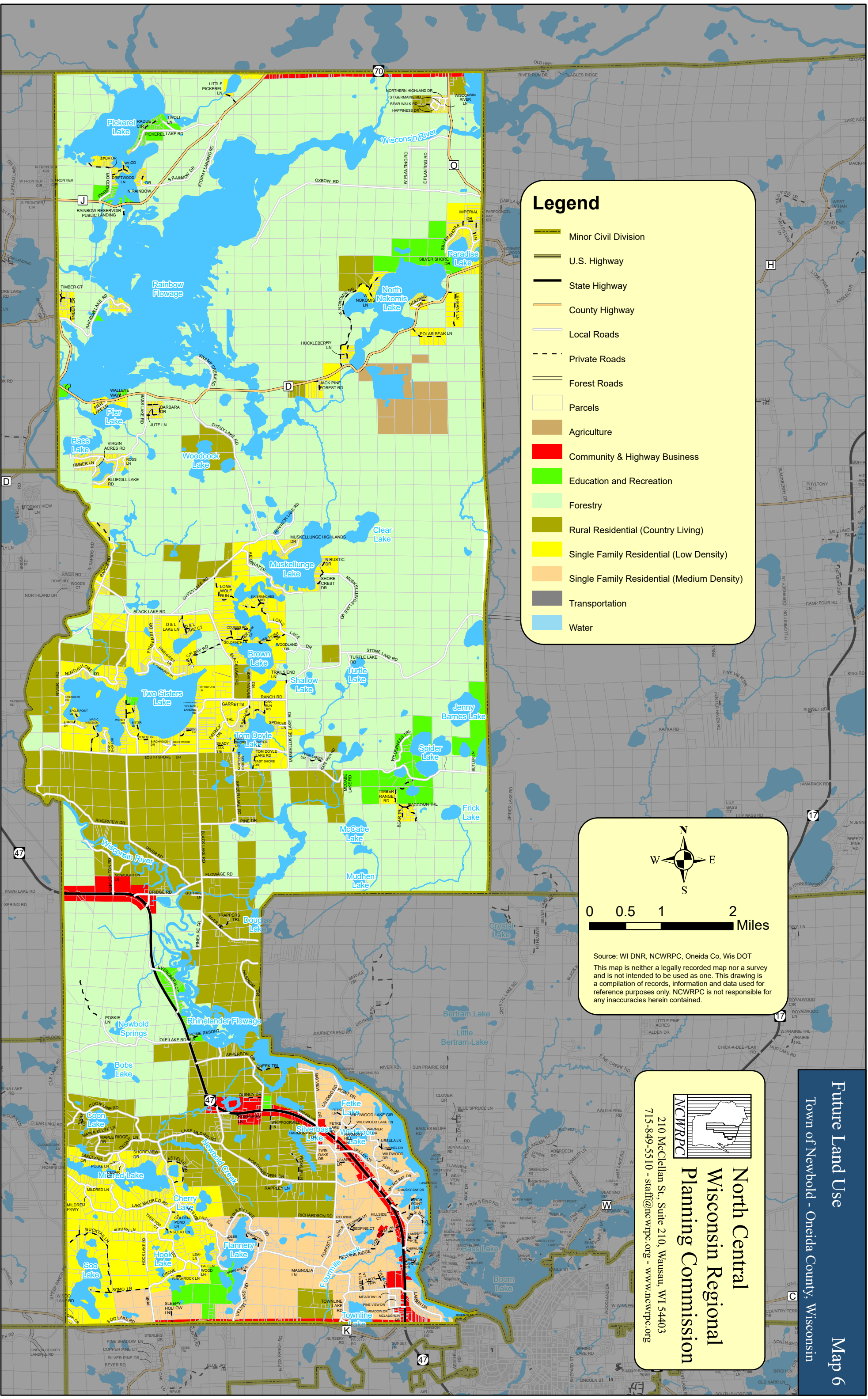
### Legend

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Parcels
- Agriculture
- Commercial
- Cranberry Bog
- Governmental / Institutional
- Industrial
- Open Lands
- Outdoor Recreation
- Quarry
- Residential
- Transportation
- Utility
- Woodlands
- Water

Source: WI DNR, NCWRPC, Oneida Co, Wis DOT  
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### Legend

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Forest Roads
- Parcels
- Agriculture
- Community & Highway Business
- Education and Recreation
- Forestry
- Rural Residential (Country Living)
- Single Family Residential (Low Density)
- Single Family Residential (Medium Density)
- Transportation
- Water

Source: WI DNR, NCWRPC, Oneida Co, Wis DOT  
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**APPENDIX A  
PUBLIC PARTICIPATION PLAN**

## **Town of Newbold Public Participation Plan (PPP)**

The Town of Newbold recognizes the importance of public participation in the planning process. As such, a goal during the comprehensive plan update 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 Town Board.

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 Town 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 Town Board.

