



Town of Rolling Comprehensive Plan 2023

Town of Rolling Comprehensive Plan

Town Board

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North Central Wisconsin Regional Planning Commission

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Chapter One

Demographics

This chapter reviews the demographics of the Town of Rolling and identifies the major trends impacting the Town over the next few decades. Both Langlade County and the State of Wisconsin, as well as several of the communities that surround the Town, are presented for comparison.

Background

The Town of Rolling is located in the southern portion of Langlade County Wisconsin. The Town measures approximately six miles by six miles square and is bounded by the City of Antigo and the Towns of Antigo, Ackley, Norwood, Harrison, and Aniwa. The Town is adjacent to the City of Antigo, which is the county seat of Langlade County.

Planning Process

In the spring of 2023, the Town initiated a process to update its plan. The state planning law – 66.1001 – requires that a comprehensive plan be updated every ten years. A variety of Planning Commission meetings were held over the course of 2023 to prepare the plan. A final Planning Commission meeting was held in the fall of 2023 to review the final draft and recommend adoption of the plan by the Town Board. The plan was adopted by the Town Board on October 10, 2023.

Public Participation

An important part of any planning process is public involvement. Public involvement provides the citizens of the Town an opportunity to express their views, ideas, and opinions on issues that they would like addressed regarding the future development of their town. Local officials use this input to guide policies and decisions with greater awareness of the public’s desires and consensus. See the adopted Public Participation Plan in **Appendix A**. The Town of Rolling posted all Planning Commission meetings to invite the public and held a Public Hearing to collect public input.

Demographics

Population Trends and Forecasts

The estimated 2021 population for the Town of Rolling provided by the American Community Survey is 1,465 people. As shown in **Table 1-1**, the Town has experienced a slight increase in population since 2000, with population increasing by less than one percent between 2000 and 2021, however it is worth noting that the Town’s population has decreased since 2010. During this time, the Town increased at a

faster rate than most of the surrounding communities, as well as Langlade County, which experienced a decline in population of 6.1 percent in comparison.

Table 1-1: Population					
Minor Civil Division	2000	2010	2021	2000-21 Net Change	2000-21 % Change
Town of Rolling	1,452	1,504	1,465	13	0.9%
Town of Antigo	1,487	1,412	1,489	2	0.1%
City of Antigo	8,560	8,234	8,054	-506	-5.9%
Langlade County	20,740	19,977	19,469	-1,271	-6.1%
Wisconsin	5,363,675	5,686,986	5,871,661	507,986	9.5%

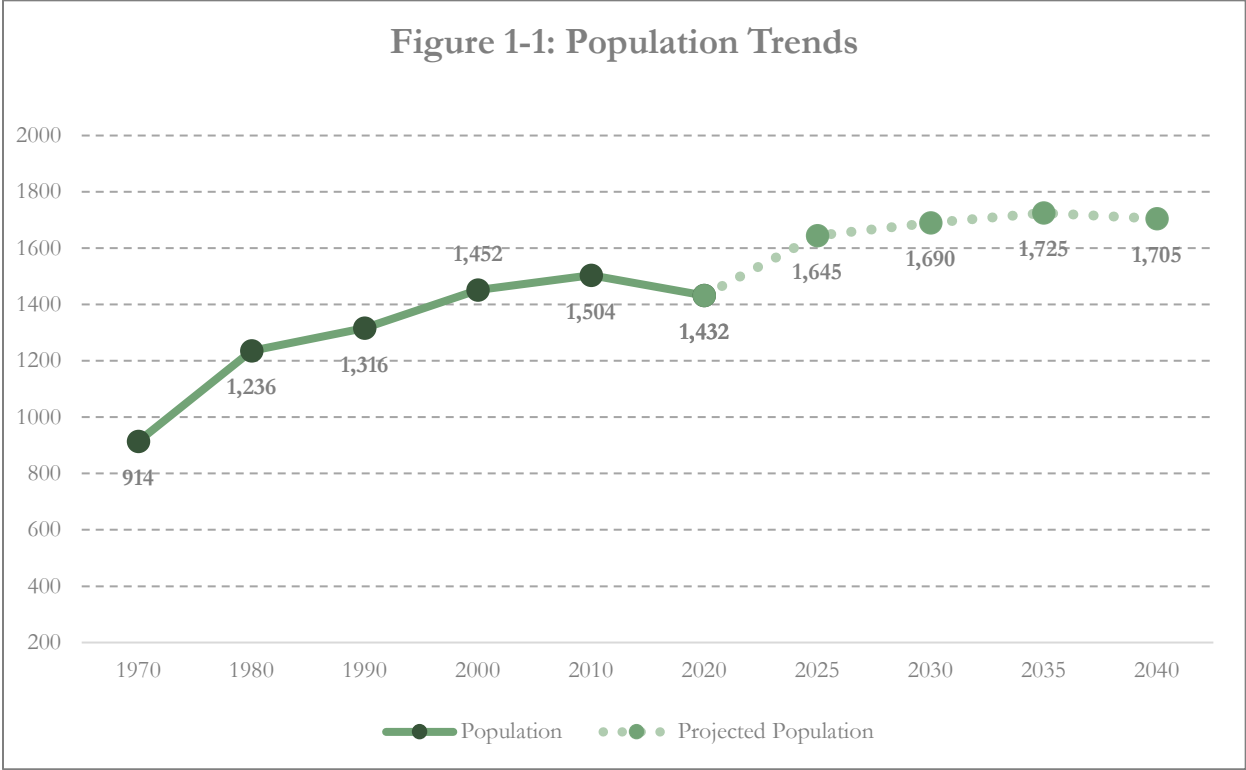
Source: U.S. Census, American Community Survey 2017-21

State population projections were completed in 5-year increments between 2015 and 2040, as shown in **Table 1-2**. According to the Wisconsin Department of Administration (WDOA), the population in the Town of Rolling is projected to experience an 8.3 percent increase in population between 2020 and 2040. In comparison, Langlade County is projected to decrease by about 2.2 percent during this time.

Table 1-2: Population Projections						
Minor Civil Division	2020	2025	2030	2035	2040	% Change 2020-40
Town of Rolling	1,575	1,645	1,690	1,725	1,705	8.3%
Langlade County	19,915	20,210	20,340	20,140	19,470	-2.2%
Wisconsin	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	8.1%

Source: WDOA Population Projections 2013

Figure 1-1 displays the population trends in the Town of Rolling from 1970 to the projected population in 2040. The Town’s population has significantly increased over time, as the Town’s population has more than doubled since 1970, growing from 914 residents in 1970 to 1,504 residents in 2010. Population within the Town is projected to steadily increase over the next two decades, as the Town’s projected 2040 population of 1,705 residents represents a 19.1 increase in population from the 2020 population.



Household Trends and Forecast

There were 491 households within the Town of Rolling in 2021, slightly fewer households than the total number of households in 2000 when there were 512 households within the Town, as shown in **Table 1-3**. Langlade County also experienced a decrease in the number of households during this time. Average household size in the Town of Rolling was 2.98 persons in 2021, up from an average household size of 2.84 in 2000. In comparison, Langlade County had an average household size of 2.32 in 2021, down from an average household size of 2.45 in 2000.

Minor Civil Division	2000	2010	2021	2000-21 Net Change	2000-21 % Change
Town of Rolling	512	576	491	-21	-4.1%
Town of Antigo	550	580	591	41	7.5%
City of Antigo	3,630	3,613	3,762	132	3.6%
Langlade County	8,452	8,587	8,404	-48	-0.6%
Wisconsin	2,084,544	2,279,768	2,401,818	317,274	15.2%

Source: U.S. Census, American Community Survey 2017-21

Like population, household projections were completed in 5-year increments between 2010 and 2040, as shown in **Table 1-4**. The number of households was calculated by dividing the total population for each 5-year increment by the projected average persons per household.

Like the population projections, the WDOA household projections are recognized as Wisconsin’s official projections in accordance with Wisconsin State Statute 16.96 and are based on the historical population trends of individual communities. Assuming that population within the Town grows over the next two decades, the number of households is projected to increase by 89 households, or a 14.1 percent increase between 2020 and 2040. This is a significantly faster increase than Langlade County’s projected increase of 2.4 percent and a slightly faster increase than the State’s projected increase of 12 percent during this time.

Table 1-4: Household Projections						
Minor Civil Division	2020	2025	2030	2035	2040	% Change 2020-40
Town of Rolling	629	667	694	717	718	14.1%
Langlade County	8,914	9,177	9,338	9,339	9,127	2.4%
Wisconsin	2,491,982	2,600,538	2,697,884	2,764,498	2,790,322	12.0%

Source: WDOA Population Projections 2013

Age Distribution

Population distribution by age is important in the planning process. Two age groups are examined here: 1) people below the age of 18, and 2) people ages 65 and older. These two age groups are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring from the workforce.

Between 2000 and 2021, the number of children ages 17 and younger within the Town of Rolling, as a percentage of the population, decreased from accounting for 27.4 percent of the population in 2000 down to only accounting for 24.0 percent of the population in 2021, as shown in **Figure 1-2**. The percentage of population below the age of 18 also decreased in Langlade County and Wisconsin as well during this time. This trend may be partly explained by the 2008 economic recession and difficult financial circumstances for young families.

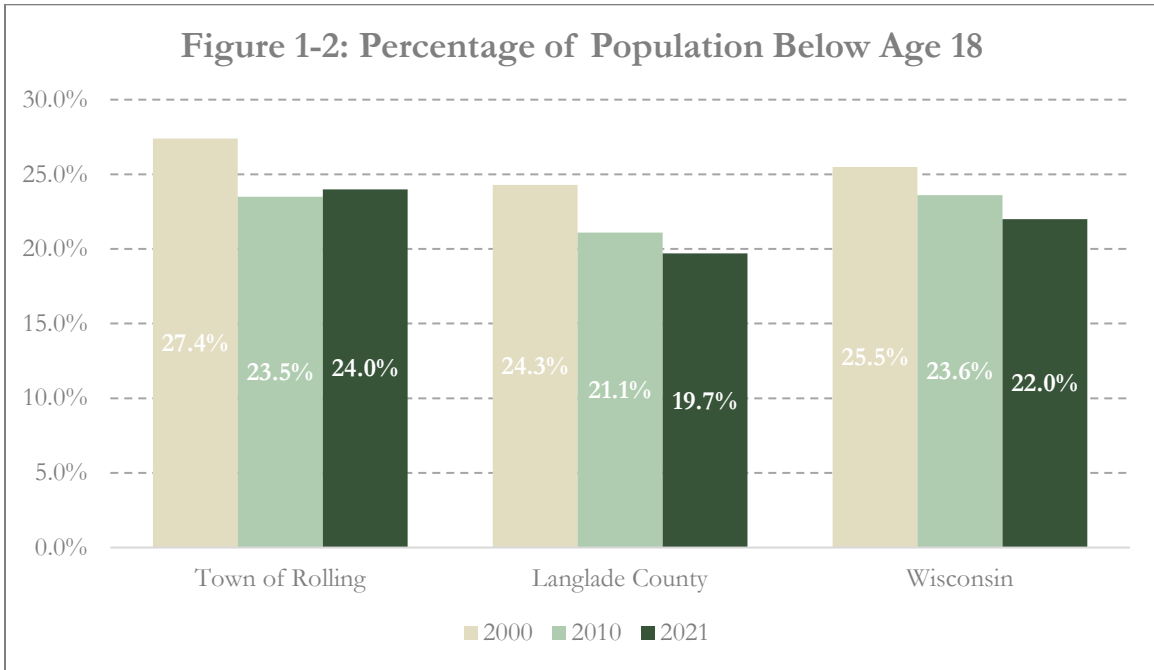
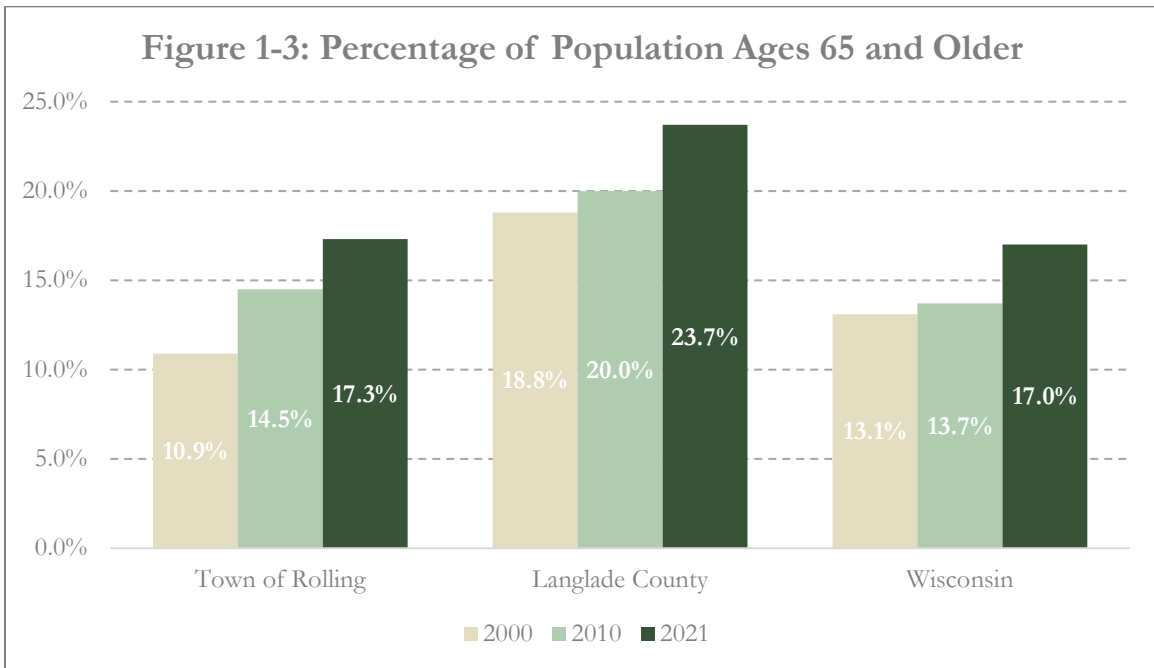
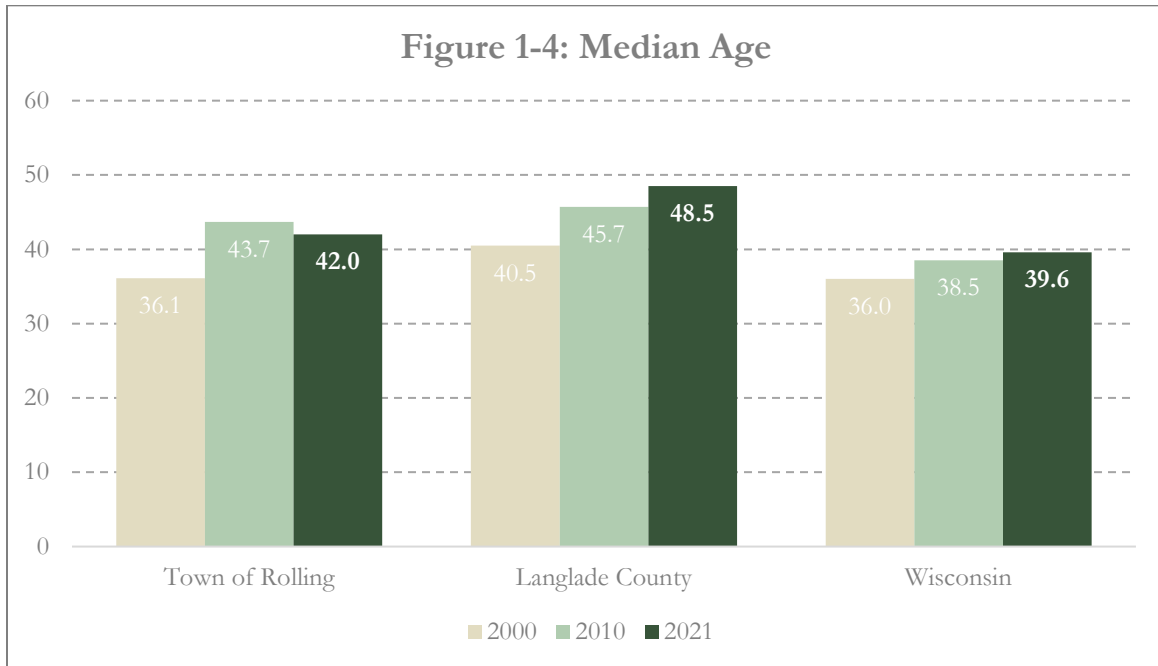


Figure 1-3 displays the proportion of population ages 65 and older in the Town of Rolling, Langlade County, and Wisconsin. Between 2000 and 2021, the number of adults ages 65 and older within the Town of Rolling, as a percentage of the population, increased from accounting for 10.9 percent of the population in 2000 up to accounting for 17.3 percent of the population in 2021. The percentage of population ages 65 and older also increased in Langlade County and Wisconsin during the time.

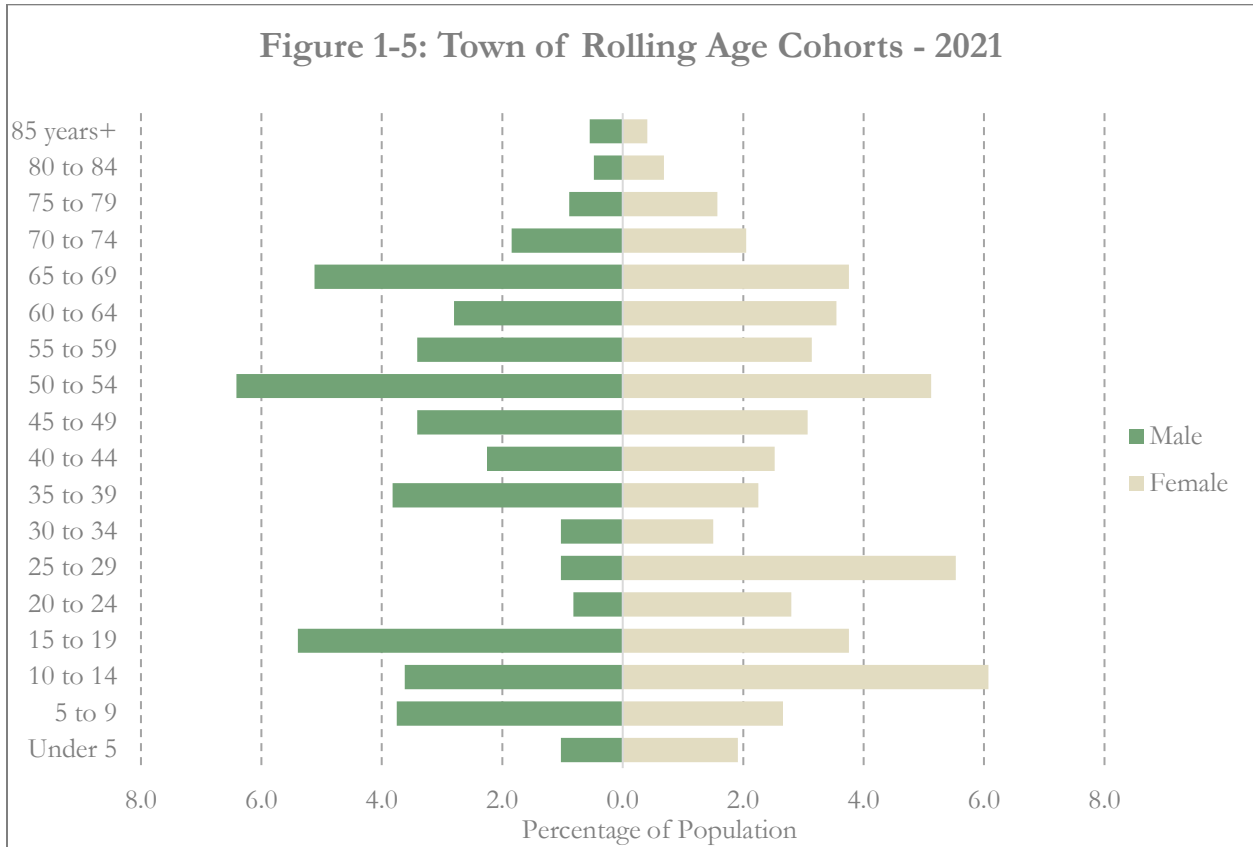


The estimated median age in the Town of Rolling in 2021 was 42.0, which is lower than the median age in Langlade County (48.5) and significantly higher than in Wisconsin (39.6), as shown in **Figure 1-4**. The median age of 42.0 in the Town of Rolling reflects the Town’s high proportion of residents nearing retirement age and a low proportion of young adults.



