

Rhineland, Wisconsin Comprehensive Plan 2008



Prepared by:

North Central Wisconsin Regional Planning Commission (NCWRPC)

City of Rhinelander

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CHAPTER 1: Background & Demographics

1.1 Background

This is the first of nine chapters that make up the City of Rhinelander's Comprehensive Plan. This plan replaces the previous plan adopted in 1981.

The City of Rhinelander is located in Oneida County. It is the only incorporated community in the county, and serves as the county seat. Rhinelander is a major commercial and industrial center of the "northwoods." The City has a population of over 8,100 people, which is about 21 percent of the total county population. See the Locational Map (Map 1-1).

A. Community History

Rhinelander was born in the boom days of logging. Settled in 1880, it was first called Pelican Rapids. Two years later it was granted a charter and named after a man who probably never even saw the city -- F.W. Rhinelander of New York. Rhinelander was president of the Milwaukee, Lake Shore and Western Railroad (now the Chicago and North Western), and the grateful residents renamed their community in his honor after the railroad agreed to come to the city.

Rhinelander was made to order for the logging industry, lying in a belt of 700 million feet of pine and 300 million feet of hemlock and other timber. With the completion of the railroad, the city became a terminal and supply point for the dozens of logging camps to the north towards the Michigan border. By 1890 trains were moving over four lines of track owned by three railroad companies.

Logging hit its peak in the lumberjack town during the 1890's. The demand for Wisconsin pine was seemingly insatiable, but the forest vanished at the rate of millions of feet a year. By the time of World War I, the industry was virtually at an end.

As the logging industry faded, manufacturing took its place. Rhinelander became a major center in the area. Now the city is a retail and government center serving the entire Northwoods.

The cultural resources section of Chapter 2 has more details on this topic.

B. Planning Context

Planning and zoning has been a function of local units of government for over 50 years in Wisconsin. Over the years almost every city, village and county has developed various plans, from land use plans, to master plans to development plans. Existing authority for planning is provided in state statutes, including ss. 59, 60, 61 and 62. Recently, however, at the national level, there has been concern over the effects of extensive development patterns (“sprawl”) that have become more prevalent in both urban and rural areas. Many causes ranging from government policies, such as the construction of the interstate highway system, to trends within the economy, such as increased reliance on trucks for the transportation of goods and consumer preference for suburban housing, have been blamed for this phenomenon. Whatever the causes, many of the effects – traffic congestion, loss of open space, abandonment of central cities, degradation of air and water quality, and increased reliance on the automobile as the only viable transportation alternative – have become increasingly troubling for a large segment of the public. These issues have led to a discussion on land use planning.

As early as the 1960s and early 1970s, several study committees and commissions were created to examine the need for land use reform in the state. Of particular importance were the Tarr Task Force, the Knowles Commission and the Wallace Commission. Although these efforts and their recommendations were never incorporated at the time, they were not forgotten and would influence later changes.

The Tarr Task Force was the first to look at the planning laws. It reviewed state statutes and problems related to municipal boundary changes, Regional planning and area wide service provision. They developed several recommendations in the area of boundary review and annexation.

The Knowles Commission found the state’s land use laws to be complex and outdated. The report summarized that “a steady rise in population, a pattern of urbanization and sprawling subdivisions, an increased appetite for the outdoors, and economic expansion continue to consume our land resources”. It went on to conclude that “Land use regulation is basically a local matter, and that only certain resources and uses were of wider significance. The model proposed was that state and regional planning would set the framework within which local decision-making would take place.

The Wallace Commission was a broad study that reviewed many issues, including education and health care. It also touched on some planning issues. This report recommended changes in the area of incorporation, annexation and consolidation. It concluded that a flexible system was needed to deal with local issues.

Another major statewide discussion occurred again in the early 1990's, when the issues of urban sprawl, redevelopment and "smart growth" were being discussed at the national level. During this same period, the Wisconsin Department of Transportation and the Department of Natural Resources each developed independent Task Forces to study land use issues. Both agencies' reports identified strategies and policies for future decision-making at the state level in relation to land use.

These reports and all the previous study efforts, as well as the national discussion related to planning, spurred Governor Thompson to create the State Interagency Land Use Council and the Wisconsin Strategic Growth Task Force in 1994. The Land Use Council was to set guidelines for state involvement in land use issues, while the Task Force was to recommend ways for coordinating state agencies, local governments, and local private groups when deciding land use issues. The Task Force presented their findings in 1995 to the Interagency Land Use Council with a report entitled "Land Use Issues Facing Wisconsin". The report identified trends, intergovernmental relationships, public attitudes, and the strengths and weaknesses of Wisconsin's land use policies. Wisconsin was compared to other states and a number of recommendations were given to address the land use issues at hand. The most important issue to be identified in the report was the need for a revision of the state's planning enabling legislation.

The Interagency Land Use Council delivered its report "Planning Wisconsin: Report of the State Interagency Land Use Council" to the Governor in 1996. The report offered land use goals, ways to improve local land use planning efforts, what should be included in a comprehensive plan, and how citizen participation in land use planning could be enhanced. It is these studies and reports and the comments and criticisms that followed, that laid the foundation for the State's Comprehensive Planning Legislation.

Across the nation, over this same period, under the banner of "Smart Growth" a number of state and local governments have undertaken a unified approach to addressing these same issues. Oregon is generally acknowledged to be the leader in this area. Beginning in 1973 the State required that all cities and counties in the state adopt comprehensive land-use plans. Washington State enacted legislation in the early 1990's

and later amended, requiring certain jurisdictions, based on size and growth rate, to enact comprehensive plans. These plans detail “urban growth areas” outside of which the land is classified as “rural”. Mechanisms were put in place for the review and acceptance of these plans by the State. In 1997 a detailed definition of “rural character” was adopted to clarify issues that had become apparent in applying that standard to land outside of the designated growth areas. Tennessee required each county to establish a growth plan to be reviewed by county growth management hearing boards.

In the early 1990s there was increasing interest by Wisconsin State agencies in the effects of land-use on the web of government decisions that shape the built environment. The Metro 2020 Policy Board, a group focused on the southeastern part of the state, in its 1991 recommendations cited a need to coordinate land-use policies to transportation strategies, acknowledging that certain patterns of land-use increase the need for transportation investments. This led to creation of a Statewide Land Use Task Force under the direction of the Wisconsin Department of Transportation (WisDOT) that applied these principles statewide. In its final report the Task Force identified a number of problems, among them: no State land-use policy, no requirement of consistency between adopted land-use plans and specific policy decisions, and no mechanisms for implementing land-use plans.

At about the same time, the Department of Natural Resources (DNR) undertook a study of land-use practices from the perspective of their effect on environmental quality. Acknowledging that many agencies were responsible for land-use decisions, the DNR Land Use Task Force addressed many of the same questions brought up in the WisDOT report including the lack of consistency and enforcement mechanisms in land-use decision-making. The report issued in June of 1994 advocated a more “holistic” approach to land-use questions by DNR and the need to adjust certain of its internal policies, and increase the amount and availability of data. It also strongly recommended a coordinated interagency approach to the problem, “...there is no statewide land use policy or vision. Inconsistent interagency coordination...can lead to decisions that harm both the economy and the environment.”

It was to address just this problem that Governor Thompson appointed the State Interagency Land Use Council in 1995. In its 1996 report, the Council acknowledged that, “the structure of Wisconsin’s current land use system...can best be characterized as a fragmented process with each level of government responsible for specific goals.” Among its recommendations, the report proposed the creation of a permanent interagency Land Use Council as a means of coordinating policy on the state level, and a statewide Land Information System. In the section

headed “How can county and municipal planning be improved?” the report recommends requiring counties to adopt comprehensive plans, and voluntary adoption of comprehensive plans by municipalities, and a requirement that land-use ordinances “be consistent with adopted land use plans. Land uses that conflict with adopted county and/or municipal plans could not be approved unless the plan is amended.” The report also recommends steps to foster cooperation among local governments, a review of the role of regional planning commissions, and the requirement for public hearings as part of any land-use planning process.

In the spring of 1999 a definition of a comprehensive plan was included in the Governor’s Budget Bill. Several groups working together, including the Wisconsin Realtors Association, the Wisconsin Builders Association, the 1,000 Friends of Wisconsin, the League of Municipalities, the Wisconsin Towns Association, and the Wisconsin Chapter of the American Planning Association developed the definition. The University of Wisconsin-Madison facilitated the effort.

In October of 1999, the Governor signed into law Wisconsin Act 9, the Budget Bill, containing substantial revisions of statutes governing comprehensive planning. The law has been revised by the signing of two additional bills into law. The first is AB 872, containing “technical revisions” which was signed May 10, 2000. The second bill, signed April 13, 2004, is AB 608, which reduced the number of items that must be consistent with the plan to three, these are: official mapping, subdivision ordinances and zoning ordinances, including shoreland zoning. Taken together these bills represent the most sweeping revision of the State’s planning enabling laws in half a century.

The law (§66.1001 Wis. Stats.) requires all jurisdictions within the state that exercise control over land-use to prepare a comprehensive plan by 2010. It lays out the nine required elements of the plan and requires a public participation process. Jurisdictions that do not have a comprehensive plan in place by the deadline may not engage in actions that impact land-use. The statute outlines the requirements that must be satisfied, specifically for those that utilize the State grant program to develop their plan.

Fourteen state planning goals are suggested. These goals, however, are not mandates for specific provisions that must be included in the comprehensive plan, but criteria on which the grant applications will be judged. The goals are:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance

- and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
 3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
 4. Protection of economically productive areas, including farmland and forests.
 5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
 6. Preservation of cultural, historic and archaeological sites.
 7. Encouragement of coordination and cooperation among nearby units of government.
 8. Building of community identity by revitalizing main streets and enforcing design standards.
 9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
 10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
 11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
 12. Balancing individual property rights with community interests and goals.
 13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
 14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

Also included in the law is the creation of a Smart Growth Dividend Aid Program, which would provide credits to jurisdictions that have adopted a comprehensive plan and have in effect zoning and subdivision ordinances. Applications will be judged based on the number of new housing units built at a density of at least four to the acre and the number of housing units sold at 80 percent or less of the median price within the county, thus furthering the goals of compactness and affordability. As of yet there has been no funding established for this program.

In conclusion, the new comprehensive planning law is significant in many ways. The law creates for the first time a definition of a comprehensive plan; it requires that almost all local units of government have a plan and its sets requirements for public participation. Most important, is that it maintains that the process be locally driven so all local units of government decide their own future.

C. Previous Plans

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

1. The City of Rhinelander

Comprehensive Plan, 1981

This plan was written as a series of memorandums, and included discussion related to possible Crandon Mining impacts. The mine was never established.

The plan was development and redevelopment oriented, and was intended to be a guide for the local improvements in the urban area. It included long-range recommendations for land use, transportation and community facilities.

A previous city plan was prepared in 1965.

2. Oneida County

A variety of plans have been developed at the county level and those that relate will be discussed in later chapters, such as the Outdoor Recreation Plan, the Land and Water Resource Management Plan and the Pre-Disaster Mitigation Plan.

3. Region

The city is included in the North Central Wisconsin Regional Planning Commission (NCWRPC) area. The NCWRPC is one of nine regional planning commissions in the State of Wisconsin. The North Central region includes ten counties, loosely following the upper Wisconsin River Valley. The NCWRPC is a voluntary association of governments tasked with the mission of providing planning assistance to the communities throughout the Region.

Regional Comprehensive Plan: A Framework for the Future, 2002-2020

The Regional Comprehensive Plan (RCP) titled “A Framework for the Future”, adopted by the North Central Wisconsin Regional Planning Commission in 2003, and is an update and expansion of a plan adopted by the NCWRPC in 1981. It includes a variety of demographic data and a wide range of maps.

The RCP is an advisory document developed to provide suggestions for growth in the Region. The document examines the nine topic areas and covers things from a Regional Perspective.

The RCP identifies Rhinelander as one of the major trade areas in the northern part of the region. Continued growth in the area of commercial, industrial, and government are expected.

D. Planning Process

The plan process was conducted over a 12-month period, beginning in the spring of 2007 and concluding in the spring of 2008.

1. Public Meetings

Below is a list of the dates the Plan Commission met to develop the plan.

March 20, 2007

April 23, 2007

June 18, 2007

July 30, 2007

October 3, 2007

November 13, 2007

December 11, 2007

2. Public Participation

The city adopted a Public Participation Plan for the planning process on May 14th, 2007. A copy of the Public Participation Plan (PPP) can be found in the attachments at the end of the plan.

The Plan Commission recommended approval of the plan on January 9, 2008, a public hearing will be held on February 20th, 2008 and the plan was approved later that same day by the City Council.

3. Goals, Objectives and Policies

Each of the following comprehensive plan chapters will conclude with a set of goals, objectives and policies, which will be used to guide the future development of the community.

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

Goals: Broad statements that express general public priorities about how the community should approach development issues during the next 20 years. These goals are based on key issues, opportunities and problems that affect the community.

Objectives: More specific than goals and are usually attainable through planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.

Policies: Rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. The policies are intended to be used by decision-makers on a day-to-day basis.

1.2 Demographics

The review of the socio-economic trends throughout the county are important to understanding what has occurred and what is likely to occur in the future. Below we look at total population, age distribution, households, educational levels, employment and income levels. All of these will be examined in some detail.

A. Population

In 2000, 7,735 people lived in the city, which is about a 4 percent increase since 1990. Both the county and the state outpaced the city over that same timeframe, posting growth rates of 16.1 and 9.7 percents respectively. Overall, the city added about 300 new residents over that ten-year period. According to the 2006 population estimates, another 298 people were added since 2000.

Table 1 displays total population for the city, each local unit of government (minor civil division) surrounding the city, the county, and the state. Although the city has grown, that growth is not evenly distributed to the local units. The Town of Newbold and Crescent both had over 15 percent population increases. The Town of Pine Lake's population grew by over 10 percent, but the Town of Pelican's population declined by over 9 percent. Much of this growth was due to annexation.

Minor Civil Division	1990	2000	2006	2000-2006 % Change	2000-2006 Net Change
City of Rhinelander	7,427	7,735	8,033	3.9%	298
Town of Crescent	1,790	2,071	2,105	1.6%	34
Town of Newbold	2,281	2,710	2,874	6.1%	164
Town of Pelican	3,202	2,902	2,633	-9.3%	-269
Town of Pine Lake	2,445	2,720	2,866	5.4%	146
Oneida County	31,679	36,776	38,313	4.2%	1,537
State of Wisconsin	4,891,769	5,363,675	5,617,744	4.7%	254,069

Source: U.S. Census

The Land Use Chapter further examines population, including population projections.

B. Age Distribution

Population distribution is important to the planning process. In particular, two groups are examined here. They are the 17 years of age and younger, and the 65 and older population groups. These are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring. Comparing these groups over time to both the county, and the state, demographic changes in the city and surrounding towns are identified.

Table 2: Persons 17 Years of Age and Younger

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	1,834	1,811	-1.3%	-23
Town of Crescent	451	531	17.7%	80
Town of Newbold	564	616	9.2%	52
Town of Pelican	792	732	-7.6%	-60
Town of Pine Lake	601	616	2.5%	15
Oneida County	7,524	8,203	9.0%	679
State of Wisconsin	1,288,982	1,368,756	6.2%	79,774

Source: U.S. Census

Between 1990 and 2000, the percentage of persons 17 and younger decreased by 1.3 percent in the city; meanwhile at the county level there was a 9 percent increase. As displayed, all but the Town of Pelican have experienced growth in this population segment.

Table 3: Persons 65 Years of Age and Older

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	1,490	1,583	6.2%	93
Town of Crescent	203	287	41.4%	84
Town of Newbold	314	391	24.5%	77
Town of Pelican	545	392	-28.1%	-153
Town of Pine Lake	327	330	0.9%	3
Oneida County	5,721	6,884	20.3%	1,163
State of Wisconsin	651,221	702,553	7.9%	51,332

Source: U.S. Census

During that same ten-year period, persons 65 and older grew by over 6 percent. All of the surrounding towns, except Pelican, experienced growth in this population segment. The county had over a twenty percent growth in this segment.

Combined Tables 1, 2, and 3, reflect an aging population. The city has fewer younger persons and has added older persons overall, which results in the median age increasing from 36.7 in 1990 to 38.9 in 2000.

C. Households

A household includes all the people who occupy a housing unit as their usual place of residence. The city trend of households reflects the national trend of fewer people living within the same household. As more people decide to live alone and more couples are having fewer children or no children at all, the number of households has increased faster than the population as a whole. Most towns, the city, the county, and the state all gained population, but the average household size for all those municipalities has decreased over the last decade.

Decreasing average household size will continue to be a trend that is likely to continue through the next twenty years. The number of households within the city has grown by 179 units over the last decade. The rate of change looks small at 5.9 percent growth compared to surrounding towns that are growing at 13, 19, & 28 percents (Pelican lost 5 percent), but that's because the city had dramatically more households to start with in 1990; so the city continues to increase households at a high rate. The Town of Newbold grew by 244 units.

Using the last decade's growth rate of 5.9 percent to project the number of households within the city by 2025 shows that there will be about 497 more households in the city. The highest growth rate percentage for the number of households will likely be in the towns of Crescent, Newbold, and Pine Lake; where the percentage of households grew in the double digits over the last ten years, and those towns combined are expected to gain 1654 households. The county and state will not grow faster as a percent of the total population than the towns around the city as shown in Table 4.

Table 4: Total Households

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	3,035	3,214	5.9%	179
Town of Crescent	669	797	19.1%	128
Town of Newbold	870	1,114	28.0%	244
Town of Pelican	1,228	1,167	-5.0%	-61
Town of Pine Lake	940	1,063	13.1%	123
Oneida County	12,666	15,333	21.1%	2,667
State of Wisconsin	1,822,118	2,084,544	14.4%	262,426

Source: U.S. Census

The Housing and Land Use elements further examine how these population and household trends will affect number of housing units, and how they may be placed on the land.

D. Educational levels

Educational attainment improved overall during the period. Over the last decade, the number of high school graduates as a percentage of those over 25, increased in the city from 74.6 percent in 1990 to 79.1 percent in 2000, a 4.5 percent increase. All of the surrounding towns had various increases.

Table 5: Persons 25 and Over Who Have Completed Four Years of High School or More

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	3,780	4,175	10.4%	395
Town of Crescent	1,050	1,271	21.0%	221
Town of Newbold	1,289	1,689	31.0%	400
Town of Pelican	1,711	1,749	2.2%	38
Town of Pine Lake	1,221	1,666	36.4%	445
Oneida County	17,190	22,498	30.9%	5,308
State of Wisconsin	2,432,154	2,957,461	21.6%	525,307

Source: U.S. Census

The number of people 25 and older with four or more years of college slightly increased in the city by 365, from 1990 to 2000. Surrounding towns also saw more people with at least 4 years of college completed between the last two decennial censuses. Oneida County gained 1,979 people with four or more years of college, 761 of which resided in or around the City of Rhineland. The state had a 14.6 percent increase from 1990 to 2000.

**Table 6: Persons 25 and Older
Who Have Completed Four or More Years of College**

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhineland	691	1,056	52.8%	365
Town of Crescent	229	374	63.3%	145
Town of Newbold	260	413	58.8%	153
Town of Pelican	313	332	6.1%	19
Town of Pine Lake	335	414	23.6%	79
Oneida County	3,301	5,280	60.0%	1,979
State of Wisconsin	548,970	779,273	42.0%	230,303

Source: U.S. Census

E. Employment

In 2000, 4,726 city residents were employed. This reflected a ten percent increase in the city's employed population since 1990, compared to a 23.2 percent growth at the county level, and 14.6 percent growth at the state level. In terms of occupations, about 28 percent are management and professional, followed by 27 percent sales and office occupations. Production and transportation accounts for 18 percent, and service occupations make up another 17 percent. Construction, and forestry make up the remainder of the occupations.

Of the 3,300 persons that commute to work, 2,462 drive alone, while only 381 carpooled. The average commute time is twelve minutes. Less than 300 persons walk to work in the city.

Table 7: Total Employed Persons (16 and over)

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	3,106	3,416	10.0%	310
Town of Crescent	876	1,110	26.7%	234
Town of Newbold	1,081	1,344	24.3%	263
Town of Pelican	1,459	1,461	0.1%	2
Town of Pine Lake	1,154	1,429	23.8%	275
Oneida County	13,958	17,199	23.2%	3,241
State of Wisconsin	2,386,439	2,734,925	14.6%	348,486

Source: U.S. Census

The Economic Development and Land Use chapters further examine employment, including employment projections.

F. Income levels

Median Household Income and Per Capita Income are the two major indicators of income. The city median household income rose over 39 percent over the ten-year period, compared to about 57 percent at the county level, and almost 49 percent at the state level.

Table 8: Median Household Income

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	\$21,283	\$29,622	39.2%	\$8,339
Town of Crescent	\$27,554	\$48,875	77.4%	\$21,321
Town of Newbold	\$25,044	\$40,722	62.6%	\$15,678
Town of Pelican	\$25,309	\$36,053	42.5%	\$10,744
Town of Pine Lake	\$29,128	\$43,750	50.2%	\$14,622
Oneida County	\$23,901	\$37,619	57.4%	\$13,718
State of Wisconsin	\$29,442	\$43,791	48.7%	\$14,349

Source: U.S. Census

Meanwhile, the city per capita income increased by approximately 57 percent, compared to the county at 69 percent, and the state increase of 60 percent.

Table 9: Per Capita Income

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	\$10,219	\$16,047	57.0%	\$5,828
Town of Crescent	\$13,874	\$20,697	49.2%	\$6,823
Town of Newbold	\$11,328	\$20,392	80.0%	\$9,064
Town of Pelican	\$11,852	\$18,566	56.6%	\$6,714
Town of Pine Lake	\$13,608	\$21,515	58.1%	\$7,907
Oneida County	\$11,681	\$19,746	69.0%	\$8,065
State of Wisconsin	\$13,276	\$21,271	60.2%	\$7,995

Source: U.S. Census

G. Race

In 2000, over 96 percent of the City residents were White. The largest minority group identified was “Other” race, which includes people who list two or more races as their ancestry. Following “Other” was American Indian, Hispanic, Asian, and Black. In 1990, almost 98 percent listed their race as White. Although there have been percentage changes over the decade, these represent very small numbers of people.

The city has a similar race distribution to the county. About 10 percent of the state’s population is categorized as minority.