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

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

**APPENDIX B  
PLAN ADOPTION**

PLAN COMMISSION RESOLUTION  
TOWN OF NEWBOLD

RESOLUTION #2021-04

Town of Newbold, Oneida County, Wisconsin

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

Adoption of the Town Comprehensive Plan.

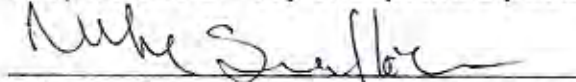
The Town of Newbold Plan Commission, by this resolution, further resolves and orders as follows:

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

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

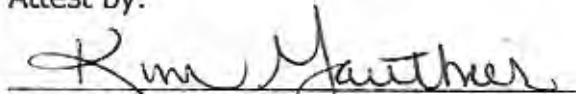
The town clerk shall properly post or publish this resolution as required under s. 60.80, Wis. stats.

Adopted this 2<sup>nd</sup> day of September, 2021.



Mike Sueflohn, Newbold Plan Commission Chair

Attest by:



Kim Gauthier, Newbold Town Clerk

On this 9<sup>th</sup> day of September, 2021



**TOWN OF NEWBOLD**  
**ONEIDA COUNTY, WISCONSIN**  
**P.O. BOX 1063**  
**RHINELANDER, WI 54501**

CHAPTER 17, TOWN ORDINANCE TO ADOPT COMPREHENSIVE PLAN

STATE OF WISCONSIN  
Town of Newbold, Oneida County

17.01 – TITLE/PURPOSE

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

17.02 – AUTHORITY

The Town Board of the Town of Newbold has authority under ss. 62.04 Wis. Stats., its power to appoint a Plan Commission under ss. 62.23 (1), Wis. Stats., and under ss. 66.1001 (4), Wis. Stats., to adopt this ordinance. The Comprehensive Plan of the Town of Newbold must be in compliance with ss 66.1001 (4)(c), Wis. Stats., in order for the Town Board to adopt this ordinance.

17.03 – ADOPTION OF ORDINANCE

The Town Board of the Town of Newbold, by this ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the Town Board present and voting, provides the authority for the Town of Newbold to adopt its Comprehensive Plan under ss. 66.1001 (4), Wis. Stats., and provides the authority for the Town Board to order its publication.

17.04 – PUBLIC PARTICIPATION

The Town Board of the Town of Newbold has adopted written procedures designed to foster public participation in every state of the preparation of a Comprehensive Plan as required by ss. 66.1001 (4)(a), Wis. Stats.

17.05 – TOWN PLAN COMMISSION RECOMMENDATION

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

17.06 – PUBLIC HEARING

The Town of Newbold, has held at least one Public Hearing on this ordinance, with notice in compliance with the requirements of ss. 66.1001 (4)(d), Wis. Stats.

17.07 – ADOPTION OF TOWN COMPREHENSIVE PLAN

The Town Board of the Town of Newbold, by the enactment of this ordinance, formally adopts the document entitled Town of Newbold Comprehensive Plan Ordinance under pursuant to ss 66.1001 (4)(c), Wis. Stats.

17.08 – 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.

17.09 – EFFECTIVE DATE

This ordinance is effective on publication or posting.

The Town Clerk shall properly post or publish this ordinance as required under ss. 60.80, Wis. Stats.

Adopted this **13th** day of **January, 2022**

***Signed copy on file with the Town Clerk.***

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David G. Kroll, Chairman

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Michael McKenzie, Supervisor

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Daniel Hess, Supervisor

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James Staskiewicz, Supervisor

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Michael Sueflohn, Supervisor

Attest: \_\_\_\_\_  
Kim Gauthier, Clerk

**APPENDIX C**  
**TOWN OF NEWBOLD HISTORY**

# HISTORY OF NEWBOLD

## *Bridges to the Past*

“If you desire a place where the maximum of comfort and sport may be obtained with the least expenditure of energy, where you and your family can rest and recuperate from the strenuous modern-day life, come out to the beautiful lake region of Oneida County, Wisconsin, a county that is practically the same as in the days when it was the “Oneida Indian Allotment”, full of game, fish and sweet air, big trees, many rivers and lakes and numerous big hills from whence you look down on the valleys below . . .”

*-from the initial brochure of the Northern Woods Resort, written about 1910.*



## **BEGINNINGS**

The Federal Census of 1870 shows Wisconsin with a healthy population of one million people. Most (about 80%) settled in the hinterland and were occupied with logging, iron mining, and lake commerce. The other 20%, in cities, towns and villages were there to reap the benefits of these activities. Both rural and urban dwellers were aided in their pursuits by the remarkable efforts of over 20 railroad companies that laid thousands of miles of tracks across the state between 1851 and the turn of the century.

Rhineland, with a population of 4,330, contained two-thirds of the entire population of Oneida County. At the junction of the Chicago & Northwestern and the Minneapolis, St. Paul and Sault Ste. Marie Railways, Rhineland boasted of “ten saw mills, seven planing mills, a screen-door factory, a box factory, a boiler shop, a foundry & machine shop, two banks, three newspapers, Congregational, Baptist, Methodist and Lutheran churches, a good system of water works, electricity, and a good system of public schools, including a state free high school.” (from *Turner’s Handbook & Gazetteer of Wisconsin*, 1898)

Near the end of the century, the Chicago and Northwestern Railway built the Ashland Division Extension from Rhineland. Newbold became the first stop along the route.