The Town of Rolling’s population pyramid, **Figure 1-5**, displays the population distribution broken down into age cohorts in 2021. The Town of Rolling has a high concentration of individuals between the ages of adults either nearing retirement age or that are already at retirement age and low concentrations of young adults (ages 20-34) and individuals ages 75 and above.

Figure 1-5: Town of Rolling Age Cohorts - 2021



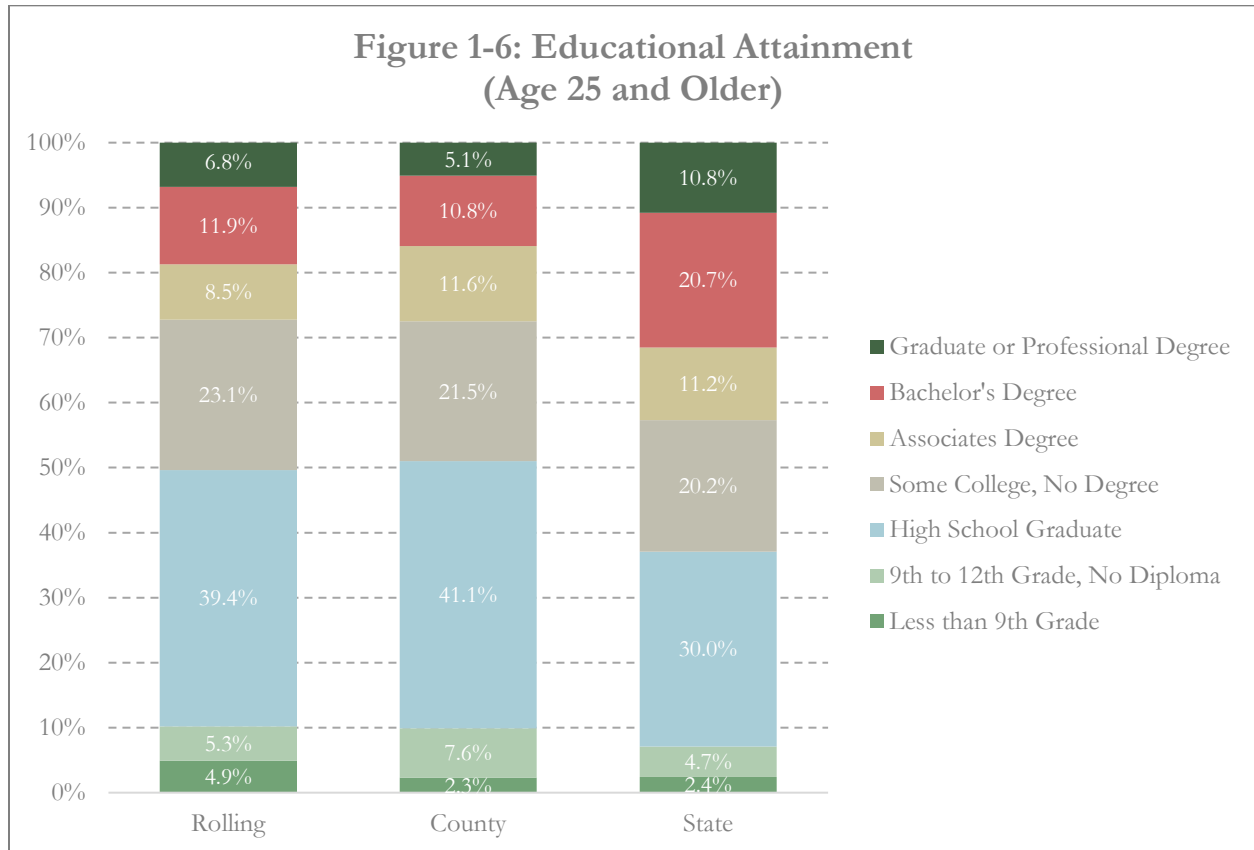
Education Levels

The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well-being of a community. Educational attainment in the Town of Rolling has increased since 2000. The percentage of the population aged 25 and older with a high school education increased from 80.3 percent in 2000 to 89.8 percent in 2021, as shown in **Table 1-5**. Additionally, the percentage of those with a bachelor’s degree or higher has increased from 10.2 percent in 2000 to 18.7 percent in 2021. These increases were in line with those experienced in Langlade County and Wisconsin. The Town of Rolling has a lower percentage of people with a high school degree or higher than both Langlade County and the State of Wisconsin as a whole. The Town of Rolling has a higher percentage of people with a bachelor’s degree or higher than Langlade County, while both the Town and County have a lower percentage than the State of Wisconsin as a whole. **Figure 1-6** displays a comparison between Rolling, Langlade County, and Wisconsin for all educational attainment categories for the year 2021.

Table 1-5: Educational Attainment Trends, 2000-2021

Educational Attainment	Town of Rolling			Langlade County			Wisconsin		
	2000	2010	2021	2000	2010	2021	2000	2010	2021
Percent high school graduate or higher	80.3%	92.3%	89.8%	80.9%	87.3%	90.1%	85.1%	89.4%	92.9%
Percent with bachelor's degree or higher	10.2%	15.7%	18.7%	11.7%	12.9%	16.0%	22.4%	25.8%	31.5%

Source: U.S. Census and American Community Survey (2017-2021)



Income Levels

Table 1-6 shows median household income for the Town of Rolling. The median household income for Town of Rolling households was \$78,438 in 2021, up from \$43,026 in 2000. However, after adjusting for inflation, real median household income experienced a less drastic increase during this time, as the inflation-adjusted median household income for the Town of Rolling in 2000 was \$66,676. Langlade County experienced a significantly slower increase in median household income during this time, as Langlade County’s median household income experienced a 3.7 percent increase, rising up to \$53,313 in 2021.

Table 1-6: Median Household Income

Minor Civil Division	2000*	2010*	2021	% Change 2000-21	% Change 2010-21
Town of Rolling	\$66,676	\$76,078	\$78,438	17.6%	3.1%
Langlade County	\$51,399	\$49,536	\$53,313	3.7%	7.6%
Wisconsin	\$67,861	\$62,289	\$67,080	-1.2%	7.7%

Source: U.S. Census and American Community Survey (2017-2021)

*: Adjusted for inflation

Table 1-7 shows per capita income for the Town of Rolling. Per capita income is the average obtained by dividing aggregate income by the total population of an area. Since 2000, the Town’s per capita income increased by over 20 percent when adjusted for inflation, faster than both Langlade County and Wisconsin.

Table 1-7: Per Capita Income

Minor Civil Division	2000*	2010*	2021	% Change 2000-21	% Change 2010-21
Town of Rolling	\$27,810	\$31,904	\$33,600	20.8%	5.3%
Langlade County	\$26,282	\$26,588	\$30,423	15.8%	14.4%
Wisconsin	\$32,963	\$32,140	\$36,754	11.5%	14.4%

Source: U.S. Census and American Community Survey (2017-2021)

*: Adjusted for inflation

Employment Characteristics

Table 1-8 illustrates the breakdown of the labor force within the Town of Rolling in 2000, 2010 and 2021. The labor force is defined as the number of persons, sixteen and over, employed or looking to be employed. Between 2000 and 2021, the Town of Rolling experienced a 12 percent decrease in the labor force, as the Town’s labor force decreased from 840 residents in 2000 to 739 residents in 2021.

Labor force participation rate indicates the percentage of those 16 years and over that are in the labor force. Over the past two decades, the Town’s labor force participation rate has decreased from about 74.9 percent in 2000 down to about 63.3 percent in 2021.

In 2000, the Town of Rolling had an employed population of 801 people. Over the past two decades, the number of employed residents within the Town has significantly decreased, as employment among Town residents decreased by 12.4 percent during this time.

The U.S. Census classifies individuals as unemployed if they are not working, actively seeking work, and available to seek a job. In 2021, the unemployment rate in the Town of Rolling was 3.2 percent, representing a slight decrease from the Town’s unemployment rate of 3.5 percent in 2000.

Table 1-8: Town of Rolling Labor Force

	2000	2010	2021	Percent Change
Population 16 years and over	1,121	1,247	1,168	4.2%
Labor Force	840	980	739	-12.0%
Employed	801	921	702	-12.4%
Unemployed	39	59	37	-5.1%
Unemployment Rate	3.5%	4.7%	3.2%	-8.6%
Participation Rate	74.9%	78.6%	63.3%	-15.5%

Source: U.S. Census and American Community Survey (2017-2021)

Table 1-9 displays the occupational employment for residents in the Town of Rolling and for residents in Langlade County. In 2021, most residents within the Town of Rolling were employed in Management, Professional & Related occupations, while most Langlade County residents were also employed in Management, Professional & Related occupations. The second-most represented occupational group among Town of Rolling residents was the Production, Transportation & Mineral Moving occupational group, while the Sales & Office occupational group was the second-most represented in Langlade County.

Table 1-9: Occupation of Employed Workers

Occupation	Town of Rolling		Langlade County	
	2000	2021	2000	2021
Management, Professional & Related	164	219	2,177	2,218
Service	103	64	1,517	1,414
Sales & Office	200	145	2,262	2,008
Natural Resources, Construction, and Maintenance	135	106	1,432	1,367
Production, Transportation & Mineral Moving	199	168	2,315	1,823
Total	801	702	9,703	8,830

Source: U.S. Census and American Community Survey (2017-2021)

Table 1-10 displays the breakdown of employment for Town of Rolling and Langlade County residents by industry sector. In 2021, the leading industry sectors for Town of Rolling employed residents were the Education, Health, and Social Services; Manufacturing; and Retail Trade sectors. In Langlade County, the leading industry sectors in 2021 were the Education, Health, and Social Services; Manufacturing; and Retail Trade industry sectors.

Table 1-10: Employment by Industry Sector

	Town of Rolling			Langlade County		
	2000	2021	% Change 2000-21	2000	2021	% Change 2000-21
Ag., Forestry, Fishing, Hunting & Mining	83	36	-56.6%	797	676	-15.2%
Construction	74	50	-32.4%	752	735	-2.3%
Manufacturing	195	128	-34.4%	2,032	1,523	-25.0%
Wholesale Trade	32	8	-75.0%	351	245	-30.2%
Retail Trade	118	99	-16.1%	1,273	1,182	-7.1%
Transportation, Warehousing & Utilities	46	39	-15.2%	475	519	9.3%
Information	14	35	150.0%	108	335	210.2%
Finance, Insurance, Real Estate & Leasing	26	36	400.0%	346	300	-13.3%
Professional, Scientific, Management, Administrative & Waste Mgmt Services	18	59	227.8%	307	463	50.8%
Education, Health and Social Services	106	145	36.8%	1,602	1,541	-3.8%
Arts, Entertainment, Recreation, Accommodation and Food Services	49	20	-59.2%	908	663	-27.0%
Public Administration	19	15	-21.1%	318	220	-30.8%
Other Services	21	32	52.4%	434	428	-1.4%
Total	801	702	-12.4%	9,703	8,830	-9.0%

Source: U.S. Census and American Community Survey (2017-2021)

Review of Demographic Trends

Demographic change is a principal factor in predicting future community growth. Population characteristics relate directly to the community's housing, education, utility, recreation, and facility needs, as well as future economic development. Over time, functions in local and regional economies can influence population change.

Demographic Snapshot

- The population within the Town of Rolling has slightly increased since 2000, while the number of households within the Town has decreased. This indicates that average household size within the Town has increased.
- The Town of Rolling is projected to experience an increase in population over the next several decades.
- The Town has a high concentration of middle-aged residents nearing retirement age or that have already reached retirement age. In 2021, the Town had a median age of 42.0, lower than the median age of Langlade County and higher than the State's median age.
- The Town of Rolling has a lower proportion of residents with a high school diploma or higher than both Langlade County and Wisconsin. In terms of higher education, the Town has a higher proportion of residents with a bachelor's degree or higher than Langlade County and a lower proportion than Wisconsin.
- The Town's average household income of \$78,438 is significantly higher than both Langlade County and Wisconsin. The Town of Rolling has a higher per capita income than Langlade County and a lower per capita income than Wisconsin.
- The Town's labor force participation rate has decreased over the past two decades, while the unemployment rate has slightly decreased during this time.

Chapter Two

Natural, Cultural, & Agricultural Resources

This chapter describes local land and water conditions in detail as well as agricultural resources and cultural heritage. It is important to consider the patterns and interrelations of natural resources on a broader scale because they do not follow geo-political boundaries. In addition, many of the programs for protecting or mitigating impacts to natural resources are administered at the county, state, or federal level. Thus, an overview of recent county-wide natural resource planning efforts is described below. Natural resources covered in this chapter include biology, geology, and geography including terrain, soils, water, forests, wetlands, wildlife, and habitat.

Cultural resources include a community's heritage, archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to indigenous peoples or other cultural groups. Cultural resources also include arts and the way of life in a community. Cultural resources are those elements around us that signify our heritage and help to evoke the sense of place that makes an area distinct.

Previous Plans and Studies

Langlade County Land and Water Resource Management Plan, 2020-2029

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

Langlade County Outdoor Recreation Plan 2022-2026

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

Langlade County Farmland Preservation Plan, 2014

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

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

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

Criteria for Farmland Preservation Areas:

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

Lands are excluded if they are any of the following:

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

Farmland preservation areas cover a significant portion of the Town of Rolling, with areas that are not designated as farmland preservation areas mainly being located adjacent to waterbodies. Existing agricultural areas within the Town are scattered throughout the Town.

Langlade County Forest Comprehensive Land Use Plan 2021-2035

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

USGS Protecting Wisconsin’s Groundwater through Comprehensive Planning

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

The most recent data available for Langlade County was public in 2007. The Langlade County report can be accessed here: https://wi.water.usgs.gov/gwcomp/find/langlade/index_full.html.

Natural Resources

Examining the natural environment is essential to the planning process. For instance, soils, topography and geology can pose limitations to certain types of development, while an inventory of surface water resources, vegetation types, environmentally significant areas, and historical features identify those resources and areas which should be protected from over-development. This section of the plan identifies both the land and water resources of the Town.

Water Resources

The majority of the Town of Rolling is part of the Eau Claire River watershed, which in turn is a sub-watershed of the Wisconsin River. The sub-watersheds, including Spring Brook, found within the Town are shown in MAP 6. There is one small lake within the Town of Rolling (Bear Lake), but a number of small ponds, primarily for agricultural purposes, can also be seen on the map. Some streams identified as intermittent on the map may only run under the wettest conditions and even then only for a short time. Langlade County Shoreland Zoning is in effect. Actual shoreland jurisdiction measurements are coordinated through the County Zoning Department.

Stream Corridors

The principal stream corridor in the Town of Rolling is the Spring Brook Creek. The Middle Branch Embarrass River is another stream that serves the wetlands complex in the southwest portion of the Town. Other streams in the Town include intermittent streams associated with the wetlands complex as well as the Plover River, Elmhurst Creek, Mondl Creek, and the West Branch Red River.

Outstanding and Exceptional Resource Waters

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

Table 2-1 displays waterbodies located within the Town of Rolling that are listed as an Outstanding or Exceptional Resource Water.

Table 2-1: Outstanding and Exceptional Resource Waters	
Waterbody Name	Status
Embarrass River Middle Branch	ORW
Plover River	ERW
Spring Brook Creek	ERW
West Branch Red River	ERW
Elmhurst Creek	ERW
Mondl Creek	ERW
Unnamed Creek 35-2	ERW
Unnamed Creek 33-7	ERW

Source: WI DNR

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. Spring Brook Creek is the only impaired waterbody within the Town.

Invasive Aquatic Species

Surface water resources in Langlade County are threatened by the introduction of invasive aquatic species. These species out compete native species and degrade habitats possibly by decreasing biodiversity from having less plant and animal species. There are three waterbodies within the Town that have documented infestations of aquatic invasive species. Contact the County Land Conservation Department for public outreach education strategies.

- Plover River – Rusty Crayfish
- Spring Brook Creek – Banded Mystery Snail, Rusty Crayfish, Yellow Iris
- West branch Red River – Rusty Crayfish

Wetlands

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

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

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of this function over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The WDNR has promulgated minimum standards for managing wetlands. The wetlands shown for the Town of Rolling were mapped from the WisDNR Wetlands Inventory, and are shown in the **Natural Resources Map**.

Floodplains

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

uninterrupted by development, the areas shown on a map as floodplains should be able to handle the severest (regional) flood, i.e. those that have a probability of occurring once every one hundred years. The 100-year floodplain was digitized by the NCWRPC from FEMA Flood Insurance Rate Maps, for planning purposes only, and are shown in the **Natural Resources Map**.

Groundwater & Geology

Residents of the Town depend on groundwater pumped from glacial sand and gravel deposits for the bulk of their water needs. Groundwater quality in Langlade County and the Town of Rolling is generally considered to be very good. However, there are areas where nitrate levels are a concern.

Yields of 10 to 20 gallons-per-minute (gpm) are sufficient for domestic purposes and can be obtained almost anywhere in the County. In contrast, irrigation wells in the Rolling Flats provide yields of 500 to 800 gpm. The relatively rapid movement of groundwater within the Rolling Flats aquifer is a concern from a potential contamination standpoint. Nitrates are not only a concern due to the agricultural nature of the area, but also increasing wastewater discharge from non-agricultural growth particularly in more compact "urbanizing" areas adjacent to the City.

In addition to meeting the needs of Town residents, the Rolling Flats aquifer underlying the Town also supplies the bulk of groundwater used by the City of Antigo. Two of the municipal wells that supply the City with water are located northeast of the City within the Town of Antigo. The City is also currently planning to develop a new south wellfield that would be in or in very close proximity to the Town. The majority of the recharge area for these wells lies within the Town. Since the City lacks any direct authority to regulate activities in these areas, it would need the cooperation of the surrounding Towns to effectively implement any wellhead protection efforts designed to keep potential contaminants from entering its municipal water supply wells. Any wellhead protection measures would also benefit Town residents by also providing some degree of protection for private wells in and around the delineated wellhead protection zone.