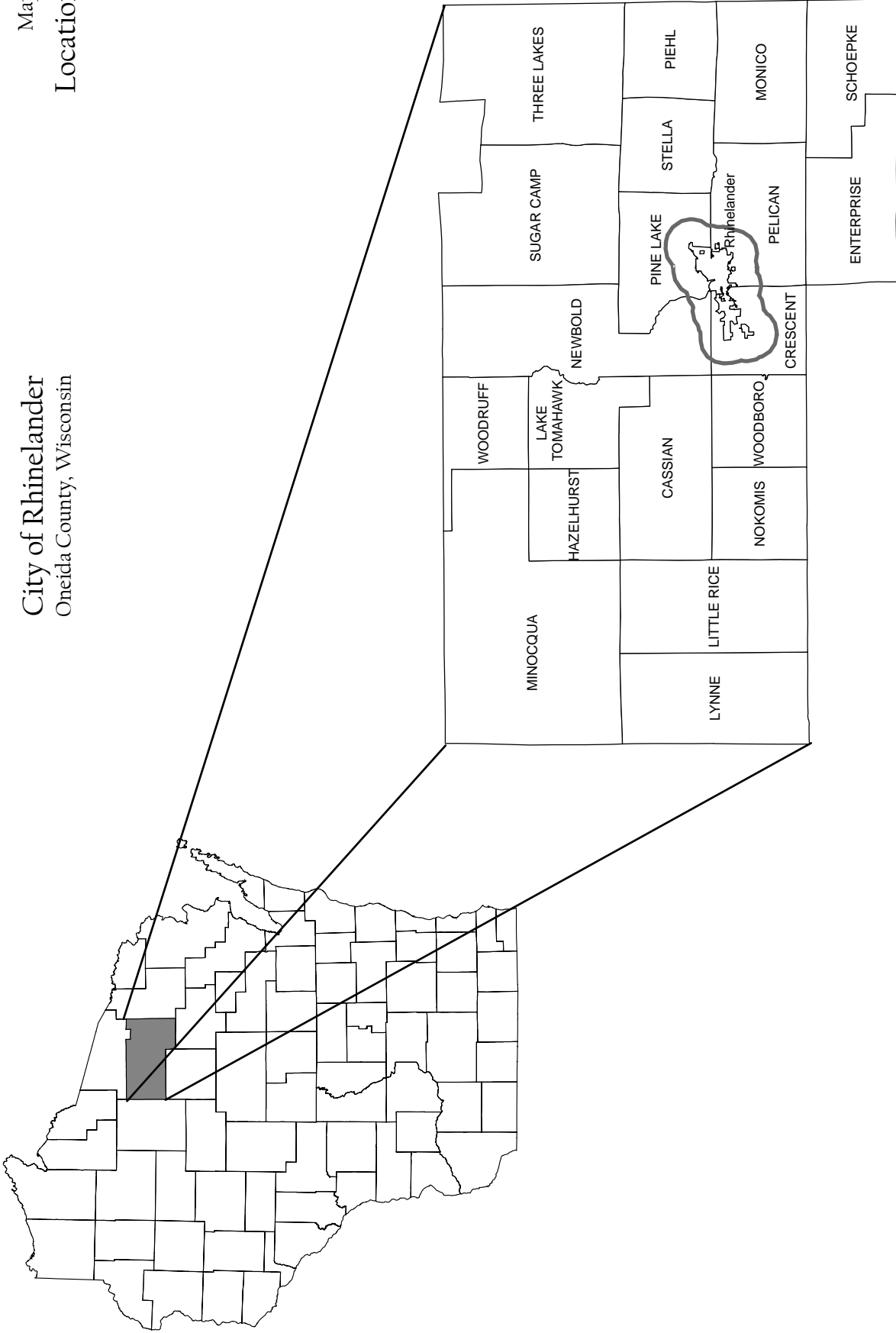
Table 10: Race

Minor Civil Division	1990 (%)	2000 (%)	1990-2000 % Change
City of Rhinelander			
White	97.93%	96.11%	2.21%
Hispanic	0.18%	0.72%	330.77%
Black	0.30%	0.39%	36.36%
American Indian	1.31%	0.96%	-23.71%
Asian & Pacific Islander	0.22%	0.44%	112.50%
Other race	0.08%	1.38%	1,683.33%
Town of Crescent			
White	99.61%	97.83%	13.63%
Hispanic	0.11%	0.34%	250.00%
Black	0.00%	0.00%	N/A
American Indian	0.00%	0.53%	N/A
Asian & Pacific Islander	0.17%	0.82%	466.67%
Other race	0.11%	0.48%	400.00%
Town of Newbold			
White	98.82%	97.53%	17.26%
Hispanic	0.39%	0.96%	188.89%
Black	0.09%	0.07%	0.00%
American Indian	0.61%	0.48%	-7.14%
Asian & Pacific Islander	0.00%	0.07%	N/A
Other race	0.09%	0.89%	1,100.00%
Town of Pelican			
White	98.78%	97.76%	-10.31%
Hispanic	0.12%	0.31%	125.00%
Black	0.06%	0.00%	-100.00%
American Indian	0.59%	0.28%	-57.89%
Asian & Pacific Islander	0.31%	0.55%	60.00%
Other race	0.12%	1.10%	700.00%
Town of Pine Lake			
White	98.40%	96.88%	9.52%
Hispanic	0.08%	0.59%	700.00%
Black	0.00%	0.96%	N/A
American Indian	0.98%	0.74%	-16.67%
Asian & Pacific Islander	0.53%	0.33%	-30.77%
Other race	0.00%	0.51%	N/A
Oneida County			
White	98.67%	97.05%	2.21%
Hispanic	0.20%	0.66%	330.77%
Black	0.18%	0.33%	36.36%
American Indian	0.7%0	0.66%	-23.71%
Asian & Pacific Islander	0.16%	0.34%	112.50%
Other race	0.09%	0.96%	1,683.33%
State of Wisconsin			
White	90.46%	90.21%	2.21%
Hispanic	1.79%	0.37%	330.77%
Black	5.00%	5.78%	36.36%
American Indian	0.81%0	0.85%	-23.71%
Asian & Pacific Islander	1.10%	1.72%	112.50%
Other race	0.85%	1.07%	1,683.33%

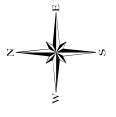
Source: U.S. Census

City of Rhinelander
Oneida County, Wisconsin

Map 1-1
Locational Map



This map is either a legally recorded map or a survey map intended to be recorded. This map is a compilation of records, information and data used for reference purposes only. NCRRPC is not responsible for any inaccuracies herein contained.



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CHAPTER 2: Natural Resources

2.1 Background

This second chapter is based on the statutory requirement for a "compilation of objectives, policies, goals, maps, and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources."

As mentioned in Chapter one, the Comprehensive Planning Legislation established 14 state planning goals. Of these 14 goals, three relate directly to this chapter. They are:

- 1) Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
- 2) Protection of economically productive areas, including farmland and forests.
- 3) Preservation of cultural, historic and archaeological sites.

Two other planning goals relate to community design, which is part of this element and the Land Use element. These goals are: Encouragement of neighborhood designs that support a range of transportation choices; and Building of community identity by revitalizing main streets and enforcing design standards.

A. Previous Studies

A variety of plans are reviewed as they relate to natural, agricultural, and cultural resources. These plans provide a starting point for the planning process.

1. Rhinelander Area Pathways Project, 2003

The Rhinelander Area Pathways Project (RAPP) is the ongoing work of a volunteer citizens committee to spearhead the development of a comprehensive bicycle and pedestrian pathway system in Rhinelander.

Two loop paths and two linear paths were established. Eleven detailed segment descriptions provide analysis of the opportunities and constraints for developing each segment of path.

2. Oneida County Land & Water Resource Management Plan, 2006

This county level Plan addresses critical environmental issues, including water and land conservation. Ten overall goals were identified. They are:

- Slow the spread of Aquatic Invasive Species.
- Protect shoreland areas by minimizing impacts from land disturbance activities;
- Retain and restore shorelands on lakes, rivers, and streams to reduce non-point source pollution;
- Improve forest management to promote productivity of forest products, protect wildlife habitat, water quality, and provide recreational opportunities;
- Reduce sources of nonpoint source pollution that degrade our surface and groundwater;
- Educate the public on groundwater quality;
- Protect lake ecosystems from recreational pressure degradation;
- Utilize computer technologies to make resource information more readily available to the public;
- Reduce wildlife conflicts;
- Minimize impacts on our natural resources from mining activities.

3. Oneida County Outdoor Recreation Plan, 2004-2008

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.

Recreational projects listed in the plan, include:

- Develop a river walk park area including multipurpose trail, accessible fishing pier, canoe launching area and possibly a designated rollerblade trail/area.
- Bike/hike trails – develop a series of trail routes linking downtown Rhinelander with parks, Nicolet College and surrounding area (utilize inactive rail beds where feasible and waterfront trails where possible). Designate and sign bicycle road routes/trails.
- Develop/improve canoe portage/landings for Pelican and Wisconsin Rivers (Phillip Street, Sutliff Avenue and downstream, designating canoe routes with maps/guides.

- Possible development of Wisconsin River/Pelican River museum.
- Conduct outdoor education/nature programs at interpretive trails (Ced Vig Outdoor Classroom, other areas).
- Develop "Watchable Wildlife" viewing areas.
- Install shuffleboard courts at one of the park facilities.

4. Oneida County All Hazards Mitigation Plan, 2004

This plan's primary purpose is to identify how to prevent injury and property damage from natural hazards. Understanding how the natural environment works is a first step in mitigating natural disasters. The All Hazards plan along with the Natural Resource element of Rhinelander's 2007 Comprehensive Plan will show how the natural environment and the built environment are in conflict, and how to mitigate that conflict. Development in a floodplain is at risk of damage caused by flooding.

That report identified 55 homes located in floodplains throughout the city. The report also stated that in both 1999 and 2000 Oneida County had Presidential Declaration floods.

B. Natural Resource Issues

1. Continuing growth while maintaining environmental standards

Stormwater runoff may threaten the quality of surface waters. Currently, the state sets minimum standards to minimize runoff and reduce the amount of water flowing into streams and rivers. A local government may establish higher standards to maintain local water quality.

2. Monitoring Water Quality

Currently, two water bodies do not meet standards, and 3 water bodies are listed as exceptional water bodies.

3. Closed Rhinelander Landfill

The City of Rhinelander and the Wisconsin DNR are presently negotiating the final conditions of closure for the Rhinelander Landfill. The Landfill was closed in 1979 and various cap enhancements and monitoring systems have been in place for a period of years. Monitoring wells placed adjacent to the site have shown little or no impact to groundwater or surface water adjacent to the closed landfill. Upon a final remediation plan being negotiated the approximate 38-acre site may have a value for uses which are consistent with closed landfill sites.

2.2 Inventory & Trends

A. Land Resources

All plans must consider the natural environment in which a community exists. Understanding the physical landscape is critical to the growth of a community. Natural restraints and environmental issues need to be identified to plan properly. This section of the plan overviews the local climate, area topography and soil types.

1. Climate

Winters are very cold, and summers are short and fairly warm. The short frost-free period in summer limits the production of crops to forage, small grain, and suitable vegetables. Precipitation is fairly well distributed throughout the year, reaching a peak in summer. Snow covers the ground during much of the period from late fall through early spring.

2. Topography

Oneida County is in the Northern Highland physiographic region of Wisconsin, a gently arched dome underlain by crystalline rock. Most of the county is a pitted outwash plain. Other areas consist of glacial till or glacial drift. A remnant of an end moraine is southeast of Rhinelander. Silty deposits cover the glacial deposits in the southern, eastern, and western parts of the county. The soils in these areas are among the best suited in the county for agricultural crops and hardwood forests.

3. Soils

Area soils are related to the physical geography, climate, and vegetation. By reviewing the soil maps and other information, it is possible to determine the best uses for a particular area. See the 1993 Natural Resource Conservation Service Soil Survey of Oneida County for more information. Over time, human activity affects soil formation by altering and accelerating natural soil processes. Clearing, burning, cultivating, and urbanization can affect soil structure, porosity, and soil nutrients.

4. Contaminated Sites

There are many contaminated sites in the city, which is not surprising since any development, especially commercial and industrial development uses have the potential for air emissions, groundwater contamination, soil spills, and surface water contamination. The following contaminated lands databases were searched:

- Wisconsin Department of Natural Resources – Bureau For Remediation and Redevelopment Tracking System (BRRTS);
- Wisconsin Department of Commerce – Brownfield Location Information System; and
- U.S. Environmental Protection Agency – EPA Enviromapper.

Contaminated sites originate when a property is used for such activities as a gas station, industrial processing facility, a landfill, or other industrial process.

There are 15 open file environmental repair (ERP) sites, and 10 open file leaking underground storage tank (LUST) sites in the City of Rhinelander according to BRRTS in April 2007.

Every EPA Enviromapper database permit holding site transfers, creates, or uses substances that may cause pollution if not handled properly, and 44 properties are registered. The City of Rhinelander wastewater treatment facility, and the Wausau Paper – Rhinelander Mill are the only water dischargers in the Enviromapper database.

B. Water Resources

A major component of the natural environment is water. This section of the plan examines surface water, wetlands, floodplains, and groundwater topics. See the Water Features Map (Map 2-1).

1. Surface Water

The Wisconsin and Pelican Rivers flow through the heart of Rhinelander. Boom, Thunder, and Bass Lakes are impoundments of the Wisconsin River, which travels from the northwest area of the city into downtown. The Pelican River flows from the southeast along Old 8 Road into Rhinelander, and joins the Wisconsin River on the southern border of the city.

All of Oneida County is located in the Upper Wisconsin River drainage basin. The City is within 4 watersheds – *Rhineland Flowage* to the north, *Pelican River* to the east, *Noisy and Pine Creeks* to the south, and *Woodboro* to the west. See the DNR Rhinelander Area Watershed Map at the DNR website for more information.

Outstanding and Exceptional Waters

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

Only one area water body is listed as an ORW – Clear Lake (T36N R9E Sec 10).

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.

Two water bodies in Rhinelander and four more in the area are listed as not meeting the standards set under the U.S. Clean Water Act, Section 303(d). The impaired waters in Rhinelander are the Wisconsin River below the dam, and Boom Lake. The Wisconsin River impairment is a low biochemical oxygen demand (BOD) measurement usually caused by heavy metals or inhibitory compounds from two point sources – the Rhinelander paper factory and the wastewater treatment plant for the City of Rhinelander. The DNR has rated this river a medium priority, on a level of low-medium-high. Boom Lake, with a low priority rating, has mercury contamination from atmospheric deposition. The DNR issues fish consumption advisories based upon such pollution. The Wisconsin River below the dam in Rhinelander also has a fish consumption advisory, because of atmospheric mercury deposition. The four impaired area lakes are all listed with a low priority rating based upon atmospheric mercury deposition.

2. Wetlands

Wetlands perform many critical roles in the proper function of the hydrologic cycle and overall local ecological cycle. 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 Wisconsin Department of Natural Resources (DNR) has promulgated minimum standards for managing wetlands.

3. Floodplains

A floodplain is generally defined as land where there is a one percent chance of flooding in any year (also known as the 100-year floodplain). The primary value of floodplains is their role in natural flood control. Flood plains represent areas where excess water can be accommodated whether through drainage by streams or through storage by wetlands and other natural detention/retention areas. Specific areas that will be inundated will depend upon the amount of water, the distance and speed that water travels, and the topography of the area. If uninterrupted by development, the areas shown on a map as floodplains should be able to handle the severest (regional) flood, i.e. those that have a probability of occurring once every one hundred years.

There is a value in preserving and protecting these natural flood control areas from encroachment. First, by preventing development in the floodplain, the cost of building dikes, levies, or other man-made flood control devices will be saved. Second, for each structure that is constructed in a flood-prone area, that flood-prone area expands, potentially subjecting other structures originally built outside the delineated flood hazard area to the risk of flooding. Each new structure (or modification to existing) placed in the flood plain puts more life and property in danger.

Counties, cities, and villages are required to adopt reasonable and effective floodplain zoning ordinances. Floodplain zoning is designed to protect individuals, private property, and public investments from flood damage. These regulations prohibit development in the floodway, the most dangerous flood area.

In order to participate in the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program, the County, and the City of Rhinelanders have completed a Flood Insurance Study and a Flood Insurance Rate Map (FIRM) that encompasses Oneida County. This FIRM delineates the "A" Zones including the floodway and flood fringe which are those areas inundated by the 100-year flood within the County.

4. Groundwater

Groundwater in the Rhinelanders area comes from an aquifer of glacial drift. Yields from wells in this type of aquifer can range from a few gallons to over 2,000 gallons per minute. Currently, several wells yield more than 1,000 gallons per minute. More information on municipal well yields is listed in the Utilities and Community Facilities Chapter.

Overall, groundwater quality is good. The total mineral content is less than 150 milligrams per liter. The main components in the water are calcium and magnesium. In some areas, particularly within moraines, the ground water is hard. A large concentration of iron is in the ground water throughout the county, but is not considered to be a health hazard.

Currently the city has three wells and all have a wellhead protection plan in place to protect the water from contamination. Land use activities with a history of creating groundwater problems can be limited or monitored within the zone of contribution with an overlay zoning district.

C. Woodlands

Significant tracts of woodland exist throughout the city. These forested areas are primarily associated with streams and wetlands. Forest cover provides many vital functions, which are diverse in nature; forested lands provide for recreational opportunities, scenic beauty, and wildlife habitat as well as protection of sensitive environmental areas. Regulation of the removal of woodland plant material is desirable to protect scenic beauty, to control erosion, and to reduce effluent and nutrient flows into surface waters. Tree cover is also important to reduce erosion control, and effluent and nutrient flows into surface waters. See the woodland areas identified on the Existing Land Use Map (Map 7-1).

D. Rare Species & Natural Communities

The City of Rhinelander and nearby towns cover 56 land sections with occurrences of aquatic and terrestrial plants, animals, and/or natural communities of endangered status as identified in the Wisconsin Natural Heritage Inventory. Each section identified may have several different species or just one species. The Natural Heritage Inventory County map is included as an Attachment.

- Many contiguous sections with aquatic occurrences follow the Wisconsin River upstream northwest from Rhinelander to the Oneida County Line.
- Fourteen contiguous sections with both aquatic and terrestrial occurrences exist within the City of Rhinelander.

Holmboe Conifer Forest is State Natural Area #79, located near the Wisconsin and Pelican River confluence just south of State Highway 17. According to the DNR, Holmboe Conifer Forest features a variety of old-growth northern forest types on very steep morainal topography along the south bank of the Pelican River. A hemlock forest occupies the north-facing and lower ridge slopes. The drier sites are wooded with white and red pines, white birch, and a mixture of northern hardwoods. The north-central portion is occupied by a black spruce and tamarack wet forest. Canada yew occurs along a seepage area located between the moraine hills on the south and the swamp conifer forest near the river. Holmboe Conifer Forest is owned by The Nature Conservancy and was designated a State Natural Area in 1983.

Wisconsin's biodiversity goals are to identify, protect and manage native plants, animals, and natural communities from the very common to critically endangered for present and future generations. Knowledge, appreciation, and stewardship of Wisconsin's native species and ecosystems are critical to their survival and greater benefit to society. Original vegetation types for the City of Rhinelander and surrounding areas were white spruce, balsam fir, tamarack, white cedar, white birch, and aspen, which came from a map of Finley's Original Vegetation.

E. Agriculture

There is no active agriculture in the City of Rhinelander, nor are there any prime agricultural soils. The surrounding towns have some scattered agricultural uses, but it is minimal. The nearest concentration

of active cropland exists to the east in the Town of Stella. There are some scattered tree farms in the area.

F. Recreational Resources

The Rhinelander area park and recreation system consists of six parks throughout the city, and a golf course. The Rhinelander School District and area private schools also provide neighborhood playgrounds and other recreational fields. Additionally, there are soccer fields located near the airport.

Parks and schools are discussed further in Chapter 4.

G. Historic & Cultural Assets

There are two structures in the City of Rhinelander that are listed on the National Register of Historical Places: First National Bank (ca. 1900-1924), and the Oneida County Courthouse (ca. 1900-1924). Currently there is one other building in the process of being placed on the registry.

There are three designated historic districts in the city. About 45 eligible properties have been identified throughout the city.

A brief community history is located in Chapter 1.

2.3 Goals, Objectives, & Policies

The following Goals, Objectives, and Policies will help guide the City of Rhinelander to protect the natural and cultural resources as the City grows.

Goals:

1. Maintain the natural beauty of Rhinelander, while at the same allowing the city to expand to meet the future growth needs.
2. Protect and preserve the city's cultural and historical resources.

Objectives:

1. Conserve and enhance the city's natural amenities.
2. Work to enhance the cultural and historical resources in the city.

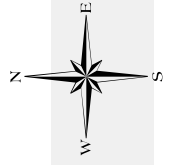
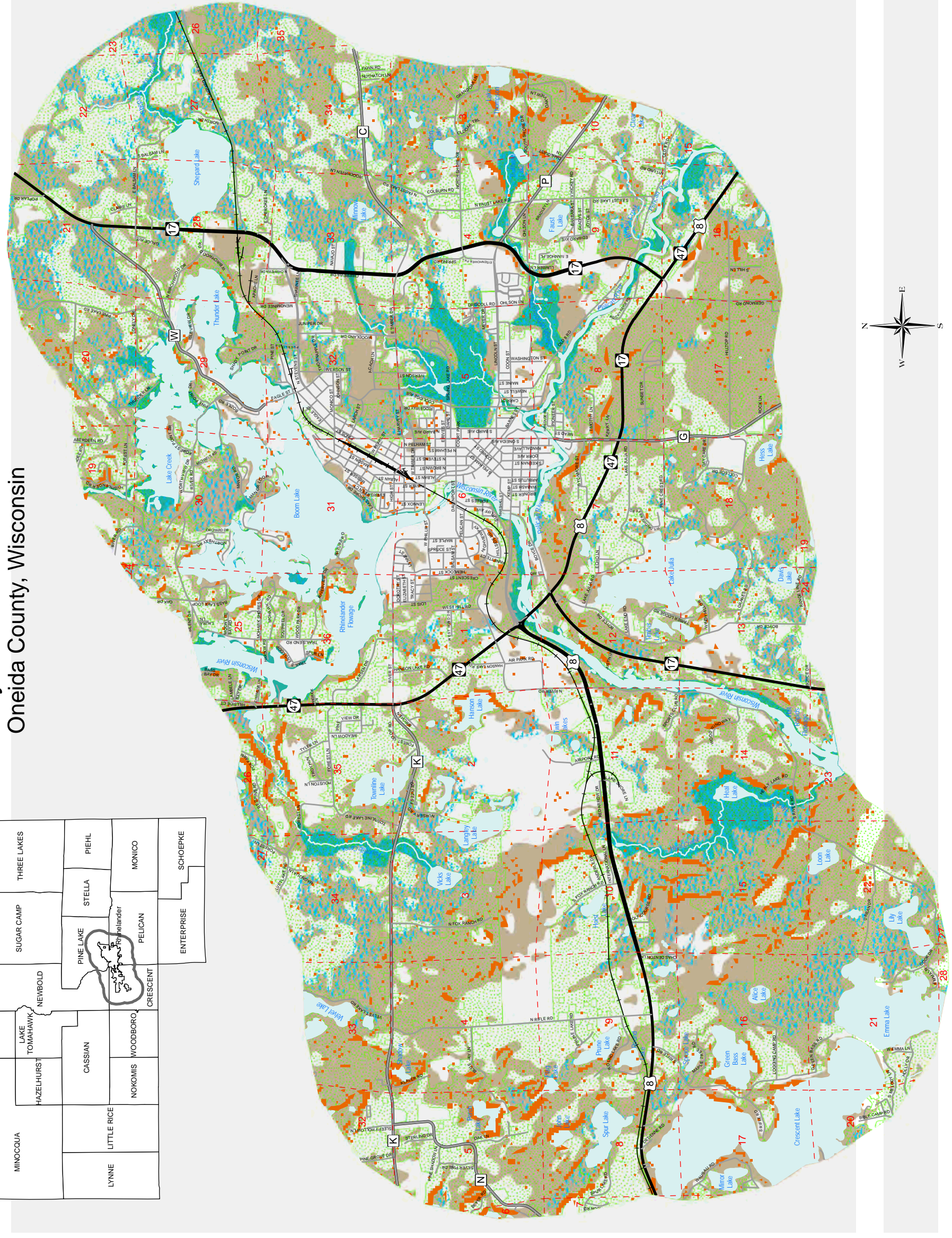
Policies:

1. Encourage land use practices that maximize development and provide protection for air, land, and water quality in the city.
2. Identify and inventory all cultural and historical sites in the city.
3. Work with federal, state and county agencies to seek funding for natural resource, cultural, and historic enhancement.
4. Examine the possibility of becoming an Eco-municipality to become a more sustainable community.
5. Encourage the development of a walking and biking trail system throughout the city to take advantage of existing natural amenities.

Map 2-1 Natural Resources Map

City of Rhinelander Oneida County, Wisconsin

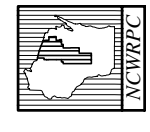
MINOCOQUA	WOODRUFF	THREE LAKES
HAZELHURST	LAKE TOMAHAWK	SUGAR CAMP
LYNNE	CASSIAN	PIELHL
LITTLE RICE	NOKOMIS	STELLA
	WOODBORO	MONICO
	CRESCENT	PELICAN
		ENTERPRISE
		SCHOEPKE



- Section Lines
- US & State Highways
- County Highways
- Local Roads
- Railroad
- Surface Water
- DNR Wetlands
- Woodlands
- Floodway
- Steep Slopes (>12%)
- Soils With Severe Limitations For Buildings With Basements

Source: WI DNR, NCWRPC

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



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CHAPTER 3: Housing

3.1 Background

This third chapter is based on the statutory requirement for a “compilation of objectives, policies, goals, maps and programs of the local government unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit’s housing stock. The element shall identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit’s existing housing stock.”

The Comprehensive Planning Legislation also establishes 14 state planning goals. Of these 14 goals, one relates directly to this element. This goal is:

- Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.

Three other planning goals are indirectly related to providing an adequate supply of affordable housing. These goals are:

- 1) Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- 2) Providing an adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- 3) Planning and development of land uses that create or preserve varied and unique urban and rural communities.

The element is organized into three basic sections: Background, Inventory & Trends, and Goals, Objectives and Policies. There is also an

overview of programs available to help local communities to meet their housing needs.

A. Previous Studies

No local in-depth housing study was identified. Two plans were reviewed as they relate to housing.

1. Regional Comprehensive Plan: A Framework for the Future, 2002-2020

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

Subsidized housing units were a focus of the RCP in 2000. Of the 5,389 such units in the Region, 430 are in Oneida County. Over 56 percent (242 units) of these are housing for the elderly, and 36 percent (155 units) are for families, with 7 percent (33 units) designed for the disabled. This translates into one subsidized housing unit per 85.5 persons in Oneida County. This is a marked contrast to Marathon County where there is one unit per 104.5 persons.

Affordability is a primary consideration in housing policy, but as the RCP points out:

“Affordable housing in the context of Smart Growth can mean different things in different areas. An ‘adequate supply’ for ‘all income levels’ means that affordability is more than subsidized housing units for low-income families, the disabled, or elderly. It means that working families, single people, retirees, and the more well-to-do should all be able to find housing that meets their needs in a suitable location.”

The housing-related government programs described in the RCP provides a basis for determining how Rhinelander will meet future housing needs of their residents. These government programs are also described later in this chapter.

2. Wisconsin State Consolidated Housing Plan

The Consolidated Housing Plan is required by the Department of Housing and Urban Development (HUD) in the application process required of the State in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants, and Housing Opportunities for Persons With HIV/AIDS. “The Consolidated Plan provides the framework for a planning process used by States and localities to identify housing, homeless, community, and economic development needs and resources, and to tailor a strategic plan for meeting those needs.” This is how the Department of Housing and Urban Development (HUD) describes the Consolidated Plan, which consists of a 5-year strategic plan, annual action plans, and annual performance reports. The Plan must be updated annually.

The Consolidated Plan has five parts: (1) an overview of the process; (2) a description of public participation; (3) a housing, homeless, community, and economic development needs assessment; (4) long-term strategies to meet priority needs; and (5) an action plan. The Division of Housing and Intergovernmental Relations (DHIR) prepares the Consolidated Housing Plan, and is focused on low-income and special needs populations.

The Consolidated Plan, in assessing housing needs, looks at a number of different factors that are significant components of the housing picture. Housing affordability is a primary consideration. According to federal guidelines a family should not have to spend more than thirty percent of its income on housing. Using this standard “...households in the low-income range have great difficulty finding adequate housing within their means and that accommodates their needs...an individual in Wisconsin would need to earn \$10.44 per hour to afford the fair market rent unit at 30% of income.” This presents a particular problem for the working poor, many of whom earn little more than the state minimum wage of \$6.50 an hour.