On November 18, 1898, the Oneida County Board acted to form the Town of Newbold, named after the man operating the Newbold Land and Lumber Company located on the Northwestern Railroad, a few miles south of the McNaughton Station.

It was then known as the Newbold Siding.

The original visitors were loggers, who came in great numbers to cut down the virgin white and red pine forests in order to satisfy the great demand for lumber in the late 19<sup>th</sup> century.

Most prominent in Newbold was John Black.

Born in Ottawa, Ontario in 1858, he settled with his pioneer parents near Angelica in his eleventh year. By 14, with his brother Joe, he was logging in northern Wisconsin and upper Michigan, eventually arriving in Newbold.

For six years in the 1880's the Blacks logged the area, cutting some seven square miles around the lake that later bore their name.

By 1900 most of the land in Newbold had been logged over, leaving behind a desolate landscape of stumps that can clearly be seen in early photos.

The early 1900's witnessed initial attempts at promoting tourism. A train leaving Chicago at 5 pm would travel through Milwaukee and arrive at the newly named McNaughton Station at 4:31 the next morning.

As of February 12, 1907, all of Township 37 lying east of the Wisconsin River was attached to the Town of Pine Lake. On April 17, 1920, the town boards of Newbold and Pine Lake passed a resolution asking the county board to detach from Pine Lake and attach to Newbold all of that land east of the river in sections 4, 5, 8 and 9 of Township 37. Since that time the boundaries have remained the same.

The biggest change came in 1935, when the Wisconsin Valley Improvement Company erected a dam on the Wisconsin River, forming the Rainbow Flowage, covering 4,485 acres in Township 39. The whole system is used to control the flow of the river.

The little village known as McNaughton has had a post office since 1890. The name was changed to Hazelhurst Junction in 1899 when a railroad, the Hazelhurst and Southeast Railroad, was built so loggers could connect with the Northwestern or Milwaukee Road.



The name Hazelhurst Junction lasted only a few years and was changed to McNaughton again in 1909. It was named after a foreman who managed the sawmill for Bradley and Kelly Lumber Company.

The first meeting and election in Newbold was held April 4, 1899, at McNaughton School. Duly elected were: Henry Wubker, Sr., Chairman; Jake Sweo and Louis Schuppler, Supervisors; Louis Larsson, Clerk; K.M. Douglas, Assessor; and C.S. Kelly, Treasurer. Salaries were \$2 per day with limits set for different offices.



At the first meeting a levy of \$400 was made to build a bridge across the Wisconsin River, the county asked to pay the rest. In October, 1899, approximately \$1,000 was paid to L.H. Johnson and Charles Bendorf for building the bridge.

On May 8, 1900, at a special meeting, it was resolved that the town raise the sum of \$1,200 (later reduced to \$1,000) by the issuance of bonds for the purpose of building a town hall. D.T. Matteson had the low bid of \$619 and was given two months to complete the job.

The first meeting in the new hall was the Board of Review on October 6, 1900.

Ruth Frederick remembers the town hall was used for more than just business: “They used to have basket socials. The women would make baskets and the men would bid on them at the town hall. The young guys would try to find out who made the basket and try to bid on it to get their girlfriend.”

The town hall was also the site of much heated debate especially during election time. Both north and south Newbold candidates were anxious to win since whoever was in office decided which roads would be improved.

After the elections, everybody always got along. “There were a lot of parties at the town hall,” stated Ruth Frederick. “The men would be together talking and the women would be together. There was an awful lot of dancing. Usually one guy was playing the old push and pull—the old accordion—sometimes a concertina. Milt Champain would play the old push and pull a lot.”

## **EDUCATION**

When Newbold was formed the only governmental building that existed was the McNaughton School. On August 20, 1900, a special meeting was called authorizing the director of the school board to apply for a loan from the state trust fund in the amount of \$2,400 to build three schools, to be paid back over a period of eight years. The 1912 records show that four schools were in operation, McNaughton, Newhaus, Fetke, and McLaughlin schools. In 1912 the school year began on October 12. The records show that the number of schools in operation was not always the same. Population movements caused this outcome.

Other schools built included the Tom Doyle School, then Black Lake School. The Tom Doyle School Building remains as an example of a one-room rural school and is currently located in Pioneer Park in Rhinelander. Walter Wendt remembers that the largest class of students to attend Black Lake School at one time was eleven. Memories of a Beaver Lake School, and a Clovernook School persist. The Fetke School was later called the Wildwood School.