Landfill leachate is also an area of concern relative to groundwater quality. The WI Department of Natural Resources (WI DNR) collects and maintains data on active and closed landfills through the Groundwater and Environmental Monitoring System. The City of Antigo owns property formerly used as a landfill adjacent to the Town in the northeast quadrant that continues to be monitored. Property owners within 1,200 feet of the former landfill are restricted from drilling wells, but to date no contamination has been reported.

In general, groundwater drainage basins parallel surface water drainage basins. Two major drainage systems dominate surface water drainage in the County. The Eau Claire River drains much of central Langlade County including most of the Rolling Flats, while the Wolf River drains the northern and eastern portions of the County. A major drainage divide separates these two systems. However, in 1987 a detailed study of Langlade County's groundwater showed that there is a displacement of the groundwater divides with respect to surface water drainage basins. This displaced groundwater divide underlies the Rolling Flats area draining some of the groundwater southeast to the Wolf River rather than following surface water drainage southwest to the Eau Claire River.

That 1987 study report also cited the possibility of water level decline in the Rolling Flats area due to crop irrigation as an area of concern. However, tests showed that pumpage for irrigation had a minimal impact on water levels in the Rolling Flats at least at the time of the study (1983 levels).

Land Resources

Topography and Geology

Langlade County topography or the arrangement of natural physical features of an area is of glacial origin and is characterized mostly by moraines and outwash plains and partly by drumlins, eskers, kames, lake plains, bogs. The moraines terrain includes older drift area largely in the western part of the county. Older drifts exist in the west central part of the county in the Towns of Vilas, Peck and Summit. The outwash plains include the Antigo Flats, which are located in the south-central part of Langlade County. Elevations in Langlade County range from 1,070 feet above sea level where the Wolf River leaves the County, to about 1,900 feet above sea level in the Town of Langlade.

Forests

Forests play a key role in the protection of environmentally sensitive areas like steep slopes, shorelands, wetlands, and flood plains. Expansive forests provide recreational opportunities, aesthetic benefits, and economic development.

Existing tracts of wooded land within the Town probably do not qualify as forest per se, although there are various areas within the Town that are wooded. Land cover in the Town is predominately woodland with the balance being agricultural. The bulk of these woodlands coincide with the hilly moraine south and east of County Highway G. Overall, Langlade County is about 70% woodland (and only 15% agricultural), which is consistent with land coverage within the Town. Woodlands play an important role in wildlife habitat and water quality, particularly along Spring Brook and Middle Branch Embarrass River, as well as in the rural character of the Town.

The WI DNR does maintain 40 acres of wooded land in the southeast quadrant of the Town, and various other private holdings are utilized for outdoor recreation activities ranging from hunting to wildlife viewing to hiking. In fact, extensions of the National Scenic Ice Age Trail will likely include segments in the Town if residents are open to the concept. Additionally, Kretz Lumber Company maintains a private natural area adjacent to Springbrook that is utilized for sustainable logging and wildlife habitat recovery research.

All forests are dynamic, always changing from one stage to another, influenced by natural forces and humans. Changes can be subtle and occur over long periods, or can happen in seconds from a timber harvest, windstorm, or fire. A significant portion of the land in the town is owned by private investors. Some private woodlands in the county are enrolled in Managed Forest Law (MFL). This program provides a low annual tax rate per acre and requires a management plan for the property that must include some harvesting along with allowing some public uses based on acreage thresholds. When timber is harvested from MFL properties, a harvest tax is also assessed. This provides an incentive to keep woodlots in active production and allows some community access to the site in exchange for greatly reduced taxes. See the programs section at the end of this chapter for more detail on this program.

Metallic & Non-Metallic Resources

There are no active metallic mines within the Town, nor are there any known deposits. There are currently several active non-metallic mining gravel pits located within the Town, the locations of which are also shown in the **Natural Resources Map**.

Environmentally Sensitive Areas

Environmentally sensitive areas are typically defined by the local jurisdiction and often include many of the areas referred to in this section such as special groundwater protection areas, threatened or endangered species habitat, floodplains, wetlands and other unique or special resources where encroachment or development could have negative consequences. Some potentially sensitive areas are discussed below.

One such area, Spring Brook, is underscored by the fact that it was designated for a priority watershed project for nonpoint source water pollution abatement. The primary stated objective of the Priority Water Shed Plan for Spring Brook was "...to enhance and protect the water quality of the streams and groundwater in the Spring Brook Watershed."

Potentially contaminated sites might fall under the environmentally sensitive designation in part because they may need special care or monitoring to prevent further environmental degradation or hazard to human life. The WDNR Internet database known as the Bureau of Remediation and Redevelopment Tracking System (BRRTS) lists five sites, all of which are considered "closed" and remediated to DNR standards making them available for use.

The following sites were listed as "closed":

- LUST Site: N977 CTH HH
- SPILL Site: W10111 Nickel Rd
- SPILL Site: Fernwood Rd between CTH X & CTH HH
- SPILL Site: STH 45 just north of Shawano County border
- SPILL Site: W11260 Spring Brook Rd

Rare Species & Natural Communities

As of October 2021, the Town of Rolling has one section with occurrences of endangered resources (rare, threatened, or endangered species of plants & animals, and high-quality natural communities) as identified in the Wisconsin Natural Heritage Inventory. According to the Wisconsin Natural Heritage Inventory, there is a presence of Northern Mesic Forest (a high-quality natural community) within the Town.

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.

Agricultural Resources

Soils & Productive Agricultural Resources

Soil is composed of varying proportions of sand, gravel, silt, clay, and organic material. The soils in the Town primarily result from glacial till, glacial outwash, or glaciolacustrine deposits, and a few formed from organic material.

A detailed study of all the soils in Langlade County was developed by the U.S. Department of Agriculture, Soil Conservation Service. As part of that study, soils were identified in terms of both generalized soil associations, or predominant soil patterns, and specific detailed soils.

As indicated earlier, agriculture is the second most predominant land use in the Town covering just over 10,000 acres. The majority of agriculture soils in the Town are classified as prime farmland by the Natural Resources Conservation Service (NRCS, formerly SCS) as identified in the Soil Survey of Langlade County, Wisconsin. Potatoes and corn are the principle cash crops. Langlade County ranks third in the state for potato production, and the Rolling Flats is the County's major agricultural district.

Historical & Cultural Resources

The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of 1) their associations with significant persons or events, 2) because they contain important information about our history or prehistory, or 3) because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. It is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register. According to the National and State Register, no historic places have been identified within the Town of Rolling. The Wisconsin Architecture & History Inventory (AHI), provided by the Wisconsin Historical Society, lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights or benefits. There are no properties within the Town of Rolling listed in the Wisconsin Architecture & History Inventory.

Natural, Agricultural, and Cultural Resources Programs

There are a variety of programs available to the Town related to natural, agricultural, and cultural resources. Some of these are identified below. The following list is not all-inclusive. For specific program information, the agency or group that offers the program should be contacted.

Aquatic Habitat Protection Program

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

County Conservation Aids

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

Discovery Farms Program

Discovery Farms is a program administered by UW-Extension that works with over 40 farmers across the state of Wisconsin. The program's mission is to "develop on-farm and related research to determine the economic and environmental effects of agricultural practices on a diverse group of Wisconsin farms; and educates and improves communications among the agricultural community, consumers, researchers and policymakers to better identify and implement effective environmental management practices that are compatible with profitable agriculture." On-Farm projects fall under one the following categories: Nitrogen Use Efficiency, Tile Monitoring, Leachate Collection Systems, Watershed water quality, and Edge-of-Field Runoff Monitoring.

Drinking Water and Groundwater Program

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

Wisconsin Fund

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

Endangered Resources Program

The DNR's Endangered Resources staff provides expertise and advice on endangered resources. They manage the Natural Heritage Inventory Program (NHI), which is used to determine the existence and location of native plant and animal communities and Endangered or Threatened Species of Special Concern. The NHI helps identify and prioritize areas suitable for State Natural Area (SNA) designation, provides information needed for feasibility studies and master plans, and maintains the list of endangered and threatened species. All management activities conducted by Wildlife Management and Forestry staff must be reviewed to determine the impact on NHI-designated species. A permit for the incidental take of an Endangered or Threatened species is required under the State Endangered Species Law. The Endangered Resources Program oversees the permit process, reviews applications and makes permit decisions. Funding for the Endangered Species Program comes from a number of sources, including tax checkoff revenue, license plates, general program revenues (GPR), gaming revenue, Natural Heritage Inventory chargebacks, wild rice permits, general gifts and Pittman Robertson grants.

Fisheries Management Program

The WDNR funds this program primarily through the sale of hunting and fishing licenses. The program assists with fishery surveys, fish habitat improvement/protection, and fish community manipulation. This program may also be used to fund public relations events and a variety of permitting and administrative activities involving fisheries.

Private Forestry

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

Managed Forest Law (MFL)

The purpose of the MFL is to promote good forest management through property tax incentives. Management practices are required by way of an approved forest management plan. Landowners with a minimum of 20 contiguous acres (80% must be capable of producing merchantable timber) are eligible and may contract for 25 or 50 years. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing; however, up to 320 acres per township may be closed to public access by the landowner. Contact the WDNR for further information.

Nonpoint Source Program (NSP)

Wisconsin's NPS Program, through a comprehensive network of federal, state and local agencies working in partnership with other organizations and citizens, addresses the significant nonpoint sources in the state. This program combines voluntary and regulatory approaches with financial and technical assistance. Abatement activities include agriculture, urban, forestry, wetlands and hydrologic modifications. The core activities of the program — research, monitoring, data assessment and management, regulation and enforcement, financial and technical assistance, education and outreach and public involvement — work to address current water quality impairments and prevent future threats caused by NPS pollution. Contact the WDNR for more

information.

NRCS Conservation Programs

The USDA's Natural Resources Conservation Service's (NRCS) natural resources conservation programs help people reduce soil erosion, enhance water supplies, improve water quality, increase wildlife habitat, and reduce damages caused by floods and other natural disasters. NRCS provides funding opportunities for agricultural producers and other landowners through these programs:

- Agricultural Conservation Easement Program (ACEP)
- Agricultural Management Assistance (AMA)
- Conservation Reserve Program (CRP) by USDA's Farm Service Agency
- Healthy Forests Reserve Program
- Regional Conservation Partnership Program
- Small, Limited, and Beginning Farmer Assistance
- Working Lands for Wildlife

Parks and Recreation Program

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

Producer-Led Watershed Protection Grants

The Department of Agriculture, Trade & Consumer Protection (DATCP) provides funding to producer-led groups that focus on nonpoint source pollution abatement activities through the Producer-Led Watershed Protection Grant Program (PLWPG). The goal is to improve Wisconsin's soil and water quality by supporting and advancing producer-led conservation solutions by increasing on the ground practices and farmer participation in these efforts.

Stewardship Grants for Nonprofit Conservation Organizations

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

Wastewater Program

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

Watershed Program

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

Wetlands Reserve Program

The Wetlands Reserve Program (WRP) is a voluntary program which was established to restore wetlands on lands which were previously altered for agricultural use. The program is administered by the USDA Natural Resource Conservation Service in consultation with the Farm Service Agency and other federal agencies.

Land is eligible for enrollment in the WRP if the landowner has owned that land for at least one year, and the land is restorable and suitable for wildlife benefits. Landowners may choose to restore wetlands with a permanent or 30-year easement, or enter into a cost-share restoration agreement with the USDA. If a permanent easement is established, the landowner will receive payment up to the agricultural value of the land and 100% of the wetland restoration costs. The 30-year easement payment is just 75% of what would be provided for a permanent easement on the same site, and 75% of the restoration costs. Voluntary cost-share restoration agreements are generally for a minimum of 10 years, and 75% of the cost of restoring the land to wetlands is provided. In all instances, landowners continue to control access to their land.

Wildlife Management Program

The DNR's Bureau of Wildlife Management oversees a complex web of programs that incorporate state, federal and local initiatives primarily directed toward wildlife habitat management and enhancement. Programs include land acquisition, development and maintenance of State Wildlife Areas, and other wild land programs such as State Natural Areas. Wildlife Staff work closely with staff of state and county forests to maintain, enhance, and restore wildlife habitat. Wildlife Management staff conduct wildlife population and habitat surveys, prepare property needs analysis's, develop basin wildlife management plans and collaborate with other DNR planning efforts such as Park, Forestry or Fishery Area Property Master Plans to assure sound habitat management. Funding comes from the federal government in the form of Endangered Species grants and Pittman-Robertson grants and from state government in the form of hunting and trapping license revenues, voluntary income tax contributions, general program revenue and Stewardship funds.

Wisconsin State Historic Preservation Office (SHPO), Wisconsin Historical Society

This office is part of the Wisconsin Historical Society and serves as the principal historic preservation agency in the state. In partnership with communities, organizations and individuals, the SHPO works to identify, interpret and preserve historic places for the benefit of present and future generations.

Goals, Objectives, and Policies

Goal 1: Conserve the Town's major agricultural, cultural and natural resources.

Objectives and Policies:

1. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
2. Lot sizes of 2 acres, excluding Right-of-Ways, will be promoted for new development, in order to preserve the Town's rural character and to protect groundwater resources from the impacts of higher density development. An exception may be made for ag-related use (i.e.: farm family or worker) as provided in the Land Use and Implementation Elements of this Plan.
3. Use-buffer areas will be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. duplex-type (higher density residential) development should be planned as a buffer between single-family and commercial areas. Landscape buffers should also be used, especially where distances from the Town make multiple family unfeasible.
4. Conservancy Zoning/PUD concepts will be utilized to protect important or fragile environmental areas including navigable lakes and streams, shorelands, wetlands, drainage ways, floodways, steep slopes, and woodlands recognizing their value for flood control, wildlife habitat, protection of water quality, and in providing recreational opportunities.
5. Land use practices, such as PUD, which protect air, land, and water quality, as well as the scenic value of the Town will be encouraged or required where possible.
6. The Town will continue to monitor the City of Antigo's facilities that are located within the Town of Rolling such as the old dump site and the City's wastewater treatment plant, and will continue groundwater quality protection efforts.

Goal 2: Preserve the productive farmland in the Town for long-term farm use and maintain agriculture as an important economic activity and way-of-life.

Objectives and Policies:

1. Non-farm development, particularly subdivisions, will be encouraged in areas away from intensive agricultural activities, in order to minimize farm – non-farm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
2. The unnecessary conversion of good agricultural lands will be avoided. Non-farm development will be directed to those areas specifically designated for said use.
3. The Town will establish an area, generally located in the west side of the Town, west of US Highway 45, as the most suitable for any potential location of new livestock facility siting in keeping with s.93.90 Wisconsin Statutes (Wis. Act 235).

Goal 3: Allow for needed non-metallic mining (i.e.: sand and gravel extraction) while balancing the need for this resource with the interests of adjacent landowners and the Town as a whole.

Objectives and Policies:

1. Expansion of existing non-metallic mining operations or development of new sites should be allowed only on lands adjacent to existing sites, where the expansion will not conflict with other preexisting development.
2. Reclamation of non-metallic mining sites should conform to the land use plan map in regard to the reclaimed use. The Town will work with the County Board of Adjustment to ensure adequate reclamation of sites.
3. The Town recognizes the probable need for further expansion and development of non-metallic mining operations in the future, beyond the 15 to 20 year timeframe of this plan and will address this in future plan updates.

Chapter Three

Housing

Housing characteristics and trends are important components of comprehensive planning. The physical location of housing can determine the need of many public facilities and services. Furthermore, understanding dynamics in the market likely to affect housing development in the future provides a basis for the formulation of policy to coordinate transportation facilities with a sustainable pattern of residential development. Understanding the factors affecting people’s ability to meet their own housing needs provides a basis for reinforcing community ties, fostering economic development and environmental sustainability and improving the quality of life.

Previous Plans and Studies

Wisconsin State Consolidated Housing Plan

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

Grow North Region Housing Study, 2021

The Grow North Region Housing Study analyzes the Grow North Region’s (which includes Laclede County) housing stock and housing trends, as well as workforce housing within the Grow North Region. This analysis identifies needs, such as a need for additional housing throughout the Grow North Region, what types of housing are needed throughout the Region, and which steps are needed to solve housing gaps within the Region. This housing study also developed a set of goals and strategies to address the housing issues identified. The identified goals in the Grow North Region Housing Study are as follows:

- Provide an adequate supply of affordable housing for individuals and households of all income levels throughout the Region.
- Increase the number of rental units within the Region.
- Encourage and Support a diverse mix of housing within the Grow North Region.
- Encourage housing that accommodates seniors, those with special needs, and those that are extremely-low income.

Regional Livability Plan, 2015

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

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

Langlade County Comprehensive Plan, 2019

The Langlade County Comprehensive Plan closely examines the state of housing throughout Langlade County, examining housing issues and qualities such as age of housing units, housing value, housing types, seasonal housing, and general housing characteristics. The identified goals in the Langlade County Comprehensive Plan as pertains to housing are as follows:

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

Housing Stock Assessment

Housing Type and Tenure

In 2021, the Town of Rolling had 491 occupied housing units, nearly all of which were owner-occupied, as shown in **Table 3-1**. The Town of Rolling had a significantly higher percentage of owner-occupied homes than Langlade County (77 percent) and a significantly higher percentage than the State of Wisconsin (67 percent). The average household size of 2.98 was higher than both the County (2.32) and the State (2.44). About 16 percent of households within the Town were occupied by a single householder and about 34 percent of households had at least one individual age 65 and older.

Table 3-1: Housing Units by Type and Tenure, 2021

	Town of Rolling	Langlade County	Wisconsin
Total Occupied Housing Units	491	8,404	2,401,818
Owner-Occupied Units	448	6,506	1,619,704
Renter-Occupied Units	43	1,898	782,114
Average Household Size	2.98	2.32	2.44
Percent Owner-Occupied	91.2%	77.4%	67.4%
Percent Householder Living Alone	15.9%	33.4%	30.3%
Percent with Individuals 65 or Over	33.8%	40.9%	29.6%

Source: American Community Survey 2017-2021

Age Characteristics

The age of a community’s housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1940’s for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the later part of the previous century and the first decade of the millennium are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Langlade County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Table 3-2 indicates the age of the housing stock in the Town of Rolling area that is based on the year the structures were built as reported in the 2017-2021 American Community Survey. About 9.5 percent of Rolling's housing units were built before 1940, compared to about 20.5 percent of housing units in Langlade County and about 19 percent of housing units statewide. Over 66 percent of housing units within the Town of Rolling were built between 1970 and 1999, a significantly higher proportion than both Langlade County (41 percent) and Wisconsin (38 percent). Housing growth has slowed significantly over the past decade, as only about six percent of the Town’s housing stock has been built since 2010, a trend that is also being experienced within Langlade County and Wisconsin.