Other factors than the construction of new housing units affect the quality and availability of housing as well. Just as the difficulty of providing affordable housing to low-income families can be stated in terms of an hourly wage, there is more involved in a well-housed community than the number of housing units.

“The resounding need stressed is for community housing, public facilities, and economic development professionals to give greater weight to the interrelationships between these components. Without adequate infrastructure, housing

quantity and quality suffers. Without adequate infrastructure, economic development is limited.”

The State Consolidated Housing Plan is primarily focused on how government action can address special needs, not on the workings of the private housing market. “The focus of activities and strategies described in the Plan primarily address meeting the evolving needs of low and moderate-income persons, including persons of special needs requiring targeted assistance.”

B. Housing Issues

A variety of housing related issues were identified throughout the planning process. They are listed below in to particular order.

1. Affordability

According to the 2000 Census, 26 percent of Rhinelander households reported incomes below \$15,000 per year, and about 44 percent of city residents have incomes below \$25,000. For many of these people this poses a difficulty in paying for decent, safe, and sanitary housing. For 36 percent of renters and 13 percent of homeowners in the city this means that they must spend more than thirty percent of their income on housing.

The National Low Income Housing Coalition assembles a yearly list of income estimates required to afford housing. This “cost-burden” standard is used for localities across the country. Rental housing is the report's focus, but its principles can be broadly applied to owner-occupied housing as well. The report calculates that for the state as a whole a full-time worker must earn \$12.22 an hour in order to be able to afford a two-bedroom apartment. For the non-metro areas of the state, \$10.35 an hour is the comparable figure.

Although, housing prices rose across the country, they rose faster in non-metropolitan areas than in urban areas – 59 percent compared to 39 percent. The Median home value rose by 75 percent in Rhinelander during the 1990s. Generally low wage rates and the increase in housing values both combine to make housing less affordable for low-income residents.

2. Subsidized/Special-Needs Housing

There are 430 subsidized housing units in Oneida County; this is one unit for every eighty-six people. By contrast in Marathon County there is

one unit for every one hundred and four people. Over half of these units are designated for the elderly. A third are for families and thirty-three units are designed for the disabled. Whether this is sufficient is a matter of judgment for the community to decide. What is not open to question is that disabled and low-income citizens often require special housing accommodations. How best to meet these needs should be a focus of any planning process that Rhinelander engages in.

The other major housing subsidy program is the Housing Choice Voucher Program, commonly known as Section 8. Administered locally by the Rhinelander Housing Authority (RHA) and NEWCAP, Inc., eligible families are issued vouchers that they can use to secure housing in the private market. Having found a suitable housing unit, which meets minimum health and safety standards, where the owner has agreed to rent under the program, the eligible family uses its voucher to cover the part of the rent beyond the portion it pays, which is usually 30 to 39 percent of a family's income. The landlord receives a subsidy directly for the portion of the Fair Market Rent not paid by the tenant. The voucher-holder signs a lease for a term of at least one year and the landlord signs a contract with RHA or NEWCAP, running concurrently with the lease. Eligibility for the program is generally limited to families with incomes below 50% of the median for the county in which they reside. The program is open to any housing unit where the owner agrees to participate and where the unit satisfies the standards.

Beyond the need for subsidized units, a number of program alternatives are available to meet the needs of citizens. Many housing programs that are listed later in this document are available to local governments.

The City of Rhinelander has an active housing authority. There operate about 75 units in two different facilities (Evergreen & Historic Manors). In addition, they manage about 120 active Section 8/Voucher families in the city. The county is also part of NEWCAP, a ten county housing organization that participates with the HOME and CDBG programs.

3. Elderly/Retiree Housing Needs

As our physical capacities diminish it can become more of a challenge to perform the basic tasks of maintaining a household. "Aging in place" is the phrase used to describe how a person is able to remain in their home as they age. Sometimes the support a person needs to remain in his or her home can be as simple as someone to help with the yard-work, cleaning, or shopping. Sometimes it can mean having a home health-care worker visit a few times a week to assist with medications or physical therapy. Almost always such services are cheaper than moving that person to a more structured living situation.

What is required is an integrated view of senior housing. It involves more than just a place to live; it involves a way to live in the place where you are. This is the message that comes from the Commission on Affordable Housing and Health Facility Needs for Seniors in the 21st Century, which was appointed by Congress to look at issues surrounding the coming retirement of the baby boom generation. They identify this need to age in place as a central problem to be addressed.

“The Senior Commission believes that all older Americans should have an opportunity to live as independently as possible in safe and affordable housing and in their communities of choice. No older person should have to sacrifice his or her home or an opportunity for independence to secure necessary health care and supportive services.”

Among the Commission’s strongest recommendations is the need to look at housing and health care needs of seniors in a holistic manner. “The most striking characteristic of seniors’ housing and health care in this country is the disconnection between the two fields.” Creating a linkage between housing policy and the kinds of supportive services that can keep seniors in their homes longer can go a long way to making Rhinelander an attractive alternative for people looking for a place to retire. And it’s not just a matter of subsidies to low-income individuals. “A senior with financial resources may navigate these passages more easily than one without, but in many instances, particularly in rural areas, the shelter and care options may simply not exist at any price.” The availability of health care and the kind of supportive services that will help them stay in their retirement “dream home” can be the deciding factor in these choices. So in implementing policies directed at fostering the county as a retirement destination, care must be taken to ensure that the full range of considerations – housing, health care, supportive services and amenities – that will attract these residents be integrated into a coherent whole.

4. Aesthetics: Appearance & Maintenance

The condition of housing stock is important to examine as part of the needs assessment of the city. Broken concrete driveways, shifting porches, siding in poor repair all show to various extents how well maintained the housing is within a community. Analyzing which housing units need rehabilitation and which units are beyond repair will show how much effort is needed by individuals and by government to promote restoration of such units.

Sometimes the age of homes is used as a measure of condition, but many older homes may have been remodeled and kept in good repair. Age alone is probably not a good measure of housing condition. Combining housing age and assessed value for individual units may indicate a percentage of older homes that have not been maintained.

A community may want to do a visual assessment of housing conditions. Windshield Surveys entail a person driving or walking through the community and evaluating each housing unit based upon visual appearance. Exterior conditions generally correlate with interior conditions. The advantages of using a Windshield Survey are that it does not intrude upon the occupant, and it is relatively quick and inexpensive. A survey instrument is used with agreed upon criteria, and survey takers are trained to interpret the criteria uniformly to collect consistent results.

3.2 Inventory & Trends

A. Existing Housing Stock

In 2000, the City of Rhinelander had a total of 3,430 housing units, compared to 3,293 in 1990. Over a ten-year period the City added 137 housing units, which represents an increase of about 4 percent, and the State increased by about 13 percent between 1990 and 2000. Combined, the four surrounding towns added only 35 housing units, however, Pine Lake added almost 100 units and Newbold added almost 70. The Town of Pelican experienced a decline, due in part to annexation, from the City of Rhinelander. See the residential areas identified on the Existing Land Use Map (Map 7-1).

Table 1: Total Housing Units

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	3,293	3,430	4.2%	137
Town of Crescent	1,014	1,034	2.0%	20
Town of Newbold	2,006	2,074	3.4%	68
Town of Pelican	1,679	1,532	-8.8%	-147
Town of Pine Lake	1,287	1,381	7.3%	94
Oneida County	25,173	26,627	5.8%	1,454
State of Wisconsin	2,055,774	2,321,144	12.9%	265,370

Source: U.S. Census

Table 2 indicates that about 6 percent of total housing units in the City were built between 1990 and 2000. Most of the City's housing units were constructed prior to 1959. Since 1960 only about a third of the housing stock was built.

Table 2: Year Structure Built, 2000

Year	Rhinelander	Rhinelander %	Oneida Co. %	Wisconsin %
1990 to 2000	197	5.8%	19.4%	16.8%
1980 to 1989	164	4.9%	12.6%	10.8%
1970 to 1979	451	13.4%	22.0%	16.9%
1960 to 1969	299	8.9%	12.3%	11.9%
1950 to 1959	469	13.9%	11.4%	12.6%
1940 to 1949	471	13.9%	8.1%	7.7%
1939 or earlier	1,326	39.3%	14.3%	23.4%

Source: U.S. Census

As a comparison, housing construction in Oneida County has peaked in two different decades – the 1970's and 1990's. About 20 percent of housing units were built in each of these two ten-year periods. The slowest housing construction decades were the 1940's and 1950's.

Table 3: Type of Structure

	City of Rhinelanders		City of Rhinelanders Percentages		Oneida County Percentages	Wisconsin Percentages
	1990	2000	1990	2000	2000	2000
1-unit detached	2,181	2,233	50.9%	66.1%	82.1%	66.0%
1-unit attached	43	43	1.0%	1.3%	1.1%	3.4%
2 to 4 units	700	596	16.3%	17.6%	4.1%	12.1%
5 to 9 units	75	175	1.7%	5.2%	1.6%	4.6%
10 or more units	194	292	4.5%	8.6%	2.1%	9.5%
Mobile home, trailer, or other	100	38	2.3%	1.1%	9.1%	4.5%

Source: U.S. Census

Table 3 shows that single-family detached units dominate about two-thirds of all housing unit types in Rhinelanders, as in the state, and to a greater degree the county. Duplexes and 4-unit or fewer multi-family structures represent about 18 percent of all housing in the city as of 2000. Meanwhile larger structures of 10 or more units increased the total number of units in such buildings from 194 units in 1990 to 292 units in 2000.

B. Value Characteristics

Median values of single-family houses, and duplexes in the City of Rhinelanders were about \$72,700 in 2000 as displayed in Table 4. Surrounding towns all had median housing values over \$100,000 for single-family and duplex homes. Meanwhile the county and state median household values in 2000 were \$106,200 and \$112,200 respectively.

Table 4: Median Value for specified Owner-Occupied Housing Units

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	\$41,600	\$72,700	74.8%	\$31,100
Town of Crescent	\$60,200	\$119,100	97.8%	\$58,900
Town of Newbold	\$56,700	\$122,600	116.2%	\$65,900
Town of Pelican	\$47,400	\$101,900	115.0%	\$54,500
Town of Pine Lake	\$57,700	\$114,400	98.3%	\$56,700
Oneida County	\$53,400	\$106,200	98.9%	\$52,800
State of Wisconsin	\$62,100	\$112,200	80.7%	\$50,100

Source: U.S. Census

Specified Owner Occupied Housing Units: Total number of owner occupied housing units described as either a one family home detached from any other house or a one family house attached to one or more houses on less than 10 acres with no business on the property.

Between 1990 and 2000, median rents throughout Oneida County were lower than the state. Median rents in the City of Rhinelander rose almost 38 percent over that period. Crescent and Pine Lake median rents both rose by about 25 percent, Pine Lake's rose about 33 percent, and Newbold's rose over 40 percent.

Table 5: Median Gross Rent

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	315	434	37.8%	119
Town of Crescent	375	475	26.7%	100
Town of Newbold	384	550	43.2%	166
Town of Pelican	368	460	25.0%	92
Town of Pine Lake	365	485	32.9%	120
Oneida County	332	460	38.6%	128
State of Wisconsin	\$399	\$540	35.3%	141

Source: U.S. Census

Gross Rent: This is contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water) and fuels (oil, coal, kerosene, wood, etc.) if these are paid for by the renter (or paid for the renter by someone else). Gross rent is intended to eliminate differentials which result from varying practices with respect to the inclusion of utilities and fuels as part of the rental payment.

The most commonly applied standard for housing affordability is spending no more than thirty percent of income on housing. Table 6 shows that as of the year 2000 in the City of Rhinelander about 10 percent of owners and 18 percent of renters spent at least 30 percent of their household income on housing. Newbold and Pine Lake both have 13.4 percent of owner households paying at least 30 percent for housing. About 12 percent of owner households countywide paid at least 30 percent for housing.

Table 6 shows in parentheses the percentage of occupied housing units that are owner and renter occupied. About 60 percent of Rhinelander's housing stock is owner occupied, with the remaining 40 percent rented. All of the surrounding towns have less than 16 percent of their housing stock occupied by renters. Even though Oneida County contains mainly rural land, it has about 20 percent of its housing stock occupied by renters, because three urban areas – Rhinelander, Minocqua, and Woodruff – increase the rental housing average for the county.

Table 6: Percent of Total Households that spent 30% or more of Household Income on Housing

	Owners in 2000	Renters in 2000
City of Rhinelander	10.2% (Owners = 59.3% of occupied housing)	18.0% (Renters = 40.7% of occupied housing)
Town of Crescent	7.7% (Owners = 86.4% of occupied housing)	3.3% (Renters = 13.6% of occupied housing)
Town of Newbold	13.4% (Owners = 90.3% of occupied housing)	3.0% (Renters = 9.7% of occupied housing)
Town of Pelican	6.5% (Owners = 84.4% of occupied housing)	4.5% (Renters = 15.6% of occupied housing)
Town of Pine Lake	13.4% (Owners = 83.4% of occupied housing)	3.7% (Renters = 16.6% of occupied housing)
Oneida County	11.7% (Owners = 79.7% of occupied housing)	8.3% (Renters = 20.3% of occupied housing)
Wisconsin	9.8% (Owners = 68.4% of occupied housing)	11.5% (Renters = 31.6% of occupied housing)

Source: U.S. Census & NCWRPC

C. Occupancy Characteristics

Table 7 shows that owner occupied housing is the norm in the City of Rhinelander at about 60 percent of occupied housing in 2000. There was a 6 percent increase in both Rhinelander's owner occupied (106 units) and renter (73 units) occupied housing from 1990 to 2000. Over the 1990s, Newbold increased the amount of owner occupied housing by 33 percent (253 additional units). Pine Lake increased their rental occupied housing by 17 percent (26 units). Both the county and state percentages of owners occupying their own home increased – 25 and 17 percents respectively from 1990 to 2000. Occupied rental units also increased for both the county and state in the 1990s – 9 and 8.5 percents respectively.

Table 7: Owner Occupied Units

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	1,801	1,907	5.9%	106
Town of Crescent	565	689	1.9%	14
Town of Newbold	763	1,006	33.6%	253
Town of Pelican	1,007	985	-2.2%	-22
Town of Pine Lake	790	887	12.3%	97
Oneida County	9,804	12,213	24.6%	2,409
State of Wisconsin	1,215,350	1,426,361	17.4%	211,011

Source: U.S. Census

Table 8: Renter Occupied Units

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	1,234	1,307	5.9%	73
Town of Crescent	104	108	3.8%	4
Town of Newbold	107	108	0.9%	1
Town of Pelican	221	182	-17.6%	-39
Town of Pine Lake	150	176	17.3%	26
Oneida County	2,862	3,120	9.0%	258
State of Wisconsin	606,768	658,183	8.5%	51,415

Source: U.S. Census

Table 9 shows that during the 1990s, seasonal units declined in all the towns surrounding Rhinelander. That is no surprise since seasonal unit owners are retiring at their former summer homes. Rhinelander doubled its seasonal housing stock by 13 housing units.

Table 9: Seasonal Units

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	23	36	56.5%	13
Town of Crescent	312	223	-28.5%	-89
Town of Newbold	1,075	889	-17.3%	-186
Town of Pelican	363	302	-16.8%	-61
Town of Pine Lake	281	276	-1.8%	-5
Oneida County	11,263	10,429	-7.4%	-834
State of Wisconsin	150,601	142,313	-5.5%	-8,288

Source: U.S. Census

D. Demand Characteristics

Over the ten-year period 1990 to 2000 there was a 6 percent increase in Rhinelander's median age to 38.9 years old, while the median for the county climbed 9.8 percent to 42.4 years old, and the state has gone up 9.4 percent to an even 36 years of age in 2000 as listed in Table 10. All of the various towns' median ages rose because of retirees living their golden years in their formerly summer homes (seasonal units).

Table 10: Median Age

Minor Civil Division	1990	2000	1990-2000 % Change	1990-2000 Net Change
City of Rhinelander	36.7	38.9	6.0%	2.2
Town of Crescent	36.3	40.4	11.3%	4.1
Town of Newbold	38.1	42.8	12.3%	4.7
Town of Pelican	36.8	40.1	9.0%	3.3
Town of Pine Lake	37.3	40.2	7.8%	2.9
Oneida County	38.6	42.4	9.8%	3.8
State of Wisconsin	32.9	36.0	9.4%	3.1

Source: U.S. Census

Households are getting smaller and therefore more households exist, as shown in Table 11. This trend of declining persons per household is not new, but fewer people per household means that more housing units are needed. The City of Rhinelander has the lowest average household size of 2.23 persons per household. The state and towns surrounding Rhinelander each average about 2.5 people per household. Oneida County's average household size is between the city's average and the state average.

Minor Civil Division	1990	2000	Net Change
City of Rhinelander	2.32	2.23	-0.09
Town of Crescent	2.64	2.59	-0.05
Town of Newbold	2.62	2.43	-0.19
Town of Pelican	2.53	2.49	-0.04
Town of Pine Lake	2.60	2.45	-0.15
Oneida County	2.44	2.34	-0.10
State of Wisconsin	2.61	2.50	-0.11

Source: U.S. Census

Table 12 displays Wisconsin Department of Administration (DOA) population projections. Based on DOA projections the City will lose about 971 residents over the twenty-five year period. Meanwhile, the county is projected to gain over 2,150 new residents. The surrounding towns are projected to gain about 394 residents by 2025. Newbold is projected to gain over 400 people, Crescent gains 92, and Pine Lake gains 33 people, while Pelican declines by about 140. Assuming a household size of 2.40 persons, about 165 new housing units will be needed in the Rhinelander area by 2025. The Land Use Chapter will examine population projections as well.

Minor Civil Division	2005	2010	2015	2020	2025
City of Rhinelander	7,908	7,677	7,428	7,171	6,937
Town of Crescent	2,093	2,128	,152	2,168	2,185
Town of Newbold	2,837	2,963	3,068	3,158	3,245
Town of Pelican	2,445	2,418	2,382	2,382	2,306
Town of Pine Lake	2,737	2,759	2,768	2,768	2,770
Oneida County	37,515	38,284	38,846	39,254	39,674
State of Wisconsin	5,563,896	5,751,470	5,931,386	6,110,878	6,274,867

Source: DOA Projections June 2003

E. Housing Programs:

There are a number of programs available to local governments to aid with their housing needs. Below is a listing of some of the programs available to localities:

1. U.S. Department of Housing and Urban Development (HUD)

The first step in securing a significant portion of federal housing aid is the preparation of a State Consolidated Housing Plan. “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.” This is how the U.S. Department of Housing and Urban Development (HUD) website (www.HUD.gov) describes the Consolidated Plan. Consisting of a 3 to 5-year strategic plan, annual action plans, and annual performance reports, the Plan must be updated annually. Eligibility for certain federal programs (CBDG, HOME, ESG) requires the preparation of a Plan, which consists of three parts: (1) a housing, homeless, community, and economic development needs assessment; (2) a housing market analysis; and (3) long-term strategies to meet priority needs. In order for a state to receive funding from the above or a number of other programs they must conform to the provisions of the Consolidated Plan. The Division of Housing and Intergovernmental Relations (DHIR) prepares the Wisconsin Consolidated Housing Plan, and is focused on low-income and special needs populations.

There are a number of programs available through HUD that can assist local communities in addressing their housing problems, but the two most prominent are Section 8 and HOME, both are directed at low-income residents and provide aid to states and local governments to satisfy their housing needs.

Since it was first authorized by Congress in 1974, the Housing Choice Voucher Program, commonly known as Section 8, has been a major federal program for assisting very low-income families, the elderly, and the disabled afford housing in the private market. Administered locally by public housing agencies (PHAs), eligible families are issued vouchers that they can use to secure housing in the private market. Having found a suitable housing unit, which meets minimum health and safety standards, where the owner has agreed to rent under the program, the eligible family uses its voucher to cover the part of the rent beyond the portion it pays, usually 30 to 39 percent of its income. The landlord receives a subsidy directly from the PHA for the portion of the Fair Market Rent not paid by the tenant. The voucher-holder signs a lease for

a term of, at least, one year and the landlord signs a contract with the PHA, running concurrently with the lease. Eligibility for the program is generally limited to families with incomes below 50 percent of the median for the county or metropolitan area in which they reside. The program is open to any housing unit where the owner agrees to participate and where the unit satisfies the standards set by the local PHA.

Section 8

Although Section 8 subsidies can be applied to any housing unit that meets the standards and where the owner agrees to participate in the program (tenant-based), there are also project-based programs. Generally these project-based programs involve financial aids to new construction or renovation projects or some form of federal mortgage guarantee, and carried with them a contract requiring that a certain number of units be set-aside for very low-income families for a set period of years, usually twenty. This program was largely discontinued in 1983. In recent years many contracts from the period when project-based subsidies were being granted have expired, causing substantial restructuring of the program. Procedures have been developed for the renewal and renegotiation of contracts securing a certain number of housing units for voucher-holding families.

Home Investment Partnership Program (HOME)

The other major housing program for low-income families in the open market is the Home Investment Partnership Program (HOME), the largest federal block-grant program to state and local governments designed exclusively to create affordable housing for low-income households. HOME is designed to be flexible. Participating Jurisdictions are required to match twenty five percent of the grant total and can use HOME funds for four types of affordable housing activities: rental housing development (acquisition, rehabilitation, and new construction); rehabilitation of owner-occupied properties; homeowner assistance; and tenant-based rental assistance. Rental housing development funds are available in exchange for agreement to provide a set number of affordable units within the project according to a formula based on the number and kind of units created with the funds, and the amount of funding. Units are committed to low-income housing for a fixed number of years. Income restrictions apply to eligibility requirements for HOME funded housing units. The Participating Jurisdiction is required to award a certain amount of HOME funding to Community Housing Development Organizations, local non-profits that develop affordable housing within the community.

Community Development Block Grants (CDBG)

Community Development Block Grants (CDBG) also can be used to provide affordable housing. Larger cities and counties receive CDBG funding directly from HUD, but cities with fewer than 50,000 residents and non-urban counties can receive grants through DHIR if their requests conform to the State Consolidated Housing Plan. States set their own standards for awarding CDBG funding, but are required to award at least 70 percent of these funds for activities that will benefit low-and-moderate-income persons. Communities are allowed great latitude in how CDBG funds can be used, including land acquisition, housing rehabilitation, and in certain circumstances new construction, direct assistance to homeowners such as down-payment assistance or revolving loan funds for first-time buyers, concentrated building code enforcement, and planning and administrative expenses.

A number of other programs are available that foster affordable housing through providing mortgage insurance for qualified projects. By insuring lenders against loss these programs seek to increase the supply of housing for low and moderate income families. Among the most prominent of these programs is the Section 203(b), which is directed at single-family homes, and currently insures seven million loans. This program also allows aid for low to moderate income home buyers to reduce down-payment requirements, closing costs and fees paid. Another program, Section 203(k), covers renovation costs along with acquisition. Section 207 is directed at multi-family housing consisting of five or more units, and Section 231 provides mortgage insurance for elderly and disabled housing. Both of these programs have been eclipsed in recent years by Section 221(d)(3) (non-profit) and Section (d)(4) (for-profit) that provide mortgage insurance for multi-family housing at more favorable terms. Section 241(a) provides mortgage insurance for repairs and addition, including health care facilities, and Section 251 insures adjustable rate mortgages.

There are also programs to provide aid to special-needs populations. Section 202 and Section 811 provide funding assistance for supportive housing for the elderly and the disabled. The SHP program provides funding for supportive housing for the homeless, and ESG supports emergency housing. The SRO program provides Section 8 rental assistance for single-room-occupancy housing. Title V provides that surplus federal property must be made available where possible to serve the needs of the homeless. The Shelter Plus Care program creates housing for the disabled homeless including other social services tailored to their needs.

Low Income Housing Tax Credit

This program was created by the Tax Reform Act of 1986, and has been one of the major sources of financial aid for low-income housing. Projects that meet the program standards can receive a tax credit for up to nine percent of the cost of providing affordable housing for 15 years. Since 1987 over 19,000 units of rental housing have been developed in Wisconsin for seniors, families, and persons with special needs under this program. To foster multi-family development targeting low-income residents, incentives are provided for development in rural counties and with fewer than 24 units. In 2007, the Rhinelander Housing Authority redeveloped 24 units of affordable housing under the Section 42 tax credit program.

2. U.S. Department of Agriculture – Rural Development (USDA-RD)

The U.S. Department of Agriculture (USDA) acting through its Rural Development program operates the Rural Housing Service that distributes more than \$4 billion in loans and grants annually, generally in communities with population under 10,000. USDA-RD offers a number of programs including loan guarantees, grants, and direct loans to foster single-family and multi-family housing, affordable to low-income residents. Funding is available for site acquisition, renovations, technical assistance, housing preservation, and rental assistance. Also available is aid for community facilities, housing for farm labor, and technical assistance for what is known as mutual self-help projects where residents provide “sweat equity” on affordable housing projects. Most programs are limited to low-income persons. USDA-RD is also involved in a number of economic development efforts.

Section 515

The single most prominent program administered under USDA-RD is the Section 515 program that supports the construction of multi-family housing for low-income residents. Under the program, which has been in operation in Wisconsin since 1969, USDA underwrites fifty-year mortgages at a one percent interest rate in exchange for an agreement to provide housing for low and very, low-income residents. Unlike Section 8, the commitment to provide low-income housing runs for the life of the mortgage, and although owners can buy-out the mortgage, they can do so only if they meet certain conditions, including ensuring that no tenants are displaced as a result. Also available through this program is rental assistance similar to project-based Section 8 available to tenants in Section 515 financed buildings.