Black Lake School was built around 1924 and one year the four Wendt children were the only students as they were the only family living on Black Lake year round, until perhaps World War II. Others that attended throughout the years, according to Georganna (Wendt) Johanski were Justin Wilutis, Kenneth Smith, and the Kramer, Bacon, and Derandeleu families. Teachers included Mattilda (Tilly) Antonitus, Leo Motalewski, Madeline Wolosz, Alice Steel and Irene Pederson.

Black Lake School was located near the corner of South Shore Drive and River Road and believed to have been torn down in 1934.

In 1912, a teacher's salary was \$40 per month. In 1912 Henry Wubker, Jr. was director, William Winchester was clerk and John Lyons was treasurer.

The schools in Newbold operated much the same until the 1940's. In 1954 Newbold built a modern school. Later Newbold was integrated into the Rhinelander K-12 system. And even later, Township 39 was attached to the Eagle River school system.

For the convenience of all concerned the Town of Newbold now is part of the Rhinelander District Library System.

## **THE DEPRESSION, PROHIBITION AND MOONSHINE**

Walter Wendt was ten years old when the first radio appeared in Newbold. It took seven hours to rig up the contraption in order to hear the Dempsey-Tunney prizefight. Walter remembers a lot of scratchy noise and then a whole lot of excitement, "Did ya hear that?! Did ya hear that?!"

During the prohibition era, the McNaughton area had a well-deserved reputation for being the 'moonshine capital' of these parts. Nearly all the neighbors made moonshine.

Corn, rye, barley, whatever the grain, folks would set it fermenting. It was a way to make extra money. Many folks in northern Newbold had an operating still somewhere on their property. One could always find a well-traveled path out to the still in the woods.

According to unnamed sources, the Chicago mob hired many Lithuanian families to 'farm' the area, but in fact were operating stills. Many of the family names survive—Antonaitis, Warekois, Gzauskas, Kimbark, Wilutis. Felix Petrovicz loaded up trucks and drove to Chicago with the product.

Often at a Lugen party, a fellow would shake up his bottle of moonshine to get rid of the potentially poisonous liquid at the top of the bottle and then sample the drink. Everybody had to take a drink of their own concoction to show they had confidence in it.

The illicit manufacture of alcohol often produced comic results. It is said that one time a gentleman found out his neighbor bought six 100 pound bags of sugar to make 'shine. He hired Joe Rapps to steal the sugar. The neighbor discovered his raw product missing and hired Joe Rapps to steal it back for him. Joe moved it twice and got paid each time.

Most of the time the locals paid off the sheriff to look the other way until a religious sheriff was elected and attempted to put a stop to it, tearing down a few hundred stills and piled them up on the courthouse lawn.

Back then one didn't need much money. The main source of income was moonshine and trapping—weasels, muskrats, mink and beaver. Even in the Depression you could get \$1 for a muskrat and \$10-\$15 for a mink. The beaver were high priced but not many were around.

Ruth Frederich remembers the gypsies in the 1920's. "We had them up here every summer and they'd steal you blind. My mother had to hide everything. They'd steal the chickens! The gypsies always walked and never had a car. They would also wear the most colorful outfits. One person would talk to you while the other would be robbing you."

Cars were the exception in the twenties and early thirties and good roads were few and far between. Most rural people used horses year round for transportation to and from town and for visiting neighbors. Mud holes in the spring and fall and the snow in the winter limited the use of cars to less than six months of the year—the rest of the time, the cars were put on blocks.

## **RESOURCES**

Newbold is a remarkable area, rooted in resources and featuring the Wisconsin River, numerous lakes, upland mixed forest, lowland softwood forest, extensive wetlands and wild rice beds. Total gross land in the town is 55,894 acres, nearly half of which is taken up with the American Legion Forest (now called the Chequamegon/Nicolet National Forest) and WVIC Lands.

Newbold boasts a wide variety of wildlife including many rare and endangered species: wood turtles, leopard frogs, white pelicans, green herons, tundra swans, pine martins, and the occasional mountain lion.

Visitors from all reaches of the United States travel here to experience the unique aesthetic, cultural and ecological features that make up the "Northwoods experience." Recreational activities abound including hiking, fishing, boating, bicycling, hunting, snowmobiling and cross-country skiing. Newbold's ecological integrity is a treasured commodity for both the long-time resident and the casual visitor.



One of the very first hiking trails was called the Swanson Nature Trail which was built by locals in the late 1950's. Cut out logs outlined the trail which was marked with naturalist signs identifying trees and shrubs. Picnic tables could be found along the way.

Fort Wilderness, a recreational educational youth camp with a strong Biblical basis, was founded in 1956 by Truman and Janice Robertson. It is located on 310 acres of Spider Lake and offers a unique experience for youth and families.

In 1997 the Newbold Outdoor Recreation Committee (NORC) developed four bike routes along designated roads in the town. All routes begin at the town shop, just off Highway 47 on Bridge Road. The routes vary in length from 5 to 13 miles. Cyclists can experience the beauty of the Northwoods with a stop at the boat landing on Two Sisters Lake or travel along the Wisconsin River. NORC also improved primitive campsites on the Wisconsin River.