Table 3-2: Year Structure Built						
	Town of Rolling		Langlade County		Wisconsin	
Before 1939	52	9.5%	2,497	20.5%	508,867	18.7%
1940-1949	19	3.5%	834	6.8%	149,150	5.5%
1950-1959	21	3.8%	1,017	8.3%	288,415	10.6%
1960-1969	16	2.9%	971	8.0%	263,031	9.7%
1970-1979	136	24.7%	1,957	16.0%	394,778	14.5%
1980-1989	108	19.6%	1,173	9.6%	262,162	9.6%
1990-1999	120	21.8%	1,914	15.7%	372,427	13.7%
2000-2009	46	8.4%	1,253	10.3%	331,651	12.2%
2010 or Later	32	5.8%	580	4.8%	147,888	5.4%
Total	550	100.0%	12,196	100.0%	2,718,369	100.0%

Source: American Community Survey 2017-2021

Structural Characteristics

The vast majority of housing units (nearly 88 percent) in the Town of Rolling are single-family, as shown in **Table 3-3**. Both the Town of Rolling and Langlade County have a housing stock with a significantly higher percentage of single-family housing than the State as a whole. There are only eight housing units within the Town that are multi-family units, with multi-family housing units accounting for only 1.5 percent of the Town’s housing stock, which is significantly lower than both Langlade County and Wisconsin. Mobile homes comprise about 11 percent of the housing stock in Rolling, significantly higher than both Langlade County and Wisconsin.

Table 3-3: Housing Units by Structural Type

	Single-Family		Multi-Family		Mobile Home		Total
Town of Rolling	483	87.8%	8	1.5%	59	10.7%	550
Langlade County	9,771	80.1%	1,648	13.5%	777	6.4%	12,196
Wisconsin	1,924,685	70.8%	706,252	26.0%	87,432	3.2%	2,718,369

Source: American Community Survey 2017-2021

Value Characteristics

Table 3-4 details housing values in owner-occupied homes throughout the Town, County, and State. In 2021, the median housing value was \$143,400 in the Town of Rolling. This was higher than Langlade County’s median housing value of \$123,800, while both the Town and County’s median housing values were significantly lower than the State of Wisconsin’s median home value of \$200,400. Nearly half of the homes within the Town (approximately 47 percent) are valued between \$100,000 and \$199,999. There is housing across a broad spectrum of valuations in the Town.

Table 3-4: Housing Values of Owner-Occupied Units, 2021

	Less than \$50,000	\$50,000 to \$99,999	\$100,000 to \$149,999	\$150,000 to \$199,999	\$200,000 to \$299,999	\$300,000 or More	Median Value
Town of Rolling	4.9%	19.6%	28.3%	18.8%	20.1%	8.3%	\$143,400
Langlade County	9.7%	29.9%	20.9%	15.3%	16.4%	7.6%	\$123,800
Wisconsin	4.3%	10.2%	16.7%	18.7%	25.2%	24.9%	\$200,400

Source: American Community Survey 2017-2021

Seasonal Housing

Seasonal housing plays an important role in the demographics and economy of Langlade County. Every year, thousands of absentee landowners visit their properties in the Northwoods for recreation. Most of these landowners permanently reside and are employed across Wisconsin or Illinois. As a result, there is a significant number of homes in the area that are vacant for long periods of time (usually in winter). While seasonal housing makes up a significant portion of Langlade County’s housing stock, the same is not true for the Town of Rolling. In 2021, seasonal housing units only comprised about 5.6 percent of the Town of Rolling’s housing stock, significantly lower than in Langlade County where over 22 percent of all housing units are considered seasonal, as shown in **Table 3-5**.

Table 3-5: Percentage of Seasonal Housing, 2021

	Total Housing Units	Seasonal Housing Units	Percent Seasonal Housing Units
Town of Rolling	550	31	5.6%
Langlade County	12,196	2,723	22.3%
Wisconsin	2,718,369	181,395	6.7%

Source: American Community Survey 2017-2021

Housing Affordability

Several factors contribute to the affordability of housing in Langlade County. These factors include rent and mortgage payments, maintenance expenses, lot size, and required or desired amenities for the dwelling. Household size and income are key factors contributing to what housing options are available and accessible to residents.

The U.S. Department of Housing and Urban (HUD) development recommends that housing costs do not exceed 30 percent of monthly income. If housing costs exceed 30 percent of monthly income, a household is considered cost-burdened. HUD also indicates that lenders are more willing to make loans if the scheduled mortgage payment is no greater than 31 percent of the monthly household income. Low-income households that pay more than 30 percent of their income toward rent may have difficulty affording other household necessities such as food, childcare, and healthcare costs. Severely cost-burdened households are at risk of becoming homeless.

Median monthly costs for homeowners, with and without a mortgage, and for renters are shown in **Table 3-6**. For homeowners with a mortgage, costs are slightly higher in the Town of Rolling than in Langlade County. For homeowners without a mortgage, costs are slightly lower in Rolling than in Langlade County. Median gross rent within the Town of Rolling is slightly higher than it is in Langlade County. Housing costs for all three types of home occupancy are lower in the Town of Rolling and Langlade County than they are in Wisconsin as a whole.

Table 3-6 also displays the percentage of households that are considered to be cost-burdened. About 12 percent of owner-occupied households in Rolling are cost-burdened, compared to about 15 percent of owner-occupied households in Langlade County. Renter households are significantly more likely to be cost-burdened than owner-occupied households. In Langlade County, about 31 percent of renter-occupied households were cost-burdened in 2021, significantly lower than the statewide percentage of about 43 percent.

	With Mortgage	Without Mortgage	Cost-Burdened (Owner-Occupied)	Median Gross Rent	Cost-Burdened (Renter-Occupied)
Town of Rolling	\$1,146	\$407	11.8%	\$690	22.5%
Langlade County	\$1,051	\$414	15.4%	\$647	30.6%
Wisconsin	\$1,491	\$578	18.1%	\$916	42.7%

Source: American Community Survey 2017-2021

Specialized Housing

In Langlade County, housing for seniors and populations with special needs is primarily provided in the urbanized areas in and around Antigo. The Antigo/Langlade County Housing Authority, the Langlade County Aging and Disability Resource Centers (ADRC), the Wisconsin Department of Health and Family Services, and the Northwoods United Way all maintain a list of these housing options throughout Langlade County. As the number of elderly populations increases in the coming years, there will most likely be a greater need for a wider variety of housing options.

Senior Housing

Housing for seniors typically consists of a range of housing options that provide a spectrum of assistance starting with individual units or homes with little or no assistance, independent living communities for seniors that remain independent, assisted living facilities for those who are no longer able to live on their own, and nursing homes for those that need skilled medical care.

According to research by the Department of Housing and Urban Development, the overwhelming majority of seniors prefer to “age in place,” or remain in their home throughout retirement. This can be difficult for those in rural areas such as Rolling, as the ability to access medical care and necessary goods and services can become burdensome. This highlights the importance of senior transportation services and universal design (home design that creates access for all people). The closest senior housing facilities are located in the City of Antigo. The area surrounding the Town of Rolling will likely need additional housing options for seniors in upcoming years.

Housing Programs

There are a variety of state and federal housing programs geared at addressing a variety of housing issues. Grants and low interest loans are available for counties, communities, or individual homeowners and renters. The following are some housing resources administered through the state using state or federal funds that are available to participants.

Wisconsin Housing and Economic Development Authority (WHEDA)

- Low Income Housing Tax Credit (LIHTC)
- Rental Assistance (Section 8) Programs
- Multifamily Loan Fund
- National Foreclosure Mitigation Counseling
- WHEDA Advantage
- FHA Advantage
- First-Time Home Buyer Advantage
- WHEDA Tax Advantage
- WHEDA Foundation Grant Program

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

- Single Family Direct Home Loans
- Single Family Home Loan Guarantees
- Mutual Self-Help Housing Technical Assistance Grants
- Rural Housing Site Loan
- Housing Preservation & Revitalization Demonstration Loans & Grants
- Housing Preservation Grants
- Multi-Family Housing Direct Loans
- Multi-Family Housing Loan Guarantees
- Multi-Family Housing Rental Assistance

State of Wisconsin Department of Administration Division of Energy, Housing and Community Resources (DEHCR)

- Housing Grants and Loans
- Homelessness Assistance and Prevention
- Housing Opportunities for Persons with AIDS (HOPWA)
- HOME Homebuyer and Rehabilitation Program
- HOME Rental Housing Development (RHD)
- Tenant Based Rental Assistance Program
- Housing Cost Reduction Initiative Program (HCRI)
- CDBG – Small Cities Housing and Revolving Loan Program

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

- The HUD Self-Help Homeownership Opportunity Program
- The HOME Investment Partnership Program
- Section 8 Housing Choice Vouchers
- CDBG – Small Cities Program

Goals, Objectives & Policies

Although the Town has not historically played a role in housing, it supports equal opportunity housing, and understands the importance of sound housing stock for its residents and the community as a whole. A review of housing stock assessment information has led to the establishment of the following housing policy statement:

Goal 1: Promote development of housing for residents of the Town 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.

Objectives and Policies:

1. The Town will direct future residential development to areas designated on its Future Land Use Plan Map. The Town will discourage future residential development in agricultural areas except for ag-related use (i.e.: farm family or worker), or in current agriculture use areas designated for future residential development on its Future Land Use Plan Map.
2. The Town will encourage residential developers to provide a variety of housing types for all income and age groups.
3. The Town will require a 2-acre minimum lot size, plus the Right-of-Way, for new residential development in order to protect groundwater resources from the impacts of higher density development and to provide the spacing necessary to maintain the rural character and density of the community.
4. The Town will allow higher density (down to the minimum lot size in County zoning district) where it is compatible with existing development patterns per the Land Use and Implementation Elements of this Plan.

Goal 2: Promote the availability of land for the development or redevelopment of low- and moderate-income housing.

Objectives and Policies:

1. The Town will maintain designation of adequate areas adjacent to the City of Antigo for residential development on its Future Land Use Plan Map.

Goal 3: Maintain and rehabilitate the existing housing stock as appropriate.

Objectives and Policies:

1. The Town will promote, via this Plan, programs to assist residents in maintaining or rehabilitating existing housing units.

Chapter Four

Utilities and Community Facilities

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

Previous Plans and Studies

Langlade County All Hazard Mitigation Plan, 2020

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

Inventory

Utilities and community facilities provided by the Town of Rolling 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 Town. Many of the major facilities are identified on the **Utilities and Community Facilities Map**.

Water and Wastewater Facilities

The Town of Rolling has no public water supply system or sanitary sewer service. The adjacent City of Antigo has these systems to serve areas within its corporate limits and has a policy of not providing such service to outside areas without annexation. The City does have plans to extend water lines into and through adjacent Towns in order to complete some main loops intended to improve their system. While no extension of service or annexation is planned in conjunction with these projects, some fear that it will facilitate future annexations.

Two of the municipal wells that supply the City with water are located northeast of the City within the Town of Antigo. The City is also currently planning to develop a new south well field that would be in or in very close proximity to the Town of Antigo, but a portion of the recharge area for these wells lies within the Town of Rolling.

For the Town itself, water supply is via individual private wells. The drilling, use and abandonment of private water supply wells is regulated by the Wisconsin Department of Natural Resources and Langlade County. The Town also contains a number of wells known classified as "high capacity" wells. These wells are primarily irrigation wells resulting from the agricultural nature of Town.

The disposal of wastewater is also handled by private on-site septic systems that discharge wastewater to underground drainage fields and which may include: conventional (underground), mound, pressure distribution, at-grade, holding tank and sand filter systems. These on-site wastewater treatment technologies are regulated by both Wisconsin and Langlade County. The City of Antigo's sewage treatment plant is located adjacent to the Town of Rolling near Spring Brook off of Koszarck Rd. This facility does not provide sewage treatment for Town residents. The City of Antigo's sewage treatment facility is capable of treating sewage from the Town and the city would consider an agreement to provide sewage treatment, but this would require infrastructure developed at the Town's expense.

Stormwater management is a significant issue in the Antigo area. Flooding and drainage issues are particularly problematic on the north side of the City, which happens to be an urbanizing commercial area. The City has undertaken a series of projects designed to improve storm water drainage in the area including replacement of old clay pipes, development of detention basins, and the West Side Storm Sewer Project at Remington Pond. The latter project stems from a 1993 West Side Drainage Study. The City is currently looking into the development of a new engineering study to develop a more comprehensive approach to drainage and flooding problems. The results of this study will likely benefit the Town as well as the City.

Another area where flooding has been an issue in the past is on the south side of the City along Forrest Avenue near Northcentral Technical College. This is an area of the City not currently served by storm sewer.

Solid Waste Disposal and Recycling Facilities

Private haulers provide "curbside" pick up of garbage and recycling for residents in the Town of Rolling, or residents haul their garbage and recycling themselves. As referenced in the Agricultural, Natural and Cultural Resources Element, the City of Antigo has a brush collection site at their former landfill site. The former landfill site also now contains a local private excavating company.

Power and Telecommunication Facilities

Electrical service is provided by Wisconsin Public Service Corporation. City Gas Company of Antigo provides natural gas distribution in the Rolling area.

Telephone service is provided by Verizon Communication and Frontier. The service has digital switches, links to fiber optics and a digital microwave network. Cellular towers located in the Town

include one located east of HWY 45 and south of Range Rd, and a second located north of HWY 47 on the east side of Sugarbush Rd.

Cable television service and limited internet service is provided by Spectrum and Cirrinity. Spectrum's service area in the Town is limited to areas generally north of CTY HWY G and west of HWY 45. The Town should consider approaching Spectrum to determine the feasibility of expanding their service area to include more Town residents.

Parks, Recreation, and Other Youth Facilities

The former Pleasant View School playground contains the only park-like setting located within the Town of Rolling, located off of County Highway HH. The Pleasant View School playground contains a nature trail and a softball field. Langlade County maintains the Langlade County Bow and Gun Range, located off of Range Road. The Plover River Segment of the Ice Age Trail starts at the western border of the Town along County Highway HH. There is the potential for future expansion of the Age Trail that would expand the trail to pass through the Town.

The Town of Rolling belongs to the Unified School District of Antigo. The Town is also served by three parochial elementary schools in Antigo. Nicolet Technical College serves the Town via their Antigo Campus. The Town is served by the Antigo Public Library, which is jointly owned and operated by the City of Antigo and Langlade County.

Emergency Services

Emergency services play an important role in maintaining a high quality of life for Town residents. These services generally fall into three primary categories, including police protection, fire protection and emergency medical services. All three services are available within the Town, although the Town does not directly provide any of the services. Instead, the Town utilizes a combination of intergovernmental agreements and coalitions to provide these services in a cost-effective manner.

The Langlade County Sheriff's Department provides police protection services throughout the Town. This eliminates the need for the Town to maintain a police force, while ensuring that residents receive protection.

Fire protection services are provided through a cooperative service corporation known as the Langlade County Rural Fire Control Corporation. The Corporation owns and maintains its own equipment, as well as maintaining a fire station to house equipment. The Corporation also maintains a mutual aid assistance agreement with the City of Antigo and other Langlade County Towns that are not a part of the Corporation.

Emergency services are provided to Town residents through an intergovernmental agreement between the Town and the City of Antigo. The intergovernmental agreement allows the City of Antigo's ambulance service to respond to emergencies in the Town. The Town pays an annual retainer fee, and Town residents using the service also pay each time the service is used.

The nearest medical facility is Aspirus Langlade Hospital located in Antigo. This hospital provides 24-hour emergency service and critical care. The hospital is also part of the Flight to Life System,

which provides helicopter flight services to patients in need of assistance unavailable at Langlade Memorial.

Other Government Facilities

The local road system is the most significant public facility maintained by the Town and is addressed in the **Transportation Chapter**. The Langlade County Airport is another major public facility also covered within the transportation element. The Town Hall is located on CTY HWY G, just west of HWY 45. The Town Hall serves as a meeting room available for Town residents use and includes a kitchen and restrooms.

There are two cemetery sites located within the Town. One is located on the southeast corner of HWY 45 and CTY HWY D, and the other is located on W. Bear Lake Rd. west of HWY 45. Additionally, two major cemeteries are located in the City of Antigo: Queen of Peace Cemetery and Elmwood Cemetery.

Utilities and Public Facilities Programs

Providing public infrastructure – roads, sewer and water service, schools, police and fire protection – is one of the major functions of local government. In addition to these public services, both public and private entities provide electricity and telephone service as well as such specialized services as child-care, health-care and solid-waste disposal. Taken together these constitute the utilities and community facilities that represent much of the backbone of modern life. Beyond what these facilities do for us, they also represent a huge investment of public and private resources.

The efficient utilization of these resources is one of the basic principles of comprehensive planning. Already in-place infrastructure is a public asset that must be safeguarded for the future, both to conserve and protect environmental values and to maximize the benefits of economic growth. Development that bypasses or ignores existing infrastructure resources is wasteful of the public investment that they represent. Development patterns that require the extension of utilities and the expansion of public facilities while existing facilities go unused at other locations is probably not the best use of scarce public resources.

Both the state and federal governments offer programs that assist communities with the development of critical infrastructure and facilities. These programs are listed in more detail in the **Economic Development Chapter** of this plan.

Goals, Objectives, and Policies

Goal: Provide adequate levels of utility and community facilities to meet existing and future needs of Town residents.

Objectives and Policies:

1. Support development of a comprehensive regional emergency medical services plan that will integrate volunteer support with full time operations.
2. Explore efforts to work cooperatively with the City and other entities on groundwater protection.
3. Support development and expansion of communication infrastructure for Town residents and businesses, including access to cable televisions, fiber optic and broadband communication.

Chapter Five

Transportation

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

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

Previous Plans and Studies

Regional Livability Plan, 2015

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

- Modes of Transportation to Work – The region’s workforce is extremely dependent on the automobile. In 2012, over 80 percent of the region’s workforce drove alone to work on a daily basis. Another 10 percent carpooled, leaving less than 10 percent for the non-automobile methods such as walking, biking, and using transit. The average commute time in Langlade County was 19.1 minutes.
- Age of Drivers in the Region – The region is seeing a change in the number of licensed drivers by age groups. Between 2004 and 2013, the region saw a 20 percent decrease in the number of drivers between the ages of 17 and 19. During the same years, the region also had a 20 percent increase in drivers over age 65. These changes mean communities will have a need for multimodal options for the younger ages and options to increase safety as drivers age.
- Transportation Maintenance Cost – It is expensive to maintain the transportation infrastructure in the region. The current reliance on fuel tax and registration fees is inadequate, unstable, and may soon be outmoded. The inability to fund improvements and maintenance on transportation infrastructure will impact the ability to transport goods and provide safe, reliable, and efficient roads.

Connections 2030

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

Regional Bicycle and Pedestrian Plan

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

State Trails Network Plan

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail.

Two proposed trails from the State Trails Network Plan involve the Town of Rolling:

Segment 19 – Langlade County to Michigan is an abandoned rail corridor linking the State of Michigan with the Mountain Bay Trail near Eland in Marathon County. The grade runs through portions of Langlade County Forest, the lake area around Kempster in Langlade County, and the popular tourist areas of Three Lakes and Eagle River.

Segment 70 - Antigo to White Lake is an abandoned rail grade linking Antigo and White Lake via an off-road connector. The corridor runs through the Antigo Flats region to the Wolf River at White Lake.

Langlade County Bicycle and Pedestrian Plan, 2019

The focus of this plan is to enhance the viability of bicycling and walking as a form of transportation throughout communities in Langlade County. This plan focuses on guidelines for planning bicycle facilities, with general design and funding information included. This plan also examines existing conditions for biking and walking countywide and suggests routes and segments on which to prioritize bicycling and walking improvements.