Section 502

Another prominent program of USDA-RD is the Section 502 Direct Loans. Under this program qualified applicants may obtain 100 percent financing to purchase an existing dwelling, purchase a site and construct a dwelling, or purchase newly constructed dwellings located in rural areas. Section 502 loans are primarily used to help low-income individuals or households purchase homes in rural areas and to provide financing at reasonable rates and terms with no down payment. Families must be without adequate housing, but be able to afford the mortgage payments, including taxes and insurance. These payments are typically within 22 to 26 percent of an applicant's income. In addition, applicants must be unable to obtain credit elsewhere, yet have reasonable credit histories.

3. Wisconsin Department of Housing and Intergovernmental Relations (DHIR)

The Division of Housing and Intergovernmental Relations (DHIR) and its Bureau of Housing act as the State's housing authority. It administers the State portion of such federal programs as CDBG – Small City Housing, HOME, SHP, ESG, Transitional Housing, and Housing Opportunities for Persons with AIDS (HOPWA). DHIR also is responsible for State programs such as State Shelter Subsidy Grants, that provide up to one half of the operating budget of an emergency homeless shelter. Local Housing Organization Grants (LHOG) are also available to enable a community-based organization, tribe, and housing authority to increase its capacity to provide affordable housing. The Housing Cost Reduction Initiative (HCRI) offers grants to local housing entities (governmental, tribal, or nonprofit) for activities including rental aid, down payment assistance, homelessness prevention, and related housing initiatives.

4. Wisconsin Housing and Economic Development Authority (WHEDA)

According to its mission statement, "The Wisconsin Housing and Economic Development Authority (WHEDA) serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness." Created in 1972 as the Wisconsin Housing Finance Authority, it issued its first bond of \$27 million in 1974 to provide funding to public housing authorities, nonprofits, and private limited dividend entities. The name was changed to WHEDA in 1983, and in 1987 it began to administer the Low Income Housing Tax Credit and the Section 8 voucher program in 1989. In 1993 WHEDA set up the Wisconsin Preservation Trust, a nonprofit corporation whose mission is

to preserve Section 8 units as affordable housing in perpetuity. WHEDA holds over \$2 billion in assets and has made more than \$52 million in multi-family housing loans. In addition to housing programs WHEDA administers programs to foster agriculture and small business.

3.3 Goals, Objectives & Policies

The following is a listing of the goals, objectives and policies identified for the housing chapter of the comprehensive plan.

Goals:

1. Provide an adequate supply of housing for individuals of all income levels throughout the community.
2. Maintain and rehabilitate the City's existing housing stock.

Objective:

1. Adopt housing development policies and regulations that promote a variety of housing types and cost ranges, and that do not restrict housing choices.

Policies:

1. Review and modify, as warranted, local ordinances and building codes to ensure that they accommodate the various housing needs of a diversified population.
2. Identify an adequate amount of land for future residential development to ensure the availability of land for various types of housing development to meet future needs in a cost-effective manner.
3. Coordinate new residential development with the availability of such services as sanitary sewer, water and storm water facilities, police and fire protection, recreation facilities, schools, transportation facilities, and solid waste disposal.
4. Locate multi-family units for the elderly and handicapped within easy and safe access to medical care, shopping, transportation facilities, and other necessary services. Situate multi-family housing units for lower-income families with proximity to employment opportunities and transportation facilities.
5. Work with Federal and state agencies, and area housing authorities to secure financial assistance for local housing efforts.

CHAPTER 4: Utilities & Community Facilities

4.1 Background

This fourth chapter follows the same three-section format as previous chapters, starting with a background, followed by an inventory & trends, and finally the goals, objectives and policies section.

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 governmental buildings, libraries, educational institutions, and maintenance and storage facilities, as well as services like police and fire protection, medical, municipal water and wastewater.

A. Previous Studies

A variety of plans were reviewed as they relate to utilities and community facilities. These plans provide a starting point for the planning process.

1. Wastewater Management Facility Plan

The long-range goal of the facilities plan is to develop a recommended wastewater management program which will meet the needs of the city for the 20-year planning period and which will have the flexibility to adjust to changes in community growth and regulatory requirements. This plan was last updated in 1992. A new plan will be completed in 2008.

2. Rhinelander School District Community Strategic Plan

In 2005, the Rhinelander community came together to “Build the Future” of the school district and the community. The strategic plan reflects a passion for excellence, a commitment to being a partner in the economic and cultural advancement of the Rhinelander community, a mission to reinvent our schools and community by adapting to a dynamic educational climate, and an effort to create excitement and support among some 20,125 Hodag alumni and friends to help achieve goals of the strategic plan.

“Build the Future” provides the Rhinelander community with competitive programs that invigorate our economic development by promoting future

growth and prosperity, and attract future enrollment. This, in turn, will make the Rhinelander area a more attractive place to live, raise a family, work, and retire, and is based on the pride and traditions of our citizens.

Goals of that effort include:

- Secure Our Financial Future Through Planning and Partnerships
- Provide Innovative Opportunities For Individual Academic Success
- Secure A Trusting School/Community Relationship Through Effective Communication Systems

As a result of an active and supportive community, an outstanding professional teaching staff, committed support staff members, a comprehensive curriculum, and an emphasis on up-to-date technology in the classroom, the School District of Rhinelander takes pride in providing high-quality educational programs and a wide variety of extra-curricular programs to all students enrolled in the district.

4.2 Inventory & Trends

Utilities and community facilities provided by the City of Rhinelander or by other public or private entities are inventoried and evaluated as to their present condition and adequacy to meet the current and future needs of the City.

Many of the major facilities are identified on the Utilities & Community Facilities Map (Map 4-1).

A. Water

1. Drinking Water

The City's water system consists of water supply, storage, treatment, and distribution facilities.

Water Supply

The Water Utility started in 1894. The first water used by the City came from the Wisconsin River. This was obtained by sinking a well about 30 feet in diameter and 20 feet deep near the river. From this well, small wells were drilled to below the water level of the river. Between 1931 and 1933 the Utility changed to the current system.

Potable water is supplied by 3 groundwater wells. Each well is able to pump more than 1000 gallons per minute. The Water Utility is planning to have a new well in service before the end of 2008.

All three wells have a wellhead protection plan in place, as a way to protect the water source from contamination.

Storage

The city has 3 water towers that provide 1,000,000 gallons of storage and a 1 ¼ million gallon underground CT reservoir.

Treatment

Chemicals are added into the distribution system at each well and at the CT reservoir. Caustic soda is added for pH control, Fluoride is added for prevention of tooth decay, polyphosphate is added to sequester iron and manganese, and control concentrations of lead & copper. Chlorine is added for disinfection.

Distribution System

The City's water distribution system serves most of the City. The distribution system is made-up of 66 miles of water mains ranging from 4-inches to 16-inches in size.

The Rhinelander Water Utility policy is to upgrade water mains in conjunction with street construction projects.

2. Waste Water

The original city of Rhinelander wastewater treatment plant was constructed in 1938 and provided primary treatment for an average daily flow of 1.50 million gallons per day. The anaerobic digesters were modified in 1960 to provide better digestion. In 1976-77, additions to the existing facilities were constructed to provide secondary treatment for an average flow of 1.86 million gallons per day. In the mid-1980's, new rotating biological contactors (RBC) were installed. In 1995-96, secondary treatment was changed from the RBC method of treatment to the trickling filtering system and a solids handling/sludge storage facility were added to the site.

The Rhinelander Wastewater Treatment Plant is located within the city limits of Rhinelander on Boyce Drive at the confluence of the Pelican and Wisconsin Rivers. The plant has a 1.86 million gallons per day dry weather flow capacity and a wet weather flow capacity of 4.0 million gallons per day. The plant serves a residential population of over 8,100 as well as numerous industrial and commercial customers.

Preliminary treatment is provided by a Huber Step Screen, which removes larger solids from the waste stream. Grit is removed in a Pista Grit chamber and is separated in a cyclone grit classifier. Screenings and grit are disposed of in a landfill. Primary treatment is provided by four Hydrasieve screens and secondary treatment is provided by two Biotower trickling filters followed by secondary clarifiers. Wastewater is disinfected and dechlorinated prior to its discharge into the Wisconsin River.

Primary screenings, secondary scum and secondary sludge are discharged to the sludge hopper. Material is pumped from the sludge hopper to the anaerobic digestion system for stabilization. Stabilized sludge is held in a storage tank until such time that weather permits its application to agricultural fields during the summer months.

The Wastewater Utility is in the process of developing a new facilities plan that will serve as guide for construction of a new wastewater treatment facility. The new facility is scheduled to be in service by July 2012.

The Wastewater Utility also owns and maintains the sanitary sewer system, which consists of more than 60 miles of collection and trunk sewers, and twenty lift stations, which feed several miles of force mains. The Rhinelander Wastewater Utility policy is to upgrade sewer mains in conjunction with street construction projects.

3. Storm Water

The majority of Rhinelander is currently served by the City's concrete pipe storm sewer system.

B. Public Works

The Department of Public Works, located at 644 Washington Street, is responsible for maintaining the City's streets, sidewalks, curbs, storm sewers and trees in order to provide safe passage and present an attractive and clean appearance.

1. Street Department

The City's street department garage maintains a variety of equipment and vehicles, including:

- Three front end loaders,
- Two graders,
- Four 12-yard tandem dump trucks,
- Nine 6-yard dump trucks,
- Two sweepers,
- Two large snow blowers,
- A garbage truck,
- An aerial bucket truck, and
- Five pick-up trucks

The street department is responsible for the maintenance of the local road system, storm sewers and waste & recycling removal.

2. Solid Waste and Recycling

The City of Rhinelander contracts with a private firm to operate a weekly curbside pick-up of solid waste, recycling, for residents. The city provides a 35-gallon cart or 52 stickers and a recycling bin to all single, duplex and triplex dwellings; 65-gallon and 95-gallon carts are also available for an additional charge. Brush and leaf pick-up occurs every spring and fall.

About 1,800 tons of solid waste is hauled to the Lincoln County Landfill annually. Recyclable materials are sold to a private company at current market rates. Below is a breakdown of recyclable materials that are collected annually:

- 157 tons of newspaper;
- 111 tons of magazines;
- 86 tons of cardboard;
- 54 tons of aluminum;
- 67 tons of tin;
- 104 tons of glass; and
- 58 tons of plastic.

At the Oneida County Landfill yard waste is composted and sold to the public for their use. Grass, leaves/needles, tree trimmings and brush under $\frac{3}{4}$ inch diameter are the types of yard waste accepted. A private Transfer Station is located on State Highway 17.

C. Public Safety

1. Police Department

Three departments provide public safety protection within the City. They are the City of Rhinelander Police Department, the Oneida County Sheriff's Department, and the Wisconsin State Patrol.

- City of Rhinelander Police Department

The Rhinelander Police Department, located at 201 N. Brown Street, consists of 17 sworn police officers. The Rhinelander Police Department utilizes a selection process that is a fair and equitable competition, which results in the best candidates being offered employment as patrol officers. All new sworn officers with the Rhinelander Police Department must pass a field training and evaluation program. There are currently five certified Field Training Officers and one certified Field Training

Supervisor. The Rhinelander Police Department Field Training Program is a fourteen-week training program where newly hired police officers learn how to properly perform their duties. The Field Training Program is a critical component of the Rhinelander Police.

The Administration of the Rhinelander Police Department consists of three persons – The Chief of Police, Captain of Police and the Chief's Administrative Assistant. The Police Department has lobby hours from 8:00 a.m. until 4:30 p.m. There are 3.5 civilian support positions within the police department. These positions are responsible for keeping and maintaining the records of the Rhinelander Police Department. Those records include statistics, Uniform Crime Reporting, in-house files, state accident reports, voluntary accident reports, offense reports, and citations. Civilian support personnel also answers the lobby telephone and greet customers at the lobby window.

The Rhinelander Police Department Patrol Division consists of nine full-time Patrol Officers and four full-time Patrol Sergeants. The Patrol Division's main responsibility is handling calls for service. In addition to handling calls, the Patrol Division performs traffic enforcement, patrol the city parks, handle requests for the media, and give various presentations to the community. In 2006, the Rhinelander Police Department responded to approximately 7,500 calls for service.

Officers assigned to the patrol division work 12 hour shifts. The day shift runs from 6:30 a.m. to 6:30 p.m. and is comprised of two sergeants and four patrol officers; the second shift runs from 6:30 p.m. to 6:30 a.m. and is comprised of two patrol sergeants and four patrol officers. One patrol officer is assigned full time to the North Central Drug Enforcement Group.

The Rhinelander Police Department Patrol Division currently utilizes Ford Crown Victorias and Chevrolet Tahoes as their primary patrol vehicles. Each squad car is equipped and maintained with the tools and equipment necessary for the Patrol Officers to perform their job efficiently and effectively.

The Rhinelander Police Department Investigations Division consists of two full-time Detective Sergeants and one full-time Drug Investigator. The Detective Sergeants are responsible for investigating major incidents that occur within the City of Rhinelander. The Detective Sergeants are also responsible for conducting pre-employment background investigations on newly hired employees of the Rhinelander Police Department. The Detective Sergeants are available Monday thru Friday 8:00 AM – 4:00 PM.

The Rhinelander Police Department began its Bicycle Patrol Program in 2000 as part of a Community Oriented Policing Unit. Bicycle Patrol Officers monitor the downtown area of Rhinelander in addition to city parks, neighborhoods, and special events.

Rhinelander is served by an enhanced 911 (E911) emergency response system that is operated by a consolidated Dispatch Center located at the Oneida County Sheriff's Department.

- Oneida County Sheriff's Department

The Oneida County Sheriff's Department, located on the east side of Rhinelander just off of STH 17, provides service to all the towns and the City of Rhinelander in Oneida County for law enforcement.

The Oneida County Sheriff's Department maintains 14 full-time telecommunicators in our state-of-the-art communications center. The Enhanced 911 Center provides dispatch services for one full time fire department, sixteen volunteer fire departments, three ambulance services, nine first responder groups, one city police department and one township police department.

The Investigative Division of the Oneida County Sheriff's Department consists of five full time Detective Sergeants and is supervised by a Lieutenant of Detectives. In addition, the Investigative Division includes special assignments to two Detective Sergeants who manage the Drug Enforcement Unit and the Police-School Liaison Unit.

The Patrol Division is responsible for all initial investigations, crash investigations, and handling most calls for service. Other specialized functions include DARE, Crime Prevention, Recreational Patrol, Police School Liaison, and HAZMAT/Bomb Technician duties.

The Oneida County Jail is a 200 bed, state of the art facility that was completed in July 1999. The pod design allows staff to visually observe the inmate population 24 hours per day. In addition to housing our own inmates, the Oneida County Jail houses approximately fifty inmates from the Wisconsin Prison System.

- Wisconsin State Patrol

The Wisconsin State Patrol, located in Wausau, has statewide jurisdiction on all public roads but operates mainly on State and U.S. highways as a matter of general practice to enforce traffic and criminal laws, and help motorists in need. They also help local law enforcement

by reconstructing traffic accidents; inspecting trucks, school buses, and ambulances; and helping local agencies with natural disasters and civil disturbances.

2. Rhinelander Fire Department (RFD) and City Building Inspections Department

The Rhinelander Fire Department (RFD) and City Building Inspections Department are located at 128 West Frederick Street. Overall the Fire Department conducts about 1,200 runs per year, with approximately 60 percent of these responses for emergency medical assistance.

Currently, the Fire Department has a Fire Chief/Inspection Administrator, and a crew of 18. There are six persons on three 24-hour shift rotations. Seventeen of the crew are nationally registered Emergency Medical Technicians (EMTs). Three, including the Chief are EMT instructors as well as having 4 certified fire instructors. The inspection department has an administrative assistant.

The RFD maintains a variety of equipment listed below:

- One light rescue unit contains: Jaws of Life, medical, and air bags to lift a vehicle.
- One heavy rescue unit contains: 3 sets of Jaws of Life, several saws, medical, light tower, industrial generator, water rescue, and high angle rescue, mass casualty, and confined space rescue. This unit is also part of the state structural collapse task force.
- Two engines and One 75-foot ladder truck.

Rhinelander currently has an ISO insurance rating of 5 for its fire protection service. ISO's fire protection insurance is rated on a scale of one to ten, with one representing the best protection and 10 representing an essentially unprotected community.

The RFD firefighters visit schools, day cares, and senior living facilities on a regular basis to speak with the public about ways they can achieve a safer home environment. Other services to the community include fire extinguisher demonstrations, fire and medical safety talks, specialized type rescues, hazardous materials response, and home smoke detector program.

In addition to the traditional fire and medical responses, the RFD also conducts semi-annual fire inspections in every commercial building within the city limits. At present, they conduct more than 1,600 inspections per year. The businesses are separated into 15 routes, which are done every six months.

The RFD has mutual aid agreements with the Wisconsin Department of Natural Resources, and the volunteer departments in the Towns of Pine Lake, Pelican, Crescent, and Newbold. The RFD is also part of the Onieda County HAZ-MAT Team and Wisconsin State Task Force 4 for structural collapse.

The Inspection Department is responsible for one and two-family building inspections. Four of the RFD personnel are trained and certified in residential building inspections, including HVAC, electrical and plumbing. These inspectors are certified by the State of Wisconsin to do commercial buildings, HVAC, electrical and plumbing inspections in commercial buildings up to 50,000 cubic feet. The Inspection Department is contracted with the Towns of Newbold, Pine Lake and Woodboro for one and two-family building inspection as well.

D. Medical Facilities

Saint Mary's Hospital, affiliated with Ministry Health Care, is located at 2251 North Shore Drive in Rhinelander.

The 238,460 square-foot medical campus is a combined hospital and clinic built in 2004, and shared with Ministry Medical Group-Rhinelander includes:

- Comprehensive Birthing Center and Women's Imaging Services;
- Five state-of-the-art surgical suites and three surgical procedure rooms; and
- Cancer Center equipped with the latest technology available in medical and radiation oncology.

Saint Mary's Hospital has had a presence in Rhinelander since 1896.

A variety of specialized medical and dental clinics are also located throughout the city, including a new Aspirus Clinic.

E. Assisted Living Facilities

Adult Day Care provides the elderly and other adults with services when their caregivers are at work or need relief. Only those adult day care programs seeking to serve one or more participants with Waiver fundings are required to be certified. One facility with capacity for 10 adults is located in the city.

Adult Family Homes are a place where 3 or 4 adults that are not related reside and receive care, treatment or services that are above the level of

room and board and that may include up to 7 hours per week of nursing care per resident. There are 13 homes with a combined capacity for 52 adults in Rhineland.

Community Based Residential Facilities are a place where 5 or more unrelated people live together in a community setting. Services provided include room and board, supervision, support services, and may include up to 3 hours of nursing care per week. Rhineland has 7 facilities with a combined capacity for 103 adults.

Residential Care Apartment Complexes are independent apartment units in which the following types of services are provided: room and board, up to 28 hours per week of supportive care, personal care, and nursing services. Currently, Rhineland has one residential care apartment complex that provides care for up to 33 adults.

These facilities are located throughout the city.

F. Day Care Facilities

According to the state there are 21 certified daycare facilities located in the city, with a total capacity for 594 children.

- 1 certified day care center (6 or less children);
- 6 family day care centers (4-8 children); and
- 14 group day care centers (8 or more children).

G. Educational Facilities

There are a variety of educational facilities in the area, from public schools, to parochial schools, to a technical college.

- Public Schools

The School District of Rhineland serves nine surrounding townships and the City of Rhineland. During the 2006-07 school year, approximately 2,900 students were enrolled in the three elementary schools, a middle school, a high school, an elementary charter school, a secondary charter school, and a secondary alternative education program. Beginning with the 2007-08 school year, the district will add to its educational programs an environmental stewardship academy, which will serve students in grades 7-12.

The seven schools are located at:

Rhineland High School	665 Coolidge Avenue
James Williams Middle School	915 Acacia Lane
Northwoods Community Secondary School (charter school)	511 S. Pelham Street
Northwoods Community Elementary School (charter school)	9086 County Hwy K
Central Elementary School	418 N. Pelham Street
Crescent Elementary School	3319 Boyce Dr
Pelican Elementary School	3350 V. Hickey Road

Rhineland High School

With an enrollment in 2006-07 of approximately 1,100 students, Rhineland High School provides over 200 academic courses to help students prepare for their continuing education, for entering the work force, and to acquire skills necessary to make a meaningful contribution as a citizens in our changing world. A student's day consists of four blocks of study, allowing them an opportunity to take more subjects and to expand their educational opportunities. For those students who find attaining a diploma a difficult process, Rhineland High School offers at-risk programs, and independent study classes.

The district's School-To-Work/Education for Employment Program provides a variety of cooperative educational options to high school students in conjunction with area businesses and industries. Through high school courses offered at Nicolet Area Technical College, students can obtain advanced standing and college credit.

The high school also offers several advanced placement courses in the subject areas of art, technology, English, foreign language, math, music, and technology education. The district also offers high school students a secondary charter school program, as well as an Alternative Education Program.

James Williams Middle School

In 2006-07 James Williams Middle School provided over 600 students in grades six through eight a smooth transition from elementary school setting to a comprehensive high school program. Middle school students are offered a well-defined structure for curricular and co-curricular opportunities. Students are encouraged and expected to conduct themselves in a manner that affords student security, yet allows for individuality, exploration, and educational growth. Parents are encouraged to become actively involved in the spirit of the school, helping

to make their child's middle school experience positive and productive. The district's secondary charter school is also available to middle school level students.

Elementary Schools

The path a child's future will take is often determined by his or her elementary educational experience. The district's three elementary schools enrolled approximately 1015 students in 2007-08. The elementary school staff members strive to create a positive learning environment for elementary age students, with specialized instruction in technology, art, music, and physical education. The elementary level provides a number of field trips for students, enhancing the study of course concepts or units. Elementary schools offer early childhood, 4-year old kindergarten, and full-day kindergarten, providing quality educational programs to these students. An elementary charter school is available to children in grade Kgn-5. This project-based and innovative school is located in the Town of Cassian-Woodboro, and enrolled approximately 110 students in 2007-09.

Cedic A. Vig Outdoor Classroom

The Cedric A. Vig Outdoor Classroom (CAVOC) was developed to promote an understanding and appreciation of our natural resources. Practical outdoor classroom experiences provide students with an awareness and understanding of our environment. CAVOC provides opportunities for district and community education through the use of the on-site "Rominsky Lodge", scenic nature trails, Dr. Rollie Alger Boardwalk, and a challenge ropes course.

Extra-Curricular Activities

The School District of Rhinelander is involved in a competitive activities program and believes in promoting a positive value system for the participating students and the community. At the elementary level, students in grades 4 and 5 compete in basketball and softball. The middle school and high school provide an interscholastic activity program as a member of the Wisconsin Valley Conference, which compliments the required educational program. Participation in activities is a privilege and is intended to be an enjoyable experience, which contributes to the physical, social, mental, and emotional development of the student.

- Parochial Schools:

There are three parochial schools that serve the area:

Nativity of Our Lord Catholic Elementary School

Zion Lutheran Elementary School

Seventh Day Adventist

The total combined enrollment in parochial schools is about 377 in 2007.

- Higher Education:

The Nicolet Area Technical College is located just outside of the City of Rhinelander. Nicolet is a public community college serving Northern Wisconsin from its Lake Julia campus on Lake Julia south of Rhinelander, from the Lakeland campus in Minocqua, and from other instruction centers located within the Nicolet District. The College offers one- and two-year career diplomas and degrees, liberal arts university transfer studies, and a comprehensive continuing education program. Nicolet currently serves over 1,500 students each semester with offerings in vocational-technical and liberal arts and approximately 10,000 in continuing education, trade extension, and apprenticeship programs.

Created in 1967 as a pilot community college, Nicolet was destined to be unique in Wisconsin. In a state with University of Wisconsin branch campuses and separately administered technical colleges, Nicolet's mission is to combine the two functions and offer a comprehensive educational program incorporating occupational education, liberal studies, and continuing education offerings. In its short history it has persisted in removing artificial barriers between what traditionally have been identified as "academic" and "vocational." The total curriculum is open to all members of the Nicolet learning community. Students develop programs to meet individual educational and occupational goals.

The Nicolet District is comprised of all of Oneida, Vilas, and Forest counties, and portions of Iron, Lincoln, and Langlade counties. The District presently includes approximately 4,000 square miles with a population of 70,000 persons.

Other nearby higher educational opportunities include: the University of Wisconsin – Marathon County, a two-year university center, in Wausau;

the Northcentral Technical College, also located in Wausau; UW-Stevens Point; and UW-Green Bay.

H. Parks & Golf Course

The Rhinelander area park and recreation system consists of seven city parks and special use areas. The park system includes a full range of developed facilities including community parks, neighborhood parks, mini-parks, and a golf course located throughout the City. These facilities are displayed on the Community Facilities Map.

1. Hodag Park: This is a 34-acre park that features ball fields, a beach, boat landing and tennis courts.
2. Pioneer Park: This is a 19-acre park that features skating/hockey rinks, tennis courts, and the Farmer's Market. This is also the site of the multi-museum complex.
3. West Side Park: This is a 17-acre park that features a BMX track and a ball field.
4. Shepard Park: This park offers a picnic area and playground.
5. Rhinelander Area Skate Park: This is a skateboard park.
6. Saroka Hill: This is a popular winter sledding park.