Newbold is also known for its annual Volunteer Fire Department Summer Picnic where locals and visitors can enjoy Polka music, bratwurst, beer, sweet corn, home made French fries, kids games, home baked goods and raffles for everybody.

### **The Wisconsin River**

In the 1920's, the Burlington Button factory of Burlington, IA, raked river clams from the Wisconsin River in Oneida County. River clams were reported to be nearly six times larger than lake clams.

Mr. Hull was sent here as a foreman of the operation with his wife, three sons and a daughter. Great piles of clam shells, in some places 8 feet high, existed on the shores of the river and these were the rejects.

Accepted shells were hauled by wagon or raft down the Wisconsin River to the Mississippi River and then to the button factory in Burlington.

Most of the shell piles have since sunk and been eroded into the soil. Some remnants of the largest piles may still be found along the Slack property.

Ruth Frederich remembers, "They came to the tavern all the time—the button guys. They used to come in and there were so dirty, they were worried about getting kicked out. I told them they couldn't be more welcome. Work was work! They gave me the most beautiful river clam pearls as a remembrance."

Joan Slack recalls, "We had a beautiful long rectangular basket with a flap at the front and my father remembers it was used to send lunch across the river to the workers who were collecting shells."

### **The Rainbow Flowage**

The Rainbow Flowage area contains a rich cultural heritage. Archaeologists have found artifacts from two ancient cultures, spanning a time from 1500 BC to AD 1000. These two cultures are called Archaic and Woodland by archaeologists. Archaic people were hunters

and gatherers, organized in small bands and well-adapted to their immediate surroundings. Tools and large spear points discovered at the Flowage were made from stone.

Woodland people settled in large villages along the lakeshores. Using the village as a base, people would travel short distances to stream, marsh and upland areas to take advantage of seasonal wild foods. Remains of waterfowl from spring and fall migration, wild rice from late summer harvests, and berries from late spring gathering have all been found on Woodland sites. Cultivated foods such as corn, beans and squash are also found on Woodland sites, representing the beginning of food production in the north woods.

Additional evidence of these people as well as those that came afterward disappeared with the construction of the Rainbow Dam.

This event occurred in 1935 when the Wisconsin Valley Improvement Company (WVIC) erected a dam on the Wisconsin River, forming the Rainbow Flowage covering 4,485 acres in Township 39.

WVIC came into being in 1907 as an experiment in natural resources stewardship. It is a privately-owned and financed corporation that is publicly chartered and regulated. Its purpose was to build and maintain storage reservoirs providing as uniform a flow as practicable on the river. The founders of the company planned to use the uniform flow to establish a new industrial base for the manufacture of paper and generation of electrical power.

The first Wisconsin state forester, Edward Griffith was in favor of its creation believing its reservoirs would restore the forest by healing the scars left by the pioneer loggers, but also restore the hydrological balance—reducing flooding and erosion, and augmenting flows in the summer.

But many felt that the same men who had plundered the northern forests were now coming back for the water. An anonymous correspondent to the *Rhinelanders New North* wrote, “. . . the paltry benefits to be derived by the people are totally eclipsed by the colossal privileges which the paper mill barons seek . . . Now that the forests have been plundered, these same lords are trying to get their grasp on another natural resource, the water powers irrespective of individual interests or rights.”

The political and philosophical differences were finally resolved and by 1927 the company was already acquiring land above the Rainbow Rapids for its fourth man-made reservoir.

By the end of the 20's the difficulties of farming had driven many settlers off their land and an unprecedented amount of acreage could be purchased at tax sales. The WVIC Board minutes read, “. . . an extensive additional interest in land required for . . . the Rainbow Project” was acquired in this fashion.

Construction on the \$325,000 dam did not begin until 1932, which added 2.2 (later to become 2.5) billion cubic feet of storage to the system.

Rainbow was closely followed by the Pickerel Dams, of which forms the Pickerel Flowage and prevents Rainbow, which is higher, from flowing upstream. The other Pickerel Dam controls the flow of water out of Pickerel through a canal which bypasses Rainbow Reservoir and enters the river below the Rainbow Dam.

## **BUSINESS**

The transition from logging to agriculture met with limited success in Newbold as limited farming exists today. The resort business was important for many years. As recreation trends changed and more people could afford summer homes, most of the resorts were subdivided and sold in small parcels.

During the prohibition era, the McNaughton area had the dubious distinction of being the “moonshine capitol” of these parts.

At the annual meeting April 2, 1912, the some of \$300 was levied for the purchase of land for a cemetery. It was used sparingly in the early years and was more or less forgotten. Due to the efforts of Andrew Bowen, it was reactivated and in 1987 was known at the Roy Frederich Memorial Cemetery at a “rather imposing” spot on a hill in the middle of the town. As of 2005, the cemetery became officially known as Newbold Cemetary.

After the town hall was built in 1900, it served its purpose until the 1960’s, when a new town hall/garage was built. A short time later a volunteer fire department was formed and a fire house was built. In the mid-1980’s an addition was made to the fire house and community center, which also serves as the town hall, at its present location near the former Newbold School on Highway 47.