Road Network

The highway system within the Town of Rolling is a network of federal and state highways together with various local roads and streets. The jurisdictional and functional breakdown of the Town of Rolling road network is shown in **Table 17**.

Jurisdiction	Functional Classification			Totals
	Arterial	Collector	Local	
State*	9.15	0.00	0.00	9.15
County	0.00	9.35	8.88	18.23
Town	0.00	0.91	50.30	51.21
Totals	9.15	10.26	59.18	78.59

Source: WisDOT & NCWRPC.

* WisDOT has jurisdiction over interstate and federal highways.

Functional Classification

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

The functional classifications are generally defined as:

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

Jurisdiction

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

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

The Rolling road system is composed of two levels of governmental jurisdiction. These include the Town system encompassing the local roads and the county highway system. There currently are no state or federal highways that run through the Town.

As previously noted, these functional classifications are generally equated with the jurisdictional divisions. In the more developed larger urban communities, this relationship may not be as rigid,

whereas the local community constructs and maintains all classes of the roadway system. However, in the typical rural transportation system the jurisdictional and the functional classifications maintain a closer relationship. The greatest emphasis of traffic in rural areas is generally on non-local efficient movement, whereas local access is secondary due to relatively low population densities.

Principal Arterials

The Town of Rolling has the service of one principal arterial, U.S. Highway 45. U.S. Highway 45 serves as the primary traffic artery for the Town and Langlade County, travelling in a north-south direction. This highway connects Antigo with Three Lakes, Eagle River, and the Upper Peninsula of Michigan to the north and linkages to Oshkosh, Fond du Lac, and Milwaukee to the south.

Minor Arterials

The Town of Rolling has the service of two minor arterials, State Highways 47 and 52. State Highway 47 runs concurrent with U.S. Highway 45 from the Town's north border, and then branches off to the east in the southern portion of the Town, continuing eastward to Menominee County. State Highway 52 runs concurrent with U.S. Highway 45 throughout the Town, before branching off to the west just south of the Town's southern border.

Major Collectors

County Highway HH serves as a Major Collector for the Town of Rolling, travelling in a north-south direction along the Town's western border.

Minor Collectors

The Town is serviced by several Minor Collectors, including County Highways D and G, Sunnyside Road, Range Road, and County Forest Road.

County Highways

The Town is served by a network of county trunk highways (CTHs). These roads serve rural land uses and distribute local traffic to the regional arterial system. They serve an important role in linking the town's agricultural, manufacturing and forestry resources to the major highways and urban centers. County highways serving the Town include D, G, W, X and HH.

Local Roads

The Town of Rolling local road network consists of approximately 51 miles of local roads, of which about 15 miles are unpaved. As part of the Wisconsin Information System for Local Roads (WISLR) the Wis. DOT requires all local units of government to submit road condition rating data every 2 years. The Pavement Surface Evaluation and Rating (PASER) program and WISLR are tools that local governments can use to manage pavements for improved decision making in budgeting and maintenance. Towns can use this information to develop better road budgets and monitor roads in need of repair.

Road Maintenance

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

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

Table 18 shows a summary of pavement conditions in the Town of Rolling. Roads exhibiting a surface condition rating at or below “fair” must be examined to determine what type of reconstruction or strengthening is necessary. The roads that display a surface rating of “good” or better will only require minimal preventative maintenance to promote safe travel conditions. An aggregate 23.68 miles of roads in the Town, or 46.3 percent, are in need of improvement. Approximately 30 percent of roadways in the Town are gravel roads. Asphalt or concrete roads account for the remaining 70 percent of the total.

Table 18: Summary of Pavement Conditions, 2023	
Surface Condition Rating	Miles
Very Poor	1.14
Poor	1.68
Fair	20.86
Good	19.03
Very Good	4.11
Excellent	4.34
Total	51.15

Source: WisDOT 2023

Other Modes of Transportation

Bicycle and Pedestrian

In 2019, Langlade County adopted the Langlade County Bicycle and Pedestrian Plan with assistance from the North Central Wisconsin Regional Planning Commission. This plan established a number of scenic, on-road bike routes throughout the County.

The Town of Rolling contains portions of multiple proposed bike routes, including along County X, Old 26 Road, Sunnyside Road, County Highway D, and County Highway W. Proposed Corridors 10 and 16 run through the Town of Rolling.

The County Bike Plan recommends institutionalizing bicycle needs within local schools, public health programs, local law enforcement programs, and transportation planning processes that occur in Langlade County.

Airport

The Langlade County Airport (KAIG) in Antigo is the closest public airport to Rolling. Langlade County Airport is a general utility airport that covers an area of 440 acres and has two asphalt

paved runways. Runway 16-34 is 4,000 feet long while Runway 8-26 is 3,400 feet long. General Utility airports are intended to serve almost all small general aviation single and twin-engine aircraft, piston or turbo prop, with a maximum takeoff weight of 12,500 lbs or less. These aircraft generally have approach speeds below 121 knots and wingspans of less than 79 feet. Typically, these aircraft are used for business and charter flying and for personal reasons. Airports in this category normally have a primary runway length of 3,700 to 4,100.

Public Transportation

The Langlade County Department on Aging coordinates a bus service for the entire County. While the primary focus of the service is for the elderly and persons with disabilities, it is open to all residents. The service has two components: city bus service and rural bus service.

The rural bus service is a call ahead / reservation system with fares between \$2 and \$3 available to residents within the Town of Rolling. The service is not fixed-route. Residents arrange to be picked up from their location and dropped where they need to be including return if necessary. Some residents in close proximity to the City may even be able to take advantage of the city fixed-route service depending on location.

Scheduled intercity bus service is no longer available in the area. Greyhound recently discontinued service to Antigo in a streamlining/cost cutting move. Private charter/tour bus companies based in the area include Mid Wisconsin Coaches and Malliette Bus Service. All are based in the City of Antigo.

Trucking

USH 45 and STH 47 are the principal truck routes within the Town as designated by WisDOT. This corresponds with their role as Corridors 2020 connecting routes, linking to the Backbone highway system and facilitating the movement of goods between the Rolling area and the rest of the state/nation.

Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities with the local area. Mapping these local routes is beyond the scope of this study, and local issues such as safety, weight restrictions, and noise impacts play significant roles in the designation of local truck routes.

A number of private trucking companies are available in the area. Distributors Limited, Jim Lund Transport, Spencer's Trucking, and Prince Brothers Incorporated are all located in or within close proximity to the Town of Rolling.

Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities with the local area. Mapping these local routes is beyond the scope of this study, and local issues such as safety, weight restrictions, and noise impacts play significant roles in the designation of local truck routes.

Transportation Programs

Below is a listing of programs that may be of assistance to the Town with regard to the development of the local transportation system. The Wisconsin Department of Transportation is the primary provider of programs to assist local transportation systems. A wide variety of programs are available

to serve the gamut of jurisdictions from county down to the smallest town. The programs most likely to be utilized by rural towns such as Rolling include:

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

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

Goals, Objectives, and Policies

Goal 1: Support and maintain a safe and efficient Town road system.

Objectives and Policies:

1. Land uses that generate heavy traffic will be avoided on local roads that have not been constructed or upgraded for such use.
2. Roadway access will be better spaced along the existing Town road network to increase safety and preserve capacity.
3. Future road locations, extensions or connections will be considered when reviewing development plans and proposals.
4. Update street signage to improve visibility for all Town residents.
5. All Town roads must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplow.

Chapter Six

Economic Development

The economic base of the community serves as an important driver for current and future land use. Economic characteristics include such components as the size of the civilian labor force, comparative employment growth, employment by industry, unemployment rates, and commuting patterns. Employment patterns and economic trends generally occur on a regional scale. Residents of one community often work in another. Similarly, changes in a major industry can impact jobs and growth far beyond the community where the business is physically located. It is therefore important to understand a local community's economy in light of its regional context.

Assessment of these components of the economic base provides an important historical perspective on current land use patterns and provides insights that help to predict possible future directions and opportunities for growth of the local economy.

Previous Plans and Studies

Comprehensive Economic Development Strategy (CEDS), 2021

Langlade 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 NCWRPC is the agency responsible for maintaining that designation. As part of the designation, the NCWRPC annually prepares a CEDS. This report summarizes and assesses economic development activities over the past year and presents new and modified strategies to promote growth.

Regional Livability Plan (RLP), 2015

Economic Development is one of four elements included in the RLP, adopted by the NCWRPC in 2015. The Economic Development Assessment Report within the RLP observes in detail the economic health of the ten-county region and identifies trends and issues facing the local economy.

The RLP addresses three economic development issues:

- Available Labor Force and Employment – Businesses need a workforce with the proper education to meet the demands of an ever-changing job market. High labor needs combined with an older workforce preparing for retirement will result in a labor force shortage and inability to meet the workforce needs of area businesses. The future availability of a quality labor force is a major concern for the business community.
- Living Wage – over the past ten years, the region's cost of living (i.e. home prices and rent) have increased faster than per capita and household incomes. Consequently, many working adults must seek public assistance and/or hold multiple jobs in order to meet the basic needs of their families. Occupations paying a living wage provide families resources for savings,

investments, education, and the purchasing of goods which improves the local economy and increases the quality of life of the region's population.

- Broadband – High-speed broadband connections are crucial for government services, healthcare, education, library systems, private businesses, and residents. Improving the region's telecommunication network can assist existing businesses, attract new businesses, and allow residents to access education opportunities.

ALICE: A Study of Financial Hardship in Wisconsin, 2021

This report, developed by the United Way, described the 26 percent of households in Langlade County that are below the federal poverty level and/or struggle to afford basic household necessities, or "ALICE" households (Asset Limited, Income Constrained, Employed). These households are largely employed but do not earn enough in wages to meet the "household survival budget," which does not allow for any savings. The report states that many ALICE households provide vital services, such as retail, health care, childcare, and security, but cannot make ends meet on the income provided from these jobs.

- The ALICE report shows that 21 percent of Rolling households are either below the federal poverty level or are considered ALICE households, indicating that the proportion of households financially stressed in Rolling is similar to the proportion in Langlade County.

Economic Environment

County Economic Environment

Historically, the Langlade County economy was based on forest resources and diversified agriculture. Increased population and infrastructure – railroads, roads and dams for power enabled the area to evolve beyond simple agriculture and logging operations. Resources that once left the area unprocessed were now transformed into finished products in the County, providing employment opportunities and adding value in forest products and agricultural processing. A number of related manufacturing operations grew up in the area, some based on forest products and agricultural products, others supplying the existing industries with fabricated metals products. As these industries progressed, so did industries such as transportation, communications, public utilities, government, trade, finance, insurance, and real estate. The County now enjoys a well- diversified economy.

Due to the low amount of economic activity which takes place exclusively within the Town and the truth that the local workforce is primarily employed outside the Town, Langlade County data is presented for comparison.

Economic Sectors

Table 18 details employment by sector for the Town of Rolling and Langlade County. In 2021, there were 702 persons employed in the thirteen basic economic sectors in the Town, a 12 percent decrease from the Town's total employment in 2000. In 2021, the leading industry sectors for Town of Rolling employed residents were the Education, Health, and Social Services; Manufacturing; and the Retail Trade sectors.

Overall, there were 8,830 persons employed in the basic economic industry sectors in Langlade County in 2021. Similar to the decrease in employment experienced in the Town of Rolling, employment within Langlade County has decreased by 9 percent since 2000, when there were 9,703 persons employed within Langlade County. The leading industry sectors within Langlade County in 2021 were the Education, Health and Social Services; Manufacturing; and Retail Trade sectors.

Between 2000 and 2021, there were several dramatic shifts in employment throughout industries within Langlade County. Only four sectors – the Information; Professional, Scientific, Management, Administrative & Waste Management Services; Transportation, Warehousing & Utilities; and the Public Administration sectors - experienced growth within the County during this time. All other industry sectors experienced declines within the County during this time, with the Information and the Other Services sector experiencing the fastest decline in employment.

Table 18: Employment by Industry Sector

Industry Sector	Town of Rolling			Langlade County		
	2000	2021	% Change 2000-21	2000	2021	% Change 2000-21
Ag., Forestry, Fishing, Hunting & Mining	83	36	-56.6%	797	676	-15.2%
Construction	74	50	-32.4%	752	735	-2.3%
Manufacturing	195	128	-34.4%	2,032	1,523	-25.0%
Wholesale Trade	32	8	-75.0%	351	245	-30.2%
Retail Trade	118	99	-16.1%	1,273	1,182	-7.1%
Transportation, Warehousing & Utilities	46	39	-15.2%	475	519	9.3%
Information	14	35	150.0%	108	335	210.2%
Finance, Insurance, Real Estate & Leasing	26	36	38.5%	346	300	-13.3%
Professional, Scientific, Management, Administrative & Waste Mgmt Services	18	59	227.8%	307	463	50.8%
Education, Health and Social Services	106	145	36.8%	1,602	1,541	-3.8%
Arts, Entertainment, Recreation, Accommodation and Food Services	49	20	-59.2%	908	663	-27.0%
Public Administration	19	15	-21.1%	318	428	34.6%
Other Services	21	32	52.4%	434	220	-49.3%
Total	801	702	-12.4%	9,703	8,830	-9.0%

Source: U.S. Census and American Community Survey (2017-2021)

Labor Force Analysis

Labor force is defined as the number of persons, sixteen and over, employed or looking to be employed. **Table 19** compares the labor force of the Town of Rolling with that of Langlade County. Between 2000 and 2021, the Town of Rolling experienced a 12 percent decrease in the labor force, as the Town’s labor force decreased from 840 residents in 2000 to 739 residents in 2021. The increase in

the Town’s labor force during this time is similar to the decrease experienced in Langlade County during the same time period. With a labor force consisting of 9,365 persons in 2021, Langlade County’s labor force has decreased by 9 percent since 2000, when the County’s labor force consisted of 10,298 persons.

Table 19: Labor Force						
	Town of Rolling			Langlade County		
	2000	2021	% Change	2000	2021	% Change
Population 16 years and over	1,121	1,168	4.2%	16,386	16,132	-1.6%
Labor Force	840	739	-12.0%	10,298	9,365	-9.1%
Employed	801	702	-12.4%	9,703	8,830	-9.0%
Unemployed	39	37	-5.1%	595	535	-10.1%
Unemployment Rate	3.5%	3.2%	-8.6%	3.6%	3.3%	-8.3%
Participation Rate	74.9%	63.3%	-15.5%	62.8%	58.1%	-7.5%

Source: U.S. Census and American Community Survey (2017-2021)

Unemployment

Unemployment is defined as the difference between the total civilian labor force and total persons employed. Stay-at-home parents, retirees, or persons not searching for employment are not considered unemployed because they are not considered part of the labor force. In 2000, the Town of Rolling had 3.5 percent unemployment, and the 2021 unemployment rate was slightly lower at 3.2 percent. The Town of Rolling’s unemployment rate was lower than Langlade County (3.3%) and higher than the State of Wisconsin (2.3%) in 2021.

Workforce Participation

Workforce participation is a measure expressed in terms of a percentage of persons actively seeking employment divided by the total working age population. People not participating in the labor force may not seek employment due to a variety of reasons including retirement, disability, choice to be a homemaker, or are simply not looking for work. In 2000, 75 percent of Rolling’s population over the age of 16 was in the labor force. By 2021, that percentage was significantly lower at 63.3 percent, which was higher than Langlade County’s participation rate of about 58 percent. The Town of Rolling had a slightly lower participation rate than the State (66.1%), while Langlade County had a significantly lower participation rate than the State.

Laborshed

A laborshed is an area or region from which an employment center draws its commuting workers. In 2020, there were 324 jobs located within the Town of Rolling, with 287 of these jobs being filled by persons who live outside of Rolling, and an additional 37 jobs being filled by a resident of Rolling. In contrast, there were 553 workers who live in Rolling that commuted to locations outside of the Town for work, as shown in **Figure 8**. This indicates that Rolling’s laborshed extends beyond its municipal borders.

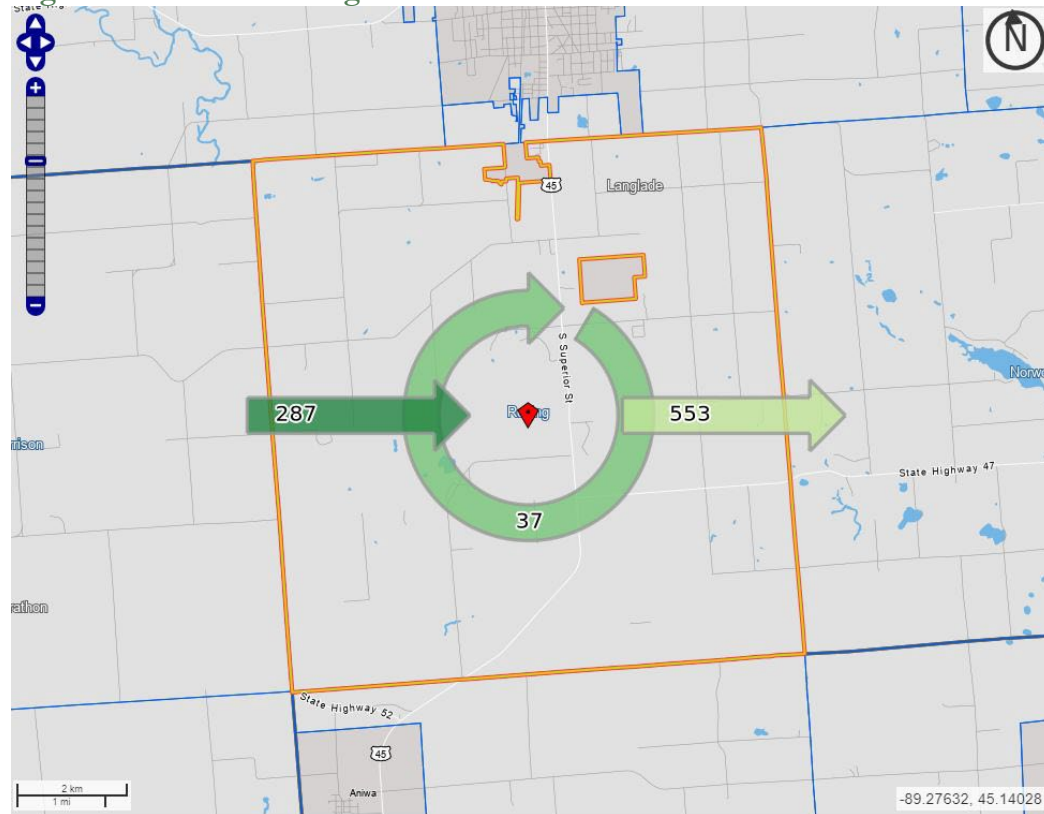
In-Migration

The majority of workers that commute into the Town for work live in close proximity to the Town, with many of these workers either living within Langlade County or in neighboring Marathon and Shawano Counties.

Out-Migration

The most substantial group of outbound commuters (those who live in the Town but work outside of the Town) travel to the Cities of Antigo or Wausau for work. Other common work locations for Town residents include White Lake, Schofield, Weston

Figure 8: Town of Rolling Laborshed



Source: U.S. Census On the Map

Occupations

Table 20 displays the occupational employment for residents in the Town of Rolling and for residents in Langlade County. In 2021, most residents within the Town of Rolling were employed in Management, Professional & Related occupations, while most Langlade County residents were also employed in Management, Professional & Related occupations. The second-most represented occupational group among Town of Rolling residents was the Production, Transportation & Mineral Moving occupational group, while the Sales & Office occupational group was the second-most represented in Langlade County.