Golf Course: This 18 hole golf course, which occupies 260 acres, opened in 1989. Golf course architect, Don Herfort, designed championship style golf course with few changes to the landscape. The course consists of approximately 2.5 acres of putting green, 2.5 acres of tee off, 35 acres of fairway, and a 12-acre driving range. The remainder of the 260 acre parcel is a combination of uncut forest and wetlands. Golf Digest has ranked it as the third best municipal course in the nation.

I. Energy & Telecommunications

Electrical service in the City of Rhinelander is provided by the Wisconsin Public Service Corporation. Electrical needs are served by the electrical transmission system. Generating capacity comes from various sources throughout the American Transmission Company (ATC) network of Wisconsin and the Upper Peninsula of Michigan, and from other states that the network is connected to.

Rhineland is mainly connected to a loop with Tomahawk, Merrill, and Wausau for electrical transmission. The transmission lines were upgraded with new lines and poles in 2005 and provide a better power system throughout the city.

Natural gas service in the City of Rhineland is provided by Wisconsin Public Service Corporation.

Telephone service in the City of Rhineland is provided by Frontier. This service features digital switches and is linked to a fiber optics & digital microwave network.

Cable and Internet service using landlines is provided by Frontier Communications, Charter Communications, and Northern Net Exposure.

Cellular telecommunication service is provided by a variety of companies that have coverage in the area. Roaming agreements between antenna owners, cellular networks, and PCS providers make creating a comprehensive list of providers very difficult. Local providers include: Alltel, Cellcom, Cellular One, and Sprint.

The city is served by several radio stations and numerous print media outlets.

J. Other Government Facilities

City Hall

The current City Hall was built in 1908-09 and is located at 135 South Stevens Street. Many of the municipal functions operate from this location. The city employs 80 persons and has an annual operating budget of about \$8,000,000.

Library

The City's public library opened in 1898. The Rhineland District (RDL) Library is a member of the Wisconsin Valley Library Service (WVLS), a seven county cooperative public library system. RDL is also a member of V-Cat, a shared information system administered by WVLS that provides local library users with direct access to over one million items in the collections of thirty-one system members. Additionally, access to library materials from throughout the state and nation is available via the statewide interlibrary loan network.

The RDL serves the residents of the City of Rhinelander and the adjacent Townships of Crescent, Newbold, Pelican, and Pine Lake, as well as the entire county. In 2005 it was named Library of the Year by the Wisconsin Library Association for exemplifying how comprehensive quality library programs and services positively impact people at all ages and stages of life.

In 2006, the library collection contained over 75,000 titles and nearly 90,000 holdings in many formats, including books, magazines, large-print, audio-books, microfilm, videocassettes, DVDs, and music CDs. Special collections include art history, genealogy, pre-school education kits and parenting materials. Public Internet access includes wireless capability.

Rhinelander Animal Shelter

This facility is located at 1852 N. Stevens Street. The shelter provides services to stray and unwanted animals in the community.

YMCA & Ice Arena

Together these facilities provide recreational opportunities for the residents of the city and surrounding area. Both are located on the eastern edge of the community along Highway 17.

Forest Home Cemetery

There are three cemeteries located within the city. They are the Municipal (Forest Home), St. Mary's and St. Joe's.

Other Facilities

Rhinelander is the county seat and as such is the location of the Oneida County Courthouse, and other county buildings.

A federal building that houses the National Forest Service is located in the downtown, as is the Post Office. There are also state facilities located in the city, including the Department of Natural Resources and Transportation.

4.3 Goals, Objectives & Policies

Goal:

1. Provide effective and efficient utilities, community facilities and services that meet the needs and expectations of residents.

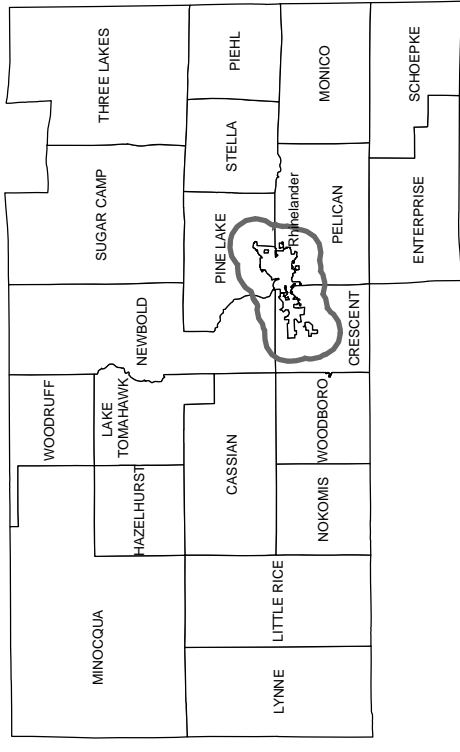
Objectives:

1. Coordinate community facilities and utility systems development and use with land use, transportation, and natural resource planning.
2. Direct intensive land development to areas where a full array of utilities, community facilities, and public services are available.
3. Provide quality and accessible parks and recreational facilities, areas, and services for all residents, including persons with disabilities and the elderly.
4. Protect the lives, property, and rights of all residents through law enforcement and fire services.
5. Support high quality educational opportunities for all residents.

Policies:

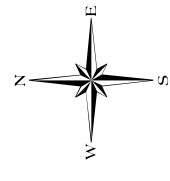
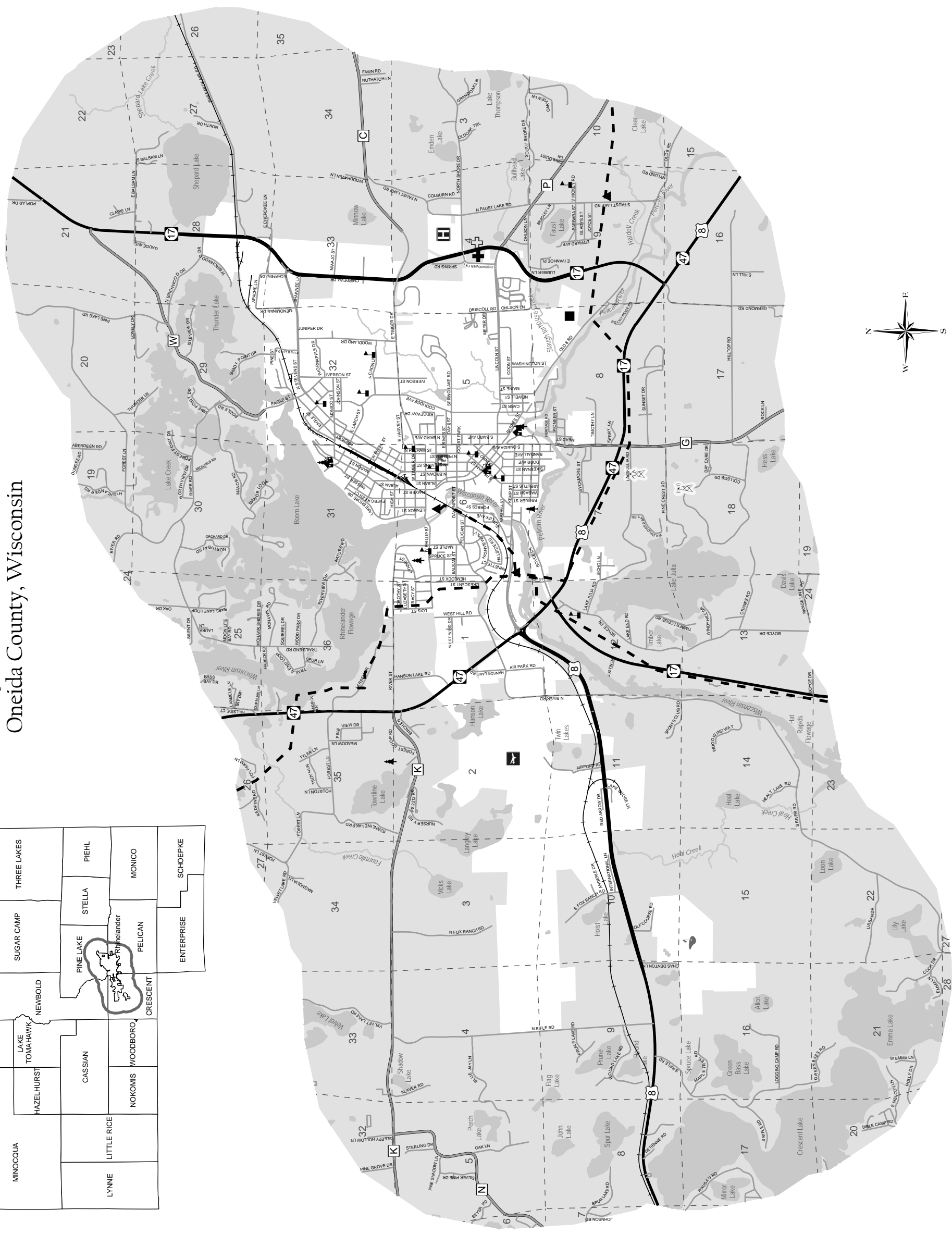
1. Encourage compact and well-planned urban development areas, so that community facilities and services (e.g., school bus routes, snow removal, police patrol) can be provided in a cost-effective manner.
2. Promote and continue joint service agreements as a means to consolidate and coordinate services among the City, County, and Towns to achieve better services and/or cost savings.
3. Promote long-range sanitary sewer system planning to accommodate projected growth and development.
4. Assure a high-quality and abundant supply of water.
5. Help coordinate and support local emergency services and facilities (e.g., police, fire, rescue/EMS) through adequate funding, training, facilities, and equipment.
6. Establish a capital improvement program (CIP) to include a timetable to expand or rehabilitate existing and develop new community facilities.

City of Rhinelander Oneida County, Wisconsin

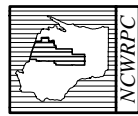


Map 4-1 Utilities & Community Facilities Map

- Section Lines
- == US & State Highways
- == County Highways
- == Local Roads
- Railroad
- High Voltage Power Line
- ▲ Substations
- ✈ Airport
- 🎓 Schools
- 🌳 Parks
- 🏛 Museums
- 📖 Library
- 🏥 Hospital
- ⊕ FM Tower
- ⊕ AM Tower
- 📶 Celltower
- 📶 Communications Tower
- Former Landfill
- ☂ Golf Course
- Water



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

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CHAPTER 5: Transportation

5.1 Background

This is the fifth of nine chapters that comprise the City of Rhinelander's Comprehensive Plan. The transportation system includes all modes of travel. The local transportation network is an important factor for the safe movement of people and goods, as well as to the physical development of the city.

This element is based on the statutory requirement for a “compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.”

The Comprehensive Planning legislation also establishes 14 state comprehensive planning goals. Of these 14 goals, two relate directly to transportation planning:

- Encouraging neighborhood designs that support a range of transportation choices.
- Providing an integrated, efficient and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

Three of the state goals refer to the provision of public infrastructure, of which transportation facilities are a major component. These three goals are:

- Promoting the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.

- Encouraging land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

Of course, the state planning goals are sufficiently broad enough that one could arguably make the case that the other remaining goals also have some relationship to transportation. For example, the goal of preserving cultural, historic, and archaeological sites has the obvious connection to transportation in that planned transportation facilities should be programmed to avoid negative impacts on such sites. Similarly, transportation networks typically extend beyond individual community boundaries, necessitating coordination and cooperation among adjacent units of government, another of the state's 14 planning goals.

A. Previous Studies

A variety of plans were reviewed as they relate to transportation in the Rhinelander area.

1. Rhinelander Area Pathways Project, 2003

The Rhinelander Area Pathways Project (RAPP) is the ongoing work of a volunteer citizens committee to spearhead the development of a comprehensive bicycle and pedestrian pathway system in Rhinelander.

Two loop paths and two linear paths were established. Eleven detailed segment descriptions provide analysis of the opportunities and constraints for developing each segment of path.

2. Oneida County Pedestrian and Bicycle Corridors Plan, 2002

The Oneida County Pedestrian and Bicycle Corridor Plan is intended to guide the development of pedestrian and bicycle facilities in Oneida County. An ultimate goal of this plan is to increase the mobility of people within the County by making walking and bicycling viable transportation choices.

3. North Central Wisconsin Regional Bicycle Facilities Network Plan

The North Central Wisconsin Regional Planning Commission (NCWRPC) created this plan in 2004 to guide the development of bicycle facilities in north central Wisconsin. The vision of this plan is to increase the mobility of people within the Region by making bicycling a more viable and attractive transportation choice. The plan will strengthen the rural character of the County by connecting natural and cultural resource destinations and by connecting communities, which also will have positive economic development from tourism.

The plan contains two state Rustic Road loops and a variety of other on and off-road route selections radiating from Rhinelander.

The Oneida County Pedestrian and Bicycle Corridors Plan and the Rhinelander Area Pathways Project both have more detailed trail systems.

4. Corridors 2020

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

This focus on highways was altered in 1991 with the passage of the federal Intermodal Surface Transportation Efficiency Act (ISTEA), which mandated that states take a multi-modal approach to transportation planning. Now, bicycle, transit, rail, air, and other modes of travel would make up the multi-modal plan. The Wisconsin Department of Transportation's (WisDOT) response to ISTEA was the two-year planning process in 1994 that created TransLinks 21.

5. TRANSLINKS 21

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

- State Highways Plan 2020
- Airport System Plan 2020

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

None of these plans have projects that conflict with city plans.

6. Connections 2030

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

7. 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.

Segment 13—Dresser to Michigan

This 250-mile-long east-west corridor consists of rail line, the Cattail Trail, which is owned by the DNR and operated by Polk and Barron counties, and an optional highway right-of-way. It would link with the proposed Hiles to Crandon snowmobile trail in Forest County. The use of roadways in Oneida and Forest counties are an alternative to the rail line.

Segment 15—Ashland to Rhinelander

Beginning in Ashland and extending southeast is a potential corridor that includes some sections of abandoned rail corridors that may still be intact. From Woodruff/Minocqua an old abandoned rail corridor near the route of State Highway 47 may provide the opportunity to connect to the City of Rhinelander. If the rail corridor is not intact, it may be feasible to use roadways and existing trails, since the northern half of the route is through the Northern Highland-American Legion State Forest.

Segment 68—Rhineland to Three Lakes

This abandoned rail corridor would link these two communities via an off-road connection. At Rhineland, links to the Washburn to Fond du Lac corridor, and at Three Lakes links to the Langlade County to Michigan corridor are possible. Significant bike trail interest has occurred in Oneida County in the last three years. Strong support can be expected for this connector trail.

B. Issues

A variety of general issues were mentioned, they are:

1. Concerns related to maintaining local roadway and bridge infrastructure.
2. Providing bike and pedestrian routes throughout the city.
3. Long-term needs for specialized transportation.
4. Airport expansion.
5. Possible increase of Canadian National Rail lines traffic.

5.2. Inventory & Trends

This section of the plan reviews local roads, bike & pedestrian trails, the airport, rail service, and transit. There is no water transportation service. These together form the transportation system within the City and connect the city to the larger state transportation system.

A. Local Roads

Local roads (streets) create the primary transportation system. These roads allow people and goods to move within the city and provide connections to the county, state and federal road networks. See the Transportation Map (Map 5-1).

The City of Rhinelander's rural principal arterials are USH 8, STH 47, and STH 17. Minor arterials include Lincoln Street, Kemp Street, River Street, Maple Street, W. Davenport Street (Maple Street to Stevens Street), W. Phillip Street, E. Timber Drive, part of Eagle Street, Airport Road, and Chippewa Drive. Collectors include Thayer Street, E. Monico Street, Alban Street, part of N. Brown Street, North & South Baird Avenue, and W. Davenport Street (west of Maple Street and east of Stevens Street).

The *Rhinelander Urban Area, Functional Classification System Map* is attached to this element.

Road Classifications

Principal Arterials – serve interstate and interregional trips. These routes generally serve urban areas with 5,000 people or more.

Minor Arterials – accommodate interregional and county-to-county traffic, often in conjunction with principal arterials.

Major Collectors – provide service to moderate sized communities and other county-level traffic.

Minor Collectors – take traffic from local roads and provide links to all remaining portions of smaller communities and connect to other higher function roads listed above.

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

The City of Rhinelander road network consists of roughly 13 miles of arterial roads, about 6.5 miles of collector roads, and about 36.5 miles of local roads. About 56 miles of local roads exist in Rhinelander.

WisDOT requires all local units of government to submit road condition rating data every two years as part of the Wisconsin Information System for Local Roads (WISLR). 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. Cities can use this information to develop better road budgets and keep track of roads that are in need of repair.

Annual average daily traffic counts (AADT) are measured and calculated every three years by the Wisconsin Department of Transportation (WisDOT). Up until 2003, 49 sites were monitored in the City. In 2006,

only 36 sites were monitored. Monitoring these counts provides a way to gauge how traffic volume is changing in Rhinelander. Congestion levels, pavement quality, bridge conditions, and safety are some considerations used by WisDOT to determine what state highways need improvements within existing funding levels.

The interrelationships between land use and the road system makes it necessary for the development of each to be balanced with the other. Types and intensities of land-uses have a direct relationship to the traffic on roadways that serve those land-uses. Intensely developed land often generates high volumes of traffic. If this traffic is not planned for, safety can be seriously impaired for both local and through traffic flows.

Several major construction projects have been completed over the last decade, including USH 8, STH 47 & HWY17. Traffic patterns were affected throughout the City when the USH 8, STH 47 & 17 bypass was opened to wrap around the south and east sides of Rhinelander. Traffic counts show the effects of rerouting USH 8, STH 47 & 17 around instead of through Rhinelander. Traffic that wants to enter Rhinelander still uses some of the same intersections because the bypass used existing intersections to reroute traffic onto the bypass.

Traffic generated and attracted by any new land-use can increase congestion on the roadway system. Even without creating new access points, changes in land-uses can alter the capacity of the roadway. The new business may generate more vehicle traffic. An uncontrolled number of driveways tends to affect highways by increasing the amount of turning traffic into and out from these attached driveways, therefore impairing safety and impeding traffic movements.

Overall, the traffic counts have stabilized or decreased as the result of the new transportation infrastructure that has been added in and near the City.

Table 1: Annual Average Daily Traffic at Recorded Rhinelander Sites

Count Site*	1979	1988	2003	2006**	# & % Change 1979-2006
Site 1	8,740	6,750	7,300	6,000	-2,740 / -31.4%
Site 2	10,010	10,030	10,900	8,000	-2,010 / -20.1%
Site 3	4,560	4,260	6,600	3,400	-1,160 / -25.4%
Site 4	6,860	5,590	6,100	4,300	-2,560 / -37.3%
Site 5	13,310	9,780	11,600	7,700	-5,610 / -42.1%
Site 6	4,190	3,670	4,200	---	---
Site 7	1,010	1,450	1,200	1,100	90 / 8.9%
Site 8	4,720	970	1,200	---	---
Site 9	1,310	1,680	3,100	2,100	790 / 60.3%
Site 10	14,450	11,200	11,800	8,100	-6,350 / -43.9%
Site 11	5,660	5,130	7,400	---	---
Site 12	3,420	5,640	5,100	3,400	-20 / -0.6%
Site 13	5,840	2,390	2,000	1,600	-4,240 / -72.6%
Site 14	5,700	4,620	9,000	4,500	-1,200 / -21.1%
Site 15	9,060	11,310*	10,800	7,600	-1,460 / -16.1%
Site 16	2,060	680	600	---	---
Site 17	9,100	2,900	2,200	---	---
Site 18	7,590	4,820	3,900	2,900	-4,690 / -61.8%
Site 19	8,420	4,820	4,500	---	---
Site 20	9,660	4,680	3,400	---	---
Site 21	3,850	9,000	6,700	4,400	550 / 14.3%
Site 22	13,330	12,490	---	---	---
Site 23	5,050	11,290	14,900	8,100	3,050 / 60.4%
Site 24	9,020	2,040	1,300	---	---
Site 25	12,890	9,720*	10,400	8,700	-4,190 / -32.5%
Site 26	1,970	2,610	960	---	---
Site 27	2,980	3,170	2,600	---	---
Site 28	23,360	10,920	14,300	8,800	-14,560 / -62.3%
Site 29	26,120	16,250	19,100	12,200	-13,920 / -53.3%
Site 30	16,460	12,370	18,700	13,800	-2,660 / -16.2%
Site 31	---	11,700	15,000	12,400	700 / 6.0%
Site 32	5,510	5,120	5,000	3,400	-2,110 / -38.3%
Site 33	10,220	8,190	10,500	6,400	-3,820 / -37.4%
Site 34	1,350	1,620	2,400	---	---
Site 35	5,450	6,720	8,900	5,000	-450 / -8.3%
Site 36	15,360	8,120	10,100	5,600	-9,760 / -63.5%
Site 37	14,520	12,190	18,900	10,700	-3,820 / -26.3%
Site 38	5,550	5,710	---	---	---
Site 39	6,000	5,470	5,100	2,600	-3,400 / -56.7%
Site 40	6,760	9,660	15,300	9,900	3,140 / 46.4%
Site 41	9,250	10,620	14,900	10,000	750 / 8.1%
Site 42	1,990	2,270	3,100	650	-1,340 / -67.3%
Site 43	2,110	2,330	6,100	2,300	190 / 9.0%
Site 44	360	440	800	---	---
Site 45	3,370	2,630	3,100	---	---
Site 46	12,730	10,270	9,800	---	---
Site 47	870	1,040	2,100	3,100	2,230 / 256.3%
Site 48	5,450	4,430	3,600	---	---
Site 49	4,770	5,160	7,500	5,300	530 / 11.1%

Source: Wisconsin Highway Traffic Volume, Department of Transportation & NCWRPC

* Each traffic count site is described on the next page.

** Several of the 49 sites are not counted in 2006.

Note the general overall decrease in the traffic counts between 2003 and 2006. According to DOT, this follows the general national trend.

Traffic count site descriptions for Table 1:

--- = No count available

- Site 1: Stevens St, between Menominee Dr and Woodland Dr.
- Site 2: Stevens St, between Dwight St and Iverson St.
- Site 3: Dwight St, between Stevens St and Eagle St.
- Site 4: Dwight St, at Thunder Lake bridge.
- Site 5: Stevens St, between Dwight St and Vincent St.
- Site 6: Eagle St, between Vincent St and Monico St.
- Site 7: Monico St, between Stevens St and Eagle St.
- Site 8: Woodland Dr, between Thornapple Dr and Monico St.
- Site 9: Coolidge Ave, between Acadia Ln and Larch St.
- Site 10: Stevens St, between Pinos St and Pearl St.
- Site 11: Thayer St, between Pearl St and Doyle St.
- Site 12: Timber Dr, between Barid Ave and Coolidge Ave.
- Site 13: Philip St, between Stevens St and Brown St.
- Site 14: Philip St, at the Wisconsin River bridge.
- *Site 15: Stevens St, between Frederick St and Philip St; in 1979 this site was 1 block north.
- Site 16: Frederick St, between Stevens St and Pelham St.
- Site 17: Davenport St, between Pelham St and Stevens St.
- Site 18: Davenport St, between Stevens St and Brown St.
- Site 19: Davenport St, between Brown St and Courtney St.
- Site 20: Brown St, between Davenport St and Rives St.
- Site 21: Thayer St, just north of Davenport St.
- Site 22: Courtney St, just south of Davenport St.
- Site 23: Courtney St, between Brown St and Pelham St.
- Site 24: Anderson St, between Brown St and Pelham St.
- *Site 25: Courtney St, between Conro St and Blackburn St; in 1979 this site was on Anderson St between Conro and Pelham – Courtney St did not go through because of RR tracks.
- Site 26: Baird St, between Court Park St and Elm St.
- Site 27: Oneida St, between Elm St and Pleasant St.
- Site 28: Oneida St, just south of Lincoln St.
- Site 29: Lincoln St, just east of Oneida St.
- Site 30: Lincoln St, between Carr St and Newell St.
- Site 31: Lincoln St, just east of Newell St.
- Site 32: Oneida St, at the Pelican River bridge.
- Site 33: Kemp St, between Margaret St and Arbutus St.
- Site 34: Arbutus St, just south of Kemp St.
- Site 35: Arbutus St, just north of Kemp St.
- Site 36: Arbutus St, just north of Park St.
- Site 37: Kemp St, just west of Arbutus St.
- Site 38: Boyce Dr, just south of Kemp St.
- Site 39: Boyce Dr, at the Pelican River bridge.
- Site 40: Kemp St, just west of the Wisconsin River bridge.
- Site 41: Kemp St, just east of STH 47 & USH 8 intersection.
- Site 42: Kemp St, west bound heading north onto STH 47 turn lane.
- *Site 43: STH 47, through traffic lanes at STH 47 & USH 8 intersection; before the Wisconsin River Bridge was created this site showed traffic from STH 47 east bound for Rhinelander.
- Site 44: STH 47, southwest bound ramp to USH 8.
- Site 45: Sutliff Ave, just north of Kemp St.
- Site 46: Davenport St, at the Wisconsin River bridge.
- Site 47: Davenport St, between Crescent St and Hemlock St.
- Site 48: Maple St, just north of Balsam St.
- Site 49: Maple St, just north of Philip St.

The City's road network is maintained by the Street Department. One tool that is used is the Road Improvement Plan. This plan outlines projects over a five-year period to maintain the system. See Table 2 for a list of the planned improvements. Table 2 is on two pages. These projects are subject to yearly approval by the City Council and the list may change according to City needs and current available funds.