Since the late 1920’s, Tom and Roy Frederich ran Frederich’s tavern which included tennis courts, gas pumps, a bait shop, postal service and even tame deer, which were fenced in for the tourists to feed.

Paul Frederich built the tavern with his sons hauling beautiful rocks from nearby Lake Mildred.

The pub quickly became the town’s cultural and recreational center. Ruth Frederichs remembers: “Most people couldn’t afford a babysitter, so Friday nights was a local night for parents to bring their kids in. The tourists really liked that too. From 1943 until we sold, we reserved Friday night for families.

When we had tennis courts, we had tourists come at 6 am to play and by 7 they would order their Bloody Mary’s.

We had snowshoe baseball before Lake Tomahawk. McNaughton and Cassian were playing snowshoe baseball around 1945. Everybody played. Before and after the war, the men played hard ball all summer long. The Indians played baseball on the McNaughton team and were the very best players.”

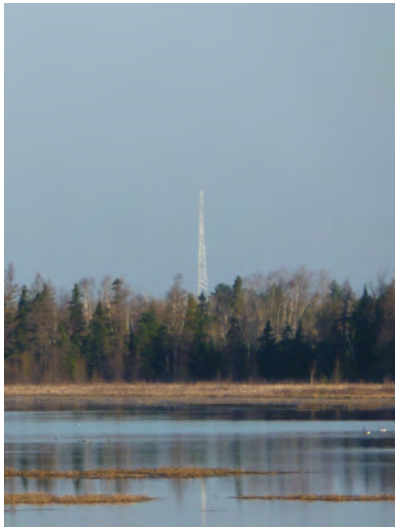
When the war came, many men from Newbold joined the service including the Frederich's and the Wendt's. Ruth Frederich held a good job in Milwaukee but came home to run the family business when Tom and Roy left in 1941.

Walter Wendt was assigned to the engine room of the USS Helena and was aboard during Pearl Harbor. The Helena was one of the first vessels hit by torpedoes in the attack. Walter's brother, Malcolm logged over 400 combat hours as a B-17 pilot flying missions over Germany. Their brother Edgar circled the world twice on troop carriers during World War II.

After the war, work began building a new Highway 47. The old highway was curvy and winding and double lines existed almost the whole way to Lake Tomahawk. If you had the misfortune of being behind a car, you had little hope of passing her.

The Department of Transportation wanted the new highway to cut across the tamarack marsh near the McNaughton Pub. Senator Krueger came to the Frederich's defense, creating the long, sweeping curve near the Pub called the McNaughton Gap.

The DOT had other Newbold residents to contend with, most notably Marie Sheidhauer.



When they started to build the new highway across her property, she decided to build a foundation right along the road and drive a new well. Along with the well she would pound a 'No Trespassing' sign and close down the road crews.

Over the years, the current McNaughton Pub has served in a variety of roles as the geographical, if not the iconic center of Newbold. As of 2013 the old train station still functions as a US Post Office and General Store.

In March, 2012, a cell phone tower was installed indicating yet another chapter in the life of the property as well as a sign of the times.

### **Other notable businesses**

The timber industry remains very much alive in Newbold. The state and WVIC are the biggest owners of timber. The largest marketable product here is aspen pulpwood. Most of it goes to Consolidated in Wisconsin Rapids or to the various mills in the Fox River Valley. Mixed hardwoods—birch, maple are also marketed, some in Tomahawk. Aspen is third growth timber that is currently being harvested. Many years ago hemlock bark was used for tanning leather.

A cranberry marsh was developed before the 1950's on State Forest Road south of North Nokomis Lake. The enterprise is about 850 acres and is a thriving business.

The Zwiskey fur farm was one of the finest mink farms in the country and until recently has always been family run.

## **NATIONAL HISTORIC SITE**

On March 25, 1993, a 9 acre site, designated as the Little St. Germain Creek Site (also known as 47on24) was recognized by the National Park Service. According to the National Register, its historic significance is its potential for information from the periods of 1499 BC to 499 AD.

The specific location is restricted so as not to disturb the site. Currently the source of information for this Historic Site has yet to be digitized. At some future point the information will be available at <http://pdfhost.focus.nps.gov/docs/NRHP/Text/93000217.pdf>

Sources: 93000217 *NRIS (National Register Information System and The National Register of Historic Places (Item 419543)*

## **NATURAL DISASTERS**

On 6/25/1950, a category F4 (maximum wind speeds 207-260 mph) tornado 10.6 miles away from the Newbold town center killed 2 people and injured 12 people and caused between \$50,000 and \$500,000 in damages.

On 4/27/1984, a category F3 (max. wind speeds 158-206 mph) tornado 16.6 miles away from the town center killed one person and injured 8 people and caused between \$5,000,000 and \$50,000,000 in damages.