Table 20: Occupation of Employed Workers

Occupation	Town of Rolling		Langlade County	
	2000	2021	2000	2021
Management, Professional & Related	164	219	2,177	2,218
Service	103	64	1,517	1,414
Sales & Office	200	145	2,262	2,008
Natural Resources, Construction, and Maintenance	135	106	1,432	1,367
Production, Transportation & Mineral Moving	199	168	2,315	1,823
Total	801	702	9,703	8,830

Source: U.S. Census and American Community Survey (2016-2020)

Economic Development Programs

There are a number of economic development programs available to businesses and local governments in Langlade County. Following is a partial list of those programs.

Local:

Tax Increment Financing

In 2004, the WI State Legislature enacted changes to the state’s Tax Increment Financing statutes. One significant change involved allowing townships to establish tax increment districts for specified economic development projects. Tax Increment Financing has been employed by numerous communities throughout the state to promote redevelopment in blighted areas and finance new industrial development.

County:

Langlade County Economic Development Corporation (OCEDC)

The Langlade County Economic Development Corporation (LCEDC) is a nonprofit 501(c)(3) Corporation to act as an economic development coordinator for all of Langlade County. LCEDC 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 Langlade County. LCEDC also acts as a conduit between business and government on a local, regional, state, and federal level.

Langlade County Revolving Loan Fund

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

Regional:

North Central Wisconsin Regional Planning Commission

The Town is a member of the North Central Wisconsin Regional Planning Commission, as are all local governments in Marathon County based on county membership. Membership brings with it a variety of planning benefits and service. Benefits include participation in the Economic Development District, including eligibility for a variety of grants administered by the U.S. Department of Commerce Economic Development Administration. In addition, resulting in membership with the NCWRPC, the County is a member of the Central Wisconsin Fund which manages a revolving loan fund designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing.

Central Wisconsin Development Fund

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

State:

Rural Economic Development Program

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

Wisconsin Small Cities Program

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

University of Wisconsin Extension Office

The Center for Community Economic Development, University of Wisconsin Extension, creates, applies and transfers multidisciplinary knowledge to help people understand community change and identify opportunities.

The Wisconsin Innovation Service Center (WISC)

This non-profit organization is located at the University of Wisconsin at Whitewater and specializes in new product and invention assessments and market expansion opportunities for innovative manufacturers, technology businesses, and independent inventors.

Wisconsin Small Business Development Center (SBDC)

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

Transportation Economic Assistance (TEA)

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

Federal:

Economic Development Administration (EDA)

EDA offers a guaranteed loan program as well as public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

US Department of Agriculture – Rural Development (USDA – RD)

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

Small Business Administration (SBA)

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

Goals, Objectives, and Policies

Although the Town of Rolling has not, historically, played a role in economic development, it supports efforts to stabilize and expand the economic base and employment opportunity for its residents and the community as a whole. A review of economic base assessment information has led to the establishment of the following economic development policy statement:

Goal: Expand the range of economic opportunities and increase local incomes.

Objective: To improve and supplement family income and expand economic opportunities, the Town will support the development of nontraditional or alternative agriculture-related businesses, including production of specialty or niche farm products, value-added farm products, organic farming, pick-your-own, beekeeping, produce stands, poultry products, vineyards, tree farms, nurseries, orchards, agriculture-based tourism, bed and breakfasts, kennels, stables, game farms and others, all subject to Langlade County zoning laws and other existing regulations. In addition, home-based professional offices, shops and cottage industries will be supported by the Town, again subject to county zoning and other rules.

Objective: Support the recommendations contained within the North Central Wisconsin Economic Development Strategy (CEDS) recently completed by the NCWRPC.

Objective: Encourage the establishment and expansion of commercial and industrial uses in designated areas adjacent to the City.

Goal: Maintain the current agricultural economic base.

Objective: To maintain the current agricultural economic base, the Town will promote the protection of prime farmland, discourage conflicting land uses on farmland, protect the farmer's right to farm, and help provide information on agricultural programs.

Goal: Identify opportunities for non-traditional or alternative agriculture-related businesses to supplement family income.

Chapter Seven

Land Use

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

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

Previous Plans and Studies

Langlade County Comprehensive Plan, 2019

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

Regional Livability Plan, 2015

Land use is one of the four elements included in the RLP, adopted by NCWRPC in 2015. The Land Use Assessment Report, a component of the plan, looks in detail at the land uses through the ten-county region and identifies issues and trends related to land use: housing density and farmland preservation. The two land use goals of the plan are as follows:

- Preserve and protect the Region's landscape, environmental resources and sensitive lands while encouraging healthy communities.
- Manage and reduce vacant land and structures.

Existing Land Use Inventory

Current land use activity in the Town is characterized by farming and scattered residential development stripped along the Town's road system, although a few small subdivisions are located in wooded areas of the Town. This scattering of residential land use results primarily from parceling off pieces of larger forested or agricultural tracts. As the Town continues to grow, this development trend

will continue to encroach upon farmland and threaten to enclose interior parcels, restricting access and hindering future development.

Adjacent to the City of Antigo there is more intensive residential and commercial development. On the north and south side of the City is significant commercial development primarily oriented to U.S. Highway 45. Beyond this, there is some scattered commercial and industrial (primarily sand & gravel pits and a sizable lumber company) development throughout the Town.

Table 20 presents the current breakdown of land-use types within the Town. The majority of the Town is woodlands at about 13,196 acres or about 57 percent. The next most significant land use types are agriculture, open lands, and residential. The other land uses combined account for only three percent of the Town’s total land area. The **Existing Land Use Map** displays the existing land use within the Town.

Table 20: Existing Land Use, 2020		
	Acres	Percent
Agriculture	6,629	28.8%
Commercial	188	0.8%
Governmental/Institutional	20	0.1%
Open Lands	1,396	6.1%
Outdoor Recreation	24	0.1%
Quarry	134	0.6%
Residential	1,027	4.5%
Transportation	370	1.6%
Utility	2	0.0%
Water	31	0.1%
Woodlands	13,196	57.3%
Total	23,017	100.0%

Source: NCWRPC GIS

Land Use Trends

Land Supply and Demand

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

Land Values

Table 21 displays the assessed land values in the Town of Rolling. It is important to note that lands enrolled in the Managed Forest Law and Forest Crop Law programs and other tax-exempt lands are not included in values for Table 21. It should also be noted that improvements (structures) are also not included in the values. In 2022, the assessed value per acre in the Town was valued at about \$1,321

per acre. Properties classified as “Residential” have the highest value per acre within the Town, followed by properties classified as “Commercial” and “Other”.

Table 21: Assessed Land Value (per acre), 2022		
Land Classification	Total Value of Land	Total Value per Acre
Residential	\$9,457,700	\$6,094
Commercial	\$1,079,500	\$5,931
Manufacturing	\$382,600	\$2,551
Agriculture	\$1,468,000	\$194
Undeveloped	\$1,581,600	\$526
Forest	\$8,321,800	\$2,002
Agricultural Forest	\$1,459,900	\$934
Other	\$460,200	\$3,264
Total	\$24,211,300	\$1,321

Source: WI Department of Revenue

Opportunities for Redevelopment

There are few properties that are significantly degraded or completely abandoned in the Town. Unless a serious public nuisance situation develops, the Town feels that such matters are a private property issue. If a nuisance situation develops, the Town will rely on the County's nuisance ordinance and work with the County to remedy the situation.

There are currently no known brownfield sites within the Town. Quarries have a built-in redevelopment mechanism via reclamation regulations. Most existing quarries within the Town have a number of years of life left. Reclamation to a useable state is required upon closure of any quarry.

Existing and Potential Land Use Conflicts

There are four main areas of land use conflict within the Town of Rolling at this time. These include the urban-rural fringe area between the City and Town; agricultural activity versus residential development, recreational activity versus residential development, and quarry activities versus residential development. Another potential future conflict area in addition to these three is larger scale livestock operations. This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned buffers and public information and education components.

Future Land Use

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

Town of Rolling Plan Commission members participated in a mapping exercise with NCWRPC staff to identify the desired future land uses by using eight common Land Use Map Classifications, as

described below. Town Plan Commission members used their broad knowledge of the Town to draw shapes on a map representing the different land uses. The goal was to produce a generalized land use plan map (future land use) to guide the Town's growth.

Future Land Use Map Classifications:

Future land use classifications are groups of land uses that are compatible, and separates conflicting uses. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide when making land use and zoning decisions.

Agriculture Areas – These lands are productive agricultural areas of prime farmland soil. These areas should be protected from non-farm residential development or other land uses that may conflict with farm operations, raise agricultural property taxes or cause lands to be permanently converted from productive agricultural status. Exclusive agricultural designation is required to maximize State farmland tax credits.

Commercial – Areas adjacent to the City and along HWY 45 where more intensive commercial activity may take place.

Forestry Areas – These areas are generally available for forestry and private outdoor recreational uses such as hunting. The forestry areas may also be designated for rural estate type of residential development when applicable.

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

Industrial – Identifies areas recommended for industrial development, as well as existing industrial areas located throughout the county. This also includes quarries.

Residential – Areas generally along existing Town roads where new residential development may occur. The forestry areas may also be designated for rural estate type of residential development.

Preservation & Open Space – These areas are primarily wetland and floodplain areas that should be protected from development due to their sensitive nature and the environmental benefits they provide.

Transportation Corridors – Identifies the existing road network along with the recommendations for improved and safe traffic movement in the county. This also includes rail corridors and airports.

Land Use Programs

To implement the recommendations of the Comprehensive Plan, there are some basic tools that are available to the Town. There are zoning, subdivision ordinance, and official mapping.

Zoning

Zoning is a 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 of the community. It has been used throughout the United States and in Wisconsin since the 1920's. Langlade County currently administers zoning for the Town of Rolling through the Langlade County Zoning Code.

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. Districts 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 government body to be allowed. All other uses are prohibited.

Zoning regulations are adopted by local ordinance and consist of two major components, a map and related text. The zoning map displays where the zoning district boundaries are, and the text describes what can be done in each type of district. The Future Land Use Plan and zoning are similar but they are not the same.

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. Following the planning process it is critical that the zoning ordinance be updated to incorporate the findings of the plan.

Land Division

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

Of all the land use control devices available, subdivision regulation has probably the greatest potential. When compared with zoning, a well-administered subdivision control is more useful in achieving planning goals and its influence is far more lasting. Once land is divided into lots and streets are laid out, development patterns are set. Subdivision regulations can ensure that those development patterns are consistent with community standards. Subdivision regulations can also ensure the adequacy of existing and planned public facilities such as schools, wastewater treatment systems, and water supply to handle new growth. Finally, subdivision regulation can help ensure the creation and preservation of adequate land records. As is the case for shoreland zoning, Langlade County administers subdivision regulation within the Town of Rolling, with the Town reviewing subdivision regulation as well. Additionally, all one- and 2-family dwellings and modular homes are required to adhere to uniform statewide construction standards and inspection procedures as per the State's Uniform Dwelling Code.

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.

Shoreland Zoning

All counties are mandated by Wisconsin law to adopt and administer a zoning ordinance that regulates land-use in shoreland/wetland and floodplain areas for the entire area of the county outside of villages and cities. As a result, shoreland zoning within Rolling is administered by Langlade County. This ordinance supersedes any town ordinance, unless the town ordinance is more restrictive. The shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the landward side of a floodplain, whichever distance is greater.

Farmland Preservation Program

The State of Wisconsin has a Farmland Preservation Tax Credit Program. The goals of the program are twofold: to preserve Wisconsin farmland by means of local land use planning and soil conservation practices, and to provide property tax relief to farmland owners. Landowners keeping land in agricultural use can claim a credit on their state income taxes. See the **Langlade County Farmland Preservation Plan** for more information.

Forest Crop Law (FCL) and Managed Forest Law (MFL):

The Forest Crop Law is no longer open to new participants except through the purchase of land currently under this law. The length of the original contracts was for either a 25 or 50 year period. Forest Crop contracts cannot be renewed, however conversion into the Managed Forest Law program is possible. Participants must follow a written management schedule, including mandatory activities of cutting mature timber, and thinning plantations and natural stands. A ten percent yield tax is applied. Public access for fishing and hunting activities must be permitted on Forest Crop land.

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

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

The benefits of these programs to Rolling include:

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

The benefits to the individual property owner include:

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

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

Impact of Public and Private Resource Protection Programs:

The Town of Rolling benefits from significant public and private participation in land and resource protection programs. State owned land, forestry management programs, and a conservation easement currently impact more than 7,150 acres, approximately 30%, of the available land in the Town.

About 4,500 acres of woodlands and forestlands are currently enrolled in WDNR Forest Crop (FC) or Managed Forest lands (MFL) programs. As a result of the associated deed restrictions, the continued and expanded participation in these programs assist in the preservation of natural resources. This provides a means to enhance and retain the “northwoods character” of the Town.

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

Wisconsin Comprehensive Planning Program:

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

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

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

Goals, Objectives, and Policies

The following land use policy statement is a means of guiding future development within the Town towards a more orderly and rational pattern:

Goal 1: Maintain orderly planned growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.

Objectives and Policies:

1. The Town will maintain a long-range Land Use and Development plan, which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this Plan, as well as other Town, County, Regional, and state plans and ordinances.
2. The Town will actively participate in zoning and subdivision review decisions at the County level, which affect the Town. This includes zoning amendment and subdivision requests acted on by the County Water and Land Use Planning Committee, as well as variance and conditional use requests acted on by the County Zoning Board of Adjustment. This plan will be cited as the basis for all such actions including “disapproval” of proposed zoning amendments under s.59.97(5)3.
3. All development proposals will be encouraged to follow neighborhood and clustering of development concepts, subject to minimum lot sizes.
4. Strip-type commercial development along high-volume roads will be avoided in order to ensure traffic safety and mobility, and to avoid “sprawl”. (Encourage clustering of development through PUD concept).
5. Small or medium scale commercial development intended to serve local needs will be encouraged.
6. Large scale commercial development will be discouraged because of the potential to attract unplanned or premature urban development of the Town.
7. All industrial development proposals will be addressed on a case-by-case basis through a planned-unit-development approach, due to the highly variable nature of such uses.
8. The Town will identify and follow-up on areas of visible "junk" accumulation in accordance with Langlade County Ordinance 3-94 regulating storage and disposal of automobiles, tires, junk, and other misc. waste. The Town supports maintaining Langlade County's Ordinance 3-94, and encourages the County to continue enforcement of the ordinance.

Goal 2: Promote/regulate development which minimizes groundwater impacts from on-site septic systems and other sources and which preserves the rural character of the Town.

Objectives and Policies:

1. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
2. Lot sizes of 2 acres, excluding the Right-of-Way, will be promoted for new development, in order to preserve the Town's rural character and to protect groundwater resources from the impacts of higher density development.
3. The Town may allow higher density (down to minimum established by County zoning district) where it is compatible with existing development patterns.
4. Use-buffer areas will be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. duplex-type (higher density residential) development should be planned as a buffer between single-family and commercial areas. Landscape buffers should also be used, especially where distances from the City make multiple family unfeasible.

Goal 3: Preserve the productive farmland in the Town for long-term farm use and maintain agriculture as an important economic activity and way-of-life.

Objectives and Policies:

1. Nonfarm development, particularly subdivisions, will be encouraged in areas away from intensive agricultural activities, in order to minimize farm - nonfarm conflicts due to noise, odors, nitrates in well water, pesticides, farm/vehicle conflicts on roadways, late night plowing, etc.
2. The unnecessary conversion of good agricultural lands will be avoided. Nonfarm development will be directed to those areas specifically designated for said use.
3. The Town considers areas already designated for agricultural uses, generally north of State Highway 52 and west of HWY 45, as the most suitable for any potential location of new livestock facility siting in keeping with s.93.90 Wisconsin Statutes (Wis. Act 235).

Chapter Eight

Intergovernmental Cooperation

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

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

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

Background

Overview

As discussed earlier in the plan, the Town is surrounded by the City of Antigo and the Towns of Antigo, Ackley, Norwood, Harrison, and Aniwa. The Town is adjacent to the City of Antigo, which is the county seat of Langlade County. These are important intergovernmental relationships for the Town. Efforts should be made to maintain good working relationships with the surrounding towns and the County.

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

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

Benefits

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

- **Trust:** Cooperation can lead to positive experiences and results that build trust between jurisdictions. As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.
- **Cost Savings:** Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
- **Consistency:** Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- **Address Regional Issues:** Communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues, which are regional in nature.

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

Intergovernmental Relationships

Adjacent Local Governments

City of Antigo

The City of Antigo is directly north of Rolling, and the two municipalities border one another in certain areas. The Town has met with the City and other adjacent Towns to address issues arising from the City's comprehensive planning effort related to annexation and growth and development in the extra-territorial area surrounding the City. The group has committed to keeping the lines of communication open, particularly when proposals or activities come in that could affect the Town such as a significant business or industry.

The City of Antigo's 2018 Comprehensive Plan emphasizes flexibility and collaboration with surrounding communities. It addresses many of the same issues identified by the Town and includes recommendations for working with adjacent towns on water quality, groundwater protection, annexation, reformation of the Council of Governments, tax base sharing, and boundary agreements. The City Plan seeks to control sprawl on USH 45, north and south of the City, through targeted commercial areas, joint development areas and areas for the towns to expand their own tax bases. Another area of interest to the City beyond its own borders is the Langlade County Airport. The City Plan calls for increased use and visibility of the airport, particularly with regard to business clients and

investors. The City is willing to work with Langlade County and other government and non-governmental units to improve and promote the airport.

The Town maintains an intergovernmental agreement with the City of Antigo for ambulance and emergency medical services. The agreement is pursuant to Section 66.0301 of Wisconsin State Statute and is updated on an annual basis.

Surrounding Towns

Rolling is bordered by the Town of Antigo and City of Antigo to the north, the Town of Norwood to the east, the Town of Aniwa in Shawano County to the south and the Town of Harrison in Marathon County to the west. Towns within Langlade County have a history of meeting when issues of mutual concern need to be addressed. The quarterly meeting of the Langlade unit of the Wisconsin Towns Association also provides an opportunity for adjoining towns to discuss areas of mutual concern and share ideas. Communication with adjacent townships outside of Langlade County is less formal and will likely require some development.

Some of the neighboring towns have attended Planning Committee meetings to learn more about the process and see what type of things the Town of Rolling is planning. Board members from the Town of Harrison and the Town of Norwood have attended some of Rolling's Comprehensive Planning meetings.

The Town of Rolling is part of the Langlade County Rural Fire Control Corporation. The Corporation is maintained for the purpose of providing collaborative fire protection services in various Langlade County towns including Rolling. The Corporation ensures that Rolling residents receive fire protection, while limiting the cost to residents for fire protection services.

County

Langlade County directly and indirectly provides a number of services to the Town and the Town enjoys a good working relationship with many of the responsible departments. These departments include Finance, Highways, Sheriff, Parks and Zoning.