Table 2: City Roadway Improvements, (2007 – 2015)

Year	Rd/Hwy	Location
2007	Randall Avenue	Kemp St. to Dead End (near Bridge St.)
	Itasca Street	Oneida Ave. to Dorr Ave.
	Prospect Street	Oneida Ave. to Dorr Ave.
	Thayer Street	Timber Dr. to Frederick St.
	Courtney Street	Frederick St. to Pelham Street
	Phillip Street	Stevens St. to Oneida Ave.
	Pelham Street	Phillip St. to Timber Dr.
	Center Street	Phillip St. to Timber Dr.
	Glenwood Avenue	Vincent St. to Dwight St.
	Shepard Street	Barnes St. to City Limits
	Railroad Street	Shepard St. to Dead End
2008	Larch Street	Coolidge Ave. to Stevens St.
	Crescent Street	Davenport St. to Phillip St.
	Hodag Park Exit Road	Exit Road
	Airport Road	Hwy 8 to 960 ft. north
	High Street	Thayer St. to High St. Bridge
2009	Barnes Street	Oneida Ave. to Shepard St.
	Eastern Avenue	Lincoln St. to Barnes St.
	Kemp Street	Kemp St. Bridge to Oneida Av.
	Moen/Park Street	Kemp St. to Arbutus St.
	Park Street	Moens St. to Arbutus St.
	Doyle Street	Thayer St. to Lake Shore Dr.
	Hillside Road	Highview Pkwy. to Annette Ct.
	Annette Court	Highview Pkwy to Hillside Rd.

Source: City of Rhinelander, April 2007

(Table 2 continues on the next page.)

Table 2: *Continued*

Year	Rd/Hwy	Location
2010	Anderson Street	Pelham St. to East Dead End
	Frederick Street	Stevens St. to Courtney St.
	Timber Drive	Stevens St. to 550 ft. east of Woodland Dr.
	Harvey Street	Wisconsin Ave. to Lennox St.
	High Street	Thayer St. to Bridge
2011	Wabash Street	Kemp St. to Ocala St.
	Prospect Street	Arbutus St. to Bruner St.
	Itasca Street	Arbutus St. to Bruner St.
	Messer Street	Doyle St. to Hodag Beach Dr.
	Freemont Street	Messer St. to Thayer St.
	Crescent Street	Davenport St. to Phillip St.
	King Street	Stevens St. to Brown St.
	Rives Street	Stevens St. to Courtney St.
2012	Lincoln Street	Evergreen St. to Eisenhower Pkwy.
	Elm Court	Oneida Av. To Dead End
	Oneida Avenue	Lincoln St. to Frederick St.
	Railroad Street	Shepard St. to Dead End
	Monico Street	Eagle St. to Mason St.
	Phillip Street	Thayer St. to Stevens St.
2013	Arbutus St.–Pelham St.	Kemp St. to Anderson St.
	Riek Street	Kemp St. to Marshall St.
	Marshall Street	Riek St. to Moens St.
	Pelham Street	Davenport St. to Frederick St.
	Lakeshore Drive	Doyle St. to Rose St.
2014	Lincoln St. storm sewer	East of Carr St. intersection
	Spruce Street	Balsam St. to Phillip St.
	Brown Street	Harvey St. to Pearl St.
	Oneida Avenue	Lincoln St. to Bridge
2015	Stevens Street	Pelham St. to Dwight St.
	Stevens Street	Dwight St. to Hwy. 17
	Highview Pkwy	Pelican St. to Davenport St.

Source: City of Rhinelander, April 2007

Additional Streets

Golf Course Road – Hwy 8 to parking lot
Center Street – Phillip St. to Timber Drive
Lincoln Street – Evergreen St. to Eisenhower Pkwy.
Brown Street – Harvey St. to Pearl St.

Alleys

2 alleys – Monico St. to Bing St. to Larch St.
2 alleys – Harvey St. to Timber Dr. to Phillip St.

Downtown Streets

Brown Street – Frederick St. to Courtney St.
Davenport Street – Stevens St. to Bridge
Anderson Street – Pelham St. to Brown St.
King Street – Stevens St. to Brown St.
Rives St. – Stevens St. to Courtney St.
Frederick Street – Stevens St. to Courtney St.

The Oneida County Highway Department prepares its own roadway management plan that identifies projects on county highways. Annual road improvement plans are created and submitted to the County Board for approval.

The WisDOT prepares six-year highway improvement programs by region that identify projects for Interstate highways, U.S. highways, and state highways. Roadway maintenance projects in and close to the City of Rhinelander are listed in Table 4.

Table 3: State Highway Improvements, (2006 – 2011)

Year	Sponsor	Rd/Hwy	Location	Mileage of project	Type of improvement
2008	Wisconsin	USH 8	Rhineland - Monico	8.7	Resurface

Source: Wisconsin Department of Transportation, February 2006

B. Bike and Pedestrian Facilities

Both bike and pedestrian facilities are important for the residents of the city. Often these are multi-use trails used for recreational activity, but if planned correctly they can provide an alternative to driving for short trips, such as a shopping.

Sidewalks create the primary pedestrian network. Sidewalks exist in most residential areas and throughout the downtown. Issues of most

concern to pedestrians are missing sidewalk sections, broken or uneven sections, and intersections without curb ramps. Roads that do not have sidewalks may not provide areas to walk outside of the traffic lanes. These are less desirable pedestrian facilities since there is no separation between moving vehicles and the pedestrian. All roads are available for pedestrian travel.

All roads are available for bicycle travel. USH 8, STHs 47 & 17, and CTHs G, C, CC are not recommended for bicycle travel. The City of Rhinelander has an ordinance prohibiting bicycles on sidewalks with two exceptions. Bicycles are allowed on sidewalks when riders are in the learning stage or are closely supervised by an adult, and in some congested areas of Rhinelander some sidewalks are signed to allow bicyclists on them.

The Oneida County Pedestrian and Bicycle Corridors Plan, 2002, is comprised of five sections – purpose, background, community input, route selection, and implementation. The following corridors were identified in this plan for development that affects Rhinelander:

1. Rhinelander – Three Lakes;
2. US Highway 8 East (Rhinelander to County Line);
3. Rhinelander – Bearskin Trail;
4. Rhinelander East;
5. Crescent Lake Loop;
6. Rhinelander – Woodruff Trail;
7. CTH G – NTC – Almon Recreation Area.

The Rhinelander Area Pathways Project (RAPP), 2003, is intended to guide the development of bicycle and pedestrian facilities for Rhinelander within the context of the greater urban area. The network's main loop connects Hodag Park, the middle and high schools, Pioneer Park, and integrates the downtown area with the Riverwalk Mall. See the plan for detailed alignment suggestions

C. Airport

The Rhinelander/Oneida County Airport (RHI) in Rhinelander has one concrete runway that is 6,799 feet long, and one asphalt runway that is 4,501 feet long. There were about 42,340 total aviation operations in 2000. This includes both takeoffs and landings. WisDOT projections show total aviation operations increasing at RHI to 44,040 by 2010, and 45,740 by 2020 – an 8 percent increase from 2000. An air photo of the airport is located at the end of the chapter.

Rhinelanders has an air carrier / air cargo airport, which is located on the west side of the city. An air carrier / air cargo airport is designed to accommodate virtually all aircraft. Airports in this category are usually referenced by the type of air carrier service provided – RHI is a short haul air carrier airport. This airport serves scheduled, nonstop, airline markets and routes of less than 500 miles. Short haul air carriers typically use aircraft weighing less than 60,000 pounds, and use primary runways with a length between 6,500 to 7,800 feet. An Airport Master Plan is available at the Airport Director’s Office.

D. Rail

Canadian National owns the rail line through the city. Currently the track follows generally along Highway 8, then along Sutliff Avenue, then crosses the river and proceeds along Brown, Eagle and Curran Streets and out of the city north along County W.

Service is generally available seven days a week, and piggyback service is available daily. During the summer one to two trains travel through the city daily, while in the winter months 2 to three trains travel through the city. The historic train depot in Pioneer Park remains on the same site where it was constructed on one of these former railroads.

E. Bus/Transit

No transit service exists in Rhinelanders, nor does intercity bus routes exist within Oneida County.

F. Transportation Facilities for Disabled

Para-transit is a specialized transit service to serve elderly and handicapped persons who require more accessible vehicles and flexible routing. Providers of this service are usually existing municipal transit operators, taxi companies, and private companies with buses and vans.

The Oneida County Department on Aging operates 3 medium wheelchair equipped vans that provide demand response service from 8:30 a.m.-3:30 p.m. weekdays.

G. Cab Service

A 24-hour Shared-Ride cab service operates in the City.

5.3. Goal, Objectives & Policies

Goal:

1. Provide an integrated; efficient and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

Objectives:

1. Maintain the efficiency, safety and functionality of the City's existing transportation system, which links the urban center with outlying towns, adjacent communities and the region.
2. Achieve close coordination between transportation facilities and land use planning & development.

Policies:

1. Work with WisDOT to control access onto Highways 8, 17, and 47 to preserve capacity and movement of traffic. Encourage WisDOT to commission/fund highway corridor plans for these highways to address corridor development, intersection deficiencies, sight distances and turning movements.
2. Plan for extension of major arterials and other roads as necessary to complete connections, provide for appropriate routes for trucks and emergency vehicles and serve planned development areas.
3. Consider future road locations, extensions or connections when reviewing development plans and proposals.
4. Work with county and towns to plan for a network of interconnected new roads in planned development areas to control highway access and improve access to these areas.
5. Avoid land uses that generate heavy traffic on roads that have not been constructed or upgraded for such use.
6. Plan for new developments to minimize excessive road construction and avoid burdening the City for maintenance.
7. Support additional transportation options for those without access to an automobile, including the disabled, seniors, youth or low-income individuals.

8. Develop Airport Land Use Ordinance under Wisconsin Statutes protect the public investment in the Rhinelander/Oneida County Airport.
9. Work with rail service providers and users to address facility or service issues in order to maintain safe and efficient rail operations in the City.
10. Encourage the development of a walking and biking trail & pathway system throughout the City.

Transportation Map

- Section Lines
- == US & State Highways
- == County Highways
- == Local Roads
- == Railroad
- Annual Average Daily Traffic Count, 2006
- 500
- Water

City of Rhinelander Oneida County, Wisconsin

MINOCOQUA	WOODRUFF	SUGAR CAMP	THREE LAKES
HAZELHURST	LAKE TOMAHAWK	NEWBOLD	PIEHL
LYNNE	CASSIAN	PELLICAN	MONICO
LITTLE RICE	NOKOMIS	WOODBORO	SCHOEPKA
	ENTERPRISE		



Source: WI DNR, NCWRPC, WI DOT 2006

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



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CHAPTER 6: Economic Development

6.1 Background

This is the sixth of nine chapters that comprise the Rhinelander Comprehensive Plan. This chapter is based on the statutory requirement for a “compilation of objectives, policies, goals, maps, and programs to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities”.

The use of environmentally contaminated sites for commercial and industrial re-development is evaluated and promoted. Local, county, regional, and state economic development programs that apply to Rhinelander are identified. Economic development Issues, recommendations, and implementation strategies will also be discussed.

The Comprehensive Planning Legislation established 14 state planning goals. Of these 14 goals, two relate directly to economic development, while two more are indirectly related to economic development. The two economic development goals are:

- 1) Promoting the expansion and stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
- 2) Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.

Two indirectly related goals are:

- Building of community identity by revitalizing main streets and enforcing design standards; and
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

A. Previous Studies

1. Rhinelander Business District

A downtown assessment was conducted related to the economic vitality of the downtown and surrounding area. A variety of follow-up efforts have taken place in the downtown, including the formation of a downtown organization.

2. UWEX: County Cool Cities

This county effort included two efforts, a demographics review and a community assessment. The demographics review looked at trends in population and employment, and identified some assets. Some of these assets were aging population, recreational & seasonal homes, and a strong manufacturing base. The community assessment utilized an index that examined vitality, earnings, learning, social capital, costs of lifestyle, after hours, and around town. The process included the identification of a preferred future that includes maintaining and preserving the natural environment, monitor and control development, increase community involvement, eliminate invasive species, increase biking and walking trails, and engage in long-term planning.

3. Comprehensive Economic Development Strategy (CEDS)

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 (NCWRPC) is the agency that is responsible for maintaining that federal designation. As part of maintaining that designation, the NCWRPC 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.

4. Regional Comprehensive Plan:
A Framework for the Future, 2000-2020

The North Central Wisconsin Regional Planning Commission (NCWRPC) developed this plan in compliance with the State of Wisconsin's Comprehensive Planning Law. One component of this plan is the Economic Development Element. Within this element, economic indicators are analyzed on a regional level and economic infrastructure is inventoried. The element offers some general regional goals and policies for the development of the regional economy over the next two decades.

Key findings from this regional level plan are: 1) the Region's labor force and participation rates are increasing and unemployment is decreasing; 2) primary export industries include agriculture, forestry, manufacturing, transportation, communication, and retail; 3) the Region's economy is mostly comprised of slow growth industry, but it is shifting into a service based economy which shows much faster growth rates; 4) the Region is a competitive location for new industry starts compared to national average; 5) the Region has several available industrial parks; 6) the Region will benefit most from the creation of new or expansion of existing industries.

B. Economic Development Issues

A variety of issues have been identified during the planning process. Some of those issues are listed below:

1. Change of the Downtown

Historically the downtown was the center of all commerce. However, the as the transportation network has been enhanced development has moved to the edges of the city, in particular near Highways 8, 17 and 47. The result has been a slow gradual decline of the number of downtown business. To stabilize and revitalize the downtown a downtown "Main Street" organization was established.

2. Income Levels

Income levels in the city lag behind the surrounding towns and the county, as well as the state. This issue has been identified and discussed at various levels throughout the city.

3. Limited Industrial Sites

There is very little vacant industrial land available in the city. The industrial park near the airport is full.

4. Recreation & Tourism

Recreation and tourism continues to be an important economic sector in the area, however these often produce lower wage and seasonal employment. The goal is to have a good mix of business in the area.

6.2 Inventory & Trends

The City of Rhinelander comprises a major portion of the Oneida County economy; therefore this chapter begins with a review of county level data.

A. Oneida County

The following section reviews the ten major economic sectors and the relative strength of that sector.

1. Economic Sectors

The economy is made up of ten basic economic sectors. They are: government; agriculture, forestry & fishing; mining; construction; manufacturing; transportation & utilities; wholesale trade; retail trade; finance, insurance & real estate; and services.

The number of employees in certain sectors, particularly those workers engaged in agriculture, forestry & fishing, may be understated because this information utilizes Department of Workforce Development data; those who are self employed or work in family businesses are not reflected in this data. About 4.4 percent of all workers in 2000 were self-employed workers in their own non-incorporated business.

In 2000, there were 16,753 people employed in the county. The largest employment industries were Services (4,866 people), followed by Retail trade (4,281 people), and Government (2,747 people). In terms of percentages, the three fastest growing sectors were Construction with 105.1 percent growth, Services with 56.3 percent growth, and Government with 48.7 percent growth.

Over the ten-year period all sector, except one, grew. The only sector to experience a decline was the Finance, insurance, and real estate sector, which declined of 2 percent between 1990 and 2000. Table 1 displays 1990 and 2000 employment by economic sector.

**Table 1:
Employment by Economic Sector, Oneida County**

Industry	1990	2000	2006	2000-2006 Net Change	2000-2006 % Change
Government	1,847	2,747	2,184	-563	-20.5%
Agriculture, Forestry, and Fishing	205	286	186	-100	-35.0%
Mining	78	*	*	*	*
Construction	431	884	1,063	179	20.2%
Manufacturing	1,985	2,134	1,373	-761	-35.7%
Transportation, Public Utilities, and Communication	572	659	573	-86	-13.1%
Wholesale Trade	373	436	795	359	82.3%
Retail Trade	3,135	4,281	5,397	1,116	26.1%
Finance, Insurance, and Real Estate	452	443	548	105	23.7%
Services	3,114	4,866	4,352	-514	-10.6%
County Totals:	11,785	16,736	16,471	-265	-1.6%

Source: DWD 1990, 2000 & NCWRPC

* Data suppressed to avoid disclosure of operations of individual reporting units, or data is unavailable

Note: Sector classifications changed between 2000 and 2006.

Government:

Between 1990 and 2000, this sector grew by nearly 50 percent, outpacing both state and national growth rates of 16 percent and 13 percent respectively. In 2006, over 2,100 persons were employed in this sector. Government is the third largest sector in the county accounting for about 16 percent of total employment.

Agriculture, Forestry & Fishing:

Between 1990 and 2000, this sector grew by about 40 percent, which was less than the state's growth in this sector of 72 percent, but far outpaced the national level where the sector grew by only 3 percent. In 2006, less than 200 people were employed in this sector, which makes it the second smallest sector for employment. The sector accounts for only about 2 percent of total employment.

Mining:

Although the data shows no employment in 2000 that does not mean there is no employment in this sector. Since this is such a small sector, data is often excluded to protect proprietary information if only one or

two firms are involved in this activity. Overall the state experienced about a 37 percent increase in this sector, while nationally there was a 24 percent decrease in mining employment.

Construction:

Between 1990 and 2000, this sector grew by 105 percent outpacing both the state and national growth rates of 55 and 28 percent. Overall it accounted for about 5 percent of total employment. Since 2000 it has increased an additional 20 percent, and has employs over 1,000 persons in this sector.

Manufacturing:

Between 1990 and 2000, this sector grew by 7.5 percent, which is less than the state growth rate of 12 percent, but far outpaced the national rate, which decreased by 4 percent. In 2000 over 2,100 persons are employed in this sector and it is the fourth largest sector, accounting for about 13 percent of total employment. Since 2000, manufacturing has declined by nearly 800 total jobs. However, this is still the fourth largest sector in the county economy.

Transportation, Public Utilities, and Communication:

Between 1990 and 2000, this sector decreased by about 15 percent, meanwhile both the state and nation increased at rates of 20 and 21 percent. Since 2000 there has been a slight decline in this sector.

Wholesale Trade:

Between 1990 and 2000, this sector grew by about 17 percent right on pace with both the state and national growth rates of 19 and 13 percent. Since 2000 this sector has increased by nearly 400 jobs, or about 80 percent.

Retail Trade:

Between 1990 and 2000, this sector grew by 36.6 percent, outpacing both the state and national growth rates of 19 percent. Over 4,200 people were employed in this sector. Retail Trade was the second largest employer, accounting for about 25 percent of total employment in 2000. Since 2000 this sector grew by 26 percent and now is the largest sector of the county economy. Nearly 5,400 persons are employed in this area.

Finance, Insurance, and Real Estate:

Between 1990 and 2000, this sector decreased by 2 percent, meanwhile the state increased 22 percent and the nation increased at 13 percent. Since 2000, another 100 persons were added in this area.

Services:

Between 1990 and 2000, this sector grew by 56.3 percent, while both the state and nation grew by about 45 percent in this sector. Over 4,800 people were employed in this sector. The Service sector was the largest employer, accounting up about 30 percent of total employment in 2000. Since 2000, this sector has lost some jobs and is now second behind Retail.

2. Labor Force

Available county labor force is related to total population. In 2000, the population 16 years and older was 29,592 and the labor force was 18,327—a participation rate of about 62 percent. The labor force is simply the number of people aged sixteen and over who are employed or looking for employment. Those persons over sixteen who are students, homemakers, retired, institutionalized, or unable/unwilling to seek employment are not considered part of the labor force.

As indicated earlier in the Issues & Opportunities chapter of the plan, the county has experienced population growth over the last decade. In 1990, about 24 percent of the population was 17 years old and under, while about 18 percent were 65 and older. By 2000, there were 22 percent 17 and under, while the 65 and older remained at about 19 percent. However, the median age grew from 38.7 to 42.4 between 1990 and 2000.

Much of the growth in the county's labor force has been due to the increase in the participation rate as shown in Table 2. In 1990, 59.8 percent of the population over 16 was in the labor force. By 2000, that rate increased to almost 62 percent. The national participation rate in 2000 was 48 percent, and the state rate was 69 percent.

Unemployment is defined as the difference between the total civilian labor force and total persons employed. In 1990 the county had 6.4 percent unemployment, which was similar to the state rate of 6.6 percent. In 2000, the county had a 6.1 percent unemployment rate, compared to the state rate of 4.7 percent.

**Table 2:
Labor Force Indicators, Oneida County**

	1990	2000	% Change
Labor Force	14,922	18,327	22.8%
Employed	13,958	17,199	23.2%
Unemployed	952	1,112	16.8%
Unemployment Rate	6.4%	6.1%	-4.7%
Participation Rate	59.8%	61.9%	3.5%

Source: U.S. Census

3. Educational Levels

Education and training is critical to maintaining and that productivity in the county. The vocational-technical education system and the training available are of particular importance. As business and industry continues to grow and change, the demand for highly trained and skilled labor grows. The state provides a variety of initiatives to develop the workforce through education, training, and cooperative ventures with business and industry. Worker training programs are very important as the locational mismatch between worker skills and available jobs continues to widen.

Employment and training services for dislocated workers are primarily delivered through “Job Centers”. A job center is located in Rhinelander. These centers are one-stop resources for employers to meet their workforce needs and job seekers to get the career planning, job placement, and training services they need to obtain jobs.

Partnerships between local businesses, governments, and educational institutions are very useful in developing the Regional economy. Institutions such as UW-Stevens Point, UW-Marathon County, Nicolet Area Technical College, often direct their programs to the training needs of local workers and businesses. The North Central Wisconsin Workforce Development Board is an important organization related to this issue.

As identified in the Issues and Opportunities chapter of this plan, educational attainment improved overall during the period. Over the last decade, the number of high school graduates as a percentage of those over 25, increased in the city from 74.6 percent in 1990 to 79.1 percent in 2000, a 4.5 percent increase.

4. Income Levels

There are two measures of income: median household income and per capita income. Median household income provides an indication of the economic ability of the typical family or household unit while per capita income provides a measure of relative earning power on a per person level.

As identified in the Issues and Opportunities chapter of this plan, the county median household income in 2000 was \$37,619 and the per capita income was \$19,746. Both median and per capita incomes have risen over the last twenty years, by 57 and 69 percent respectively. Median income has outpaced the state growth rate, but still lags behind the state median income of \$43,791. Per Capita Income has exceeded the state rate of growth, but still is less than the state per capita income of \$21,271.

B. City of Rhinelander

The previous section provided information at the county level. This section examines city only information. It is important to recognize that the city is the dominant economic driver of the county.

1. Economic Profile

a. Labor Force:

The City's local labor force represents about 20 percent of the total county labor force. In 2000, Table 3 shows that there were over 3,700 people in the labor force, which represents a participation rate of 60.8 percent. Both the labor force and the number employed increased over the last ten-year period, although at a slower rate than the county.

Table 3:
Labor Force Indicators, City of Rhinelander

	1990	2000	% Change 1990-2000
Labor Force	3,377	3,754	11.2%
Employed	3,106	3,416	10.0%
Unemployed	269	338	25.7%
Unemployment Rate	8.0%	9.0%	NA
Participation Rate	58.5%	60.8%	NA

Source: U.S. Census

b. Occupations:

Occupation data from the U.S. Census in Table 4 indicates that most City residents work in occupations that harvest natural resources (Farming/forestry), or work in offices (Management/professional). These are also the same two primary occupations identified in the county.

Table 4:
Rhinelanders Residents by Occupation, 2000

Occupation	Residents	Percent
Management/professional	970	28.4%
Service	593	17.4%
Farming/forestry	919	26.9%
Sales/office	68	2.0%
Construction	260	7.6%
Production/transportation	606	17.7%

Source: U.S. Census

c. Incomes:

Both median income and per capita incomes were discussed in the Issues & Opportunities chapter. The City's median household income in 2000 was \$29,622, and the per capita income was \$16,047. Both median and per capita incomes have risen between 1980 and 2000, by 115 and 146.2 percents respectively. Median household income in 2000 beat inflation (\$28,789 is the inflation adjusted 1980 number), but per capita income did not (\$13,621 is the inflation adjusted number). Both median income and per capita incomes in Rhinelanders have lagged behind both the county and state growth rates.

2. Major Employers

Table 5 lists five major employers in the Rhinelander area representing a variety of different economic sectors.

Name:	Product/Service
Wausau/Rhineland Paper Co.	Paper Mill
Ministry Sacred Heart Hospitals	Health Care
Foster & Smith	Mail-Order
North Point Health Care of WI	Homes for Elderly
School District of Rhinelander	School District
Wal – Mart Associates	Discount Retail
County of Oneida	Government

Source: City of Rhinelander

3. Employment Areas & Existing Facilities

There are four major areas of employment in the city. These are the downtown, the Lincoln Street corridor, the STH 17 bypass corridor, and the airport industrial park.

The city has a variety of infrastructure amenities for business development, including:

- A fully serviced industrial park located near the airport.
- Transportation access to U.S. Highway 8, and State Trunk Highways 47 & 17, and County Trunk Highways C, G, K & P.
- A commercial airport.
- Both natural gas and electric utilities provided by Wisconsin Public Service.
- Rail service available from Canadian National Railroad.
- Telephone, cable, Internet and fiber optics provided by Frontier Communications.
- Water, sanitary sewer and local roads throughout the city.

These types of resources enhance the city's ability to maintain and expand its economic base.

Business and industrial parks are critical economic development infrastructure for a city. The creation of business and industrial parks enables communities to compete with other communities to attract new businesses, or to relocate existing businesses for expansions. An industrial park is a parcel of land that has been developed according to a plan that provides sites for potential business and industrial firms. The “park” is designed in such a way that it ensures compatibility among industrial operations and the existing activities of the area in which the park is located. The “park plan” provides for appropriate building setbacks, lot sizes, building to land ratios, architectural specifications, and landscaping required by the local codes and as necessitated by the nature of industrial activity.