Read more: <http://www.city-data.com/city/Newbold-Wisconsin.html#ixzz2EmbJfCok>

## **PEOPLE**

From a population of less than 100, the town, as of 2009 has a population of 2,717 and has 2,074 housing units.

When one looks over the past records, the name of W.W. Thayer stands out as a man who had faith in the area. He arrived here in 1910 from Minnesota, bought 5,000 acres of cutover land, built a general store in McNaughton and was postmaster. He had several large farms which he operated with his sons, and was instrumental in building a church in the area. He eventually turned his remaining property over to the Wisconsin Land Holding Company.





Many people have had a hand in making Newbold what it is today. The Wubker's and the Fredrich's were involved in town and school affairs through the years; Edgar Apperson, maker of the Apperson automobiles, lived in the town and has a road named for him; and "The Great Lester," a world-famous ventriloquist, lived in Newbold.

### DATA

The town comprises approximately 93 square miles of which 13.94 sq miles or 14.98% is water. As of the 2000 census, 2710 people resided in 1,114 households, of which 28.1% had children under the age of 18 living with them. 8% of the households had someone living alone over the age of 65.

During the first decade of the 'ought's' the population rose slightly only to eventually settle in 2009 at 2,717.

The population density as of the 2000 census is 34 people per square mile. Within a radius of 25 miles, however, 62,595 people reside.

The median income for a household in the town was \$40,722 and the per capita for the town was \$20,392—with about 3.1% of the families and 4.8% of the population, including 7.9% under 18 and 5.5% over 65 were below the poverty line.

### THE BRIDGE

The "steel" bridge (left) replaced the old original wooden bridge and was eventually replaced itself by the current structure on the right in 1979.



## **ACKNOWLEDGEMENTS**

This effort stands on the shoulders of previous work performed by a variety of contributors. None deserve more credit than Carl Welk and Melanie Kirsch. The work above borrows heavily from both and the Town of Newbold remains immensely grateful for their interest, their commitment and their results.

Additional credit goes to Paul Kuhn for supplying valuable information from Two Sisters Lake. This product would have been singularly lacking without Paul's many contributions.

Any errata, incomplete data, or mischaracterization is unintentional and the responsibility of the undersigned.

Respectfully submitted,

Scott Eshelman  
April, 2013

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**APPENDIX D**  
**LAND DIVISION CASE LAW SUMMARY**



## October Case Law Update October 31, 2019

**A summary of court opinions decided during the month of October affecting planning in Wisconsin<sup>1</sup>**

### ***Wisconsin Supreme Court Opinions***

[No planning-related cases to report.]

### ***Wisconsin Court of Appeals Opinions***

#### **Towns' Subdivision Ordinance Standards Related to Shoreline Apply in the Shoreland Area**

In [Anderson v. Town of Newbold](#), the Wisconsin Court of Appeals addressed the issue of whether a town may enforce a shoreland frontage requirement in the town's subdivision ordinance even though an identical requirement would not be enforceable under the town's zoning ordinance. Wisconsin's shoreland zoning law requires that counties adopt special zoning along shoreland in the unincorporated areas (towns) of the county. While towns not under county zoning may adopt general zoning ordinances that apply to the shoreland areas, town zoning ordinances may not impose restrictions or requirements in shorelands with respect to matters regulated by a county shoreland zoning ordinance.<sup>2</sup> Towns also have the authority to adopt subdivision ordinances under section 236.45 of the Wisconsin Statutes.

The Town of Newbold in Oneida County, has a subdivision ordinance that includes standards for "on-water" land divisions. The standards require a minimum 225-foot lot width at the ordinary high water mark. Michael Anderson owns a lot in the Town with 358.43 feet of frontage on Lake Mildred. Anderson submitted a certified survey map to the town proposing to divide the lot into two lots that were to have shoreland frontage of 195 and 163.43 feet respectively. The Town denied the land division because it did not comply with the on-water frontage standards in the Town's subdivision ordinance. Anderson sued asking the court to determine whether the town retained the authority to enact subdivision regulations with standards for the shoreland area despite legislation prohibiting towns from enacting similar standards in a zoning ordinance.

The circuit court upheld the Town's denial of the land division. Anderson then appealed to the Wisconsin Court of Appeals. The Court of Appeals affirmed the circuit court's decision. The Court of Appeals noted that zoning authority and subdivision authority are two independent authorities. The Court concluded

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<sup>1</sup> Previous Case Law Updates are available at:

<https://wisconsin.planning.org/policy-and-advocacy/law-updates/case-law-updates/>

<sup>2</sup> Town zoning ordinances related to the shoreland area that were in effect prior to the adoption of the county shoreland zoning ordinance may apply as long as the town's ordinance is more restrictive than the county shoreland zoning ordinance.

that while there can be overlap between those authorities, the shoreland zoning statutes only limit town zoning authority. Those statutes do not limit subdivision ordinances.