County Finance collects local property tax for the Town. The County Highway Department maintains and plows County, state and federal highways within the Town, and the Town also contracts with the Highway Department for maintenance and plowing Town Roads. The County Sheriff provides protective services through period patrols and on-call 911 response. The Sheriff also manages the 911-dispatch center, not only for police protection, but ambulance/EMS response and dispatching the Town Fire Department. Although there are no county parks within the Town, the County Parks Department maintains a county-wide park system for the use and enjoyment of all residents including the Town of Rolling. The County Zoning Department administers zoning in the Town, as well as providing land records and land conservation services.

In many cases where state and federal agencies require area-wide planning for various programs or regulations, the County sponsors a countywide planning effort to complete these plans and include each individual local unit in the process and resulting final plan. Examples of this include the County Outdoor Recreation plan which maintains the eligibility for WisDNR administered park and recreation development funding of each local unit that adopts it, and All Hazard Mitigation Plans which are

required by FEMA in order for individual local units of government to qualify for certain types of disaster assistance funding.

North Central Wisconsin Regional Planning Commission

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §60.0309 Wis. Statutes as a voluntary association of governments serving a ten-county area. Langlade County is a member of the NCWRPC, which includes all of its local units of government.

NCWRPC provides both regional and local planning assistance. Typical functions of the NCWRPC include (but are not limited to) land use, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

State and Federal Government

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

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

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

School District

The Unified School District of Antigo serves most of Langlade County including the Town of Rolling, as well as parts of Marathon and Shawano Counties. The District consists of 3 elementary schools, 1 middle school and 1 high school. There are also 2 private schools. The District currently serves about 2,000 students and has approximately 425 faculty members.

The main form of interaction with the School District is through payment of property taxes, which in part help to fund the District's operations. The Town has little participation in issues pertaining to administration or siting of new facilities. The Nicolet Technical College district includes the Town of Rolling and has its nearest campus in Antigo.

The main form of interaction with both school and college districts are through payment of property taxes, which help to fund both districts' operations. The Town has little participation in issues pertaining to administration or siting of new facilities.

Existing/Potential Intergovernmental Conflicts

The following are existing intergovernmental conflicts identified in the Rolling planning area:

- Disagreements regarding both large and small-scale annexations.
- Conflicts regarding the City's willingness and ability to extend utilities outside of the corporate limits except under very limited conditions.
- Enforcement of development regulations in the extraterritorial area.
- Land use conflicts in the extra-territorial area.

The following are potential intergovernmental conflicts that may arise in the Rolling planning area:

- Future development in areas adjacent to the City may not coincide with locations where utilities can best be extended.
- Potential future school district boundary realignment and school closings.

The process for resolving these conflicts will in part be a continuation of past practices as new mechanisms evolve and take shape. The Town of Rolling will continue to meet with surrounding towns when significant issues of mutual concern arise. At the same time, these towns have met with the City of Antigo and agreed to keep lines of communication open in a similar fashion.

New mechanisms are currently being developed or talked about that would also play a key role in intergovernmental conflict resolution in the Rolling area. First, the Town of Rolling, the City and other surrounding towns are moving toward the formation of an extraterritorial committee which would jointly work to resolve conflict issues in the extraterritorial area. Second, the idea of formalizing a Council Governments could provide an ongoing forum for intergovernmental communication, coordination and cooperation in the Rolling area.

Goals, Objectives & Policies

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

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

Objectives and Policies:

1. Maintain existing intergovernmental cooperative agreements and investigate additional opportunities for cost sharing or contracting with neighboring towns, the City and the County that provide more efficient service or cost-savings for Town residents. The Town will encourage residential developers to provide a variety of housing types for all income and age groups.
2. Investigate joint operation or consolidation when considering expanded or new services or facilities.
3. Work with the City of Antigo on organizing a formal Council of Governments and tax base sharing programs.
4. Work with the City of Antigo to develop mutually beneficial boundary agreements.
5. Work with the City and surrounding towns to develop extra-territorial zone plans and regulations that are mutually beneficial.
6. Work with Langlade County on the development of an All Hazards Mitigation Plan and a County Comprehensive Plan.

Chapter Nine

Implementation

This Plan is intended to be used as a guide by local officials, both town and county, when making decisions that affect growth and development in the Town of Rolling. It is also important that local citizens and developers become aware of the Plan.

Some steps taken to implement this Plan include the adoption of written public participation guidelines, Plan Commission formation, a Plan Commission resolution recommending Plan adoption by the Town Board, an open house meeting, a formal public hearing, Town Board approval of the Plan by ordinance, distribution of the Plan to affected government units and ongoing Plan Commission reviews and updates.

Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the Town official controls or regulatory codes. The zoning ordinance and subdivision (or land division) regulations are used to protect existing development and guide future growth and development as identified in this comprehensive plan. Other regulatory tools include purchase of development rights (i.e., conservation easements), transfer of development rights, and purchasing of ecosystem services. There are also non-regulatory approaches to implementing the comprehensive plan; these generally involve decisions about how the community will spend its limited funding resources on capital improvements, staffing and maintenance. These decisions will affect the development demand and the location of development in the Town.

The State planning law requires certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. To meet this requirement, Rolling should evaluate and update related ordinances after the adoption of the comprehensive plan update. The Town Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances). Some of these tools were also discussed in the Land Use Chapter.

Zoning Ordinance and Map

The Town of Rolling is currently under Lantlode County general zoning. Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or intensity of development, and the height and bulk of building and other structures. The general purpose of zoning is to minimize undesirable externalities from development by segregating and/or buffering incompatible uses and by

maintaining standards that ensure development will not negatively impact the community's character or environment. The zoning ordinance also controls the scale and form of development, which heavily influences how people will interact with their environment and their neighbors.

The establishment of zoning districts and the zoning map indicates where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the land use plan and map. While the zoning map and land use map do not need to directly match at the time the land use map is adopted, the intent is that the land use map will serve as a guide indicating how the property should eventually be zoned. Therefore, indiscriminate zoning changes may result in weakening of the comprehensive plan. In fact, changes to zoning district boundaries should only be made if they are consistent with the adopted land use map and the goals of the comprehensive plan.

However, there may be situations where changing the zoning district boundary makes sense and is in the best interest of the community. If changing the zoning would result in a conflict with the future land use map, the land use map should also be changed. However, the future land use map should only be changed if it does not accurately reflect the community's desired land use pattern. Achieving consistency between zoning and land use designation is also discussed in the **Land Use Chapter**.

Subdivision (Land Division) Ordinance

The Town of Rolling adopted the County subdivision ordinance. Subdivision regulations are an important tool ensuring the orderly development of unplatted and/or undeveloped land. These regulations may regulate lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be a public asset.

Capital Improvement Plan (CIP)

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

- Public buildings (i.e., fire and police stations)
- Park and trail acquisition and development
- Roads and highways (maintenance and new construction/paving)
- Fire and police protection equipment

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP

should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.

The preparation of a CIP is normally a joint responsibility between the town board, plan commission, staff, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

Annual Operating Budget

The Town prepares a budget each year and it is one of the most important policy documents prepared. It is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of Town residents and priorities set by the Town Board. The budget and the services provided by that budget are instrumental in achieving the goals and objectives of the plan.

Brownfield Redevelopment

Pursuing funding from state agencies for redevelopment of contaminated sites can reduce the uncertainty that otherwise prevents contaminated properties from being redeveloped. Action by the Town to evaluate contaminants or begin remediating the property is often necessary before the private sector is willing to invest in redevelopment. While this may require some upfront investment from the community, as sites are improved and reused they generate tax base.

Other Tools:

Some additional tools that could be utilized by the Town, include: fee simple land acquisition, easements (purchased or volunteered), and impact fees, among others.

Consistency Among Plan Chapters

The State of Wisconsin planning legislation requires that the Implementation Chapter describe how each of the required chapters will be integrated and made consistent with the other chapters of the plan. Since Rolling completed all planning chapters simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine plan chapters. Where deemed appropriate, goals, objectives, and policies have been repeated under all applicable chapters to reinforce their importance.

Plan Adoption, Amendments, Updates and Monitoring

While this comprehensive plan provides a long-term framework to guide development and public spending decisions, it must also respond to changes that occur in the community and region that were not foreseen when the plan was initially adopted. Some elements of the plan are rarely amended while others need updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

Plan Adoption

The first step in implementing this plan involves adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission (or other planning committee) who must adopt the plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the Town Board who must adopt the plan by ordinance (of majority vote). A public hearing is required to allow public comment on the ordinance prior to Board final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the next 20 years. The adopted plan should also be recognized as a tool for communicating the community's land use policy and goals and objectives regarding coordination of growth and development.

Plan Amendments

The Rolling Comprehensive Plan may be amended at any time by the Town Board following the same process described above for initial Plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity.

The following criteria shall be considered when reviewing plan amendments:

- The change corrects an error made in the original plan.
- The change is consistent with the overall goals and objectives of the Town of Rolling Comprehensive Plan.
- The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- Development resulting from the change does not create an undue impact on surrounding properties. Such development shall be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.

- The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- There is a change in town actions or neighborhood characteristics that would justify a change.
- There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration, or dedication.
- The change does not adversely affect water quality and the overall health of residents.

Proposed amendments must be reviewed by the Plan Commission prior to final action and adopted by the Town Board. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the Town might consider soliciting public opinion through surveys and/or community meetings prior to the official public hearing.

Plan Updates

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

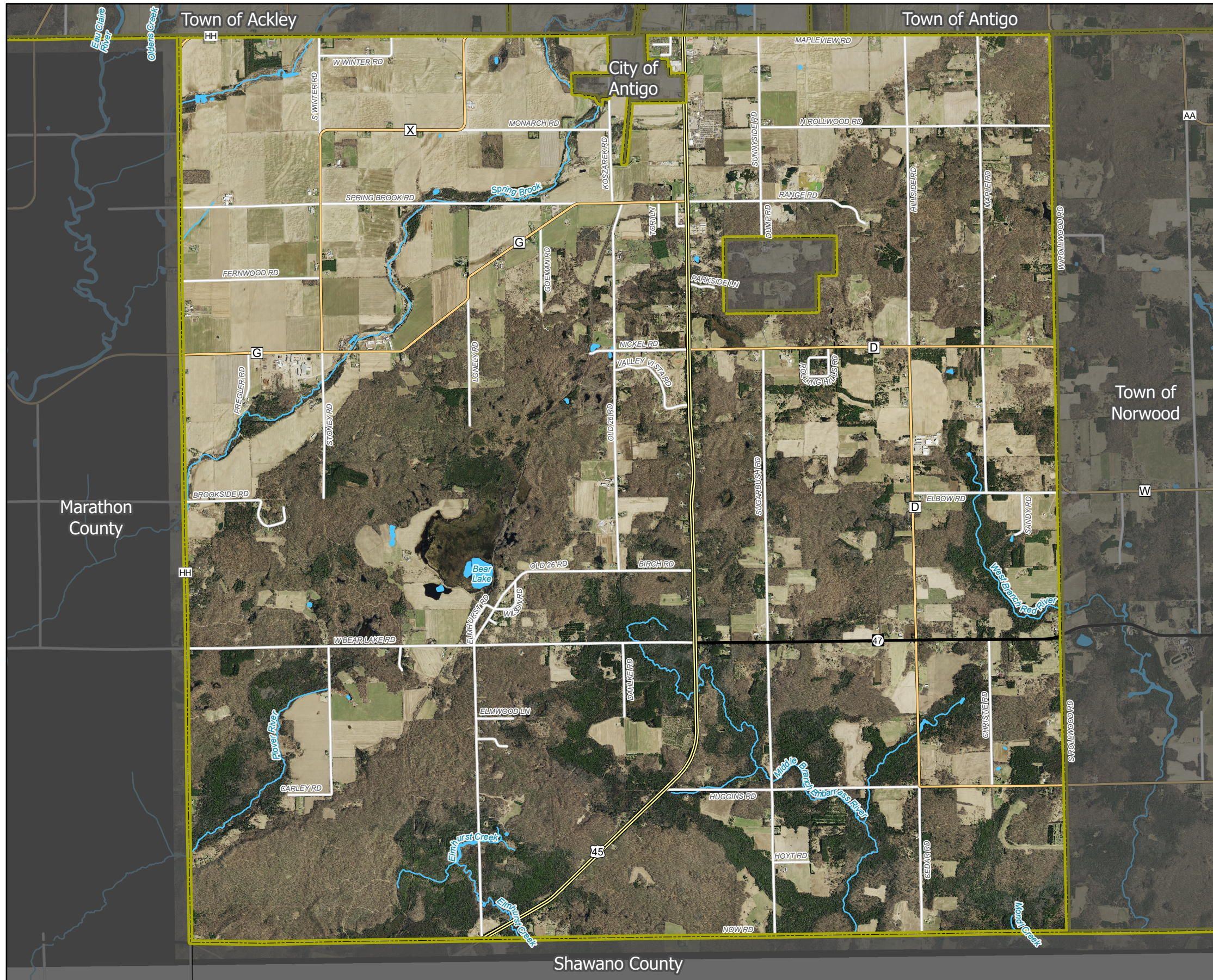
Plan Monitoring

The adopted plan should be used as a tool by Town when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives, policies, and recommendations outlined in this plan.

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

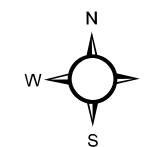
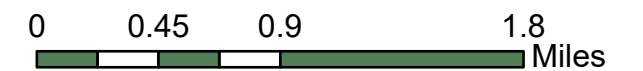
This plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the Town Board, Plan Commission, and any other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate.

Maps



Planning Area

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

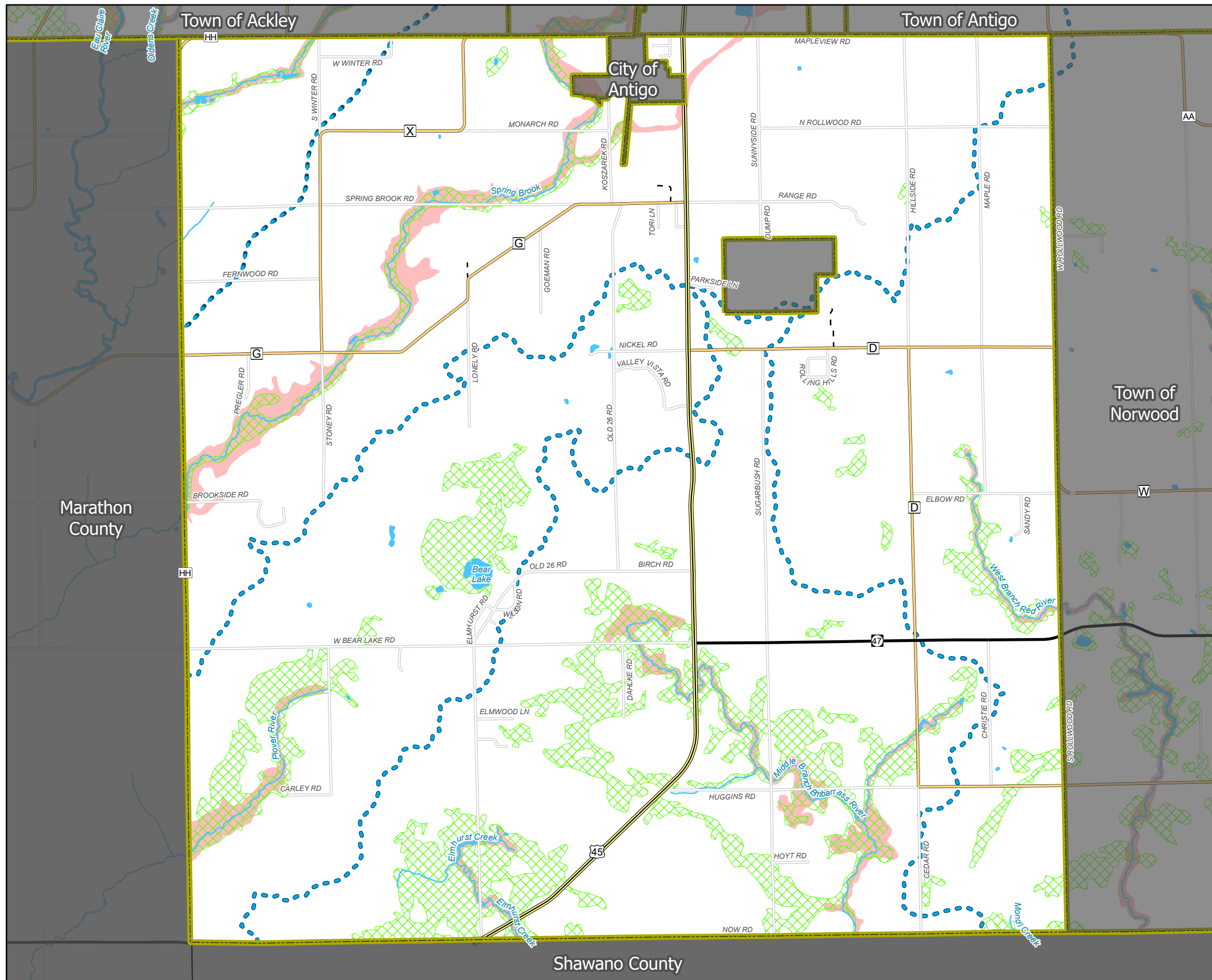


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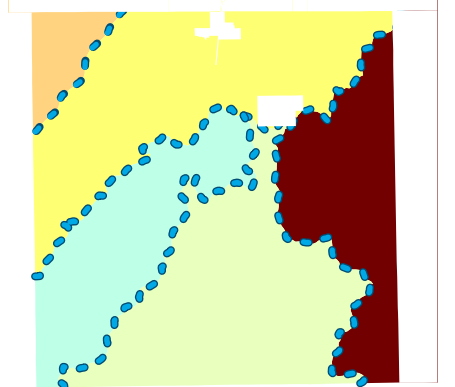
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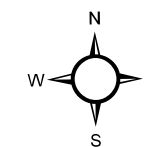
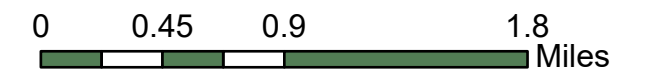
Natural Resources

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Watershed Boundaries
- Wetlands
- Floodpain
- Water

Town of Rolling Watersheds



- Middle & South Branches Embarrass River
- Plover and Little Plover Rivers
- Red River
- Springbrook Creek
- Upper Eau Claire River