Currently, the only suitable industrial land available is located in industrial park by the airport. There is some discussion of expanding this park.

4. Redevelopment & Growth Areas

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

Much of the city is residential and showing its age and could be revitalized. Some of the commercial areas in the downtown and along Lincoln Street also could be revitalized. Throughout the city there are scattered vacant and underutilized buildings that once were industrial type uses. These are possible redevelopment areas.

Growth is happening along transportation routes on the edge of the city. These are areas where commercial and industrial type development is occurring. These are along Highway 8, 17 and 47, as well as Lincoln Street. Currently a business park is in the planning stages and that would result in annexation from the Town of Crescent.

5. Commuting

Over three-quarters (78.4%) of City residents in the labor force worked within Rhinelander. About 3 percent work from home. Of employees who commute, about 12.5 percent travel less than 5 minutes; about 45

percent travel between 5-10 minutes; 19 percent travel from 10-15 minutes; about 8 percent have commute times from 15-19 minutes; and about 15.8 percent of workers have longer commutes than 19 minutes from home. Nearly 75 percent of workers drive alone to work, and almost 12 percent carpooled. About 8 percent of employees walk, one percent take some form of public transportation, and about 0.6 percent bike to work.

6. Strengths & Weaknesses

The following section lists both community strengths and weaknesses. Strengths are the things that are positives for economic growth, while weaknesses are negatives toward economic development. Each of these should be further examined and actions taken to maximize and minimize the impacts on the community.

RHINELANDER STRENGTHS:

ECONOMIC RESOURCES

Reasonable Cost of Living
Excellent Health Care Services
Tourism Industry
Lower Wage Rates
Adequate Utilities
Wide range of Prices on Land and Buildings
Commercial Hub of the Northwoods

INFRASTRUCTURE

Capacity of Infrastructure for Growth
Necessary utilities, services and telecommunications
Proximity to Highway 8
Rail Access

HUMAN RESOURCES

Available Labor
Quality Schools / Commitment to Education
Strong Work Ethic of Labor Force
High Level of Interest in Economic Development
Safe Community
Good Business & Education Partnerships, including training programs

NATURAL RESOURCES

Abundant area Natural Resources
Four Season Climate
Excellent Recreation Opportunities
Good Water and Air Quality

OTHER

Overall Quality of Life

RHINELANDER WEAKNESSES:

ECONOMIC RESOURCES

Limited Financing Opportunities (Venture, Angel)
Need for Better Coordination and Cooperation
Economic Assistance from State is Low (compared to other areas)
Location to Major Markets
Limited Promotion for the “North”
Limited Broad-Based Economic Development Marketing Programs for the Region
Declining Manufacturing Sector
Aging Housing Stock

INFRASTRUCTURE

Limited Available Land for Business and Industrial Development
Transportation Limitation Imposed by Interstate System Access
Adequate, but lagging in local telecommunications such as Broadband
Electrical reliability a concern, although recent improvements have been made

HUMAN RESOURCES

Limited Public Education Towards Economic Development
Difficulty retaining young workers
Concerns of skill level of entry-level labor

OTHER

None

7. Local Economic Development Capacity

There are three primary economic development organizations in the community. These are: the City of Rhinelander, the Chamber of Commerce, and the Main Street organization.

City of Rhinelander

The City of Rhinelander provides a variety of assistance in the area of economic development. Tax incremental financing is the primary tool along with a county level revolving loan fund. The city industrial parks are full.

Typically TIF districts are used to provide infrastructure in an area to promote development. A TIF district allows local governments to invest in infrastructure and economic development projects and apply the increment of increased property tax revenue realized by those projects in retiring the costs of those improvements. There are three active Tax Increment Financing (TIF) Districts, and one environmental TIF in the city. Three other TIF districts have been closed over the years.

Rhinelander Area Chamber of Commerce

The Chamber of Commerce provides general promotion and information about the community. The focus of the organization is tourism and events.

Main Street Organization

Downtown Rhinelander, Inc, a 501(c)3 corporation, is a non-profit volunteer organization devoted to making the historic business district of Rhinelander a pedestrian-friendly, warm and charming destination city by providing educational assistance, support and leadership in an effort to spur economic revitalization and historic preservation, as guided by the Wisconsin Main Street Program.

The group will incorporate the beauty of the city's historical structures and the natural asset of the Wisconsin River into a revitalization plan that expands the economic base of current downtown businesses while inviting new businesses into the Rhinelander historic district that satisfy the needs of our community and our visitors.

Combined these organizations/programs provide assistance to the economic development efforts in the community. An opportunity exists for these groups to work together and develop common goals and collaborate to pool resources and maximize their effect on the community.

8. Economic Development Programs

The following is a brief listing of county, regional, state, and federal resources and programs to assist economic development efforts in the Region. This list is only a summary of some of the programs available, and provides the most current program information. The reader should seek current information on any of the programs listed.

A. County

The Oneida County Economic Development Corporation (OCEDC) provides assistance to the entire county. The OCEDC was founded in 1989 as a nonprofit 501(c)(3) and 501 (c) (4) 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. It is located at the airport and is staffed by a director and a secretary.

A county revolving loan is one of the tools managed by the OCEDC.

B. Regional Programs:

The North Central Wisconsin Regional Planning Commission is a designated Economic Development District (EDD) by the U.S. Department of Commerce, Economic Development Administration. Under this designation, the Commission maintains a continuous process of planning assistance that supports the formulation and implementation of economic development programs designed to create or retain full-time permanent jobs and income. The NCWRPC provides services such as: economic research, marketing, financial packaging, evaluation and analysis of public infrastructure needs that support private economic development activity, and works with local units of government to maintain eligibility for certain grants.

The North Central Wisconsin Development Corporation (NCWDC) is a regional organization created for the purpose of managing a regional revolving loan fund. The Corporation is comprised of the following counties: Adams, Forest, Juneau, Langlade, Oneida, Marathon, Oneida, Portage, and Wood.

C. State Programs:

1. Wisconsin Department of Commerce

Commerce is the state's primary department for the delivery of integrated services to businesses. Their purpose is to 1) foster retention of and creation of new jobs and investment opportunities in Wisconsin; 2) foster and promote economic business, export, and community development; and 3) promote the public health, safety, and welfare through effective and efficient regulations, education, and enforcement.

Below is a listing of the programs available from the Department of Commerce:

Community Development Block Grant for Economic Development: This federally funded program provides grants to communities to loan to businesses for start-up, retention, and expansion projects.

Community Development Block Grant for Public Facilities & Economic Development: This federally funded program helps underwrite the cost of necessary infrastructure for business development retaining or creating employment opportunities. Funds may be used for improvements to public facilities such as water systems, sewage systems, and roads to meet business retention or creation needs.

Community Development Block Grant for Public Facilities: This federally funded program provides funds to help finance facilities that principally serve low and moderate income persons and often have a secondary economic development benefit. Using these CDBG funds, local governments can improve publicly owned utility systems, streets, sidewalks, facilities for the disabled, community centers, libraries, fire stations and medical facilities.

Community Development Block Grant for Emergency Grant: This federally funded emergency response program helps restore or replace critical infrastructure that has been damaged or destroyed as a result of a natural or man-made catastrophe. Local governments may use these funds to restore or replace publicly owned utility systems, streets, sidewalks, community centers and other community facilities. Any rural Wisconsin county, city, village, or town with 50,000 or less population is eligible to apply for grant funding.

Community Based Economic Development Program (CBED): The state's CBED program provides funding assistance to local governments and community-based organizations that undertake planning, development,

and technical assistance projects supporting business development. For example, CBED program funds may be used to finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth.

Main Street Program: This program helps communities organize to revitalize their downtowns. The Main Street program promotes a four-pronged approach of: organization, promotion, design, and economic restructuring. State assistance includes training for community-based program managers, workshops, on-site visits, and on-going technical support.

Wisconsin Technology Zone Program: This program offers tax-credits to high-tech firms that meet certain criteria. The North Central Advantage Technology Zone includes Oneida County.

Enterprise Zone Program: The State of Wisconsin provides tax incentives to new or expanding businesses whose projects will affect distressed areas. The zone is "site specific" and applies to only one business. Projects must affect distressed areas suffering from high unemployment, low incomes, declining population, declining property values, and plant closings and that have high numbers of people on public assistance. Businesses earn credits only by creating new full-time jobs or by conducting environmental remediation on a "Brownfield" site.

The Industrial Revenue Bond (IRB) Program: The IRB program involves an allocation of Federal tax-exempt status on bonds that will be issued by a business to finance an expansion project. By classifying the bonds as tax exempt, the company is able to offer the bonds at a reduced interest rate. Although this program is heavily utilized, its use is limited to small and mid-size manufacturers with strong financial statements.

Customized Labor Training (CLT): The CLT program can provide grants to help cover a portion of the costs associated with training employees on new technologies, industrial skills or manufacturing processes. Eligibility is typically limited to those companies that are making capital investments new technologies that subsequently necessitate the training of existing or new employees.

2. Wisconsin Department of Workforce Development

Workforce Development offers several programs in the area of workforce investment including Adult apprenticeship programs in construction, services, and industrial/manufacturing activities, including vocational rehabilitation, employee training, and child care, to name a few.

3. Forward Wisconsin

Forward Wisconsin, Inc. is a unique public-private state marketing and business recruitment organization. Its job is marketing outside Wisconsin to attract new businesses, jobs and increased economic activity to the state

4. Wisconsin Department of Natural Resources

The DNR Bureau of Remediation and Redevelopment provides a comprehensive, streamlined program that consolidates state and federal cleanups into one program (e.g., hazardous waste cleanup, underground storage tank investigation & cleanup, spill response, state-funded clean ups, and Brownfield sites). Assistance is also provided to businesses seeking to clean up and re-use existing Brownfield sites for commercial, public or green space uses.

The DNR also inventories Brownfield sites through their Tracking System (BRRTS) and Geographic Information (GIS) registry. These databases connect to statewide information about contaminated sites, spills, cleanups and other data.

D. Federal Programs:

Economic Development Administration (EDA): EDA is part of the U.S. Department of Commerce. Its programs target areas that demonstrate need or economic distress. The Public Works program strives to revitalize, expand, or upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment. Examples of past investments include water and sewer facilities, industrial access roads, rail spurs, port improvements, skill-training facilities, technology related infrastructure, as well as the demolition, renovation, and construction of publicly owned facilities.

U.S. Small Business Administration (SBA): The SBA provides financial, technical, and management assistance to help citizens start, run, and grow their businesses. The SBA has many programs focused primarily on making business loans and providing counseling and training programs for small businesses.

The SBA's Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land

purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernization, renovation, or conversion of existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community. The Region utilizes the statewide Wisconsin Business Development Finance Corporation to access this program.

U.S. Department of Agriculture, Rural Development: RD provides a wide range of programs to assist in community and economic development in farm and rural areas across the nation. While the USDA's housing, empowerment, and utility programs are beneficial to the stability of communities, it is their business and cooperative programs that are the most directly applied to economic development.

The Business and Industry (B&I) Guaranteed Loan Program - helps create jobs and stimulates rural economies by providing financial backing for rural businesses. This program provides guarantees up to 90 percent of a loan made by a commercial lender. Loan proceeds may be used for working capital, machinery and equipment, buildings and real estate, and certain types of debt refinancing. The primary purpose is to create and maintain employment and improve the economic climate in rural communities.

The Intermediary Relending Program (IRP) - finances business facilities and community development projects in rural areas. This is achieved through loans made by the Rural Business-Cooperative Service (RBS) to intermediaries. Intermediaries re-lend funds to ultimate recipients for business facilities or community development. Intermediaries establish revolving loan funds so collections from loans made to ultimate recipients in excess of necessary operating expenses and debt payments will be used for more loans to ultimate recipients.

The Rural Business Enterprise Grants (RBEG) Program – available to public bodies, private nonprofit corporations, and Federally-recognized Indian Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a city or unincorporated areas of 50,000 or more and its immediately adjacent urbanized or urbanizing area.

The Rural Business Opportunity Grant (RBOG) - promotes sustainable economic development in rural communities with exceptional needs. This is accomplished by making grants to pay costs of providing economic planning for rural communities, technical assistance for rural businesses, or training for rural entrepreneurs or economic development officials.

6.3 Goals, Objectives, and Policies

Goal:

1. Maintain, diversify, and expand the local and regional economy.

Objectives:

1. Promote the retention and expansion of the current economic base.
2. Promote and Assist the relocation of businesses to the city.
3. Maintain and enhance public facilities and services for economic development, including efficient, well-designed business and employment centers.
4. Promote continued development of the area labor force.
5. Create a strong linkage between the Wisconsin River and the central business district through strategic public and private sector improvements.

Policies:

1. Conduct a business retention survey from time to time with the OCEDC.
2. Market available sites and buildings to targeted firms with the OCEDC.
3. Encourage educational institutions to develop training programs needed by the area's businesses today and in the future.
4. Support and work with local school officials on expanding the school to work program.
5. Maintain and upgrade infrastructure as necessary for industrial parks, available sites and other employment areas of the city.
6. Plan for an adequate supply of land for commercial and industrial needs.

7. Promote telecommunications infrastructure and other technology development and expansion.
8. Work with the county to develop a joint city-county industrial / business park near the airport.
9. Encourage the creation of orderly, mixed-use centers that include employment, shopping, housing, and recreation opportunities.
10. Upgrade signage, landscaping, site design and related development standards for commercial, office and industrial development.
11. Encourage infill development on underutilized or deteriorating business district properties.

CHAPTER 7: Land Use

7.1 Background

This is the seventh of nine chapters that comprise the City of Rhinelander's Comprehensive Plan. The land use section brings together all of the previous sections of the plan to create a future land use plan for the city.

There are 14 state planning goals contained in the Comprehensive Planning Legislation. All of these goals can be related to land-use planning, with three being directly related. These 3 land-use planning goals are:

- 1) Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- 2) Planning and development of land uses that create or preserve varied and unique urban and rural communities
- 3) Balancing individual property rights with community interests and goals.

A. Previous Plan

1. Comprehensive Plan 1981

The previous comprehensive planning process was conducted in 1981. That plan contained a variety of information related to land use. Most of the information is dated, but some of the policy statements are of some value today. Some of these statements are incorporated into the goals, objectives and policies section of this chapter.

A Framework Plan or guide was developed for land use. That framework stated several conclusions, including: a balanced development pattern, establishing an urban service area, encouraging "infill" development, encouraging growth both east and west, establishing major activity nodes, and discouraging strip development.

B. Land Use Issues

The following are issues that have been identified during the planning process. They all have varying impacts on the future land use development in the area.

1. Annexation:

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

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

2. Revitalization & Redevelopment:

This is a major area of concern. There are several neighborhoods that are beginning to show signs of age and disrepair, and the traditional commercial areas have also seen some decline. Some underutilized industrial properties are scattered throughout the city as well. Many of these areas may need some assistance to revitalize.

The city has used tax incremental financing to promote development and revitalization in some areas, but there are limitations with that program.

3. Residential Growth

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

7.2 Inventory & Trends

This section describes the general existing land uses in the city, it identifies future demands for land, it reviews land values, and it outlines a future land use plan for the city and the surrounding area. It also establishes goals, objectives and policies for the city related to land use and the other previous chapters.

A. Existing Land Use

The City of Rhinelander is located on the banks of the Pelican River and the Wisconsin and its flowages. The city is surrounded by the Town of Pine Lake to the north, the Town of Pelican to the south and the Towns of Crescent, and Newbold to the west. Rhinelander is the largest city in Oneida County and serves as the government center of the county and as a major regional draw for commercial activity.

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

In this planning process, ten basic generalized land use categories were used to generalize or categorize land use in the city and the surrounding area. They are: Agriculture, Commercial, Governmental, Industrial, Open Lands, Outdoor Recreation, Residential, Transportation, Water and Woodlands. Using the above categories, and the most current air photos of the community, every part of the city and surrounding area was placed into one of these categories to create the initial draft existing land use map. City staff and the plan commission, as well as the public, reviewed the map to make it a reflective generalization of the city.

Knowing the existing land use patterns within a community is necessary to develop a desired future land use pattern. Current land use activity in the City is characterized by a central business district (CBD) in the heart of the city bounded approximately by the Wisconsin River, Pelham and Rives Street. Surrounding the CBD is mainly residential uses, except to the west along the Rhinelander Flowage where there are industrial uses. Along the outer transportation corridors in the City there are commercial nodes, such as Lincoln Avenue, Highway 17 and Highway 8/47. In all, the city is over eight square miles in size or about 5,200 acres of land. Woodlands makeup the largest land use, followed by residential and transportation. See Existing Land Use Map.

From the final existing land use map land area calculations were then made using a GIS process to determine total land uses by category. That information is presented in the table below.

Table 1:

Existing Land Use, 2005

Land Use Type	Acres	Percent
Commercial	494	9%
Governmental	224	4%
Industrial	245	5%
Open Lands	573	11%
Outdoor Recreation	368	7%
Residential	897	17%
Transportation	629	12%
Water	134	3%
Woodlands	1,709	32%
Total Acres	5,273	100%

Source: NCWRPC GIS

Note: These calculations are derived from generalized planning maps.

Adjacent to the City is the planning area, which extends 1.5 miles in all directions. There are considerable forested lands as well as scattered low-density residential uses in this area. In all there are about 23,000 acres. Much of the future growth of the city will be as a result of annexation.

This existing land use information then becomes the foundation for determining future land uses. This inventory serves as an indicator, and can be compared with other land use surveys taken to determine where growth has occurred and where other changes have occurred. Such a comparison allows for growth trends to be better understood and for growth to be more carefully guided and directed.

B. Land Use Demand

Population, housing and employment projections were completed in an effort to identify the demand for land in the City of Rhineland.

1. Population Projections

In 2004, the Wisconsin Department of Administration, Demographic Services Center, prepared population projections for each county and community in the state. DOA projections estimate that the city will decline in population by about 790 persons by 2025. This seems to contradict the growth trend since 1990.

The NCWRPC prepared projections based on the ten-year period of 1990 to 2000. Using simple straight-line projection technique, the result was an increase of 970 persons by 2025. The plan utilizes this method for the housing projections. A comparison of the two projections are displayed below:

Rhinelander Population Projections

	2000	2005	2010	2015	2020	2025	Change
DOA	7,735	7,908	7,677	7,428	7,171	6,937	(789)
NCWRPC	7,735	7,920	8,109	8,303	8,502	8,705	970

Source: U.S. Census, WI DOA (2003), & NCWRPC

2. Housing Projections

As a result of the population growth there will be a need for additional housing units. Using the 2000 average housing unit size ($7,735/3,430 = 2.3$) and the projected population we can determine the number of additional housing units needed. If the population increases by 970 persons, an additional 430 new housing units will be added to the housing stock. A summary of the projection is displayed below:

Rhinelander Housing Unit Projections

	2000	2005	2010	2015	2020	2025	Change
Units	3,430	3,512	3,596	3,682	3,770	3,860	430

Source: U.S. Census & NCWRPC

3. Employment Projections

No state or federal agency prepares local level employment information. The county level is the most detailed available from the Department of Workforce Development. To arrive at local numbers a series of interim steps were completed.

The first step is to identify the growth trend over the 1990 to 2000 planning period. That growth rate reduced in half because of the loss of employment over the last six years. Therefore the 42 percent growth rate was reduced to 21 percent. The second step was to estimate the proportion of county employment that is in the city. It is assumed to be 60 percent. Another assumption is that the employment breakdown in the county is the same in the city. That breakdown is held constant throughout the projections.

Between 2000 and 2025 about 3,000 jobs will be added in the city. A summary of the employment projections are displayed below:

Rhinelanders Employment Projections

	2000	2005	2010	2015	2020	2025	Change
Total	10,042	11,096	12,262	13,549	14,973	16,545	3,102

Source: NCWRPC & WI DWD

4. Demand

Translating these various projections into acres indicates land use demand over the planning period. Table 2 summarizes the land needs for residential, commercial and industrial land in five-year increments to the year 2025. In total, about 90 acres of residential, 350 acres of commercial, and 120 acres of industrial is needed for future growth.

**Table 2:
Land Use Demand in Acres**

	2005	2010	2015	2020	2025
Residential	897	21	22	22	23
Commercial	718	75	83	92	102
Industrial	244	26	28	31	35

Source: NCWRPC

Overall about 90 acres of land is needed for residential growth, 120 acres for industrial growth, and about 350 acres for commercial growth.

C. Equalized Values

Between 1990 and 2000, the City’s equalized valuation (reduced TID) grew by about 130 percent, from \$155 million to \$357 million. Meanwhile the county increased by 180 percent. By comparison, the Cities of Antigo, Merrill and Tomahawk grew by 106, 96 and 146 respectively. Since 2000, the City’s equalized valuation has increased by 39 percent, while the County’s grew by 62 percent. Again, for comparison, the Cities of Antigo, Merrill and Tomahawk grew by 29, 20 and 40 respectively over that same period.

**Table 3:
Rhineland, Area Communities & Oneida County Equalized Values***

Community	1990	2000	2005	Change 1990- 2000	Change 2000- 2005
City of Rhineland	155,173,700	356,956,800	497,512,600	130%	39%
City of Tomahawk	59,112,800	145,155,600	202,892,700	146%	40%
City of Merrill	159,192,300	312,613,800	376,193,100	96%	20%
City of Antigo	118,955,000	244,926,400	315,401,900	106%	29%
Oneida County	1,287,004,100	3,604,966,400	5,833,746,300	180%	62%

Source: DOR 1990, 2000 & 2005

* Reduced for TID

D. Redevelopment and Infill Opportunities

The downtown retail areas and some of the older residential districts in the city are beginning to show their age. As new development occurs on the fringes of the community it is important that the city focus its efforts to maintain the vitality of the existing commercial and residential areas of the community. There are several areas within the city that could be identified for possible redevelopment and infill.

E. Future Land Use Plan

The previous comprehensive plan prepared for the city developed a future land use plan utilizing four basic land use categories. They were: Residential, Commercial, Industrial, and Other.

In this plan we utilize nine basic future land use categories or classifications. A general description of each classification follows:

1. Residential

Identifies areas recommended for typical single-family residential development, typically consisting of smaller lot sizes served by municipal sewer and water. This also includes areas of higher-density, such as duplexes, condos and apartments.

2. Commercial

Identifies areas recommended for commercial development. This would include retail sales, personal and professional services, office, and related type development. This also includes some areas recommended areas for mixed use development, where commercial is the dominant use, but residential is a common second floor type use.

3. Industrial

Identifies areas recommended for industrial development. This would include manufacturing, processing, and assembly facilities.

4. Governmental/Public/Institutional

Identifies areas recommended for governmental, and public/institutional facilities.

5. Transportation

Identifies areas recommended for road network along with the recommendations for improved and safe traffic movement in the city, including rail facilities.

6. Open Space/ Natural Areas

Identifies areas recommended for open space and natural areas. This would include parks and other recreational facilities, as well as areas recommended for preservation and protection, such as floodplains, wetlands, steep slopes, and open water.

7. Woodlands

Identifies areas in the city currently in forestry uses until a higher use is determined.

8. Agriculture

Identified areas currently in agricultural uses. This use was only identified in the planning area outside of the city.

9. Water

Identifies surface water.

Land use and zoning are similar but they are not the same. Land use categories are more general, while zoning is much more detailed. Zoning is the legal tool to regulate specific land uses. Since the land use categories are generalized it is possible that more than one zoning district would correspond to each of the categories.

F. Land Use Plan

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

The Future Land Use Plan Map groups land uses that are compatible, establishes buffering between uses, and separates conflicting uses. Using these categories the Plan Commission and city staff participated in a mapping process to identify desired future land uses. Specifically, they used their broad knowledge of the city, the series of background maps that were prepared as part of the planning process and their interpretation of the current growth trends. The goal was to produce a generalized land use plan map to guide the city's growth in the next twenty years.

The Future Land Use Plan Map represents the desired arrangement of future land uses. The City of Rhinelander Comprehensive Planning Commission envisioned conversion of open areas to residential, commercial and industrial uses within the city. Some changes are expected in the area surrounding the city, such as additional commercial uses along transportation routes.

Residential growth is expected to fill in along the east side of the city in the area generally bounded by Stevens, Timber, and Chippewa, Streets, and on the west side along Crescent and West Hill. Commercial growth has been identified along the major transportation routes, including Lincoln Street, Highway 47 north of Highway 8, and North Stevens Street. Industrial expansion is expected on the west side of the community near the airport. See the Future Land Use Plan Map.

Within the current city boundaries the future land use plan map has identified approximately 320 acres for residential uses, 260 acres for commercial development, and nearly 130 acres for industrial areas. Land areas within the City satisfy both residential and industrial needs. Portions of future commercial areas are expected to come from areas currently outside the City. See the City Future Land Use table below.

Table 4:
City Future Land Use, 2025

Land Use Type	Acres	Percent
Residential	1,218	23%
Commercial	754	14%
Industrial	373	7%
Governmental/Public	215	4%
Transportation Corridors	629	12%
Open Space / Natural Areas	1,567	30%
Woodlands	383	7%
Water	134	3%
Total Acres	5,273	100%

Source: NCWRPC GIS

Note: These calculations are derived from generalized planning maps

In addition to land area already within the city limits there is the land area within the planning area. The planning area covers over 23,000 acres.

As discussed earlier, the city is likely to grow north into the Town of Pine Lake, west beyond the airport in the Town of Newbold and Crescent, and to the south along USH 8 into the Town of Pelican. Over time, as growth occurs, annexations will take place, which will expand the city limits.