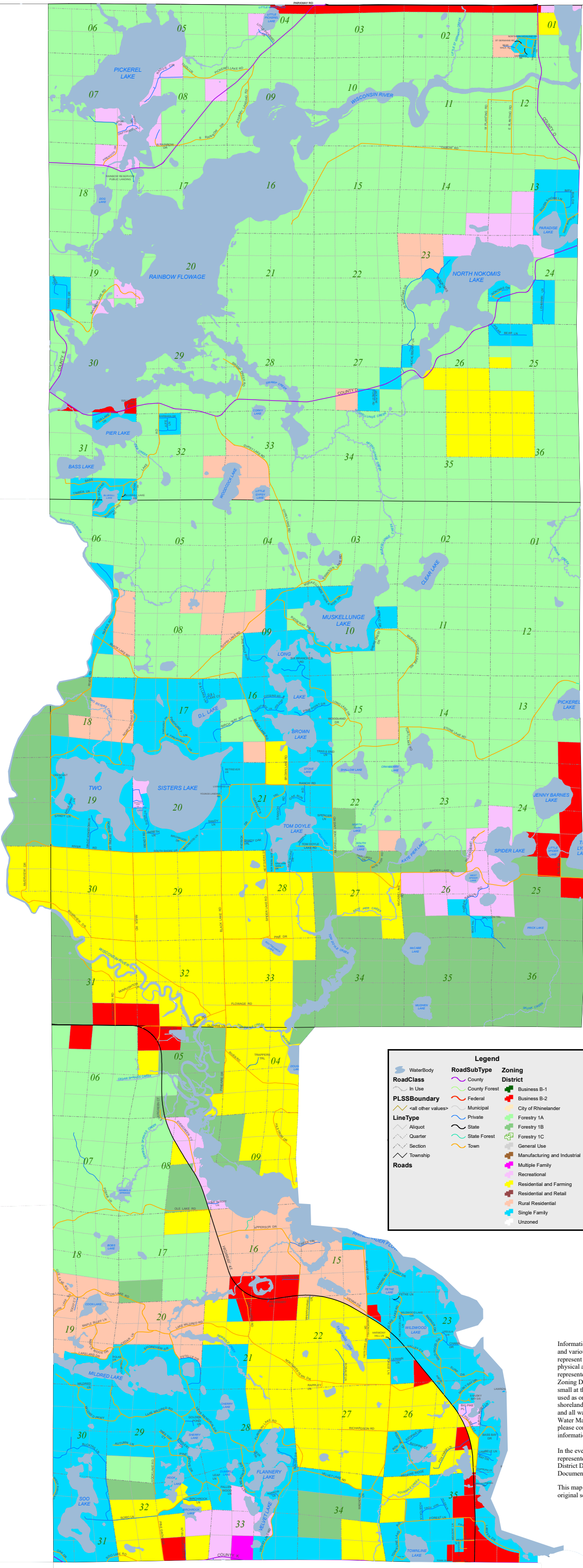
The case is recommended for publication in the official reports.

### ***U.S. Court of Appeals for the 7<sup>th</sup> Circuit Opinions***

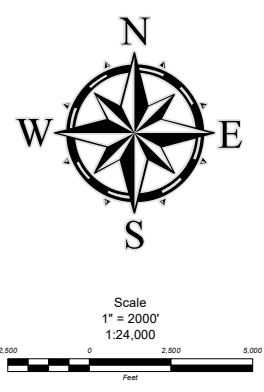
**[No planning-related cases to report.]**

**APPENDIX E  
TOWN ZONING MAP**

# Town of Newbold Zoning Map



Legend		
WaterBody	RoadSubType	<b>Zoning District</b>
RoadClass	County	Business B-1
In Use	County Forest	Business B-2
<b>PLSSBoundary</b>	Federal	City of Rhinelander
<all other values>	Municipal	Forestry 1A
<b>LineType</b>	Private	Forestry 1B
Aliquot	State	Forestry 1C
Quarter	State Forest	General Use
Section	Town	Manufacturing and Industrial
Township		Multiple Family
<b>Roads</b>		Recreational
		Residential and Farming
		Residential and Retail
		Rural Residential
		Single Family
		Unzoned



**DATA SOURCES AND DISCLAIMERS:**

Information depicted on this map was interpreted from aerial photography and various other public land records. An attempt was made to accurately represent the information shown hereon, however, recent changes in the physical and cultural landscape may not be represented. Zoning Districts represented on this map were provided by the Oneida County Planning and Zoning Department. Zoning Districts frequently change and/or may be too small at this map scale to accurately depict, therefore, this map should be used as only a general guide to zoning. Zoning districts that fall within the shoreline buffer are based on the approximate open waterbody boundary and all waterbodies may not be represented on the map. Ordinary High Water Mark (OHWM) determinations will require an onsite verification, please contact the Oneida County Planning and Zoning Department for more information at (715) 369-6130.

In the event of a conflict between the boundaries of the Zoning Districts represented on this map and the boundaries described in the Master Zoning District Document, the boundaries contained in the Master Zoning District Document shall govern and prevail.

This map is intended for planning and general use only; please refer to original source documents for detailed information.