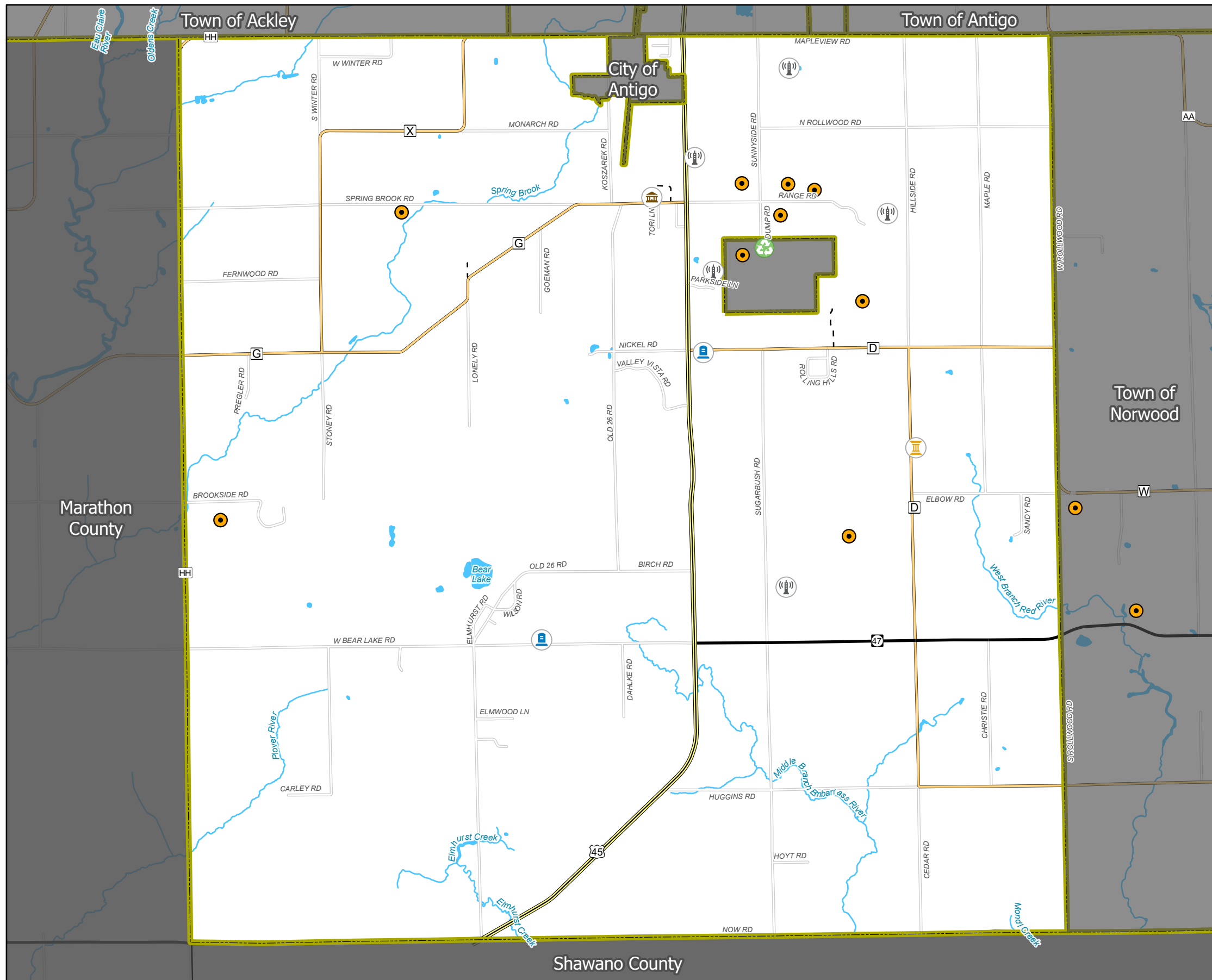


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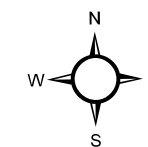
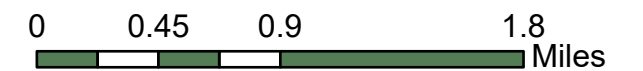
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Utilities & Community Facilities

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Cemetery
- Museum
- Non-Metallic Mines
- Recycling Center
- Town Hall
- Communication Towers
- Water

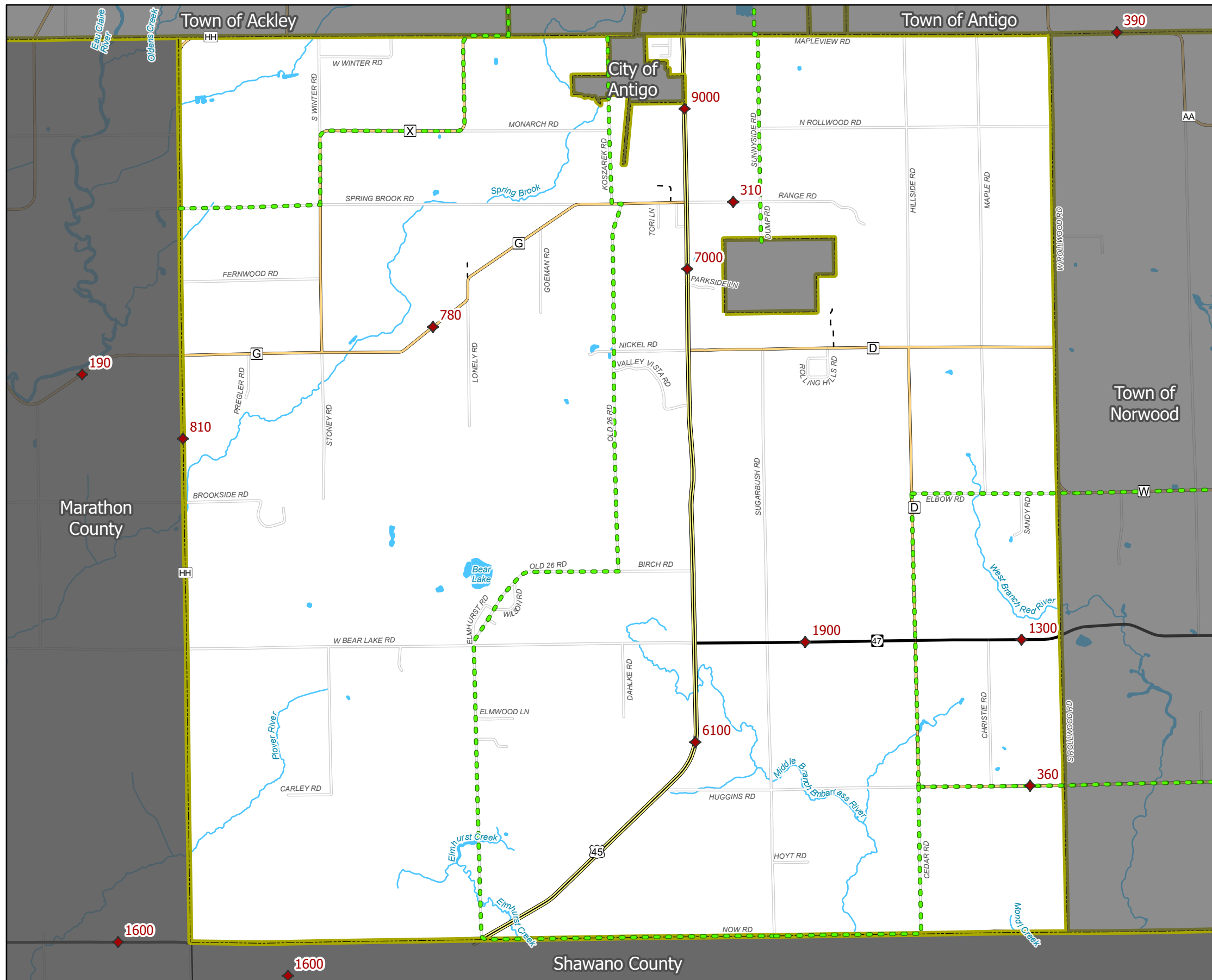


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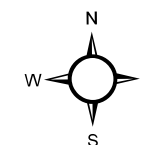
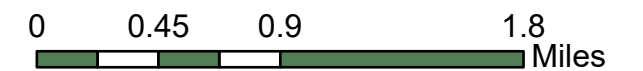
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Transportation

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Traffic Counts
- Proposed Bike Route
- Water

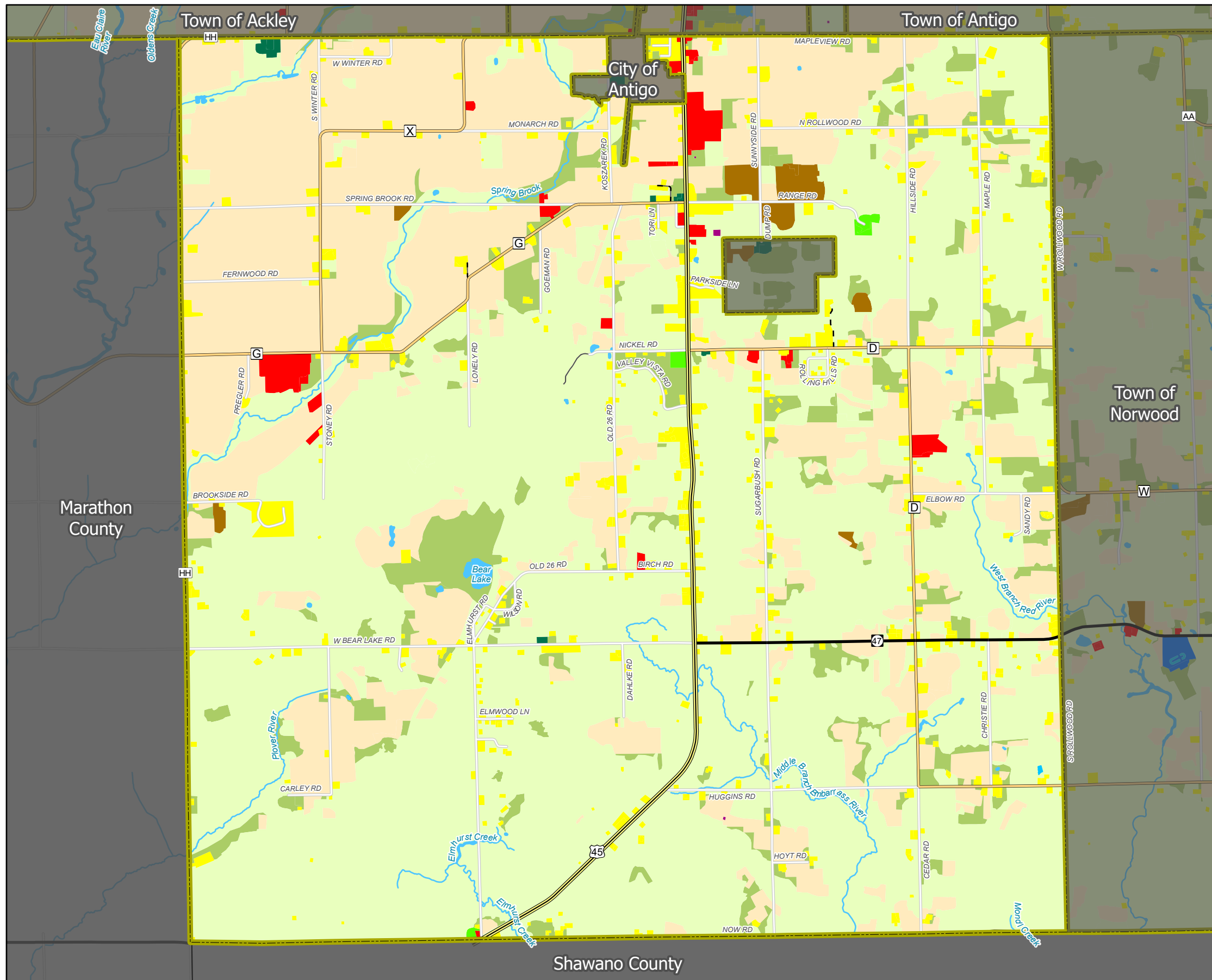


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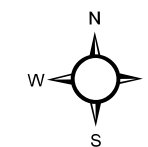
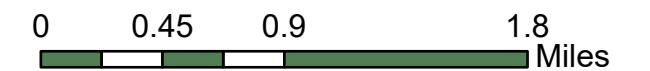
Prepared By:
North Central Wisconsin Regional Planning Commission

210 McClellan St., Suite 210, Wausau, WI 54403
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org



Existing Land Use

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Existing Land Use 2020**
- Agriculture
- Commercial
- Cranberry Bog
- Governmental / Institutional
- Industrial
- Open Lands
- Outdoor Recreation
- Quarry
- Residential
- Transportation
- Utility
- Woodlands
- Water

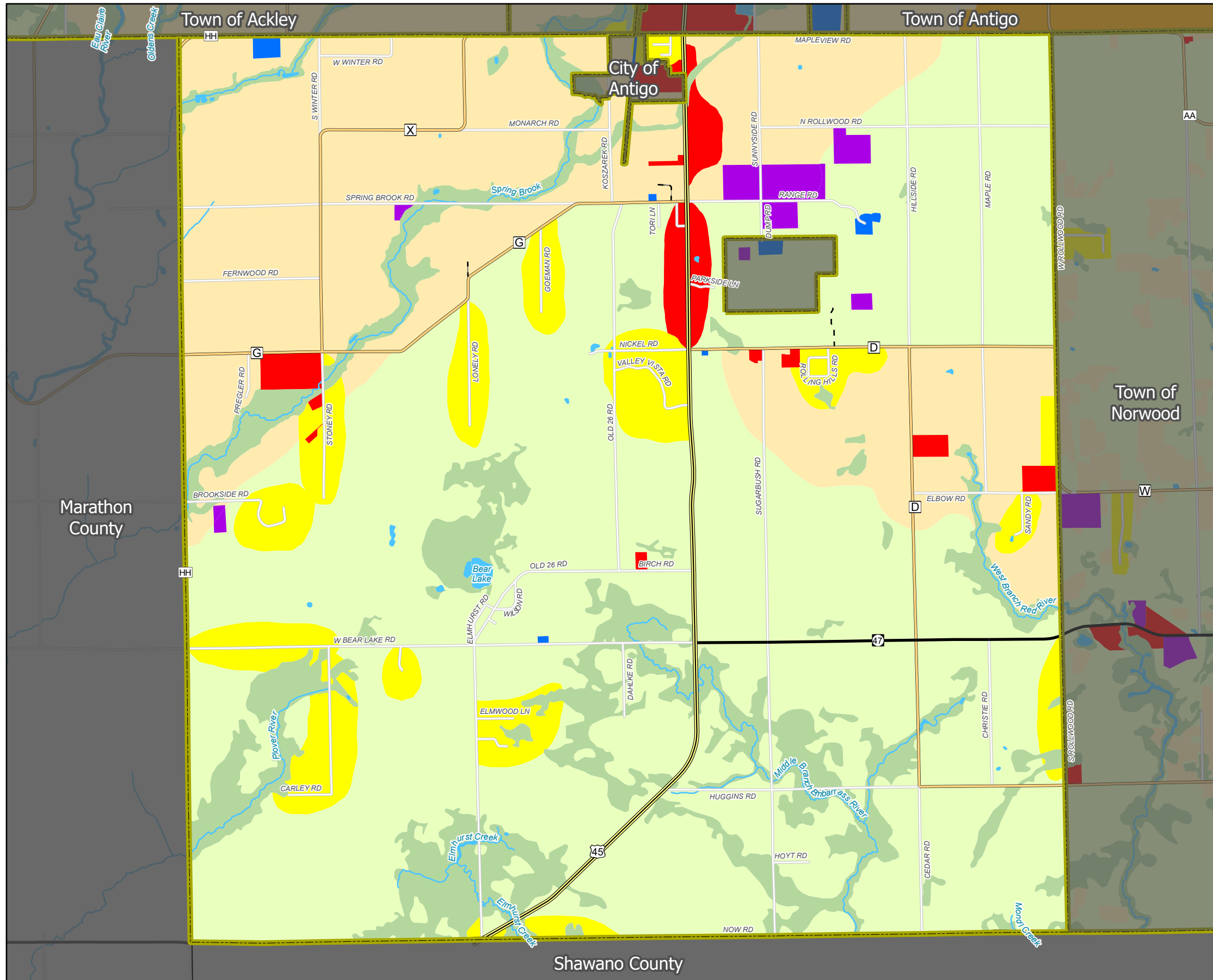


Source: WisDOT, WI DNR, NCWRPC, Langlade Co
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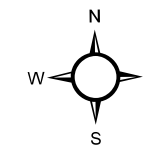
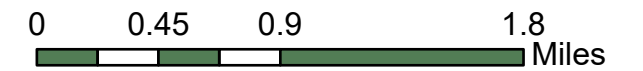
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Future Land Use

- Minor Civil Division
- U.S. Highway
- State Highway
- County Highway
- Local Roads
- Private Roads
- Future Land Use**
- Agricultural Areas
- Commercial
- Forestry Areas
- Governmental / Public / Institutional
- Industrial
- Preservation & Open Space
- Residential
- Rural Residential
- Transportation Corridors
- Water



Source: WisDOT, WI DNR, NCWRPC, Langlade Co
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Appendix A
Public Participation Plan

Town of Rolling Public Participation Plan (PPP)

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

I. Plan Development:

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

The public participation plan will incorporate the following:

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

The Plan Commission will review and recommend adoption of the Comprehensive Plan to the Town Board.

II. Implementation, Evaluation & Update:

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

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

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

**Resolution for the Adoption of a
PUBLIC PARTICIPATION PLAN (PPP)**

THE TOWN OF ROLLING DOES HEREBY RESOLVE AS FOLLOWS:

WHEREAS, the Town of Rolling is updating its Comprehensive Plan as outlined in Wisconsin Statutes; and

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

WHEREAS, it is necessary for the Town of Rolling Board to approve a process to involve the public in the planning effort; and

NOW, THEREFORE, BE IT RESOLVED, that the Town of Rolling Board does approve and authorize the Public Participation Plan as attached to this resolution.

I, Connie Kakes, Clerk, do hereby certify that the foregoing resolution was duly adopted at a Town of Rolling Board meeting, held at the Town Hall on the 12th day of September, 2023, at 6:00 p.m.

Connie Kakes 9-12-2023

Clerk

Appendix B
Adoption Resolution

PLAN COMMISSION RESOLUTION

RESOLUTION #1-23

Town of Rolling, Langlade County, Wisconsin

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

Adoption of the Town Comprehensive Plan:

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

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

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

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

Adopted this 5th day of September, 2023

Plan Commission Members:

Dave Kautza, Chair Dave Kautza
Andy Bauknecht, Andy Bauknecht
Evan Damos Evan Damos
Roger Jankowski Roger Jankowski
Leslie Rasmussen Leslie Rasmussen
Wenzel Husnick Wenzel Husnick
Daniel Packard Daniel Packard
Larry Noskowiak Larry Noskowiak

Attest:

Connie Kakes, Clerk Connie Kakes

Appendix C
Adoption Ordinance

ORDINANCE FOR PLAN ADOPTION

ORDINANCE # 1-23

Town of Rolling, Langlade County, Wisconsin

SECTION I – TITLE/PURPOSE

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

SECTION II – AUTHORITY

The town board of the Town of Rolling has authority under its village powers under s. 60.22, Wis. stats., its power to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Rolling must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the town board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

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

SECTION IV – PUBLIC PARTICIPATION

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

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

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

SECTION VI – PUBLIC HEARING

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

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

The town board of the Town of Rolling, by the enactment of this ordinance, formally adopts the document entitled Town of Rolling Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. stats.

SECTION VIII – SEVERABILITY

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

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

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

Adopted this 10 day of Oct 2023

David Kautza, Chair *David Kautza*
Daniel Packard, Supervisor *Daniel Packard*
Wenzel Husnick, Supervisor *Wenzel Husnick*

Attest:

Connie Kakes, Clerk *Connie Kakes*

Town of Rolling
Comprehensive Plan
2023