G. Annexation:

As discussed earlier, the City of Rhinelander will continue to see annexation occur along the major transportation corridors for continued commercial development, and much of this will be in the adjoining towns.

Wisconsin Statute, 66.021, Annexation of territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of one or more tax parcels from a town to a city.

Cities cannot annex property without the consent of landowners as required by the following petition procedures:

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

The city policy related to annexation is that no sewer or water is provided unless the area becomes part of the city. There are some limited exceptions to this policy including the extension of service to Nicolet Technical College, and some adjoining hookups.

7.3 Goals, Objectives & Policies

As in the previous chapters of this plan, a series of goals, objectives, and policies are identified. These all relate to the previous chapters since this chapter attempts to bring them all together under land use.

Goals:

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

Objectives:

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

Policies:

1. Ensure that the City's utility system has adequate capacity to accommodate projected future growth and plan for an orderly extension of utilities.
2. Plan and implement a comprehensive network of sidewalk and bicycle routes and consider pedestrian and bicycle accessibility when selecting sites for new public facilities such as schools, parks, libraries and community centers.
3. Discourage incompatible land uses (e.g. high traffic generators, noisy or unaesthetic uses) from locating next to residential neighborhoods.
4. Encourage collaboration between the City and neighboring jurisdictions with regard to planning initiatives and development policies.
5. Discourage low density, unsewered urban development in the identified growth areas adjacent to the city.
6. Upgrade signage, landscaping, site design and related development standards for commercial, office and industrial development.
7. Encourage infill development on underutilized or deteriorating properties.
8. Plan and coordinate public improvements with private developments and do not allow private actions to result in development that is not adequately supported by public facilities and services.
9. Utilize the City's official mapping authority within the City limits and the extraterritorial planning area to identify a road system that serves the long-term transportation needs of the community, including pedestrian and bicycle routes throughout the planning area.
10. Require stormwater retention on new impervious surfaces consistent with accepted best management practices.
11. Review all the community costs and benefits of a proposed development prior to approval.

12. Encourage awareness and adherence to city property maintenance ordinance.
13. Revise the zoning and subdivision regulations to implement the comprehensive plan.

Map 7-1 Existing Land Use Map

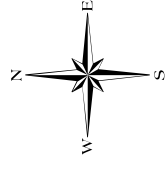
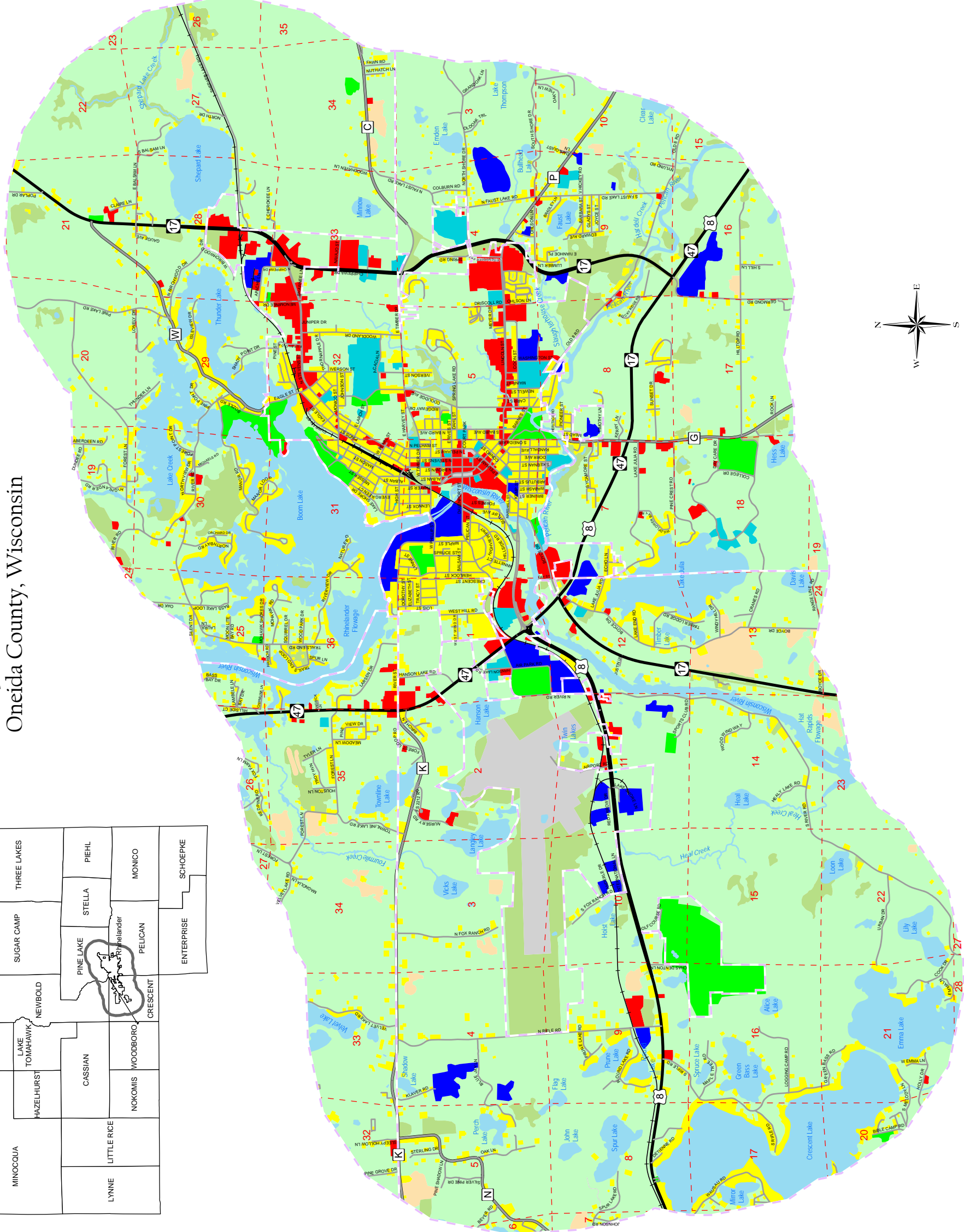
- Minor Civil Divisions
- Section Lines
- US & State Highways
- County Highways
- Local Roads
- Railroad
- Water
- Open Lands
- Agriculture
- Commercial
- Governmental
- Industrial
- Outdoor Recreation
- Residential
- Woodlands
- Transportation

Source: WI DNR, NCWRPC, Airphoto 2005
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.

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City of Rhinelander Oneida County, Wisconsin

MINOCOQUA	WOODRUFF	THREE LAKES	PIEHL
HAZELHURST	LAKE TOMAHAWK	SUGAR CAMP	STELLA
LITTLE RICE	CASSIAN	NEWBOLD	PINE LAKE
LYNNE	NOKOMIS	WOODBORO	CRESCENT
			PELICAN
			MONICO
			SCHOEPE
			ENTERPRISE

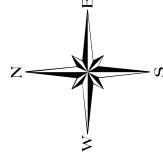
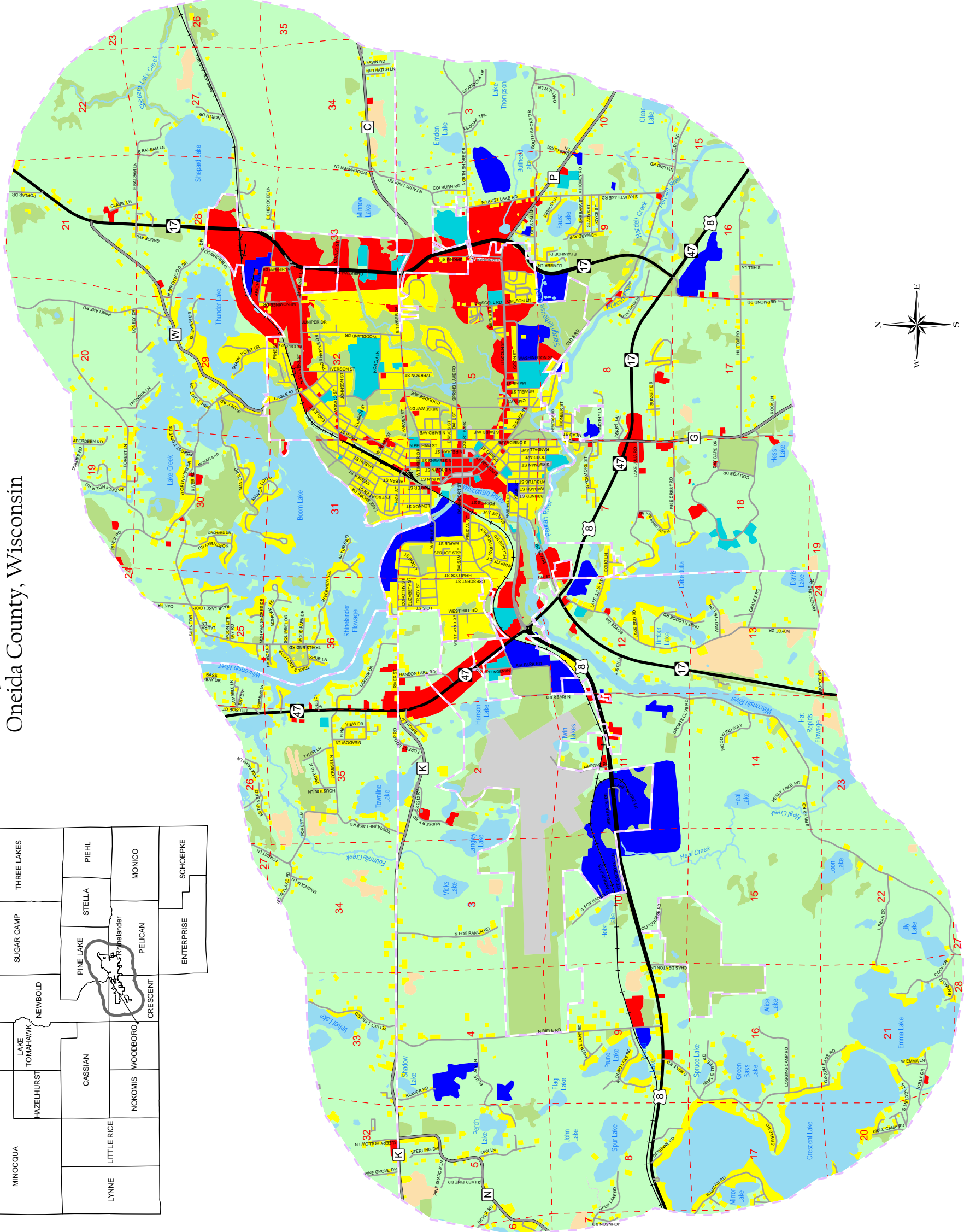


Future Land Use Plan Map

City of Rhinelander Oneida County, Wisconsin

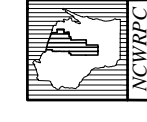
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			MONICO
			ENTERPRISE
			SCHOEPE

- Minor Civil Divisions
- Section Lines
- US & State Highways
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Source: WI DNR, NCWRPC

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CHAPTER 8: Intergovernmental Cooperation

8.1 Background

This is the eighth of nine chapters in the City of Rhinelander's Comprehensive Plan. The purpose of this chapter is to overview intergovernmental cooperation & benefits, identify existing cooperative efforts, and identify goals, objectives and policies.

A. Overview

Wisconsin has over 2,500 units of government and special purpose districts. Having so many governmental units allows for very local representation and means that Wisconsin have numerous opportunities to participate in local decision-making.

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communication and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

Often the action of one governmental unit impacts another. Increasingly, we have come to the realization that many important issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole. Communities are not islands. Many issues extend beyond jurisdictional boundaries and affect more than one community. For example, air, water, and wildlife pass over the landscape regardless of boundaries so that one jurisdiction's activities.

The City of Rhinelander is surrounded by the Towns of Crescent, Newbold, Pelican, and Pine Lake, and is part of Oneida County. All of these are important intergovernmental relationships for the City. Efforts should be made to maintain good working relationships with the surrounding Towns and County.

B. Benefits

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

Cost Savings: Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.

Consistency: Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.

Predictability: Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.

Understanding: As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.

Trust: Cooperation can lead to positive experiences and results that build trust between jurisdictions.

Early Identification of Issues: Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.

Address Regional Issues: Communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues, which are regional in nature.

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

C. Tools

1. Shared Service Agreements

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

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

2. Boundary Agreements

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

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

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

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

3. Extra-territorial Jurisdiction Zoning

Any city that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city, under Wisconsin Statute 62.23. The extraterritorial zoning power may be exercised in the unincorporated areas located within 1 ½ miles of a fourth class city. Extraterritorial zoning may be initiated by adopting a resolution and providing notice of the extraterritorial area to be zoned. The city may unilaterally adopt an interim zoning ordinance to preserve existing zones or uses for up to two years while a comprehensive zoning plan is being prepared. A joint committee, consisting of three city or village plan must approve of the plan and regulations by majority vote.

This is a lengthy process and requires strong communication with the surrounding towns.

4. Extraterritorial Subdivision Review

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

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

8.2 Inventory & Trends

Currently there are numerous relationships and several general agreements in place. The following is a summary of existing and possible cooperative efforts, and some general trends.

A. Intergovernmental Relationships

1. Local

The Rhinelander Fire Department has contracts to provide fire protection to Nicolet College and the Federal Forest. They also have agreements to provide inspection services to the Towns of Newbold, Pine Lake and Woodboro. Currently, there are no agreements to provide fire protection to the surrounding towns; however, this is a possible area for further discussion. The city is also working on a MABUS agreement, which will create a countywide mutual aid system.

St. Mary's Hospital provides ambulance service in the Rhinelander area. However, the county heavily subsidizes this service. This is an area that might have some potential for a future governmental agreement.

The Rhinelander District Library is the result of an agreement between the city and its four surrounding the towns. They are the Towns of Crescent, Newbold, Pelican, and Pine Lake. Oneida County contributes funds for those users outside of this area.

The city also provides sewer & water via an agreement to the Nicolet College campus.

As the county seat, the city is the hub of county government. The Courthouse, as well as a variety of other assets are located in the city, including the County Law Enforcement Center. These all require on going communication between the city and county to provide residents of the city and county the best service.

2. Regional

The City of Rhinelander is located within the 10 county region of the North Central Wisconsin Regional Planning Commission (NCWRPC). The NCWRPC, established in 1973 by state statute, is a voluntary association of governments with the mission of providing both local and regional assistance to its member governments. The region includes Adams, Forest, Juneau, Langlade, Lincoln, Marathon, Oneida, Portage, Vilas, and Wood counties.

3. State and Federal

As a local unit of government the city has formal relationships with the state and federal government. The city frequently works with the various state departments, such as the Department of Transportation, the Department of Natural Resources and the Department of Revenue. Meanwhile, some of the federal agencies that the city works with include the U.S. Army Corps of Engineers and the Environmental Protection Agency.

B. Trends

A variety of factors, some long-standing and some of fairly recent origin, are combining to force citizens and local governments in both urban and rural area to confer, cooperate, and in some cases, to join together in a search for better ways to deliver public services in their respective areas. These factors include:

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

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

8.3 Goals, Objectives & Policies

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

Goals:

1. Encourage coordination and cooperation among nearby units of government.
2. Coordinate development and planning activities with surrounding communities and county.

Objectives:

1. Maintain current agreements and explore additional opportunities with adjacent communities for services, such as fire and ambulance service.
2. Work cooperatively with neighboring townships to develop a land use plan to guide development in the area under extra-territorial jurisdiction.
3. Communicate with surrounding communities when proposed development is on a boundary or could have impacts on the adjacent community.
5. Ensure that annexations proceed in an orderly manner.

Policies:

1. Establish regular meeting dates with surrounding towns and Oneida County to review service agreements and identify opportunities to improve efficiency and cost-effectiveness.
2. Work with the county and adjacent towns to jointly review and coordinate development under the City's extra-territorial zoning and subdivision review authority, and to review projects under county zoning.
3. Strengthen lines of communication with the county and neighboring townships regarding potential annexations.
4. Work with the surrounding townships to develop cooperative boundary agreements.

CHAPTER 9: Implementation

9.1 Background

This is the final chapter of the Rhinelander Comprehensive Plan. This chapter discusses plan consistency, existing implementation tools, a potential tool, overviews measuring plan progress, and outlines plan amendment and update procedures. This chapter also includes the overall recommendations for implementation of this plan.

A. Consistency Review

There are no known inconsistencies among the previous chapters of this plan. As future plan amendments occur, both text and map, it is important that city staff and the plan commission conduct consistency reviews. These reviews will ensure that the plan does not conflict with itself.

B. Existing Implementation Tools

The basic tools of plan implementation are zoning, land division (subdivision) ordinance, and official mapping. The city utilizes all three of these tools.

1. Zoning:

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

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

The zoning map displays where the zoning district boundaries are, and the text describes what can be done in each type of district. The Future

Land Use Plan and zoning are similar but they are not the same. Land use categories are more general, while zoning is much more detailed. Zoning is the legal tool to regulate specific land uses. Since the land use categories are generalized it is possible that more than one zoning district would correspond to each of the categories.

Zoning should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should “drive” the development of specific zoning ordinance provisions including district descriptions, permitted uses, conditional uses and the zoning map. This consistency has been important in upholding legal challenges in the Courts.

Rhinelanders’ Zoning Code is included as Chapter 19 of the Municipal Code. The code has numerous residential, business, and industrial districts. Following the planning process it is important that the zoning ordinance be updated to incorporate the findings of the plan. The zoning map should also be created in a digital format.

2. Subdivision:

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

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

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

Rhinelanders' Subdivision and Platting Code is included as Chapter 21 in the Municipal Code. At this time the code appears to be adequate.

3. Official Mapping:

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

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

Rhinelanders' Official Map Code is included as Chapter 22 in the Municipal Code. Following the planning process it is important that the Official Map be reviewed and changes made if needed.

C. Other Tools

There are a variety of other local tools that can be used to implement the comprehensive plan. Some of these are: Stormwater and Erosion Control Ordinance, Sign Ordinance, Site Plan Review, and Building Codes.

D. Measuring Plan Progress

As part of the comprehensive planning process, a number of goals, objectives, and policies were developed. When implemented these are intended to provide direction to local leaders and staff, as well as citizens of the City of Rhinelanders.

To measure progress towards meeting these goals, objectives, and policies, a variety of actions need to take place, as outlined in the implementation table. Therefore, the task to measure plan progress, is as simple as determining if any action was taken or not, and if that action was taken according to the timeline. These "targets" will provide guidance to the city when specific actions are to be initiated. Based on

the targets, measures of progress in achieving implementation of the comprehensive plan can be examined.

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

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

E. Plan Amendment and Update

The Rhinelander Comprehensive Plan is intended to be a "living" document. While the plan is intended to provide a long-term framework for the community, it must also be responsive to change. As things change so should the plan. Over time it is expected that numerous things, from the economic climate to social demands will create need for change. As such, the comprehensive plan should be amended as needed to keep the plan current and reflective of the community needs.

In addition, periodic updates should be made every five years. Under current law, it is required that an update of the plan be undertaken once every ten (10) years. However, some critical parts of the plan, such as the Future Land Use Plan Map, might warrant annual review. will ensure that not only the data and other information is current, but also the plan's goals, objectives, and policies reflect the desires and needs of the city.

It is important that the public be involved in the update process. To ensure that the public is engaged in plan amendments, the same procedure used for initial plan adoption must be followed. (See Wisconsin Statute §66.1001). Upon Planning Commission review and resolution to make recommended changes to the plan, the City Council shall call a public hearing to allow property owners and citizens time to review and comment on recommended plan changes. The public hearing shall be advertised 30 days prior to the meeting by using a Class I notice. Based on public input, planning commission recommendations, and

other facts, the council will then formally act on the recommended amendment(s).

Implementation of this plan depends on the willingness of local officials, to use it as a guide when making decisions that affect growth and development in the City of Rhinelander.

F. Recommended Actions

This section outlines some detailed recommendations to implement the goals, objectives, and policies that are contained in the previous chapters of this plan.

These recommendations are:

1. The City Council should adopt the plan and use it as a guide for decision making.
2. The City's Planning Commission should become knowledgeable of the plan and use it to justify recommendations to the City Council on development issues.
3. The City's staff should incorporate the goals, objectives and policies of the plan into annual budget and department work programs.
4. The City should incorporate any changes to its Zoning Ordinance, Land Division Ordinance and Official Map to establish consistency between these tools and the plan.
5. The City should encourage general awareness of the Comprehensive Plan. It is also important that citizens and developers are aware of the plan. The plan should be available via the City website and at City Hall.
6. The City should provide copies of the plan to the surrounding towns as well as the county.
7. The City should formally review this plan every five years and officially update it every ten years. Current and future officials should be provided a copy of the plan.

Attachments:

Public Participation Plan

Plan Commission Resolution

City Council Ordinance

**RESOLUTION PROVIDING FOR THE
ADOPTION OF A
PUBLIC PARTICIPATION PLAN**

THE COMMON COUNCIL OF THE CITY OF RHINELANDER DOES HEREBY RESOLVE AS FOLLOWS:

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

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

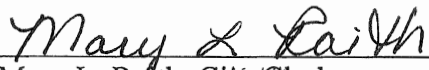
WHEREAS, it is necessary for the Common Council to approve a process to involve the public in the planning process; and

NOW, THEREFORE, BE IT RESOLVED, that the City of Rhinelande Common Council does approve and authorize the Public Participation Plan as attached to this resolution.

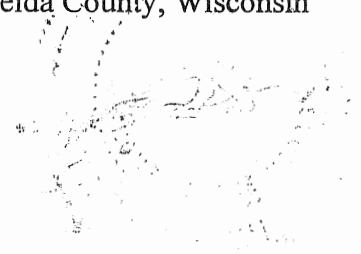
CERTIFICATE

STATE OF WISCONSIN)
) ss.
COUNTY OF ONEIDA)

I, Mary L. Raith, City Clerk of the City of Rhinelande, do hereby certify that the foregoing resolution was duly adopted at a meeting of the Planning Commission of the City of Rhinelande, held at City Hall on the 14th day of May, 2007, at 6:00 p.m., the vote on the resolution being 7 Aye and 0 Nay (1 absent – Freudenberg).



Mary L. Raith, City Clerk
City of Rhinelande
Oneida County, Wisconsin



CITY OF RHINELANDER Public Participation Plan

I. Background

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

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

II. Objectives

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

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

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

III. Techniques

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

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

RESOLUTION ADOPTING COMPREHENSIVE PLAN

The Plan Commission of the City of Rhinelander, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the City Plan Commission present and voting resolves and recommends to the City Council as follows:

Adoption of the Rhinelander Comprehensive Plan

The Rhinelander Plan Commission , by this resolution, further resolves and orders as follows:

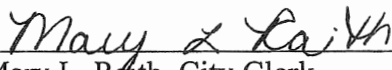
All maps, tables, and other materials noted and attached as exhibits to the Rhinelander Comprehensive Plan and are incorporated into and made a part of the Rhinelander Comprehensive Plan.

The Clerk shall properly post or publish this resolution as required under Wis. Stats.

Adopted this 9th day of January, 2008.

STATE OF WISCONSIN)
) ss.
COUNTY OF ONEIDA)

I, Mary L. Raith, City Clerk of the City of Rhinelander, Wisconsin, do hereby certify that the foregoing resolution was duly adopted at a special meeting of the Planning Commission of the City of Rhinelander, held at City Hall on the 9th day of January, 2008, at 4:15 P.M., the vote on the resolution being 4 Aye, 0 Nay (3 Absent).



Mary L. Raith, City Clerk
City of Rhinelander
Oneida County, Wisconsin



ORDINANCE NO. 05-08 RECOMMENDED BY PLANNING COMMISSION

AN ORDINANCE TO AMEND SECTION 1.24 OF THE CITY MUNICIPAL CODE RELATIVE TO THE GENERAL GOVERNMENT:

THE COMMON COUNCIL OF THE CITY OF RHINELANDER DO ORDAIN AS FOLLOWS:

All existing ordinances, codes or portions thereof or in conflict herewith are hereby repealed, more specifically Section 1.24 is created as follows:

1.24 ADOPTION OF COMPREHENSIVE PLAN

The Common Council having found by adoption of this ordinance that all the below listed requirements of §66.1001 Wis. Stats have been met.

- 1) Previous adoption by the Common Council of written procedures designed to foster public participation and the preparation in the Comprehensive Plan.
- 2) City Plan Commission, by a majority vote, adopted a resolution recommending to the City Council the adoption of this Comprehensive Plan.
- 3) The City holding a public hearing on this plan with notice published in compliance with Wisconsin statute requirements.

The City adopts the 2008 Comprehensive Plan as prepared by North Central Wisconsin Regional Planning Commission effective upon passage of this ordinance by the Common Council and the necessary publication and the filings of the aforesaid plan as required by Wisconsin Statute.

CERTIFICATE

STATE OF WISCONSIN)
) ss.
 COUNTY OF ONEIDA)

I, Mary L. Raith, City Clerk of the City of Rhineland, Wisconsin, do hereby certify that the foregoing ordinance was first read at a regular meeting of the Common Council of the City of Rhineland held at City Hall on February 20, 2008, at 6:00 p.m., was adopted at a regular meeting of the Common Council of the City of Rhineland held at City Hall on February 20, 2008 at 6:00 pm by a vote of 8 Ayes and 0 Nays, and published in the Rhineland Daily News on the 24th day of February, 2008.

Mary L. Raith

 Mary L. Raith, City Clerk
 City of Rhineland
 Oneida County, Wisconsin

